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October 5, 2012

Mr. Frank Mulcahy  
Public Works Director  
San Juan County  
P O Box 729  
Friday Harbor, WA 98250

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**RE: San Juan County Final Draft Solid and Hazardous Waste Management Plan**

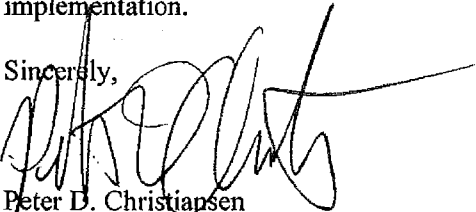
Dear Mr. Mulcahy:

The Department of Ecology (Ecology) is pleased to approve the *San Juan County Solid and Hazardous Waste Management Plan Final Draft, September 12, 2012*, received for final review on September 25, 2012. Ecology's comments on the preliminary draft plan have been addressed well, and other enhancements are also evident.

As you well know, moving this plan to final approval has been a difficult trek. Your staff, your SWAC, your Council, and all others who contributed to this plan should be commended for their hard work and dedication. This plan gives you the ability to shape and grow your solid waste system to best meet the present and future needs of your citizens. The documentation of the three-facility system your county traditionally supplied, the attempted Solid Waste User Fee, and disposal districts should serve future planners well as they examine what has worked and what has failed historically. Creative funding solutions that do not rely entirely on tip fees are needed as we transition to a world with less waste.

This Plan was created during a time of great change for your solid waste management system. Again, we appreciate the great thought, research, and careful consideration of public opinion the many stakeholders have put into the transition. Congratulations on a plan well done. We look forward to successful implementation.

Sincerely,

  
Peter D. Christiansen  
Section Manager  
Waste 2 Resources Program

cc: Diana Wadley, Regional Planner & Grant Officer, Waste 2 Resources Program  
Penny Ingram, Washington Utilities & Transportation Commission  
Elizabeth Anderson, Solid Waste Program Planner, San Juan County Public Works



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DEPT OF ECOLOGY

# San Juan County

## Solid and Hazardous Waste Management Plan

### Final Draft

San Juan County Public Works Department  
Solid Waste Program

September 12, 2012

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The 2012 San Juan County comprehensive County Solid and Hazardous Waste Management Plan is intended to serve two primary functions. One is to provide information to the public regarding the current solid waste management system and the basis for changes to the collection system, including establishing a second disposal district on Lopez Island. The second function is to establish the basis for implementing any new or revised solid waste systems that may serve the County's needs in the upcoming six-year period from 2013 to 2018. The Plan must be reviewed and amended in 2017. The County must continue to have a locally adopted and state-approved plan in place to legally implement the solid and hazardous waste system.

The Plan focuses on the steps necessary to implement a new operations model while maintaining and furthering the values of waste reduction, reuse, and recycling that residents and Council members have frequently emphasized.

This final draft of the Solid and Hazardous Waste Management Plan, which has been reviewed by state agencies and modified in accordance with their recommendations, was approved by the County Council in Resolution 34-2012 on September 11, 2012, and transmitted to the State Department of Ecology for their approval.

The Solid and Hazardous Waste Final Draft Plan, September 12, 2012, is also available on line at [www.sanjuanco.com](http://www.sanjuanco.com).



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# CHAPTER 1 SUMMARY AND RECOMMENDATIONS

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## 1.1 SAN JUAN COUNTY SOLID WASTE MANAGEMENT PLANNING

Solid waste planning is founded on the state and local governments' responsibility to protect public and environmental health. The purpose of comprehensive solid waste management planning is to describe, establish, and improve the systems that ensure garbage and recyclable materials are collected and taken to approved facilities for safe disposal or for processing to recover useful materials.

Consideration of alternative means of healthy and efficient systems for handling solid waste is essential in the course of developing a solid waste management plan (SWMP). Once an approach has been chosen, the next step is to consider policies, strategies, and actions that will make that system function as intended. For all counties in Washington, State regulations<sup>1</sup> set a six-year planning cycle to implement goals and a twenty-year timeline for longer-term goals. Further, Washington State law requires each county to operate in accordance with its adopted solid waste management plan, and that Plan must be updated every five years.

State and local regulatory agencies will review solid waste systems and facilities for consistency with the local plan before issuing solid waste-related permits. Programs, such as training or equipment for recycling or composting, must be identified in the plan to qualify for grant funding or other financial assistance from government agencies. Solid waste collection businesses, which are regulated by the Washington Utilities and Transportation Commission (WUTC), are required to comply with solid waste management plans and any local ordinances and code intended to implement them.

The only solid waste management plan San Juan County has adopted was in 1996, and the County is far behind the State mandate to update it every five years. State requirements for the content of local SWMPs have changed during that time, as have solid waste technology and management systems. The State Department of Ecology now advises counties that hazardous waste plans previously adopted as separate documents are best combined with solid waste plans in a comprehensive solid and hazardous waste management plan. Considering all of these changes since the adoption of the last solid waste management plan, the County administration has chosen to develop a completely revised plan rather than to update the 1996 version.

Local conditions, regional facilities, and economic conditions have also changed substantially since 1996. For many years the County government has provided self-haul services and charged no fee for recycling collection at three facilities. The costs of that system, however, have increased substantially while revenues have fallen. It has been clear for some time that the current system is not sustainable: funding based largely on tipping fees at the County facilities will not cover the costs of both operations and capital improvements.

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<sup>1</sup> RCW 70.95

Garbage tipping fees alone have been the typical and accepted means of paying for both garbage and recycling services throughout the state and at San Juan County facilities. Fees for accepting garbage are proving to be inadequate to cover the costs of handling recycling, especially as recycling programs become more successful. Increasing waste reduction and recycling, which is a high priority of state and local solid waste management, reduces the amount of garbage delivered to counties' solid waste handling facilities. Decreased garbage volume further strains a system that relies on garbage fee revenues to pay for all the other solid waste services.

Local efforts to find other sources of revenue in San Juan County have not been supported by the public. In August of 2010, county residents responded to a solid waste user survey<sup>2</sup>. The results showed that a majority of people wanted to have more services offered at the County facilities. Survey responders indicated that they would like to have locations at the county disposal facilities for community composting and for reuse/recycling of construction and demolition waste, among other services. At the same time, the majority of people who responded to the survey did not support increasing revenues to pay for improved or new services.

The County administration has been aware of the escalating situation for the last several years, and the County Council has raised the rates for garbage, instituted a gate fee, and authorized a charge for accepting recycling.

### **1.1.2 November 2011 ballot measure – Proposition 2**

In early 2011, a County Council Solid Waste Subcommittee began a re-evaluation of funding for the County's solid waste system. Their work resulted in a proposal for a solid waste service fee on real property, known as the Solid Waste User Charge. This Solid Waste User Charge, as described in SJC Ordinance 20-2011, was intended to generate \$1.1 million per year and was also intended to result in service fee reductions at the County solid waste facilities. The local election ballot measure (Proposition 2 on the November 8, 2011, ballot) failed, thus denying a system of funding that would support a County-run solid waste system.

Rejection of the proposed funding source for essential repairs and improvements to the three County-run disposal facilities led the Council to determine that privately operated systems would best relieve the County of the financial burden of operating a solid waste collection, transfer and disposal system. An alternate model that would relieve County government of the increasing burden of providing services with less and less funding to support them had been explored by the Council subcommittee. In October of 2011 the Council passed a resolution<sup>3</sup> describing an alternative solid waste disposal system. A primarily route-collection system, relying on a WUTC-certificated hauler to collect recyclables as well as garbage and to transport them both to off-island transfer facilities, would relieve the County of the expense of repairing, maintaining, and staffing the three disposal facilities. (Appendix K Ordinance No. 20-2011 and Appendix L Resolution No. 43-2011.)

<sup>2</sup> Marketing Resources August 30, 2010. (Analysis and report from a random sample of the county's households, which generated a 26% response.)

<sup>3</sup> San Juan County Council Resolution No. 43-2011

An independent route collection company, San Juan Sanitation Company (SJS), which is licensed and regulated by the WUTC as a certificated hauler, has been providing garbage collection services in the county for more than fifteen years. However, with recycling services provided for no charge at the County-run facilities, there was little economic incentive for residents to subscribe to recycling route collection services. San Juan Sanitation Company can expand their services to include recycling, and the County has adopted a level of service ordinance to specify the types of items that the certificated hauler will collect. Additionally, the Council determined that drop-off services could still be provided if the solid waste facilities were leased out and run by non-County operators.

Relying on independent providers for collection, transfer, and transportation services is the alternative that San Juan County has chosen to implement. This transition to privately operated systems is a major change in San Juan County solid waste management.

### **1.1.3 ANALYSIS OF ALTERNATIVES - Background to decision-making**

During preparation of this Plan the potential for sustaining and improving the current three-facility, County-operated system was explored, and the additional resources that would be necessary to continue County operations were identified. Although the County chose to adopt a different system, the descriptions of strategies and actions necessary to continue County operations are retained in the final draft. These descriptions provide a useful contrast and clarification of the scope of the transition and implementation to a system that will rely on private companies. Please note that the three chapters describing operations and titled: Collection, Transfer, and Disposal include descriptions of both alternative systems, County-operated and privatized, that were discussed and analyzed during 2011.

#### **Alternative studied - Continue and improve current system**

This alternative is based on finding adequate long-term funding for maintaining the three County disposal facilities to provide the current services with necessary capital improvements to continue operations. The solution to covering these operational and capital costs would be funding them through periodic service fee increases and a general solid waste user fee (as described in Appendix K, Ordinance No. 20-2011). No change to the current independently provided route collection services would be needed. The County would continue to conduct periodic household hazardous waste collection events. Some collection services or events would be extended to non-ferry served islands.

#### **Alternative chosen - Expanded route collection**

The selected system will rely primarily on the existing route collection service already provided by San Juan Sanitation Company, which will add recyclables to their route collection services county-wide. With the level of service ordinance (San Juan County Ordinances 2-2012 and 9-2012), subscription to garbage collection service must include subscription to recycling service. This is to promote recycling and ensure that there is a convenient means of collection for recyclables as well as garbage for all county residents. There is no county requirement for residents to subscribe to route collection service.

SJS and the County have analyzed road conditions to ensure that route collection will be available to all County residents. The maps generated for that study are found on the following pages and on the County website. All county residents can be served, and at least eighty-five percent will be able to take their garbage and recyclable wastes only as far as the road at the end of their driveway. Another ten percent can take their garbage and recycling materials to residential collection points agreed upon by the service provider and the resident, in accordance with SJCC Section 8.14.030 (F) residential and commercial/business solid waste (Ordinance 14-2012).

The County will no longer operate solid waste facilities. Instead, County-owned solid waste facilities will be made available for lease by non-County service providers for waste management services, potentially including drop-off services for garbage and recycling.

The other customary services that are not included in commingled recycling waste, such as accepting used batteries, motor oil, and antifreeze will be handled by the certificated hauler or by independent sources, many of which are already available locally. The County will continue to provide collection events for household and business hazardous wastes.

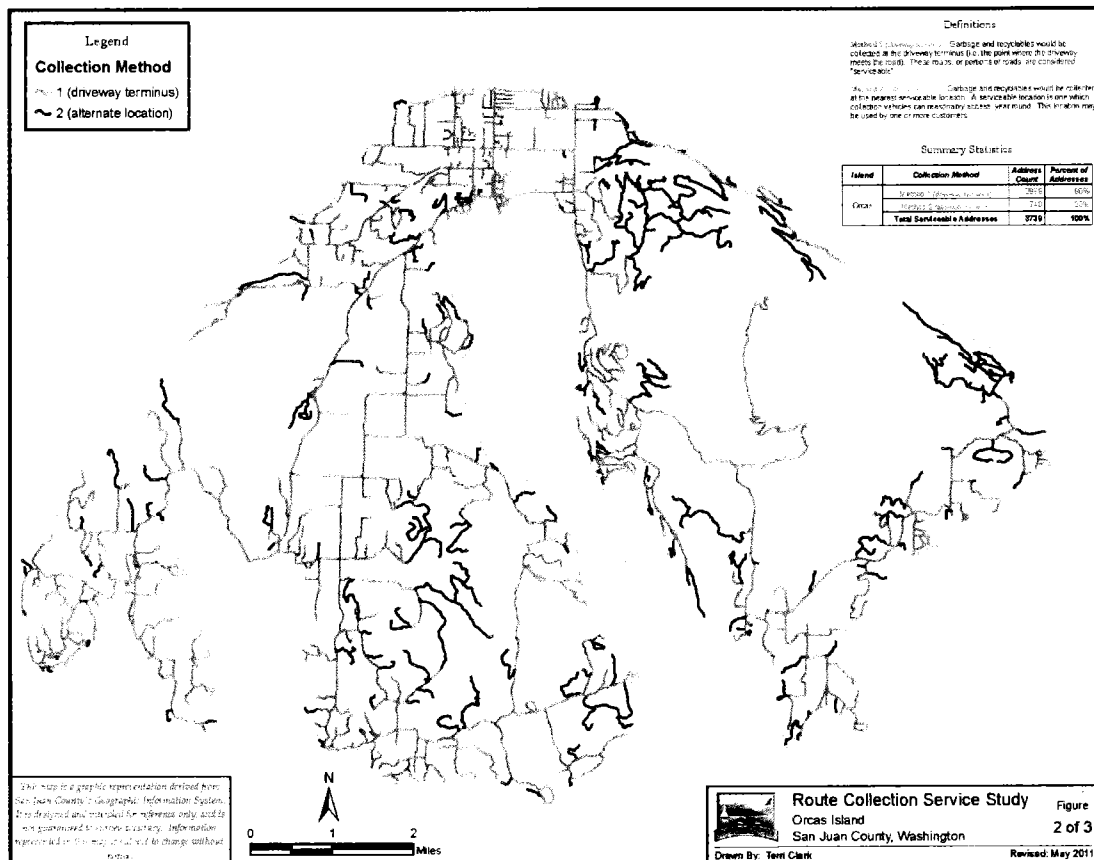
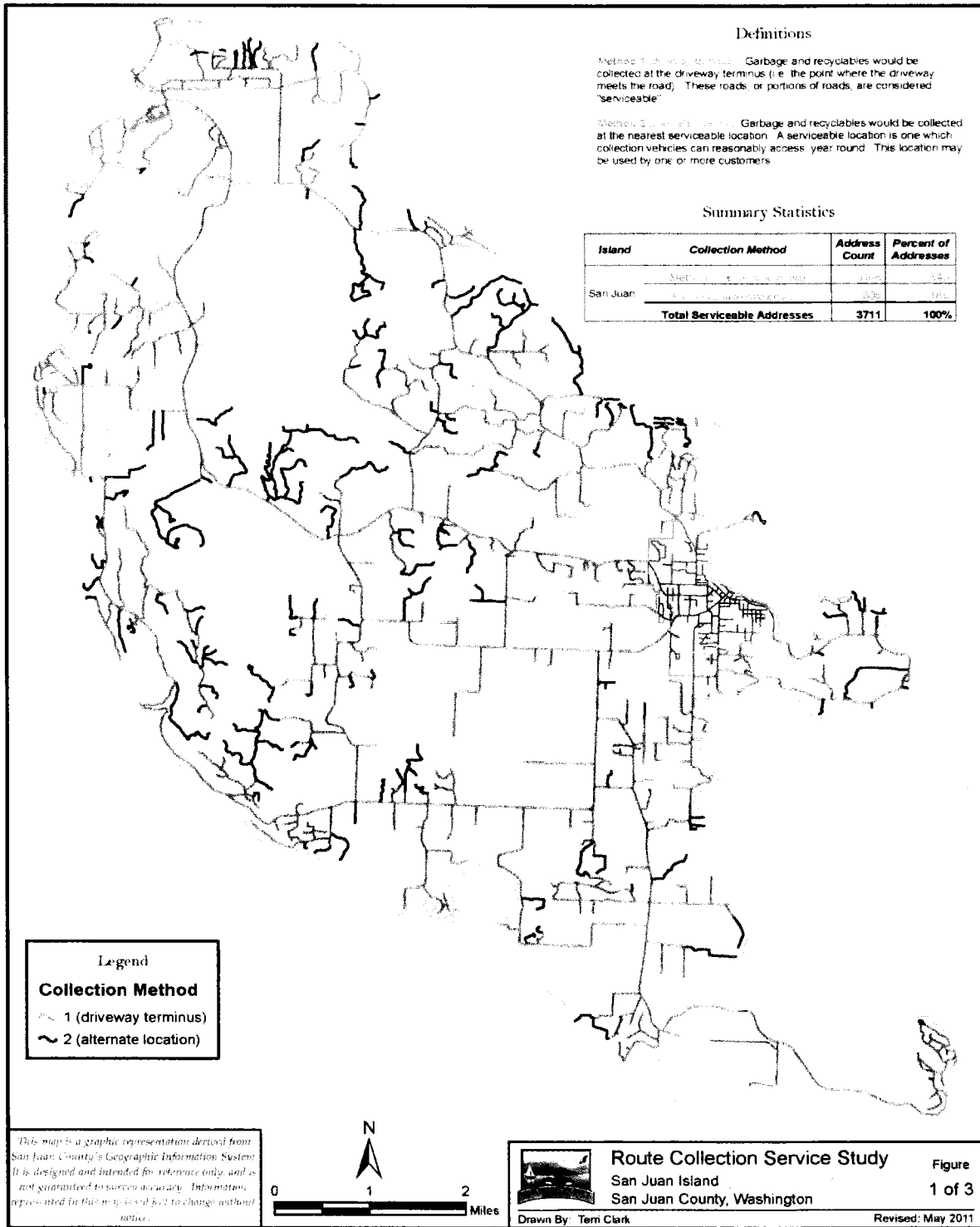
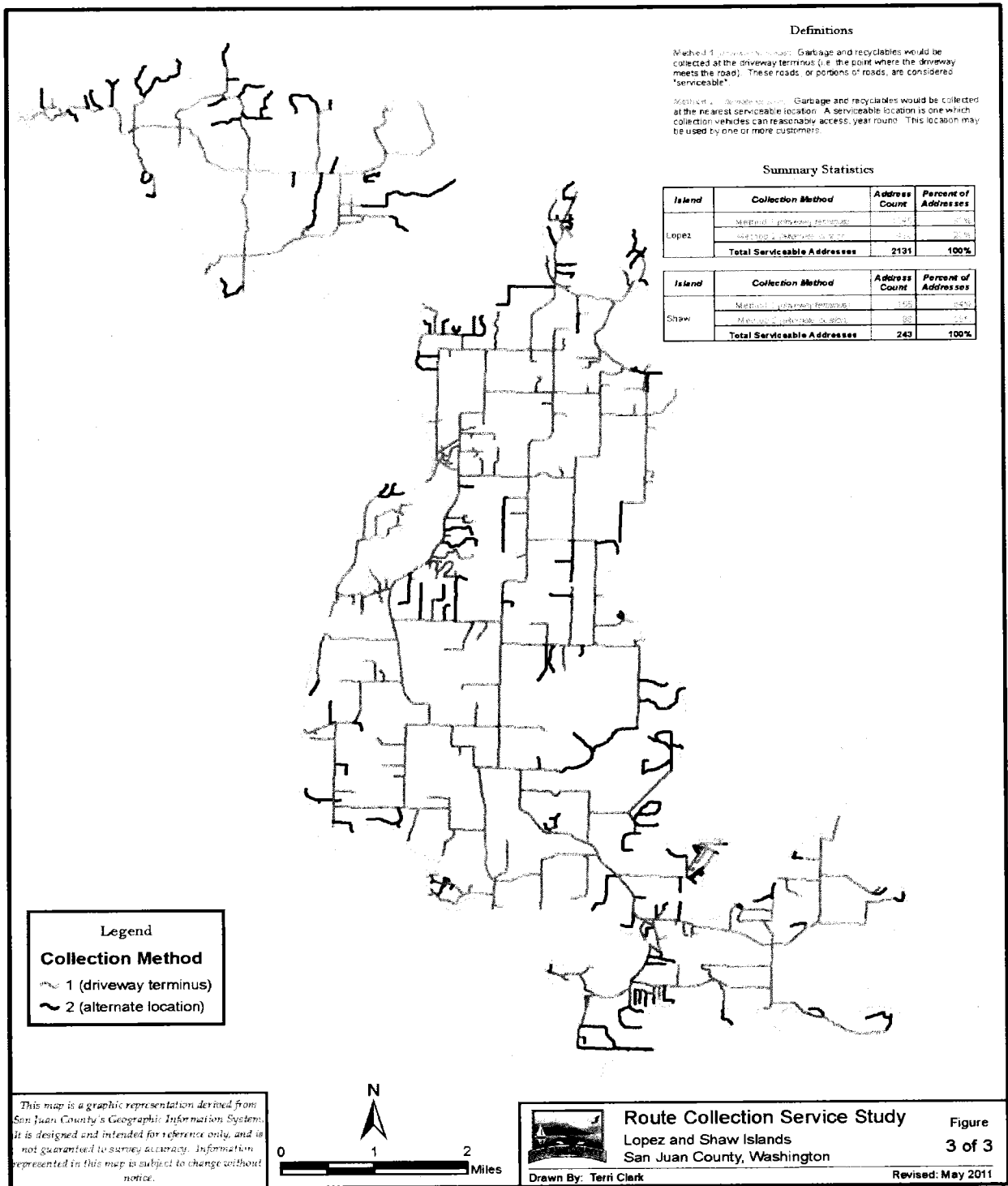


Figure 1.1 Orcas Island Route Collection Map



**Figure 1.2 San Juan Island Route Collection Map**



**Figure 1.3 Lopez Island Route Collection Map**

### 1.1.3 Waste collection service providers

During the transition from the County System to independent providers, county residents can contact the certificated hauler, San Juan Sanitation, at 376-4709 for options, rates, and scheduling. Options for off-island self-haul service providers include the Skagit County Transfer Station, Skagit River Steel and Recycling, along with several other approved transfer, recycling, materials recovery, and landfill businesses.

**Table 1.1. Transition to independent services in San Juan County**

Service	Method of delivery	
	3 County Facilities	Route Collection,
Route collection - Garbage	Continue established service	Continue and expand existing service
Route collection - recyclables	Not offered	Yes. County establishes level of services (LOS) including recyclable materials collection for certificated hauler
Drop-off garbage	Yes	Available at leased sites
Drop-off commingled recyclables	Yes	Available at leased sites
Reuse facilities	Yes	Yes, at locations now operating
Household/small business (SQG) hazardous waste	Yes. Collection events	Yes. Collection events
Noxious weeds/beach watchers/litter at no charge	Yes	Yes, through LOS
Appliances	Yes	Non-County collectors
Used motor oil and antifreeze	Yes	Yes, County shop use and Non-County collectors
Steel for recycling	Yes, Orcas & Lopez	Non-County collectors
Medical sharps disposal	Yes	Yes, in secure and marked containers

### 1.1.4 Local management

Throughout the planning process, Lopez Island residents have sought local control of operations. Potential local community control alternatives included a local private not-for-profit



organization, formation of a local solid waste disposal district, or an agreement with the Port of Lopez.

On June 26, 2012, the San Juan County Council established the Lopez Disposal District and appointed its first Board of Directors (Ordinance 11- 2012). The Lopez Disposal District intends to support itself through a combination of property taxes and tipping fees. A private not-for-profit organization the Solid Waste Alternatives Program (SWAP) has been established to support the operations and funding for the Lopez disposal facility and the District administration.

The disposal district gives a greater degree of local control to Lopez island residents in solid waste handling, setting rates for services, determining hours of operation, and in sorting and marketing commodities for recycling. Disposal districts within the County are subject to the provisions of the County Solid and Hazardous Waste Management Plan.

Local management options are available to Orcas, San Juan, or any other local group with a permitted facility. Local control of solid waste facilities would not preclude subscription route collection by the certificated hauler in any area.

### **1.1.5 General Issues**

#### **Self Haul volume compared to route collection**

County records show that ninety-eight percent of the traffic at solid waste facilities comes from self-haul trips delivering about half of the garbage annually collected. The remaining fifty percent of garbage has been delivered by packer trucks operated by the certificated hauler and the Town of Friday Harbor, which generate only two percent of the traffic at the solid waste handling facilities.

In sum, these records demonstrate that fifty to sixty self-haul vehicle trips deliver the same amount of garbage as a single packer truck. In operational costs, it does not require fifty times the effort and cost to serve a packer truck as it does a single self-haul vehicle. Consolidated collection could also reduce fuel needs and gasoline emissions.

#### **Recycling route collection**

During the course of project scoping and community focus group meetings, some people stated that they deliver their own garbage because they have no route collection for recyclables and, therefore, make a customary trip to haul their recycling to the County sites anyway. There has been no regular route collection of recycling in rural San Juan County. Level of service (LOS) regulations will ensure that recyclable materials collection will be available for residents at the roadside on a regular schedule.

#### **Seasonal population fluctuation**

With high numbers of tourists, and as much as one-quarter of the housing stock apparently used as vacation homes, the de facto San Juan County population during summer months has historically influenced the volume of the local waste stream. Typically, peaks have occurred in

July and August with volumes as great as one-fourth more than in the slower months of February and March. Seasonal increases have been characterized by longer lines at the County facilities and longer workdays for operations staff; however, the capacity of route collection is expected to adjust to seasonal fluctuations.

## **1.2 GOALS**

### **1.2.1 San Juan County Overall Goals**

The overall goals of this waste management plan are to:

1. Ensure reliable service for removal of solid waste.
2. Develop opportunities for partnerships for waste reduction, reuse, and recycling programs when they are in accord with the other goals of the plan.
3. Be prepared to develop processes for local control of recycling operations.
4. Establish affordable objectives and strategies to achieve the goals of this plan.
5. Provide public education and outreach for recommended waste management practices.

San Juan County also intends to:

1. Pursue the key initiatives of the State's Beyond Waste Plan to:
  - Increase diversion of organic materials.
  - Increase use of green building construction and deconstruction products and practices.
  - Improve management of small volume hazardous wastes.
  - Measure progress toward goals.
2. Emphasize waste reduction:
  - Provide waste prevention education.
  - Increase composting, by both individual households and communities.
  - Promote reuse of construction and demolition debris.
  - Increase reuse on all islands.
  - Deliver unwanted electronics to local E-Cycle Washington registered collectors.
  - Promote environmentally preferable purchasing by individuals, businesses, and government facilities.
3. Achieve the State goal of a fifty percent recycling rate, and recycle more types of items.

### **1.2.2 Washington State goals for waste management**

The State's Solid and Hazardous Waste Management Plan is the *Beyond Waste Plan*, first published in 2004 and updated in 2009. It presents a progressive vision of a future where preventing waste and use of toxic substances is the highest priority of waste management strategies, followed by reuse, recycling, and, lastly, responsible disposal.

The major initiatives of the *Beyond Waste Plan* are: increased diversion of organic materials; increased use of green building practices; improved management of small-volume hazardous wastes; improved management of industrial wastes; and measuring progress toward these goals. These initiatives are included in the County goals, above.

The State Department of Ecology encourages all local planning jurisdictions to pursue programs that promote the Beyond Waste initiatives and vision. Local governments are encouraged to develop realistic goals to move in the direction of Beyond Waste and to consider what local government offices can do to lead by example.

### **1.3 MAJOR RECOMMENDATIONS OF THIS PLAN**

- Expand route collection service to include recyclable materials.
- Permit reuse facilities currently operating at County-owned sites.
- Maintain collection events for household and business hazardous waste.
- Make County-owned solid waste facility sites available for lease to independent solid waste service providers.
  - Promote waste reduction, reuse, and recycling through education and outreach programs.

### **1.4 PROJECTED COSTS OF THE SOLID WASTE SYSTEM**

Beginning in late 2012, the County Solid Waste Program will consist primarily of: conducting annual household/business hazardous waste collection and disposal events; providing community outreach and education for waste reduction, reuse and recycling; participating in litter control; ensuring closed landfill monitoring; and providing staff for administrative duties. Funding will come from the County solid waste excise tax, the State Coordinated Prevention Grants, and Community Litter Cleanup Program contract agreements.

San Juan County does not plan to construct or purchase solid waste management facilities or equipment. The County's solid waste management system will be a predominantly or completely route (curbside) collection and transport system for garbage and recycling. The waste may be transported directly to out-of-county transfer or disposal facilities by a private service provider, or to any legally permitted transfer station within the County with adequate facilities and capacity.

Additionally, the county will make the existing in-county solid waste management facilities available for lease by private or public enterprises to provide solid waste services. All capital costs, including maintenance, repair and equipment, will be the responsibility of the lessee.

The average annual County solid waste management system cost for the six-year period of 2007-2011 was \$2,816,000.

The estimated average County solid waste program cost for the six-year period of 2013-2018 is \$337,000. This \$337,000 average does not include an annual \$125,000 payment on debt that was acquired in 2012.

The change in expenses from \$2,816,000 to \$337,000 is an estimated eighty-eight percent reduction in the County solid waste program cost.

A summary of goals and recommended strategies for the next six years, along with a budget and implementation schedule, is presented in Appendix A. Funding and costs of the proposed solid and hazardous waste management system are discussed in Chapter 9, Regulation, Administration and Enforcement.

## **Questions About the Route Collection System**

### ***Will reuse operations continue at the Exchange and the Take It or Leave It?***

Reuse facilities will continue to operate at their current locations. A lease arrangement will be needed.

### ***Will route collection of both garbage and recyclables be available?***

The Council has passed a Level of Service ordinance to require the certificated hauler to add commingled recyclables to its route collection services.

### ***Will County facilities be open at all?***

The system will include an opportunity to lease County sites and facilities to qualified non-County organizations or businesses interested in offering solid waste drop-off services.

### ***How will other services, besides garbage and recyclables, be provided?***

The certificated hauler or any operator at the County facilities could handle the other services to collect special wastes. The certificated hauler will be collecting used motor oil at roadside and will deliver it to the County Public Works road services shops. Heating equipment at County shops can use the motor oil as fuel. The route collector will also accept used antifreeze.

Medical sharps from household self-medication may be accepted by private garbage collection services when properly packaged and identified.

Noxious weeds and beach or roadside litter collection disposal would still be available at no charge; a "Bag Tag" system has been recommended to identify the material.

Drop-off service for appliances and scrap metal would no longer be offered by the County; however, non-County businesses may accept them.

The County is still working through how services to collect and safely handle medical sharps, used motor oil, antifreeze will be provided, and who will provide them.

***Will household hazardous waste collection continue to be offered?***

The County intends to continue household hazardous waste (HHW) and small quantity generator (SQG) collection events.

## **CHAPTER 2 PLANNING PROCESS**

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### **2.1 PURPOSE**

The purpose of adopting a Solid and Hazardous Waste Management Plan is to develop and maintain a sustainable system that protects public health and the health of the environment. This plan compares and recommends management strategies for handling solid waste, as well as household and small quantity generator (SQG) hazardous wastes, for the six-year period following plan adoption. A current plan is necessary for state and local approvals of any changes to the system and state agencies require that changes in the system are in compliance and consistent with local solid and hazardous waste management plans<sup>4</sup>.

### **2.2 PLANNING AREA POPULATION**

The planning area includes all of unincorporated San Juan County. The 2010 census documented 15,769 residents in the county. The Office of State Financial Management estimates as many as 11,000 housing units in San Juan County, but as much as 35 percent of them are vacation homes. Dividing the resident population by an average household size of 2.16 persons yields approximately 7,300 occupied residential units in the county.

The only incorporated town in the county, Friday Harbor, with 2,162 of the total residents in the county in 2010, is preparing an independent solid and moderate risk waste management plan. In accordance with RCW 70.95.080, the County must incorporate the Town's plan in the County's solid and hazardous waste management plan. See Appendix N for the Town's plan. Many businesses and multifamily residential properties within the Town have already been subscribing to collection services for commingled recycling with San Juan Sanitation Company.

### **2.3 PLAN DEVELOPMENT AND PARTICIPATION**

Major changes are part of the Plan's recommended policies and actions. Issues, such as maintenance of existing systems, modifications to the system, cost and levels of service, revenue opportunities, local management priorities, and the rapidly approaching date of the end of the long-haul transport and disposal contract were discussed in focus groups and in public meetings. Plan development was based upon public opinion research, technical research, and staff analysis.

Copies of the Final Draft Plan will be posted on the County website and available for reading at County public libraries, in addition to the required environmental impact and public hearing processes.

- Scoping June - October 2010 - focus groups
- Public opinion survey - July through September 2010
- Planning forum - February 2011

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<sup>4</sup> RCW 81.77.030, RCW 70.95.130, RCW 70.105.220

- First Public Review Draft - November 23, 2011
- SWAC review - December 1, 2011
- Publication of an EIS or DNS in accordance with State Environmental Protection Act protocols - March 14, 2012
- County Council workshop - March 19, 2012
- SWAC review of modifications to preliminary draft in accordance with Ecology comments - August 23, 2012
- Public hearing and adoption by the County Council - September 11, 2012
- Review by SWAC in accordance with 70.95.167(3) to review the waste reduction and recycling element. September 26, 2012
- Preliminary Draft Transmittal to Ecology - April 27, 2012
- Final Draft Transmittal to Ecology - September 27, 2012

From the outset of the project, it has been important to consider the concerns and recommendations of multiple stakeholders who use the County solid and household hazardous waste handling systems. An opinion survey with questions about personal solid waste practices was mailed to a random sample of 4,000 of the more than 9,000 addresses listed in the county. More than 1,200 responses were returned and the results were presented to the County Council on August 30, 2010, as well as published on line and in local newspapers. That analysis of survey responses (Appendix K) showed at least three priorities stated by island residents: make the system inexpensive; prevent or divert as much waste as possible from entering the waste stream; and, ensure maximum recycling of collected materials delivered to County facilities.

From the survey comments, it appears that many islanders are aware of environmental costs and long-term effects of current practices. Survey results indicated that most islanders are interested in an improved system that will be more cost-effective. Focus groups, on the other hand, clearly supported paying for recycling services, but this was not borne out in the survey results. The full survey report is available on the county website [2010 Solid Waste Opinion Survey](#)<sup>5</sup> and at the County Public Works Department office.

The Council subcommittee and the Council's Solid Waste Advisory Committee (SWAC) researched the feasibility of two systems for solid waste handling: continuing with County operations and switching to operation by non-County enterprises. Council subcommittee members were Patty Miller, Orcas; Rich Peterson, San Juan; and Jamie Stevens, Lopez, Shaw and outer islands. The Solid Waste Advisory Committee (SWAC), including Chairperson Sam Jacobsen and members Calvin Den Hartog, Pete Moe, Noel Monin, Ed Kilduff, and Pete Risser, along with project volunteer Allen Rosenberg, explored the feasibility of route collection and recommended that non-County service providers be allowed to use the County solid waste sites as collection points in order to provide services for residents who may not be able to receive route collection.

Several people helped with early scoping: Pete Moe, George Post, Stephanie Buffum-Field, Rhea Miller, Beth Helstein, Phil Heikkinen, Sarah Rabel, and Nancy Greene. Members of the Washington Department of Ecology, including Diana Wadley, Peter Christiansen, and Taisa

<sup>5</sup> [http://sanjuanico.com/SWAC/docs/SWMPMeetingDocs/SJC\\_SW\\_Survey\\_Report.pdf](http://sanjuanico.com/SWAC/docs/SWMPMeetingDocs/SJC_SW_Survey_Report.pdf)

Welhasch, provided advice and ongoing review of the draft plan. San Juan County residents participated in the development of locally useful goals and strategies, particularly those affecting waste reduction, reuse and recycling.

## **2.4 WASTE REDUCTION AND THE STATE PLAN**

### **2.4.1 Washington's BEYOND WASTE Plan**

In 2004, the Washington State Department of Ecology released a statewide waste and toxics reduction plan (Ecology 2004). Commonly referred to as "Beyond Waste", it adopts a vision in which *"We can transition to a society where waste is viewed as inefficient, and where most wastes and toxic substances have been eliminated. This will contribute to economic, social and environmental vitality."*<sup>6</sup>

The State Plan projects this transition will take 20 to 30 years, or more, and that it will contribute to long-term economic, social, and environmental vitality. It also projects that this transformation will slowly do away with the hidden cost of hazardous materials that are paid by society in the form of increased health costs, environmental clean-up costs, and degraded ecosystems.

The Beyond Waste plan also intends to transform the environmental regulations needed in Washington. When toxic ingredients or wastes are eliminated at the source by either safely returning materials to the environment or efficiently recycling them into industrial processes regulations will no longer be needed. The plan notes "When wastes are not generated in the first place, then nothing is left to regulate. The result will be less cost for industry, less government regulation and cost, new global markets, a very competitive market economy, and a cleaner environment"<sup>7</sup>.

In 2009, the State Department of Ecology published an update to the Beyond Waste Plan. It focuses on the same five initiatives as the original plan:

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

### **2.4.2 Product Stewardship**

Product Stewardship is an environmental management strategy that directs all those involved in the design, production, sale and use of a product to take responsibility for

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<sup>6</sup> State of Washington Department of Ecology Publication no. 09-07-026

<sup>7</sup> *Beyond Waste*, State of Washington Department of Ecology Publication no. 09-07-026



minimizing the product's impact to human health and the natural environment throughout the life of the product. A core principle of product stewardship is the producers' responsibility for their products, including appropriate management of that product and its packaging at the end of the product's useful life. The term Extended Producer Responsibility (EPR) is often used interchangeably with Product Stewardship.

In San Juan County, the following products are persistently found in the waste stream. The County supports stewardship efforts targeting these products:

- electronics
- batteries
- fluorescent lighting (mercury-bearing products)
- packaging and beverage containers
- paint
- carpet

When manufacturers accept these materials back once they are no longer useful, overall human health and environmental impacts from the manufacture, use, and disposal of these products will be reduced.

## **2.5 REGULATORY FRAMEWORK**

### **2.5.1 State Department of Ecology**

The Washington State Department of Ecology (Ecology) is charged with creating the state's long-range plan, goals, and policies. The State oversees compliance with Chapter 70.95 RCW, Solid Waste Management - Reduction and Recycling, through review and approval of solid waste management plans and through facility permits.

In accordance with RCW 70.95.010(6)(c), it is the responsibility of county governments to assume primary responsibility for solid waste management and to develop and implement aggressive and effective waste reduction and source separation strategies. The state delegates regulatory authority over solid waste facilities to the County Health Department, which issues permits for solid waste handling and facilities in accordance with the San Juan County Code, Chapter 8.14.

### **2.5.2 Other regulations and compatibility**

Federal, State and County regulations that support or interact with the County Solid and Hazardous Waste Management programs are described in Chapter 9, Regulation, Administration and Enforcement. Operation and development of solid waste facilities, transfer, and disposal of solid waste are all subject to regulation at each of these levels to protect the health and safety of the citizens and of the environment.

Washington State has multiple laws that address solid waste handling. Solid Waste regulatory requirements are included in laws about safety, transportation, water quality, solid

waste handling and disposal, environmental policy, and planning. Each of these impacts the design, operation and financing of the County's solid waste system.

Locally, the SWMP must be compatible with the following County Code and Comprehensive Plan:

1. San Juan County Code
  - Chapter 8.12, Solid Waste Disposal
  - Chapter 8.14, Solid Waste and Biosolids Handling and Facilities
  - Chapter 8.20, Board of Health
  - Chapter 18.30, Land Use Districts
  - Chapter 18.60, Development Standards
2. San Juan County Comprehensive Plan
  - Element 7, Capital Facilities
  - Appendix 7, Inventory of Capital Facilities and Projected Facility Needs
  - Appendix 2, Joint Planning Policies with the Town of Friday Harbor

## **2.6 PLANNING AUTHORITY**

Washington State law assigns primary responsibility for managing solid waste and moderate risk waste to local governments. Chapter 70.95 of the Revised Code of Washington requires local governments to maintain current solid waste management plans. Chapter 70.105 RCW also requires local governments to develop plans for managing hazardous and moderate risk waste.

Tasks that are proposed for funding from the State's Coordinated Prevention Grant program (CPG) must be consistent with the County's local comprehensive solid and hazardous waste management plan. The CPG reimbursement is an important source of funding for waste management programs and activities. San Juan County has used this grant funding for household hazardous waste collection events, composting training workshops, and school education programs, as well as for the purchase of equipment for recycling.

## **2.7 REQUIRED SOLID WASTE MANAGEMENT PLAN ELEMENTS**

In accordance with RCW 70.95.090, local Solid Waste Management Plans are required to include certain elements:

1. A detailed inventory and description of all solid waste handling facilities, including any deficiencies in meeting current solid waste handling needs.
2. The estimated long-range needs for solid waste handling facilities, projected twenty years into the future.
3. A program for the orderly development of solid waste handling facilities that is consistent with the plans for the entire county which:

- meets state minimum functional standards for solid waste handling and all laws and regulations relating to air and water pollution, fire prevention, flood control, and protection of public health;
  - takes into account the county's comprehensive land use plan (and those of any other participating jurisdictions);
  - contains a six-year construction and capital acquisition program for solid waste handling facilities; and
  - includes a plan for financing both capital costs and operational expenditures of the proposed solid waste management system.
4. A program for surveillance and control (to avoid or mitigate the negative impacts of improper waste handling and to ensure that facilities and activities are managed in accordance with regulatory requirements).
  5. An inventory and description of current solid waste collection operations and needs within the county, including:
    - any WUTC collection franchises in the county, along with the names and addresses of the franchise holders;
    - any municipal solid waste operations within the county and its boundaries;
    - the population density of each service area within the county; and
    - the projected solid waste collection needs for each service area for the next six years.
  6. A comprehensive waste reduction and recycling element that provides programs that (a) reduce the amount of waste generated, (b) provide incentives and mechanisms for source separation, and (c) establish recycling opportunities for the source separated waste.
  7. A waste reduction and recycling element that shall include:
    - waste reduction strategies and
    - source separation strategies:
      - programs for collection of source-separated materials from residences in urban and rural areas. In urban areas, the program must encompass collection of source-separated recyclable materials from single and multiple family residences or an approved alternative. In rural areas, the programs shall include, but not be limited to, drop-off boxes, buy-back centers, or a combination of both, at each county solid waste facility or at locations convenient to the residents of the county.
      - programs to monitor collection of source-separated waste at nonresidential sites where there is sufficient density to sustain such a program.
      - programs to collect yard waste, if there are adequate markets or capacity within or near the service area.
      - programs to educate and promote the concepts of waste reduction and recycling.
    - recycling strategies, a discussion on existing markets, a review of waste generation trends, characterization of the waste stream and a description of existing programs and deficiencies
    - programs to assist the public and private business with recycling and an implementation schedule for those programs.

- a list of designated recyclables.
- 8. An assessment of the plan's impact on the costs of solid waste collection.
- 9. A review of potential areas, if any, that meet State criteria for land disposal facilities as outlined in RCW 70.95.165.

## **2.8 HAZARDOUS WASTE PLAN INCORPORATED IN SWMP**

The San Juan County Solid Waste and Hazardous Waste Management plans are combined in this document for the first time. Any future revisions to this comprehensive plan must incorporate hazardous waste management, regardless of whether those revisions affect hazardous waste management or not.

## **2.9 STATUS OF PREVIOUS PLANS**

This Plan supersedes all previous solid and hazardous waste management plans, including the *San Juan County Solid Waste Management Plan*, approved and adopted on February 20th, 1996, by BOCC Resolution 26-1996, and adopted with amendments to San Juan County Code Section 8.12.030 by Ordinance 17-1996 signed by the Board of County Commissioners on September 10, 1996. This Plan also replaces the updated *San Juan County Hazardous Waste Management Plan*, adopted on March 3rd, 1998, by BOCC Resolution 24-1998.

## **2.10 MAINTAINING THE PLAN OVER TIME**

To be useful in planning and informed policy and decision-making, as well as to maintain eligibility for certain types of grant funding, the County SHWMP must be kept current. According to Ecology, a plan is considered to be functionally current if it adequately represents the existing:

- planning area
- service level
- disposal facilities and their operation
- systems for permitting facilities and enforcement, and
- funding levels and methods.

Plans must be reviewed within five years following approval by Ecology (RCW 70.95.110). Review should include evaluation of progress toward implementation and determination if a plan amendment or revision may be needed. Changes that are consistent with the recommended strategies, policy objectives, or goals described in the Plan usually do not require an amendment but may be adopted locally.

## **2.10.1 Procedures for amendment**

### **AMENDMENTS**

Amendments are changes that are made within the six-year planning cycle. They are minor adjustments to the plan that are necessary to keep the plan up to date, ensuring that permits can be properly issued, grant funding can be secured, or the appropriate commodities can be collected for recycling. SWMP amendments are adopted through an administrative process.

Typical administrative amendments are also likely to consist of:

- adjusting the implementation schedules.
- changing the priority of alternative strategies and/or projects.
- making changes to levels of service that do not significantly affect the cost to collect and dispose of solid waste.
- updating the priorities of the plan based on the results of a feasibility study.

The administrative amendment process for the San Juan County comprehensive Solid and Hazardous Waste Management Plan is:

- proposal by Solid Waste Manager or Public Works Director.
- review and comment by SWAC.
- review and approval by the County Council.

All amendments must be submitted to Ecology within 45 days of adoption. A plan amendment does not alter the five-year planning cycle for review and update or revision. Amendments that do not fit the definition above will be addressed during the five-year cycle of review and update or revision. However, changing the overall list of recyclable materials designated in the plan must be accomplished with the review and approval of the County Council.

### **UPDATES**

Updates to comprehensive solid and hazardous waste management plans will be made in accordance with the five-year review cycle and shall follow the amendment or revision criteria and procedure described under Amendment and Revision, in this section.

All updates must retain and incorporate the hazardous waste plan, even if no changes are made to the sections regarding hazardous waste. Once the solid and hazardous waste management plans are combined, both must be carried forward as a single document.

### **REVISION**

If it has been more than five years since the Plan was reviewed, or if there are unanticipated changes in system component costs or funding mechanisms, a WUTC cost assessment and a plan revision are required. Major changes, which cannot be accomplished under the Plan goals, policy objectives, and recommended strategies in the adopted Plan may require a revision.

Plan revisions may be proposed and adopted using the following process:

1. Revisions may be proposed by the Public Works Department, stakeholders and interested parties, or county residents. Public Works Department staff may be available to provide assistance as needed.
2. The Public Works Department planning staff will review proposed revisions, assess potential costs and benefits of implementation, suggest changes, and make a draft recommendation for or against the proposal.
3. The Public Works Department planning staff will submit the proposal and the draft recommendation to the SWAC for discussion.
4. The Public Works Department will forward the results of SWAC discussion and the Department's final recommendation to the County Council.
5. The County Council will review the proposal and approve or disapprove it. If the County Council approves the proposal, the Public Works Department planning staff will prepare a Plan revision for adoption by the County Council and by any incorporated areas affected by the revision.
6. The revised Plan will be submitted to the Department of Ecology and the Washington Utilities and Transportation Commission (WUTC) for review and approval.

All revisions must retain and incorporate the hazardous waste plan, even if no revisions are made to the sections regarding hazardous waste. Once plans are combined, both must be carried forward as a single document.

## **2.11 SOLID WASTE REGULATIONS**

San Juan County operates under state regulations that address a wide range of actions.

### **Solid Waste Handling Standards**

Solid waste facility standards are described in the Washington Administrative Code (WAC) 173-350 and WAC 173-304. By state regulation, solid waste regulation and enforcement is delegated to local jurisdictional health authorities.

The rules set standards of operation and permitting requirements for solid waste handling facilities for recycling, intermediate handling (i.e. transfer), composting, hazardous waste, and tires. The rule regulates landfill disposal of a new category of wastes called inert wastes.

The rules place importance on local solid waste management plans by requiring all solid waste handling facilities to conform to local solid waste plans. Under the rules, some, but not all, recycling facilities may be conditionally exempt from permitting.

### **Electronics Product Stewardship**

The U.S. Environmental Protection Agency (EPA) determined that disposal of electronic wastes into municipal solid waste landfills posed a risk to public health and the environment due to the presence of quantities of lead and other toxic heavy metals that could leach into the surrounding environment. This caused considerable concern about how to dispose of the rapidly growing volumes of electronic waste in our society and raised awareness about the need to

encourage producer responsibility for the design, recycling, and eventual disposal of their products.

In 2006, Washington State adopted a product stewardship law that requires the establishment of a system to recycle electronic wastes, including computers, monitors, laptop computers, and televisions. This system may not charge consumers to drop off materials and is financed by manufacturers of the electronic equipment. Rules to implement this law, WAC 173 900, Electronic Products Recycling Program, were adopted in October 2007. The new system became effective January 1, 2009. A list of take-back locations and further details may be found at [www.ecyclewashington.org](http://www.ecyclewashington.org).

As electronic products continue to proliferate in the marketplace, more regulations for recycling them are likely to be enacted. Washington state anticipates adding other electronic components to the E-cycle program

### **Secured Load Requirements**

A state law, RCW 46.61.655, applies to people hauling garbage and other materials. The law states that “no vehicle shall be driven or moved on any public highway unless such vehicle is loaded as to prevent any of its load from dropping, shifting, leaking, or otherwise escaping”. Significant fines may be levied against violators. San Juan County Code 8.12.020(4) requires vehicles delivering solid waste to a county solid waste handling site to cover their loads. Violators may be charged a three- or five-dollar fee at all County solid waste facilities for having uncovered or improperly covered loads.

### **Public Event Recycling Law**

RCW 70.93.093, known as the Public Event Recycling Law, became effective in Washington on July 22, 2007. It requires 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.” The vendors themselves are responsible for providing recycling programs at these events. “Official gatherings” include events such as fairs, musical concerts, festivals, athletic games, tournaments, etc. Any County or Town sponsored or permitted event is subject to this law.

### **San Juan County Styrofoam Ban**

Both San Juan County and the Town of Friday Harbor have banned food service businesses from using Styrofoam (expanded polystyrene) containers for take-out or eat-in packaging effective April 22, 2010. Packaging for meat, fish and shellfish is exempt from the ban.

### **Recycling receptacles required at marinas and airports**

In accordance with RCW 70.93.095, marinas with thirty or more slips and airports with regularly scheduled commercial passenger service must provide adequate recycling receptacles at their facilities. Those receptacles must be clearly marked for disposal of at least two specific recyclable materials, including aluminum, glass, newspaper, plastic, and tin.

## CHAPTER 3 BACKGROUND AND WASTE STREAM

### 3.1 THE PLANNING AREA

The County has approximately 180 square miles of land area, which includes 176 named islands and reefs. The islands were affected in recent geological times by glacial movement over bedrock, and the soils that have developed since are typically shallow. The San Juan County 2000 Watershed Action Plan reports that all fresh water in the county comes from rainfall. With this limited source of fresh water, groundwater conservation and water quality protection are particularly important.

#### 3.1.1 History

Tradition and evidence indicate thousands of years of human use of the islands. The inhabitants of the islands were Coast Salish tribes whose livelihood was based on fishing and gathering. A series of European and American mariners mapped the islands and the adjacent mainland coasts as early as 1592. British colonization began in the 1840s with the Hudson's Bay Company. The islands passed into American governance in 1872 and, for almost a hundred years, the San Juan Islands were mostly known for local fruit production and fishing. In the 1960's the county population began to grow rapidly along with its popularity as a tourist destination and vacation home location. While farming and horticulture are still important local lifestyles, the major industry in the islands is tourism.

#### 3.1.2 Population distribution

The planning area includes all of the islands in the entire county. According to the 2010 U.S. census count, the population of San Juan County is 15,769 residents. While at least 16 of the islands in the county have year-round populations and have residential lots platted in Rural Residential districts, only four of them have ready access to a garbage collection service or an on-island solid waste facility.

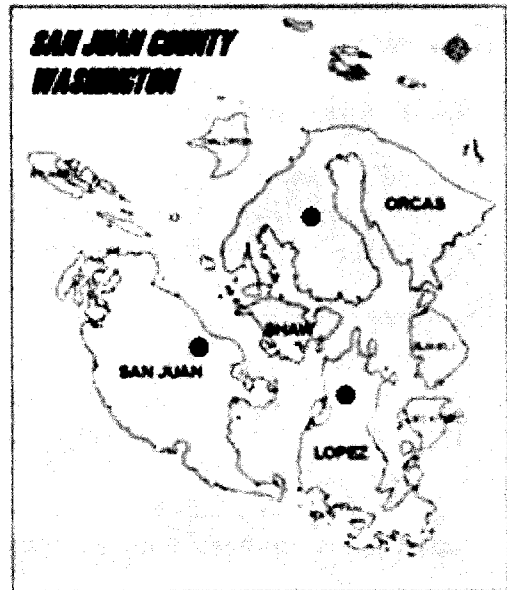


Figure 3.1 Solid waste facility locations

The single incorporated urban area in the county is the Town of Friday Harbor, which occupies 1.24 square miles on San Juan Island and has a 2010 population of 2,162 residents. Unincorporated urban growth areas (UGAs) have been established at the boundary of Friday Harbor, at Eastsound on Orcas Island, and at Lopez Village on Lopez Island. Outside of the single urban area and the urban growth areas, activity centers at marinas and the master planned resorts, such as Roche Harbor, Rosario Resort and Deer Harbor, are land use areas where waste generation is likely to be increased. Marinas larger than thirty slips and airports with commercial passenger service must provide recycling receptacles in accordance with RCW 70.93.095.



In reviewing urban areas for the purpose of solid waste management, it appears that the most dense concentrations of population and businesses are found in the Town of Friday Harbor and in the Urban Growth Areas (UGAs). For purposes of solid waste management planning, the Town of Friday Harbor, along with the UGAs of Friday Harbor, Eastsound and Lopez Village are urban areas. The rest of the county, with a population density of only about seventy persons per square mile, is rural.

### **3.1.3 Transportation**

The four most populated islands, Lopez, Shaw, Orcas, and San Juan, are served by the Washington State Ferries. The other inhabited islands have fewer permanent residents and are typically accessible only by private boat, barge, or air service. This complex nature of transportation throughout the county affects solid waste services.

## **3.2 OVERVIEW OF COUNTY WASTE MANAGEMENT SYSTEM**

The County operates three facilities for handling solid waste, one on each of the three most populous islands. The San Juan County Health and Community Services Department is responsible for permitting solid waste handling facilities and for enforcement of both State and County regulations.

### **3.2.1 Summary of system operations**

The San Juan County solid waste management system involves a series of events: waste generation, collection, disposal or transfer, and transport for disposition, which can be to a materials processing facility for recycling, or to a landfill for final disposal.

**WASTE GENERATION** happens when anyone discards unwanted items. In 2010, San Juan County generated waste at the rate of more than five pounds per person per day, about the same as the national average. How the waste is discarded is what defines it as garbage, reuse or recycling.

**COLLECTION SYSTEMS** transport discarded items to a solid waste handling facility. San Juan County has been using four systems of collection for more than a decade.

Self-haul Large numbers of residents and businesses in San Juan County use their personal vehicles to bring garbage and recyclable wastes to County drop boxes. More than 53,000 vehicle trips to the three county facilities were recorded in 2010. County sites also accept special wastes, which are materials requiring special handling, such as: used motor oil and antifreeze, motor vehicle batteries, appliances, and bulky items. Automotive parts and servicing businesses also accept used motor oil, antifreeze and batteries from their service customers, and some reuse facilities accept working appliances.

Route collection service (Certificated Hauler San Juan Sanitation Company (SJS) is the company holding the state G-certificate for San Juan County and provides garbage collection service to residences and businesses throughout the county. SJS also provides on-call service for occasional pick-up, for bulky wastes, and for construction and demolition debris. SJS also provides some commercial recycling collection services, but does not offer regular route collection for commingled recyclable materials at this time.

Town collection service and options. The Town of Friday Harbor Utilities Department collects garbage weekly and offers monthly recycling collection service for the Town residents. It has not collected residential paper or cardboard from residences, and town residents have self-hauled those items to the County facility for recycling. However, in 2012, the Town collects paper and cardboard and hauls it to a recycling handling facility on the mainland.

Many businesses and multifamily residential properties within the Town have already been subscribing to collection services for commingled recycling with San Juan Sanitation Company.

The Town Solid and Moderate Risk Waste Plan is found in Appendix N of this Plan.

Collection events. The County Public Works Department provides household and business hazardous waste collection events periodically at each of the three County facilities. Hazardous waste cannot be stored on site without special containment facilities and a moderate risk waste facility permit. A specialized company, currently Clean Harbors Environmental Services, Inc., comes to the collection sites and provides the immediate containment required for the different types of hazardous materials, then transports them to the mainland for disposal.

**SOLID WASTE HANDLING AND TRANSFER** at the County's disposal sites include preparing collected garbage and commingled recyclables for transport to another solid waste facility for further handling or for disposal. Filled 100-cubic-yard trailers can be taken directly to the mainland from San Juan and Orcas (long-haul), while 40-yard Lopez roll-off drop boxes are taken to Orcas for combination with the long haul from Orcas to the mainland.

**TRANSPORT AND RECOVERY OR DISPOSAL** involves using a commercial vehicle to deliver garbage to a landfill for final disposal or to deliver recyclable materials to a materials recovery facility (MRF) for processing.

**WASTE REDUCTION PRACTICES**

By carefully selecting purchases to prevent waste, by avoiding or rejecting unwanted packaging, and by choosing not to dispose, but to reuse as long as possible, county residents can significantly reduce the amount of waste generated in the County.

### 3.3 WASTE STREAM

#### 3.3.1 Traffic and tonnage

In 2010, San Juan County generated more than 8,580 tons of garbage and 3,112 tons of recyclable materials. The 2010 amount was significantly less than the 2009 amount of 10,350 tons of garbage generated county-wide. While the amount of garbage brought to County facilities has dropped dramatically over a period of three years, the amount of recyclable materials has remained at around 3,000 tons per year for the last ten years.

The peak volume at the County facilities comes during the months of July through September, which coincides with both the peak period of seasonal visitors and the most active construction season. County data on waste generation is divided by the type of collector bringing it to the County facilities: the certificated hauler, the Town of Friday Harbor, or self-haul customers. Data on the numbers of trips and tons of waste from each is recorded at the County facilities.

<i>Table 3.1. Types of garbage haulers in one year</i>			TONS PER TRIP
	TRAFFIC	TONNAGE	
<b>San Juan Sanitation</b>	<b>1,050</b>	<b>4,069</b>	<b>3.86</b>
<b>Town of Friday Harbor</b>	<b>348</b>	<b>917</b>	<b>2.6</b>
<b>Self-haul</b>	<b>52,552</b>	<b>3,580</b>	<b>0.16</b>
<b>TOTAL</b>	<b>53,950</b>	<b>8,566</b>	

Table 3.1 shows the numbers of vehicles and traffic relative to garbage tonnage delivered to the three County facilities in 2010.

#### 3.3.2 Waste generation and waste import

Almost all consumer goods originate outside of the county, but the associated waste products: packaging, clothing, furniture, siding, games, toys, tools, appliances, and other items that may have reached the end of their use are disposed of every year in San Juan County.

##### Special wastes

Certain types of solid waste are managed separately from regular garbage or commingled recyclables. These waste materials, collectively known as special wastes, include used motor oil and antifreeze, batteries, construction and demolition waste, land clearing debris, appliances, tires, auto bodies, medical sharps, asbestos, E-waste (electronic products) and hazardous/moderate risk waste.

##### Waste import

No waste collected by jurisdictions outside the county is imported to San Juan County.

### 3.3.3 Waste export

Since 2002, solid waste generated within the county has been collected, packed, and transported to Waste Management's Columbia Ridge Landfill in Arlington, Oregon. The County sends commingled recyclables to a materials recovery facility (MRF) in Woodinville, Washington. At the MRF, commingled recyclables are sorted into commodities such as plastic, paper, or various metals, so that they can be used as materials for remanufacture. Scrap metal and appliances are taken to Skagit River Steel and Recycling Co. Other miscellaneous recyclable special wastes are exported privately or through contracts with private businesses. Since the summer of 2010, the Town of Friday Harbor has hauled the majority of its garbage directly to Skagit County facilities.

### 3.3.4 Composition of disposed waste

In June of 2010, the Washington Department of Ecology published a Statewide Waste Characterization Study (ECY Publication No. 10-07-023, June 25, 2010). San Juan County is grouped with Whatcom, Skagit, and Island Counties in the Northwest Waste Generation Sector of the study. The predominantly rural characteristics of all four counties indicate that the proportions of material in the Northwest sector waste stream are comparable to those in the San Juan County waste stream. The Ecology study divides the overall waste stream for the Northwest Sector by weights of material classes, which are identified in Table 3.2.

**Table 3.2. Northwest Sector waste stream composition 2009**

presence in NW Sector waste stream	OVERALL	RESIDENTIAL	COMMERCIAL	SELF HAUL
MATERIALS	Estimated %	Estimated %	Estimated %	Estimated %
Paper packaging	6.6	7.6	7.0	8.7
Plastic packaging	7.5	8.2	8.7	8.0
Glass	2.1	2.0	1.8	5.1
Metal	4.2	3.0	5.0	11.4
Organics	30.0	49.2	24.7	13.0
Wood debris	10.4	1.8	9.0	4.9
Construction Materials	9.3	3.1	4.7	5.5
Paper products	10.7	9.9	13.6	14.0
Plastic products	4.1	2.9	4.9	10.1
Consumer products	11.1	4.6	18.7	14.9
Hazardous/special wastes	2.7	5.2	1.2	4.1
Residues	1.2	2.4	0.6	0.4

(2009 Washington Statewide Waste Characterization Study, Department of Ecology Publication No.10-07-023 )

### 3.4 POPULATION

The recently completed 2010 population count by the U.S. Census Bureau shows a total San Juan County population of 15,769 in 2010. This is somewhat lower than the figure from the low range of growth predicted in the estimate of 15,811 in data from the State Office of Financial Management.

About 20 of the islands have year-round residents. The four largest islands: San Juan, Orcas, Lopez, and Shaw, have about 96 percent of the population, and they enjoy convenient services for garbage and recycling collection. Several other islands: Blakely, Brown, Center, Crane, Decatur, Frost, Henry, Johns, Obstruction, Pearl, Stuart, and Waldron, together support about four percent of the total county population. The San Juan County Comprehensive Plan Housing Needs Assessment<sup>8</sup> analysis shows about 7,300 occupied housing units and about 3,300 vacation homes in the county.

<i>Table 3.3. Estimated population distribution in 2005</i>		
ISLAND	Population	Percent
<b>San Juan (unincorporated)</b>	5,214	30.6%
<b>Orcas</b>	4,894	31.6%
<b>Lopez</b>	2,396	15.5%
<b>Shaw</b>	245	1.6%
<b>Subtotal (unincorporated Co.)</b>	12,749	82.3%
<b>Town of Friday Harbor</b>	2,150	17%
<b>Total Ferry-Served Islands</b>	<b>14,900</b>	<b>96.1%</b>
<b>Other islands (5 have pop. of 50 or more )</b>	600	3.9%
<b>TOTAL COUNTY</b>	<b>15,500</b>	<b>100.0%</b>

#### 3.4.1 Population projections

The State Office of Financial Management (OFM) population forecast, last revised in 2007, presents a range of estimated population for counties. The low range of the 2007 projected growth rates most closely matches the 2010 Census, with an estimated 15,811 people residing in San Juan County in 2010. The actual count at that time, as noted above, was 15,769. County population growth has slowed since 2008, along with the general and national economic downturn. Using the OFM low range of population projection, we still have an upward trend,

<sup>8</sup> SJC Comprehensive Plan Appendix 5, Housing Needs Assessment, June 2009

with the following number of County residents to consider in planning for the next six years. Population growth is estimated at 0.8% in accord with actual growth during 2009-2011.

	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
<b>San Juan County</b>	15,900	16,031	16,162	16,293	16,424	16,555	16,686	16,817
<b>Unincorporated</b>	13,720	13,833	13,946	14,059	14,172	14,285	14,398	14,511
<b>Incorporated/ Friday Harbor</b>	2,180	2,198	2,216	2,234	2,252	2,270	2,288	2,306

Projecting county population in 20 years by 5-year increments, OFM indicates as many as 19,028 residents in San Juan County by the year 2027. Using the more conservative estimate based on recent growth, we arrive at more than 1000 fewer. This should be revised to reflect more current trends. However, as long as the County is not operating solid waste facilities, the relevant capacities are those of the certificated hauler and the regional transfer station operated by Skagit County.

	<b>2012</b>	<b>2013</b>	<b>2022</b>	<b>2027</b>
<b>San Juan County</b>	16,031	16,162	17,341	17,996
<b>Unincorporated</b>	13,833	13,946	14,963	15,528
<b>Incorporated/ Friday Harbor</b>	2,198	2,216	2,378	2,468

### **3.5 SOLID WASTE GENERATION FORECAST**

The character of the economy, the distribution of the population, and the fluctuations in population directly influence the character and volume of the county's waste stream. While the garbage received at county facilities has diminished by a third from the peak in 2008, the recycling tonnage has been very stable at a little over 3,000 tons for the last six years.

San Juan Sanitation Company and the regional facilities in Skagit County will have adequate capacity for collection of solid waste generated by the projected population growth over the next six years.

**Table 3.6 Projected solid waste generation**

	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>
<b>SJS existing</b>	4,000	4,040	4,080	4,121	4,162	4,204
<b>SJS New</b>	3,196	2,557	2,582	2,608	2,634	2,661
<b>Self to Skagit</b>		639	646	652	659	665
<b>Total through SJS</b>	Total SJS	6,597	6,663	6,729	6,797	6,865
<b>Total with Skagit</b>	Total County	7,236	7,308	7,381	7,455	7,530

Municipal Solid Waste (garbage ) projections for 2013 and 2016 are calculated using:

- 100% of certified hauler 2011 tons with an annual inflation factor of 1% which is OFM's average annual population increase projected for San Juan County.
- 80% of actual 2011 self-haul MSW tons with an annual inflation factor of 1%

## CHAPTER 4 WASTE REDUCTION, REUSE, & RECYCLING

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### 4.1 INTRODUCTION

This chapter discusses current programs, lists the County's designated recyclable materials, and establishes goals for waste reduction, reuse, and recycling. The county is going to implement a fundamentally new system and will be encouraging new entrepreneurial opportunities and partnerships.

With community support and cooperation, County programs promote waste reduction, reuse, and recycling. Two of the three County solid waste facilities have reuse operations on site. County programs have supported composting workshops and provided composting equipment to residents at cost.

All three County solid waste facilities accept recyclable materials. Together they have handled an average of 3,000 tons of recyclable materials each year since 2001. Recyclables that require special handling, such as motor oil, antifreeze, appliances, and mercury-bearing items are currently deposited at County facilities regularly or during special collection events. County figures on quantities of materials recycled do not include independent reuse and recycling businesses and organizations that are operating on the three main islands.

### 4.2 GOALS FOR WASTE REDUCTION, REUSE AND RECYCLING

The County will be implementing a fundamentally new system. An important aspect of the new system is encouraging new entrepreneurial opportunities and partnerships. A cornerstone of the County's success in diverting waste has been home composting and a high number of participants in the Master Composter/Recycler training program.

The following goals were developed from focus groups on each of the ferry-served islands, from guidelines found in Washington State's integrated solid and hazardous waste management plan, *The Beyond Waste Plan*, and from the legal requirements of Chapter 70.95 RCW, Solid waste management -- Reduction and recycling.

#### **GOAL 4.A Support waste prevention**

##### **OBJECTIVE 1. Identify methods to reduce sources of potential waste to prevent items from entering the San Juan County waste stream.**

Strategy 1. Continue emphasis on home composters and support for home composting.

##### Tasks

- Continue to partner with educational institutions and private non-profits for training and equipment
- Continue to provide workshops for residential and business composters



- Provide community mentor training for residential, school, and business composters

Strategy 2. Retain public land suitable for community composter operation.

Tasks

- Retain suitable sites for yard waste collection and composting at a common facility.
- Examine and potentially adjust land use designations for appropriate locations of either public or private ownership for community green waste and food waste composting, as well as collective management of organic farm waste.
- When community organizers propose a community composting facility, assist them with criteria for a feasibility study, including location and siting requirements, staffing needs, and local access to materials.

**OBJECTIVE 2. Reduce the volume and toxicity of materials brought to the islands.**

Strategy 1. Consider banning plastic grocery bags to reduce their presence in the waste stream and their litter potential.

Strategy 2. Encourage purchasing habits that prevent waste containing toxic ingredients from entering the local waste stream.

Task Raise local awareness about the adverse environmental effects of using cleaning, gardening, or finishing products that contain toxic elements.

Actions

- Develop public education projects to help consumers identify and choose non-toxic or least-toxic products.

Task Promote Environmentally Preferable Purchasing (EPP).

Actions

- Develop and implement a County policy for purchase of recycled-content products for County offices.
- Raise local awareness about the environmental costs of using new resources and about savings from recovering materials for use in remanufacturing new products.

Task Promote local government and private sector education programs about preventing excess packaging materials from entering the local waste stream.

Actions

- Use school, adult, and general education projects to help consumers to meet their needs with products that have the least packaging
- Encourage county residents to decline any unnecessary packaging at the point of purchase. It's easy: "Can you keep this box/cardboard/Styrofoam/packing material?" or "I won't be needing it."

## **GOAL 4.B Support reuse and waste diversion**

### **OBJECTIVE 1. Reduce the volume of waste leaving the islands.**

Strategy 1. Promote reuse as the first and best alternative to discarding any item and raise awareness of conservation and waste reduction by encouraging Reuse.

#### Tasks

- Promote networks to borrow, rent, and share tools and other useful items
- Promote community networks to fix and maintain goods, not discard them.
- Promote reuse of items and materials that have any use left in them.

#### Actions

- Develop sustainable government, business, and individual local habits of using items until there is no longer any utility left in them.
- Develop adult education projects that establish reuse as the first option for managing unwanted materials, recycling as the second option, and sending only completely useless garbage to a landfill.
- Develop elementary and secondary school curriculum for imaginative reuse projects. Work cooperatively with county educators, in both public and private schools.

Strategy 2. Facilitate continued reuse operations at the Exchange and assist the Lopez Take It or Leave It to transition to non-County management.

#### Tasks

- Establish policies and guidelines for independent management of reuse facilities located on County properties.
- Adapt the County's relationship with the Take It or Leave It from County funding and staff support to a lease with a non-County operator or agency

#### Actions

- Develop agreements and leases for the independent non-profit reuse facility operations on County-owned sites.
- Help to establish improved facilities, including access and parking for reuse operations on County sites.

Strategy 3. Promote the work of local non-profit reuse organizations.

#### Tasks

- Provide public information on reuse opportunities
- Give local non-profit reuse operations equal access to any sales of surplus county-owned equipment.

#### Actions

- Promote public awareness of reuse facilities through the County website and other media.
- Increase waste diversion by making surplus County equipment available to legally permitted non-profit reuse and recycling operations.

Strategy 4. Support reuse of construction and demolition debris.

Task Create opportunities for reuse of construction and demolition discards.

Actions

- Develop a list of local and regional opportunities to collect construction and demolition discards to make them available for reuse.
- Explore feasibility of requiring pre-and post-demolition salvage opportunities.
- Develop a County policy or Code for building demolition permits to provide salvage and reuse opportunities.
- Develop a County policy to add a requirement to building and development permits calling for a waste management plan.

**GOAL 4.C Support programs to increase recycling.**

**OBJECTIVE 1. Implement route collection of garbage and commingled recycling.**

Strategy 1. Ensure commingled recyclables are collected by the certificated hauler when the County ceases operations at solid waste facilities.

Tasks

- Establish a level of service (LOS) for collection that will add recycling to any route collection service operating in the county.
- Facilitate certificated hauler's delivery of garbage to transfer facilities outside of San Juan County.

Actions

- Draft a LOS ordinance that requires route collection pick-up of commingled recyclables or of sorted materials, if the route collector delivers to a transfer facility that requires sorted recyclable commodities.
- Obtain agreements between San Juan County and Skagit County, as needed for use of transfer facilities.

**OBJECTIVE 2. Recycle greater volume and more types of items. Achieve the Washington State goal of a 50-percent recycling rate by 2018.**

Strategy 1. Develop incentives to recycle more materials.

Task Provide convenient and market-driven opportunities for recycling collection at traditional and new locations.

Actions

- Support more efficient recycling collection with a route collection service.
- Consider satellite drop boxes at population centers.

Strategy 2. Recycle more types of items as new markets arise.

Task Provide for collection of newly-recyclable items as part of route collection or of County-provided collection events.

Strategy 3. Whenever fee schedule changes for garbage and recycling are proposed, consider any potential effects on waste reduction.

Task Keep collection fees for recyclables lower than fees for garbage.

Actions

- Change the overall list of commodities designated for recycling not more than once a year.
- Seek public and County administration comments prior to changing fees.

Strategy 4. Remain open to new island programs for recycling.

Task

- Develop a procedure to explore and implement island-specific alternatives for collection, transport, and recovery of recyclable materials.

Actions

- Encourage local interest groups, such as those on Lopez Island, to plan a recycling system subject to their own priorities, which does not conflict with state or county health and safety standards.

Task

- Promote product stewardship and take-back policies for appliances and electronic products and for any newly identified products.

Actions

- Encourage a County Council resolution, policy, or regulations to support state and federal product stewardship programs.
- Refer e-waste disposal at County facilities to businesses that collect e-waste for recycling, such as [www.ecyclewashington.org](http://www.ecyclewashington.org) participants.
- Encourage an e-waste collection center on Lopez Island.

Strategy 5. Make information about recycling accessible and widely distributed.

Task

- Work with the route collection company to establish and update the required solid waste management education. Fund media for messages encouraging and explaining local recycling.

Actions

- Train local volunteers in recycling to provide on-site education at public events.
- Support or create and operate school and community organization workshops, programs, and projects.
- promote recycling information with current electronic media.

**GOAL 4.D Develop reuse and recycling programs for construction and demolition debris.**

**OBJECTIVE 1. Establish practices that divert construction and demolition debris from the county waste stream.**

Strategy 1. Establish/circulate information regarding local or regional locations for construction and demolition debris for reuse and recycling.

Strategy 2. Promote recycling and reuse of materials from existing structures at the time of permit application.

Task

- Provide incentives for disassembly or relocation, rather than demolition or burning buildings, along with disincentives to discard demolition debris as garbage.

Actions

- For demolition permits, add a requirement for a reuse and recycling action plan allow/encourage owner to profit from sale of reusable materials.
- Establish a recognition mechanism for innovative or volume- based achievements in these areas.

Task

- Promote reuse and recycling of discarded construction materials; pull them out of the waste stream.

Actions

- For building permits, add a requirement for source separation of reuse and recyclable materials prior to disposal.
- reward compliance with expedited permitting or a fee break.

## **4.3 ESTABLISHED COUNTY PROGRAMS**

Residential, commercial, and government sectors generate almost all of the solid waste in San Juan County<sup>9</sup>, and waste reduction programs focus on all three sectors. County programs work with businesses to identify and use products that are less toxic and consume fewer resources. Other County programs emphasize waste reduction and reuse to keep discards from entering the solid waste system. Recycling is promoted as a last effort to lower the volume of waste going to the landfill.

### **4.3.1 Waste reduction**

Waste reduction is a key principle of the State's Beyond Waste Plan, of the State's public health regulation as described in Chapter 70.95 RCW, Solid Waste Management Reduction and Recycling, and of San Juan County's Solid and Hazardous Waste Management Plan.

Waste reduction programs rely on actions to limit or eliminate the volume, toxicity, or life-cycle impacts of solid and hazardous waste materials. Reducing waste generation is achieved by reducing initial consumption, reusing durable repairable products, retrieving materials from disposal, and reducing use of toxic products. Waste reduction also reduces environmental

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<sup>9</sup> ECY 2009 Washington Statewide Waste Characterization Study

impacts associated with production, distribution, marketing, and disposal of goods. A basic strategy of both volume and toxicity reduction is to stem the flow of wasteful and hazardous materials by influencing retailers and manufacturers to upgrade their processes and to reduce their use of resources .

Unlike recycling or diversion, most waste reduction methods require no processing of discarded materials and tend to reduce the costs of waste handling and disposal.

#### Zero waste

Zero waste is a philosophy and a design principle that addresses the flow of resources and waste. It goes beyond recycling and emphasizes a systems approach similar to sustainable natural cycles, where discarded materials become resources. The holistic concept of Zero Waste is to reduce consumption, to reduce waste through reuse, to maximize recycling, and to close the loop by conscientiously using recycled products whenever they are available. Consumer goods are designed and manufactured to be re-used, repaired, or recycled back into nature or back into the marketplace with zero waste practices.

In the county solid waste system, collection routes and drop boxes could include a place for reusable items. Furnishings and equipment for the solid waste system, such as garbage and recycling cans, and supplies should be those that are manufactured using recycled materials.

#### Resident and business practices

Actions that result in waste reduction often begin with personal choices. Individuals choose to limit their new purchases or choose to purchase more durable products. They choose products without excessive packaging or decline to take the packaging with them when they make the purchase. They choose less toxic cleaning, repair, and gardening supplies. They use and reuse items thoroughly before discarding them, or pass them along to a reuse facility or thrift shop. Such choices reduce the amount of waste that must be collected, packed and removed from the County's islands. Borrowing, sharing, and renting, plus fixing and maintaining, are all actions that reflect islanders' values and sense of community.

#### County programs

The County's waste reduction policies are currently implemented by the Public Works Waste Reduction/ Hazardous Waste Coordination program and telephone hotline, by the Public Works Facilities Division, by the County-wide Green Team, and by the Pollution Prevention outreach program of the Community Development and Planning Department. Some of the County program activities include:

- News articles submitted to local newspapers and posted on the County website.
- Discussions on more conscientious purchasing at public events and promoting the *Green Events Guide*.
- Responses to citizen inquiries about disposal with suggestions on preventing and reducing waste.
- County efforts to reduce consumption of paper and other office supplies.
- County Facilities' division policy to use non-toxic or least toxic cleaning and gardening products.

- Outreach to local businesses to use products and processes that are less toxic.
- San Juan County Styrofoam Ban  
Both San Juan County and the Town of Friday Harbor have banned food service businesses from using Styrofoam (expanded polystyrene) containers for take-out or eat-in packaging effective April 22, 2010. (Packaging for meat, fish and shellfish is exempt from the ban.)

### **4.3.2 Reuse**

Reusing items and materials until no further use is left in them is another way to divert materials from landfill disposal. Reuse also reduces the need for purchasing new products and consuming more resources. Reuse operations have played a major role in reducing the volume of waste in the county. More than 20 years ago, reuse facilities were established at the Orcas and Lopez Islands' solid waste facilities, mostly through volunteer action. Offering a great variety and quantities of items that have been diverted from the waste stream, each reuse facility is enthusiastically and consistently supported by residents.

#### **The Orcas Exchange**

The Orcas Exchange was founded at the Orcas Island Solid Waste Transfer Station by the non-profit Orcas Recycling Services organization in 1983. Acting as a “good stuff” filter on the waste stream, the Exchange is open the same days and hours as the transfer station for convenient drop-off of reusable items such as household furnishings, clothing, books, small appliances, electronics, sports equipment, toys, building supplies, hardware, and tools. The Exchange, with a combination of volunteers and paid staff, screens items prior to accepting them. Materials are sorted, stored, tested and repaired, and then displayed for reuse. Trading and contributions are accepted for these goods and any funds collected go to operation of the facility and to education programs.

Any materials at the Exchange that prove not to be reusable are salvaged through mainland organizations like the Salvation Army or are added back into the waste stream as recyclables or garbage. In 2009, the Exchange also became a registered E-Cycle Washington collector of designated recyclable electronics: computers, laptops, monitors, and televisions.

#### **The Lopez Take It Or Leave It**

The Lopez Take It Or Leave It reuse facility is located at the Lopez Island solid waste facility. Volunteers and County staff put in approximately 16 hours per week to screen, sort and maintain items such as furniture, small appliances, plumbing and building supplies, gardening and farming supplies, clothing, books, and tools. Items left there are free to residents and donors agree to pay for disposal of an item if it is not taken for reuse within a set period of time.

#### **Shaw Island**

The Shaw Island Community Center offers a casual, unstaffed reuse shed near the community meeting building. Volunteers maintain the small facility, which is on County property.

### **San Juan Island and other opportunities for reuse**

Not all reuse depends on operations at County facilities. Non-profit organizations, the Friday Harbor Firefighters Association Thrift House, Consignment Treasures, and other thrift shops and commercial reuse stores on San Juan, Orcas, and Lopez Islands, along with traditional yard sales and classified advertisements also divert useful goods from the landfill.

Reuse of construction and demolition (C&D) waste is an important alternative to the current practice, in which most waste is either put into the garbage or burned. Public comments at county focus group meetings indicate a strong interest in recovery and reuse of C&D materials.

The nonprofit Institute for Local Self Reliance, [www.ilsr.org](http://www.ilsr.org), reports that a trained deconstruction crew can recover as much as 85 percent of the materials from the demolition of a single-family house. ReSources, a materials reuse operation in Bellingham, may be available for deconstruction projects and resource recovery on San Juan Island.

### **4.3.3 Recycling**

Although it does not serve to reduce the total waste stream, recycling diverts waste from landfill disposal and reduces consumption of resources. Disposing of items as recyclable requires some preparation. The first step is that recyclable materials must be clean. Fully participating in recycling includes buying products made with recycled materials.

The amount of recyclable materials handled at County facilities has hovered around 3,000 tons per year over the last ten years. This steady amount of recycling tonnage contrasts with garbage, which increased from about 9,000 tons in 2001 to more than 12,000 tons in 2008, and is currently declining.

At County facilities, most of the recyclable materials are commingled and then sent to a materials recovery facility for sorting. They are placed by self-haulers or the Town's curbside collection trucks into drop boxes or long-haul trucks at each of the three facilities. There is currently no regular residential recycling collection service available in the county, except in the Town of Friday Harbor. Town self-haulers also use the county drop box for paper and cardboard recycling because the Town's residential curbside recycling pickup does not include those items at this time.

The certificated hauler, San Juan Sanitation Company, offers commercial recycling services to businesses, including construction sites. Shaw Islanders have themselves taken over the discontinued County service, paying to have the recyclable materials roll-off box at the County-owned community center site hauled to the Orcas Transfer Station, where it is emptied and returned to Shaw.



County programs promote recycling for households and businesses through education. In accordance with the County's 2008 Climate Change Resolution, the program includes efforts of the Green Team, in addition to the Solid Waste Division, with a goal of recovering recyclable materials from the waste stream coming from the County buildings and facilities. The Resolution also supports purchase and use of recycled materials, including paper products that have at least 30 percent recycled content.

The County solid waste website offers recycling guidelines, with the list of commingled recyclable materials currently accepted at each of the County facilities; see <http://www.sanjaunco.com><sup>10</sup>. The collection company and disposal company will also provide lists of what items are and are not accepted for recycling. at this time. Currently, the list of recyclable items for San Juan County is also printed on paper grocery bags by San Juan Island's leading local grocery store.

The County's list of designated recyclables can be revised over time, in accordance with the potential for waste stream diversion, market conditions, and new technologies and programs.

San Juan Sanitation Company participates in recycling through a conditional use permit (93CU019) at their base yard on Orcas Island, where scrap metal, appliances, aluminum, brass, copper, and stainless steel are accepted. SJS charges a handling cost for recycling appliances (white goods). The conditional use permit includes the potential for other services.

Additional businesses on San Juan Island will accept and pick up appliances for recycling.

Two local not-for-profit businesses, the Orcas Exchange and Consignment Treasures, are registered to collect E-Waste for recycling. Due to current land use regulations, Consignment Treasures can only pick up E-Waste and transport it themselves; drop-off is not allowed.

See Table 4.1 for a summary of what types of recyclables are handled at public and at other facilities.

#### **4.4 CURRENT PROGRAMS FOR RECYCLABLE MATERIALS**

At this time, commingled recycling drop-off is available to everyone in the county, and the County's facilities accept the following materials: paper, cardboard, plastic bottles and jugs (PET/HDPE), aluminum cans, metal food cans, and glass containers.

Other recyclables that are bulky, contain toxins, or otherwise require special handling, are accepted regularly at County facilities or during collection events and are hauled to the mainland for processing and recycling by various specialists.

Some wastes that cannot readily be commingled, but can be recycled, are routinely dropped off at the three County facilities at this time. They can generally be categorized as:

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<sup>10</sup> <http://www.co.san-juan.wa.us/publicworks/recycling.aspx>

vehicle/marine products such as batteries, motor oil and antifreeze; and as refrigerated appliances and other white goods. Other, private drop-off locations are available and indicated in Table 4.1, below. Independently operated facilities accept mercury-containing lights (fluorescent tubes and bulbs), rechargeable batteries and cell phones, printer cartridges, and electronics/E-Waste.

**Table 4.1. Recycling collection locations in San Juan County, 2010**

Recyclable materials	Orcas	San Juan	Lopez	SJC events	SJC offices	Private
<b>Commingled materials</b> paper, cardboard, plastic bottles & jugs (PET/HDPE ), other plastic containers, aluminum cans, metal food cans, and glass	X	X	X			
<b>Oil, antifreeze; vehicle/marine batteries</b>	X	X	X			
<b>Refrigeration and other appliances</b>	X	X	X			X
<b>Scrap steel</b>	X		X			X
<b>Electronics</b>						X
<b>Fluorescent light tubes</b>				X		X
<b>Compact Florescent light bulbs (CFLs)</b>						X
<b>Agricultural plastics</b>				X		
<b>Christmas trees</b>				X		
<b>Printer cartridges</b>					X	
<b>Rechargeable batteries</b>				X	X	X
<b>Cell phones</b>				X	X	X
<b>Restaurant grease</b>						X

#### 4.5 DESIGNATED RECYCLABLE MATERIALS

Recyclable materials for San Juan County are designated in this chapter of the County Solid and Hazardous Waste Plan in accordance with Chapter 173-350 WAC and Section 70.95.090(7)(c) RCW. The designated recyclable materials for San Juan County are listed in Table 4.2. Because market conditions change frequently, the list of designated materials is followed by a description of the process to revise the list.

The County's list is not intended to create a requirement that every recycling program in the county collect every designated material. Instead, through a combination of programs offered throughout the county, residents and businesses should have an opportunity to recycle all of the designated materials through at least one program. In other words, if plastics are on the designated materials list, then at least one program in the county must collect plastics.

The table assigns priorities for collection of recyclable materials, and both residents and businesses should have better access to collection of the high-priority materials. If a material is assigned a high priority, it should be among the materials that can be collected through a route collection program, making it maximally convenient to recycle. Medium means that opportunities should exist in the county, such as drop boxes. Low priority means that the materials are hard to recycle and can be recycled when markets are locally available. This does not affect commingled or separate collection.

**Table 4.2. Designated recyclable materials for San Juan County**

<b>Material</b>	<b>Priority Level</b>
Cardboard	High
Newspaper	High
Office paper/other high grade paper	High
Magazines, catalogs and phone books	High
Mixed waste paper	High
Aluminum	High
Ferrous scrap metal	Medium
Tin Cans	High
PET and HDPE (#1 & #2) Plastics	High
#3-#7 plastics	Low
Yard debris	Low
Used Motor Oil	Medium
Uncontaminated anti-freeze	Medium
Automobile batteries	Medium
Appliances	Medium
Electronics	Medium
Clear bottle glass	High**
Colored bottle glass	High**
Fluorescent lights (CFLs)	Medium
Film plastics	Low

\*\* Glass has been the subject of studies, and Washington Department of Ecology Pub. No. 10-07-009 *Beyond the Curb* demonstrates that glass is problematic when collected in a mixture with other recyclables, especially paper and can cause damage to recovered materials and to processing equipment.

## **SEPARATE COMMODITIES OR COMMINGLED**

The following materials may be commingled, or each type of commodity may be collected separately. Choices for commingling or not should remain flexible, depending on administrative decisions that may include local plans for direct marketing to recycling recovery processors.

- Corrugated cardboard
- Plastic bottles, jugs, and tubs
- Aluminum cans and tin-coated steel cans
- Newspapers (including the glossy inserts)
- Telephone books
- Mixed paper (including mail, magazines, catalogs, phone books, white and colored paper, file folders and chipboard)
- Clean paper food containers (bags, dry food boxes, egg cartons, milk cartons)
- Scrap ferrous metal (measuring less than 2'x 2' weighing less than 35 pounds)
- Glass food and beverage containers - Glass is currently a problematic material for recycling. The high cost of handling it and getting it off-island make it a difficult material to recycle. We will continue to look for ways to better utilize glass, but until we find consistent effective markets, we need to retain the option to dispose of that material in a landfill.

## **SPECIAL HANDLING RECYCLABLE MATERIALS**

The following materials, which require special handling and cannot be commingled, are also designated as recyclable, or as containing recyclable materials:

- E-Waste
- Appliances
- Mercury-containing fluorescent tubes and bulbs
- Uncontaminated used motor oil
- Uncontaminated antifreeze
- Agricultural plastics
- Vehicle/marine batteries
- Rechargeable batteries and cell phones

The list can be revised over time according to the following factors, as determined by the Solid Waste Program.

### **4.5.1 Process to Amend or Revise the County List of Designated Recyclables**

The list of designated recyclable materials and/or the priority for collection of specific materials for San Juan County may need changing in response to markets, to technology, or to new legislative mandates.

Requests to change the list of designated recyclables should be submitted to the County Solid Waste Manager. The request may come from the certificated hauler, from citizens, from the County Council, or from the Public Works Director. The request to change the list should be

accompanied by a researched report about markets, technology, or new legislative mandates and how changes in any of those areas influence the County's designated recyclables list. The Public Works Director will review the request and report and prepare an analysis of the proposal for an amended or revised list of designated recyclables. Amendments may be accomplished administratively, subject to approval by the Department of Ecology. Revision of the list of designated recyclables (as compared to amending the priority or designation) is subject to the approval of the County Council.

If approved, the designated recyclables list will be updated and submitted to the Department of Ecology. However, this process is not a Plan amendment and does not require an Ecology review period. This method is intended to facilitate responsiveness to external change and modification of the designated recyclables list, and the entire process should not take more than sixty days to complete.

## **4.6 ORGANICS MANAGEMENT AND COMPOSTING**

Organic materials management includes composting and other energy recovery technologies. "Organics" refers to carbon-based materials that include forest slash, food, yard debris, manures, and other agricultural residues. Keeping organics out of landfills reduces methane released during its decomposition. Turning organics into compost, bioenergy, biofuels and other products promotes economic vitality in growing industries, and protects the environment by turning waste into resources. Organics recycling provides significant environmental and human health benefits. Practices such as landfilling organics, open burning, and storing manures in open lagoons contribute to climate change by releasing greenhouse gasses.

Composting accomplishes both waste reduction and recycling which is in accordance with the San Juan County Council's 2008 Climate Change Resolution.. Composting yard and food waste can significantly reduce the amount of material that goes to the landfill. Statewide, organic waste makes up about thirty percent of the waste stream. Compost has beneficial private and public uses. When added to the soil, it can absorb excess rainwater, support healthy plant roots, and trap pollutants. Composting is also preferable to burning yard waste, which negatively affects air quality and can create toxic ash.

Organics management has been carried out in San Juan County primarily by individuals who choose to turn their kitchen and yard waste into improved soil by composting. Over the last ten years, San Juan County has invested in a composting program that provides workshop presentations to instruct participants on basic home composting and makes manufactured compost bins available at a reduced cost. About 450 compost bins have been distributed through this program. Households, farms, and businesses are using home composting methods to reduce their food and yard waste. Responses to the 2010 Solid Waste Survey conducted by Marketing Resources show fifty-nine percent of county residents routinely composting food scraps and other organic wastes.

Agencies and local non-profit organizations such as Washington State University (WSU) Master Gardeners, WSU Extension Agriculture Program, San Juan Islands Conservation District, and the SJC Agricultural Resources Committee have partnered with the County in composting

education programs. The San Juan County Council's 2008 Climate Change Resolution recommends that the County continue to make composting bins available to county residents at wholesale prices.

Since 2008, the County's Waste Reduction project has mentored student groups from Friday Harbor High School in a project to reduce cafeteria waste. In addition to increasing recycling, the students and cafeteria staff adopted a food waste compost program. Other students have developed excellent handout information on how to begin composting at home.

The County composting web page links to the San Juan Islands Conservation District<sup>11</sup> website and an extensive list of links to local, regional, and state resources on all aspects of composting.

On Orcas Island, residents attending planning meetings have voiced their interest in community composting and indicated their willingness to help run a community composting facility. San Juan County should remain alert to small-scale, affordable community composting programs, such as those being developed by Island County and Washington State University.

In addition to home composting, composting as a business use is permitted in Rural Industrial districts. Approximately fifty percent of the rural industrial land in the county is government-owned and is located on Orcas and San Juan islands. The government-owned land is the Orcas transfer station and landfill property and two sites on Sutton Road, San Juan Island, owned by the Town and by the County. The Orcas Island property totals approximately fourteen acres. The Town of Friday Harbor property on Sutton Road is three acres and the adjacent County-owned property to the west is six acres. These properties are available for lease at very reasonable terms for solid waste operations including composting. If interested parties come forward with a preferred project, San Juan County will help with a market survey and with market development. Additionally, planning efforts should review properties owned by the County on Lopez island that may accommodate this use.

San Juan County contracts with vendors at County-owned solid waste facility sites may include provisions that allow separate collection of yard waste (and food scraps) for transport to operations as a compost feed stock.

In accordance with WAC 173-350-220, some types of small scale composting facilities and activities may be conditionally exempt from solid waste handling permitting. Backyard composting is categorically exempt from State permits.

Others require a permit, but high-tech systems are not mandated by the regulations. Some conditionally exempt or permitted compost facilities in neighboring counties operate with a grinder and a front-end loading tractor on a concrete or asphalt pad. Skagit Soils and Dykstra Farm Compost, both in Skagit County, are currently examples of modestly sized, permitted compost facilities. San Juan county could have small conditionally exempt or permitted compost

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<sup>11</sup> [http://www.sanjuanislandscd.org/Agriculture\\_Programs/Composting/Composting.html](http://www.sanjuanislandscd.org/Agriculture_Programs/Composting/Composting.html)

operations to accept certain organics from the community and turn it into a valuable soil amendment to be used locally.

To be conditionally exempt from solid waste handling permits, composting businesses must comply with the requirements of WAC 173-350-200. These requirements generally include negotiating with the Department of Ecology prior to opening to ensure that the volume of material on site is within the statutory limits and that air and water quality impacts are controlled.

Facilities that will not meet one of the exemption categories should apply for a composting permit from the local health department. Both conditionally exempt and permitted facilities are subject to periodic inspections from the local health department and Ecology to verify that site and operations comply with WAC Chapter 173-350-220.

If an organized, community-wide composting effort forms in the future, organic material directly picked up from residences could be hauled by the certificated hauler or the resident who generated the waste.

Burning of organic material should be avoided, particularly in the urban growth areas of Town of Friday Harbor, Eastsound, and Lopez Village. Chapter 70.94 RCW includes state laws aimed to reduce outdoor burning.

Several resource materials for composting are found in Appendix C.

## 4.7 CONSTRUCTION AND DEMOLITION DEBRIS

At this time, construction and demolition (C&D) wastes are typically allocated to garbage containers in San Juan County. Such wastes are bulky and expensive when treated as garbage. Increasing public concern with wasting potentially reusable materials from C&D was locally voiced in the 2010 public meetings and public opinion survey.

Materials that could be diverted for reuse or recycling include concrete, asphalt roofing, clean wood, steel and other metals, and gypsum wallboard. Some avenues for reusing/recycling C&D materials are listed on the County Solid Waste web page in the REcyclopedia<sup>12</sup>.

The National Association of Home Builders reports that construction of a new 2,400 square-foot home generates 2.5 tons of waste, and that an average remodel can generate up to 18 tons of waste. With a local collection point and some facilitation, C&D materials could find many local uses in rural San Juan County, where reuse is popular. For example, single pane windows and recycled lumber are ideal to build chicken coops, garden sheds, and greenhouses. Old decking can be used as raised garden bed borders and landscape timbers.

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<sup>12</sup> [http://sanjuanco.com/PW/docs/Recycling/REcyclopedia\\_061812\\_docx.doc.pdf](http://sanjuanco.com/PW/docs/Recycling/REcyclopedia_061812_docx.doc.pdf)

The County Pollution Prevention specialist can assist contractors achieve reuse and recycling of C&D wastes.

Some other opportunities for reuse and recycling of construction and demolition debris/waste are located at:

- San Juan Island - Consignment Treasures
- Orcas Island - Orcas Exchange
- Bellingham - The RE Store,
- Burlington - Lautenbach, Inc.

Potential users of any of these locations are encouraged to call ahead and find out if the materials will be accepted at that location.

## **4.8 PROGRAM FUNDING**

Funding for both education and action programs for waste reduction, reuse, and recycling will become more challenging as the County revises its operations programs, reducing revenues and relying solely on excise taxes from the certificated hauler.

Education projects and materials have been supported for several years by the State Department of Ecology Coordinated Prevention Grant (CPG) program. However, CPG grants come with a required twenty-five percent match with County funds. With the transition to non-County operations, diminishing County revenues and staffing expenditures may reduce the amount of grant funding for San Juan County programs. Lack of County and CPG supporting funds could adversely affect established programs such as waste reduction, special recyclables, and household and business hazardous waste collections. County management can commit other funds to match grant revenues.

### **Composting**

As an alternative to CPG funding, the composting education program could shift to relying on not-for-profit funding or volunteer workshop organizations. A local mentorship program could provide training and networking for home composters. With organics amounting to more than thirty percent of the statewide waste stream, composting is a prime opportunity to reduce the amount of waste that must be transported out of the county. The composting program is a good candidate for local support with its track record of success and a sustained and vocal community interest.

### **Outreach and information**

People attending solid waste planning meetings continue to voice their confusion about what is recyclable: such as which types of plastics to collect, how clean items must be, if container lids are recyclable, and so on. Many seemed unaware of recycling guidelines and other information that are available on the County website. More diverse and higher-profile means of



designing and distributing information about the recyclables list and waste reduction opportunities should be studied, funded, and implemented.

### Agricultural plastics

The agricultural plastics collection program has also relied upon State CPG funds to support annual collections on Lopez, Orcas, and San Juan Island since 2008. Shaw Island was added in 2010. The four events in 2010 included a total of 151 participants and collected 7.2 tons of materials. Local coordinators and planners from the Washington State University (WSU) Extension Master Gardeners Program, Agricultural Education Service, the Agricultural Resources Committee, the San Juan Islands Conservation District, and local agricultural and gardening businesses have indicated an interest in sustaining an agricultural plastics recycling program. The County will need to find a source for the 25 percent match to the state grant funding to keep the program going. the program will need to stay abreast of the changing agricultural plastics markets.

## 4.9 CURRENT AND PROJECTED RECYCLING RECOVERY RATES

Since 2004, recycling in San Juan County has held steady at about 3,000 tons per year against a background of wider variations in garbage volumes.

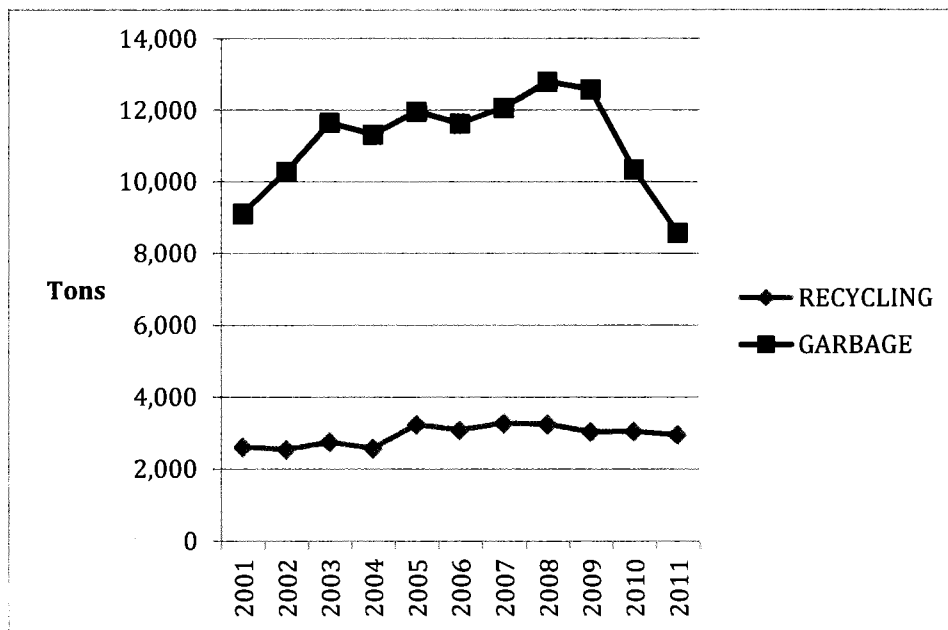


Figure 4.1 Annual tons of garbage and recycling

With the shift from an established recycling drop-off system to a route collection system, estimating future recycling recovery is challenging. The county has no applicable history that can be used as a basis for the forecast. Typically, shifting to route collection of recyclables from a drop off system increases recovery rates. In estimating the impact of this system change for San Juan County, three factors seem most significant:

1. The current recycling rate is fairly high for a drop-off based system. This relatively high recycling rate may limit the increased recovery rates that normally occur with a shift to route collection.
2. Route collection will be provided at a minimum of once per month. This is half the frequency of most curbside programs and may result in smaller increases than one would expect.
3. Some level of resistance to the changes in the system is expected and some individuals will haul their solid waste to the mainland. While recycling services will be available on the mainland, they may not be as convenient as they are now or as convenient as the new route collection system.

Residential subscribers to garbage collection must also subscribe to recycling collection in accordance with the county's level of service ordinance (Ordinance 2-2012). Residents who subscribe to route collection will be charged for both services.

<b>YEAR</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>
<b>RECYCLE</b>	2,752	2,575	3,239	3,084	3,272	3,244	3,038	3,044	2,947	2,801
<b>GARBAGE</b>	11,651	11,325	11,966	11,630	12,072	12,798	12,590	10,350	8,580	7,202

Given the unknown factors in changing the system, three forecast scenarios have been developed. The first, Increased recovery, assumes that route collection will increase recovery immediately and at rates that are consistent between current drop-off and new route collection. The second, Stagnant recovery, assumes a lag time in acceptance of the new system followed by larger increases, which ultimately do not increase current recovery rates. The third, Depressed recovery, assumes that there is little additional material to obtain and that the monthly collection will reduce recovery rates.

All scenarios assume that 20% of the residents will choose to haul material to the mainland and circumvent the new system. All scenarios also assume that non-commingled recycling (e.g. appliances) will follow established trends.

**Table 4.4 Projected recovery of tons of recyclable materials**

<b>Route collection Year</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
Increased recovery	3,141	3,204	3,268	3,333	3,400	3,468
Stagnant recovery	2,790	2,846	2,903	2,961	3,020	3,080
Depressed recovery	2,173	2,325	2,372	2,419	2,467	2,517

# CHAPTER 5 COLLECTION

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## 5.1 INTRODUCTION

Solid waste collection is a system of gathering discarded materials from residences, businesses, or other collection points and transporting them to place(s) where they can be reused, consolidated, recycled, or placed in a landfill. The solid waste collectors in San Juan County are referred to as the certificated hauler/route collector, Town of Friday Harbor or self-haulers.

Garbage collection is a significant part of any local government's statutory responsibility to safeguard public health and safety. In compliance with both State and County regulations, San Juan County government must ensure a reliable means of solid waste collection. Washington State regulations<sup>13</sup> also require counties to separate recyclable materials from garbage, and this is termed source-separation.

### 5.1.1 PROPOSED SYSTEMS

For many years, the County has delivered a basic level of local services to residents. The County system has used three solid waste facilities open to self-haul and route collection trucks bringing garbage, recycling, and special handling wastes, such as: used motor oil, antifreeze, batteries, and medical sharps. Recycling service was provided at no charge, and reuse facilities have been open on location at two island stations. However, the revenue from garbage and other fees has not met all of the costs of keeping facilities open to the public. Specifically, capital improvements and maintenance have been repeatedly deferred.

In August of 2010, county residents responded to a solid waste user opinion survey. The results showed that people want more resources dedicated to all of the services currently offered at the County facilities, as well as expanded services, such as a compost facility for green waste and an area to accommodate reuse and recycling of construction waste. However, the majority of survey participants did not support any of the suggested means of paying for either sustained or improved levels of service.

How to fund and continue the traditional County services—or how to implement a different, affordable type of service—became the focus of research by the County Council Solid Waste Subcommittee in 2011. Two service models were analyzed:

- 1) To continue operating three facilities and providing the current services the County has traditionally offered, if adequate funding to repair, maintain, and improve facilities could be found.

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<sup>13</sup> RCW 70.95

- 2) To cease County operation of solid waste facilities and rely on a certificated hauler to collect both garbage and recyclable materials; to make County sites and facilities available for lease and operation by a non-County service provider.

The Council developed a proposal to establish a funding source to operate the three County facilities and make necessary capital improvements to them. The proposal was to charge an annual fee on developed property. The amount of each fee category would be based on the property type and level of development, in accordance with the volume of waste typically generated. The Council developed an ordinance with a chart for such fees, and gave the proposal to county voters for their approval on the November 8, 2011, ballot. (Ordinance 20-2011 and Resolution No. 43-2011. See Appendix K and Appendix L)

The ballot measure was not supported by a majority of the voters; it failed by two 'no' votes to every 'yes' vote. Without this proposed funding to support a County-run system, the Council chose to meet the County's responsibilities with a primarily route collection system, supplemented by self-haul opportunities.

In the three chapters about operations (Collection, Transfer, and Disposal), both proposed systems are described to record the transition at this point in SJC Solid waste management.

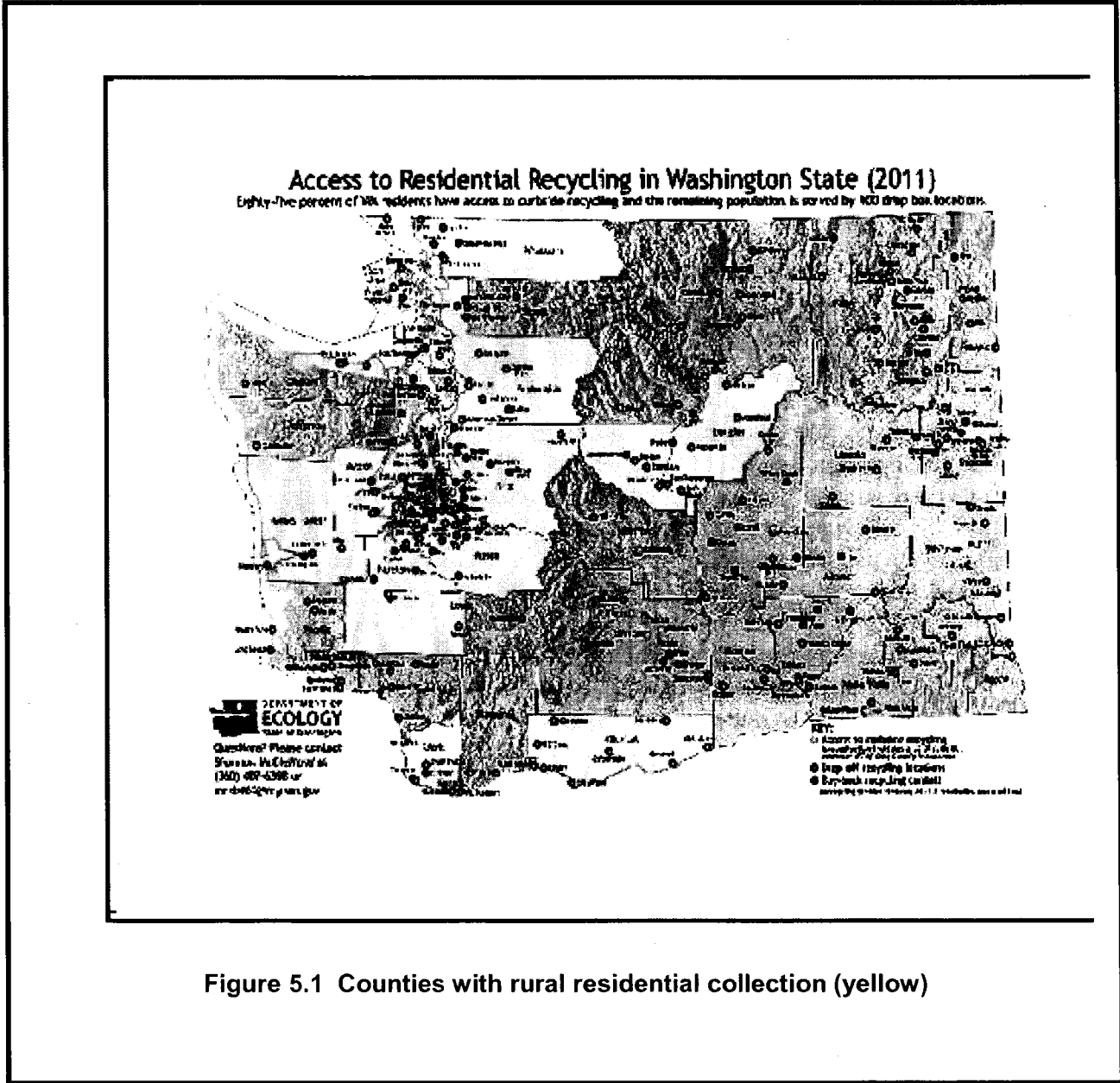
### **THREE COUNTY FACILITIES**

Carrying on the current system and improving the sites and structures, the three County facilities would have continued to operate, offering the same services that they now provide: Orcas as a transfer station, and San Juan and Lopez as drop-box facilities. Converting the San Juan Island back into a transfer station could also be accomplished when funding became available for the capital improvements required for health and environmental permits. All three facilities currently receive commingled recyclables, which are delivered by self-haul, except for deliveries by the Town of Friday Harbor and any business collections by the certificated hauler. San Juan Sanitation, the private, G-certificated hauler in San Juan County provides route collection service for garbage to those who request it, but residential recyclables collection service is not generally offered.

Additional funding from the proposed solid waste user charge or other source could reduce the system's legacy debt and eventually reduce the fees at the facilities. All three County facilities would continue to provide drop-off services for special handling wastes, such as: used motor oil and antifreeze, appliances, lead/acid batteries, steel, and medical sharps. No fee would be charged for noxious weeds, beach litter, and roadside litter. The existing reuse facilities would continue to operate on County sites on Orcas and Lopez Islands. Periodic household hazardous waste collection events would still be conducted. Some collection services or events would be extended to outer islands with priorities as needed.

Continuing to function with three facilities would not necessarily mean that the County would continue to operate and staff the three facilities itself. While retaining management

control, the County would consider and seek offers for operation of the facilities from non-government contractors. The County would also consider shared management and operation with local groups and other government entities.



## **ROUTE COLLECTION**

The County will rely on the certificated hauler, San Juan Sanitation for route collection of garbage and commingled recyclables. Although the County will not operate any solid waste facilities, it will encourage establishment of non-County-operated drop-off service through leasing the facilities. To ensure that route collection of commingled recyclables is available to everyone, the County Council will pass a level of service (LOS) ordinance. Typically, LOS ordinances are used to add recycling collection to the services provided by a garbage collector already regulated by the Washington State Utilities Commission (WUTC).

As outlined in the County's Level of Service Ordinance 2-2012 (Appendix O), roadside collection is a bundled service: garbage service subscriptions must be accompanied by recycling subscriptions for the same address. Residents signed up for curbside garbage service will be charged for the curbside recycling service, regardless of which service they use or do not use.

Eighty-five percent of residents in Washington State have access to curbside recycling. (Figure 5.1) Of the thirty-five counties in the state, fourteen offer rural residential recycling. Eight of those cluster around Puget Sound. The map in Figure 1.5 was produced by the Department of Ecology<sup>14</sup>

Route collection for garbage and commingled recycling will be available on the four ferry-served islands. Typically, the point of collection will be where the driveway meets a County road. Customers with a driveway that meets a private road may or may not receive collection at the end of their driveway. Collection at alternate locations is available for customers on both ferry and non-ferry served islands. The certificated hauler and their customers will work together to choose a collection point.

The County will request and consider proposals for non-County operation of one or more of the facilities for the purpose of offering drop-off services. If there is no drop-off service, then customers will subscribe to route collection or haul their waste to a mainland facility.

Several businesses already accept vehicle batteries, and white goods at their own sites. County household hazardous waste collection events would be continued.

A solution for ensuring that used motor oil and antifreeze are recycled is under discussion. The County road and operations shops can become drop-off sites for those materials. The County shops are heated with used oil in their EPA-approved waste oil heaters. The level of service regulations require that motor oil and antifreeze will be collected by the certificated hauler and delivered to County shops for reuse or recycling.

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<sup>14</sup> [https://fortress.wa.gov/ecy/swicdocs/docs/State\\_Profile\\_Document/ResidentialAccessRecycleMap2011.pdf](https://fortress.wa.gov/ecy/swicdocs/docs/State_Profile_Document/ResidentialAccessRecycleMap2011.pdf)

Reuse facilities will continue to operate at their current locations, with a provision that the Lopez Island Take It Or Leave It would not be run by the County anymore, but would be operating under new agreements.

## 5.2 GOALS

The following goals are specific to collection. The two methods of meeting those goals that have been discussed are described in this chapter on Collection and in the following two chapters that deal with Transfer and Disposal.

### **GOAL 5A. Ensure a reliable and sustainable system for collection of garbage and recyclables throughout the county.**

#### **OBJECTIVE - USING COUNTY-OPERATED FACILITIES**

**To achieve Goal 5A, the County could keep solid waste facilities open to all self-haulers, certificated haulers, and the Town of Friday Harbor, providing the same levels of service that were available in August 2011.**

A more predictable funding base would have given the County revenue to improve facilities and services and continue to keep the three facilities operating. With that funding, the County could have made the capital improvements necessary to keep the facilities open and safe for all users throughout the county. The County was still considering leasing the facilities to non-County service providers to provide services that the County has established.

#### Strategy

Repair and maintain all facilities for compliance required to bring facilities up to state-required minimum functional standards for environmental permits and safety.

#### TASKS

- Estimate costs for repairs and improvements.
- Redesign the sites for improved access and circulation to ensure safe, efficient, and cost-effective operations, while handling thousands of self-haul trips each year.
- Establish funding for improvements.

#### **OBJECTIVE -USING PRIMARILY ROUTE COLLECTION**

**To achieve Goal 5A, the County will add recycling to most route collection of garbage.**

Collection services will rely on countywide route collection and add commingled recyclable materials to the route collection system. Subscribers to route collection service will pay the certificated hauler for the amount and frequency of collection services that they choose within the parameters of the Level of Service regulations that the certificated hauler must follow.



Additionally, the County will offer the solid waste facilities for lease as drop-off site(s) to independent businesses.

#### Strategies

1. Cease County operations at solid waste facilities.
2. Continue to provide household hazardous waste collection events at a suitable location.
3. Ensure commingled recyclables are collected by the certificated hauler.
4. Rely on local and mainland businesses to collect special wastes, which are not included in commingled recyclables. (See Chapter 3, Section 3.3, Waste Stream, and Chapter 4, Section 4.4.1 Designated Recyclable Materials and chapter 8.7 Transition Guide)

San Juan Sanitation Company, the Solid Waste Advisory Committee, and County staff have evaluated the capacity for route collection in San Juan County. Their mapping and field analysis determined that all residences and businesses in the county can have route collection service. More than 85 percent of residential customers can receive collection service at the end of their driveway.

The typical collection point will be at the place where the customer's driveway meets a county road. Alternate collection points may be agreed upon. San Juan Sanitation provides residential drive-in service and even carry-out services, if needed. Rates for various services are set under WUTC regulation to ensure fair and uniform pricing for services.

#### TASKS

- Acquire state grant and other funding for household hazardous waste collection and provide the required County match.
- Adopt a level of service ordinance to add recycling collection to route collection services operating in the county.
- Write a request for proposals to lease the County solid waste sites
- Seek alternate providers for special waste services.

#### **GOAL 5. B. Extend services to residents of non-ferry-served islands.**

**OBJECTIVE Provide some collection services to residents of islands with no state ferry service.**

The objective of this goal is to make collection service available to the small percentage of County residents that live on non-ferry-served islands. Most of these residents have been managing waste on their own.

The future system could continue the present system where residents of non-ferry served islands provide their own "haul it in; haul it out" practices or make arrangements for individual or collective service with the certificated hauler.

However, upon request from residents of non-ferry-served islands, the County may be able to find a way to provide some service to those islands. One potential strategy would be to provide limited drop-off service at or near ports on ferry-served-islands for pick up by the certificated hauler; another is to provide collection events, especially for household hazardous waste.

## 5.3 INVENTORY OF SOLID WASTE COLLECTION SERVICES

### 5.3.1 Collection Service Area

<b>Table 5.1. County Population Densities</b>		
	<b>AREA</b>	<b>Population Density</b>
<b>Town of Friday Harbor</b>	1.24 square miles	1,744 per square mile
<b>Unincorporated County</b>	175 square miles	78 per square mile

All of San Juan County is included in the collection service area. The Town of Friday Harbor Utilities Department provides collection

services within town limits. Friday Harbor is the only incorporated municipality in San Juan County and has recently chosen to draft its own solid and moderate risk waste management plan. The Town Solid and Moderate Risk Waste Management Plan must be included in this document, and it is found in Appendix N.

### 5.3.2 Collection Systems

In San Juan County, there are currently three different regular collection systems for garbage and recyclable materials.

#### 1. CERTIFICATED HAULER - SAN JUAN SANITATION COMPANY

San Juan Sanitation (SJS) is the collection company that holds the hauling certificate for the collection area of San Juan County awarded by the Washington Utilities and Transportation Commission (WUTC).

As the certificated hauler for all of San Juan County, SJS provides regularly scheduled solid waste collection service to residences and businesses on the four ferry-served islands and delivers the collected garbage and recycling materials to the Orcas Transfer Station. SJS also provides on-call

#### State Regulation of Certificated Hauler

The Washington Utilities and Transportation Commission (WUTC) requires that a certificated hauler must comply with local solid waste management plans, including collection areas, service levels, and materials it must collect.

The WUTC administers state regulations on collection and transport of solid waste. In counties, state law grants collection businesses an exclusive right to a particular collection area. WUTC approves a qualified hauler, provides certification for the area, and administers the rules. San Juan County does not select or regulate the certificated hauler.

The WUTC regulates each hauler's rates based on local service level requirements. While each certificated hauler has exclusive right to a collection area, their profit margin is also limited by state regulations.

services to non-ferry-served islands.

SJS does not provide cans or carts to its customers, but will work with a variety of shapes of containers, charging by the volume equivalent to standard containers. Service is provided to part-time residents, not only to those who subscribe for every month of the year.

SJS collection services include:

Residential Garbage. Subscription or on-call garbage route collection services. SJS does not provide route collection for recyclable materials or special wastes. SJS will pick up bulky items as an on-call service.

Commercial Garbage and Recyclables. Subscription or on-call garbage and recycling collection services for resorts, markets, ports, and other businesses in the county.

## 2. TOWN OF FRIDAY HARBOR

The Town Utilities Department provides weekly garbage pick-up service for residents and businesses. The Town also provides free monthly residential pick-up of commingled recyclables (in 2011, excluding cardboard and paper). The Town delivers some collected recyclable materials to the San Juan Drop Box facility, but transports all of their collected garbage to the Skagit County Transfer Station.

## 3. SELF-HAUL

Many residents and businesses throughout the county collect and haul their garbage and recyclables to the three County solid waste facilities. Individuals also collect and transport reusable materials to reuse establishments located at County facilities on Orcas and Lopez Islands and to reuse businesses at various locations countywide. At this time self-haul is the only option for getting recyclable materials to a County facility for the majority of county residents.

## 5.4 SOLID WASTE COLLECTION TRENDS

Over the last ten years, garbage collection has risen from 9,107 tons for 2001 to a peak of 12,798 tons in 2008, then down to the 2010 figure of 8,580 tons.

**Table 5.2. Tons of garbage collected and brought to County facilities**

FACILITY	2006	2007	2008	2009	2010	2011
San Juan	6,340	6,615	6,075	5,097	2,847	1,318
Orcas	5,096	5,464	5,858	4,564	5,189	5,433
Lopez	635	718	656	694	544	451
<b>Total</b>	<b>11,436</b>	<b>12,079</b>	<b>11,934</b>	<b>10,350</b>	<b>8,580</b>	<b>7,202</b>

Recycling collection has remained steady at about 3,000 tons for the same period. See Figure 4.1 and Table 5.3, below.

<b>FACILITY</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>
<b>San Juan</b>	1,288	1,312	1,303	1,166	1,080	890
<b>Orcas</b>	1,553	1,632	1,557	1,530	1,474	1,591
<b>Lopez</b>	431	300	448	349	393	320
<b>Total</b>	3,218	3,244	3,308	3,044	2,947	2,801

Further information on Collection is found in Appendix D. Collection.

## **5.5 PROJECTED COLLECTION NEEDS FOR THE NEXT SIX YEARS**

### **Collection needs if a County-run system were continued**

With three facilities available on three islands, 40 percent or more of the garbage would probably continue to be collected by individual haulers. The certificated hauler would probably handle 50 percent or more of the garbage through route collection. Self-haul and packer truck traffic would be somewhere around 50,000 vehicle trips annually. If County facilities continued to serve large numbers of self-haul customers, the County would have to find an adequate and sustainable revenue source to fund maintenance, repairs and improvements, and increased hours of operation.

### **Collection needs under the primarily route collection system**

With a countywide route collection system, all customers who live on County-maintained roads can receive collection services. The certificated hauler, San Juan Sanitation Company, is prepared to provide residential collection for garbage once each week, with alternate week or monthly subscriptions also available. Customers may place cans (a maximum size of 32-gallons capacity) at the collection point, usually at the road end of their driveway. Collection charges to the customers will be made on the basis of the number of 32-gallon can loads collected for the residence.

For businesses, SJS will continue to provide weekly or bi-weekly collection of both garbage and recyclables. This service is offered using cans, dumpsters and drop-boxes.

Non-ferry served islands may have the option of a compactor truck or drop box located on their island. SJS is evaluating the establishment of collection points non-ferry-served islands for use by their residents.

### **Collection needs for the Town of Friday Harbor**

Friday Harbor, with fourteen percent of the county population and more than one-quarter of San Juan Island's population, will be addressing its projected collection needs through its own solid and moderate risk waste management plan. If, for any reason, the Town should decide to discontinue service to Town residents, the County's planned system has the capacity to assist with Town collection needs.

# CHAPTER 6 TRANSFER - SOLID WASTE HANDLING FACILITIES

## 6.1 INTRODUCTION

Solid waste transfer includes all activities that prepare collected garbage and recyclable materials for transport to another solid waste facility for further handling or for disposal. The Orcas and San Juan disposal facilities are open on Fridays, Saturdays, and Sundays from 10 AM to 4 PM. The Lopez disposal facility is open on Wednesdays, Saturdays, and Sundays from noon to 4 PM.

This chapter contains a description and inventory of the current San Juan County solid waste facilities, their operations, and their capacities. The current deficiencies in solid waste facilities are noted along with their descriptions. See Appendix E for a summary inventory of San Juan County solid waste disposal facilities and the services they offer, and see Table 6.1 for an inventory of County solid waste facility deficiencies.

In recent history and through most of 2012, San Juan County has operated three permitted solid waste disposal facilities: Orcas Island Transfer Station, San Juan Island Drop Box, and Lopez Island Drop Box. These facilities receive commercial and municipal solid waste (MSW) from county residents and businesses, as well as a variety of special wastes and recyclable materials, and transfers these materials out of the county for final disposal or recycling.

In San Juan County, transfer is currently accomplished at the Orcas Island Transfer Station with a tipping floor used to serve collection vehicles, self-haulers with large loads, and containers of garbage or commingled recyclables. The San Juan Island Drop Box Facility crew loads and secures trailers for long-haul to the mainland. The Lopez site crew secures roll-off boxes of garbage and recyclable materials for hauling to Orcas Transfer Station where they will be packed for long-haul.

In San Juan County Transfer includes the transport of materials collected at one County facility to another County facility, and each of the stations is designated as part of the County's disposal system.

### Tipping floors or drop boxes?

Packer trucks, typically used in route collection, must discharge (or tip) their loads onto a tipping floor where the garbage or recyclable material can be pushed into a long-haul trailer.

Self-hauled garbage and recyclables are off-loaded by hand and commonly use drop box facilities where people throw bags or dump cans directly into boxes or trailers.

### 6.1.1 BACKGROUND

The County has traditionally operated all three solid waste disposal facilities in San Juan County, accepting drop-off of residential and commercial garbage and recyclable materials.

The County's disposal system includes three main disposal facilities: the San Juan Island Drop Box Facility, the Orcas Transfer Station, and the Lopez Island Drop Box Facility. The

County has concluded that the three disposal facilities meet the criteria as defined in RCW 36.58.030 -“Transfer Station,” defined. The County shall securely fence each facility that uses detachable containers, each facility is staffed by an attendant during all hours when the detachable containers are open to the public, a tipping fee is charged that covers the cost of providing and for use of the garbage service, and each will be operated as a transfer station as defined in RCW 36.58.030. As a result, the three disposal facilities in San Juan County are exempt from UTC Solid Waste Collection laws under RCW 81.77.

Solid waste revenues have been used to support the costs of facility operations and transport for twenty or more years. Those revenues also provide the funding for maintenance and improvements, which have been repeatedly deferred for lack of funds. In July of 2010, the San Juan Island transfer station's solid waste handling permit was re-issued for operation only as a drop-box, limiting its service capability to self-haul vehicles. The Orcas transfer station then became the only County facility permitted to operate a tipping floor and, therefore, the only County facility able to accept loads from packer trucks. Because the San Juan Island facility could no longer serve their equipment, the Town has chosen to send their garbage-loaded packer trucks to the Skagit County transfer station where rates are lower than at the Orcas transfer station. Due to the County’s flow control stance (SJCC 8.12.010.B.(2)), San Juan Sanitation could not exercise the same option and currently takes the materials from San Juan Island to Orcas for consolidation.

**Synopsis of changes**

In 2010 fees at the stations were raised twice. On July 1 the minimum garbage fee of

eight dollars became twelve dollars. The garbage tipping fee was also increased from 295 to 335 dollars per ton.

COUNTY BUSINESS FROM TOWN OF FRIDAY HARBOR		
YEAR	TONS	REVENUE
2009	1656	793.164
2010	910	194,037
2011	5.6	12,567
2012	-	--

At this point the Town of Friday Harbor, exempt from flow control as a municipality within the county, began taking its garbage packer trucks on the ferry to the Skagit County Solid Waste transfer station in Mount Vernon,

where the fees were more favorable.

On October 1, 2010 the County began charging a five dollar fee per vehicle trip for delivery of recyclable materials for the first time. The same fee was applied to delivery of lead-acid batteries of any size.

The effects of raising the minimum garbage fee and initiating a delivery charge for recyclables have been that the County netted enough revenue to pay for operational costs. however, the revenue from charges at the facilities has not been enough to cover needed capital improvements.

The San Juan facility now operates as a drop box for customers to directly hand-load waste into 100-cubic-yard trailers. These trailers are hitched to a long-haul tractor rig and transported to mainland facilities for disposal or recovery of recyclables materials. The San Juan facility can

accommodate trailers big enough to be transported and emptied as long-haul and, thus, do not have to go through Orcas for transfer.

Orcas Transfer Station is the only facility in San Juan County that manages garbage and commingled recycling using both a tipping floor and drop boxes. Commercial loads are tipped onto the tipping floor and pushed into large trailers for transport. Self-haulers hand-load directly into drop-boxes, which can also be emptied onto the tipping floor. After packing loads into long-haul trailers, the County crew securely covers each load and completes records on traffic numbers, weights and revenues. A transportation contractor then picks up the loaded trailers and transports the garbage or recyclables to the mainland for disposal or to a materials recovery facility for recycling.

At the Lopez drop-box facility, 40-yard roll-off boxes are also used for transport. Either customers or County crew hand-load the garbage or commingled recyclables into the appropriate container. Full roll-off boxes are transported to the Orcas transfer station, where the contents can be added to the loads on the tipping floor and loaded into long-haul trailers. This interisland transport is also considered part of County transfer activities.

County facilities are equipped to accept and store certain special wastes, such as used motor oil, antifreeze, and appliances, in on-site containers for pickup and delivery to specialized destinations. Each component of these special wastes has capital and operational costs that affect the choices for the service options discussed in this chapter under Goal 6.A, below.

## 6.2 GOALS

The goals in this chapter include both systems that were analyzed to adequately cover the transition that the county is making in the solid waste management operations systems. With either type of operations, San Juan County is still responsible to ensure reliable solid waste removal and disposal throughout the county.

### **GOAL 6. A Match County transfer facility operations to the selected collection system.**

**OBJECTIVE. *Continue and improve current system of County-Operated Facilities.*** The objective would be to complete repairs and capital improvements required to continue operations at Orcas Transfer Station and San Juan and Lopez Drop Boxes. This would not prevent the County's option to lease the sites to private operators.

#### Strategies

1. Repair and improve County structures to meet state requirements.
2. Develop interlocal agreement with Skagit County for garbage transfer.
3. Evaluate alternative, non-County, operation of transfer stations.
4. Consider relocation of San Juan Island facility to adjacent County-owned property.



### Tasks

- Design, fund, schedule and construct stormwater control improvements. Purchase watertight drop boxes, construct storage facilities, and repair/restore stormwater control systems.
- Determine best entity for transport to final disposal or MRF:: a non-County service provider or County operations and contract with a service provider.
- Implement waste reduction programs to reduce volume of garbage and recyclables brought to transfer facilities.
- Analyze feasibility and costs of Lopez local management proposal.

### Actions

- Schedule and complete repairs and improvements.
- Conduct education programs promoting waste reduction.

**OBJECTIVE with County out of operations and expanding route collection, the objective is to discontinue County operation of solid waste handling facilities but to ensure availability of the facilities to other, private, operators.**

### Strategies

1. Develop interlocal agreement with Skagit County for garbage transfer.

#### Tasks

- Review and revise flow control regulations.
- Draft and adopt agreement.

2. Cease County operations at the three County solid waste facilities.

#### Tasks

- Inform the public about other service providers to take the place of waste transfer services formerly provided by the County.
- Post informational signage at solid waste facilities.
- Reassign or surplus equipment.

3. Offer to lease County solid waste facilities to a non-County service provider.

- Develop use agreements for solid waste facilities.

### Actions

- Draft, publish and circulate a request for proposals (RFP) to provide solid waste services at the County facilities.
- Draft lease for non-County service provider.

4. Maintain the option for County operation of facilities. Notwithstanding any other provision of this Plan, the County reserves the right and ability to operate existing disposal and recycling facilities and locations owned or leased by the County either as part of County government or through a lawfully established disposal district and further reserves the right to impose or retain appropriate and lawful flow control regulations.

**GOAL 6.B. Support existing reuse facilities on County sites**

**OBJECTIVE FOR EITHER SYSTEM is to keep reuse activities at Orcas and Lopez sites in operation.**

Strategies using county-operated facilities

1. Support reuse activities at County solid waste sites.
2. Provide greater stability for the Exchange at the Orcas facility.
3. Maintain the operation of the Take It or Leave It at the Lopez facility, and remain open to proposals for independent management.

Tasks

- Promote public awareness of all existing reuse facilities through web-based and other media.
- Develop policies and guidelines for independent management of reuse facilities when they are located on County properties.

Actions

- Develop an agreement and lease for independent non-profit Reuse facility operations on County-owned sites.
- Sign and implement lease agreement with The Exchange.
- Establish regular schedule of access and parking for reuse operations on County sites.

**Transition to route collection**

*San Juan County will cease its operation of all three facilities, and will no longer provide solid waste handling services to send garbage to a landfill or recycling to a materials recovery facility.*

*Solid waste can be handled at transfer facilities outside the county. To ensure that residents have an opportunity for source-separation of recyclable materials from garbage, the Council is adopting a level of service (LOS) ordinance to require the certificated hauler to collect commingled recyclables and certain special handling wastes.*

*The County will also offer the County solid waste sites and facilities for an operations agreement with non-County solid waste service provider(s).*

*Should conditions change to make the County's participation in solid waste more economically attractive or for some reason necessary, the County reserves the right in this Plan to re-implement current system services on one or more of the islands.*

### Strategies *EXPANDED ROUTE COLLECTION*

#### 1. Facilitate continued reuse operations at the Exchange.

##### Tasks

- Establish policies and guidelines for independent management of reuse facilities when they are located on County properties.
- Develop an agreement and lease for independent non-profit reuse facility operations on County-owned sites.
- Establish policies for regular access and parking for reuse operations on County sites.

#### 2. Assist the Lopez Take It or Leave It in transitioning out of County management.

##### Tasks

- Establish policies and guidelines for independent management of reuse facilities when they are located on County properties.
- Adapt the County's relationship with the Take It or Leave It from County funding and staff support to a lease with a non-County operator.
- Establish Lopez reuse facility as an independent operation from other management of the solid waste facility.

##### Actions

- draft an RFP and lease agreement specific to each reuse facility

#### 3. Encourage reuse facilities

## **6.3 CURRENT TRANSFER SYSTEM**

The Department of Ecology Guidelines for writing Solid Waste Management Plans (ECY 2010) note that the local solid waste management plan requirements listed in RCW 70.95.090 include a detailed inventory of all solid waste handling facilities and a description of any deficiencies in the handling of solid waste. The following sections provide an overview and detailed description of the three County solid waste facilities, their operations, and any deficiencies.

The most recent fee schedule for solid waste disposal services was adopted under San Juan County Ordinance 16-2011 on June 14, 2011. This was the first fee schedule that included a charge for dropping off recyclables. The charge is a flat five dollars per visit, no weight or volume limits apply.

<b>FIGURE 6.1 Service fees for self-haul at San Juan County solid waste disposal facilities</b>				
<b>SERVICE</b>	<b>UNITS</b>	<b>FEE</b>	<b>TAX</b>	<b>TOTAL</b>
<b>Self haul</b>	<b>Ton</b>	<b>\$312.50</b>	<b>\$42.50</b>	<b>\$355.00</b>
	<b>Can (32 gallon)</b>	<b>\$8.36</b>	<b>1.14</b>	<b>\$9.50</b>
<b>Minimum garbage fee</b>				<b>\$12.00</b>
<b>Commingled recyclables</b>	<b>Cubic yard</b>	<b>\$5.00</b>	<b>none</b>	<b>\$5.00</b>
	<b>More than 2 cubic yards</b>	<b>\$25.00</b>		<b>\$25.00</b>
<b>Appliances</b>	<b>Each</b>	<b>\$22.00</b>	<b>none</b>	<b>\$22.00</b>
<b>Refrigerated appliances</b>	<b>Each</b>	<b>\$56.00</b>	<b>none</b>	<b>\$56.00</b>
<b>Used motor oil</b>	<b>Gallon</b>	<b>\$0.15</b>	<b>none</b>	
<b>Household hazardous waste</b>	<b>Pound</b>	<b>\$0.06</b>	<b>none</b>	<b>Minimum \$12.00</b>
<b>Batteries</b>	<b>Trip</b>	<b>\$5.00</b>	<b>none</b>	

### **6.3.1. INVENTORY OF COUNTY FACILITIES**

#### **Overview of system as operated by the County through 2011**

The County currently maintains operations at three locations. Two of them, San Juan and Lopez Island facilities, operate as drop-boxes and can only accept self-hauled waste. Customers at the drop box facilities unload wastes by hand and place them into open-top containers. The Orcas and San Juan disposal facilities are open on Fridays, Saturdays, and Sundays from 10 a.m. to 4 p.m.. Lopez disposal facility is open on Wednesdays, Saturdays, and Sundays from noon to 4 pm.

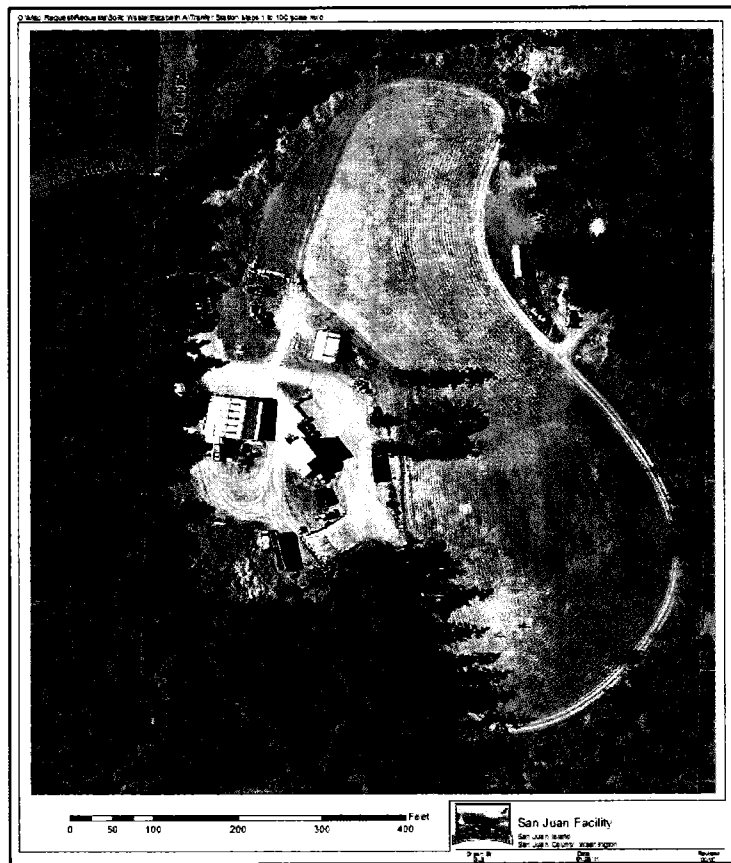
The Orcas Transfer Station is the only County transfer facility, and it also has a Z-wall with drop-box containers. Garbage and recyclables collected at the Lopez drop box are hauled in roll-off containers to Orcas, where they are packed into 100-cubic-yard rail-compatible containers for transport to a landfill. Recyclables are also loaded into the same sized containers for transport to a materials recovery facility (MRF).

The San Juan Island drop box facility loading area can accommodate 100-cubic-yard capacity containers, which are transported from San Juan Island to the landfill or the MRF.

With the exception of household/business hazardous wastes, which are the subject of special collection events, wastes requiring special handling, such as medical sharps, appliances, batteries, antifreeze, and used motor oil, are held for pickup at the County solid waste facilities for disposal or recycling. Special wastes are handled using drop-off containers for each. Individual recycling transporters visit the County facilities periodically to remove used motor oil and antifreeze, vehicle batteries, appliances (also known as white goods), and steel. Litter and noxious weeds are simply added to the garbage. Household sharps, which must have been placed in secure containers prior to collection, are transported separately along with the garbage. Tires are added last to waste transport, so that they can be separated and used for waste-to-energy conversion.

Household hazardous waste collection events are held at the County facilities, but any materials delivered are containerized by a contract crew and removed from the County on the same day.

## SAN JUAN ISLAND



**Figure 6.1 San Juan Island drop box facility**

The San Juan solid waste handling facility is located on Sutton Road, two miles outside of the Town of Friday Harbor, and on the same property as the Town's closed ash fill and landfill sites. The site, which is owned by the Town of Friday Harbor, is accessed via Sutton Road, a local access road which opens onto Roche Harbor Road, a minor collector road which is the link between Friday Harbor and Roche Harbor. The two-acre site is open three days each week and serves the San Juan Island unincorporated area residential population of approximately 5,450 persons, as well as several businesses. In 2010, the County recording system counted 19,937 vehicles dropping off garbage at this facility, which included traffic from the Town bearing recyclable materials.

Facility infrastructure includes a vehicle scale, a scale house, and a metal shed-roofed building used to cover part of the recycling area.

The approximately 0.8 acre solid waste disposal facility is leased from the Town, which maintains some of its own infrastructure on the rest of the two-acre property that is not available to the County for solid waste operations. Town property includes a closed landfill, a parking area, and the large metal building at the western edge of the property.

### **Services**

In 2010 the two-person crew at the San Juan facility handled 2,847 tons of garbage and 1,080 tons of commingled recyclables. Used appliances, batteries, motor oil, antifreeze, tires, along with litter, noxious weeds, and medical sharps were also accepted. In 2011, the facility was open to the public three days a week.

Garbage fees are primarily based on weight, but smaller amounts may be charged by volume. Recycling fees, which began in 2011 are on a per visit basis. Special waste fees are based on unit or volume.

### **Deficiencies in the San Juan Island facility**

At the request of San Juan County, the State Department of Ecology's (Ecology) Waste 2 Resources Program performed a technical assistance site visit in January 2009. They reported their observations in a letter to the County Health Department<sup>15</sup>. The letter explains that the facility does not comply with the minimal functional standards established in the Washington Administrative Code (WAC) for operation of a transfer station. The County would need to construct a covered tipping building to meet these standards. Other improvements needed to operate the facility as a compliant drop box include: covers and secondary containment for used oil, antifreeze, batteries, and appliances. Many of these controls remain to be designed and constructed in 2012.

In July of 2010, the San Juan disposal facility stopped allowing use of the tipping floor due to unmet requirements for compliance with the State's minimal functional standards. The disposal station has remained open, operated as a drop box facility serving self-haul customers. The same 100-cubic yard trailers fit the facility's loading docks and can be filled by hand, but garbage or recycling can no longer be dumped on the tipping floor for loading into the trailers. Municipalities do not have to comply with county flow control regulations, and the Town chose to deliver loads from its garbage packer trucks to the Skagit County transfer station rather than to the County's only remaining tipping floor on Orcas Island..

On March 10, 2009, Ecology's Water Quality Program conducted a stormwater compliance inspection of the facility<sup>16</sup>. Based upon the results of the inspection San Juan County was required to obtain coverage under an Industrial Storm Water General Permit (ISWGP) issued by the state. Ecology issued the ISWGP in July 2009 and reissued the ISWGP, effective in January

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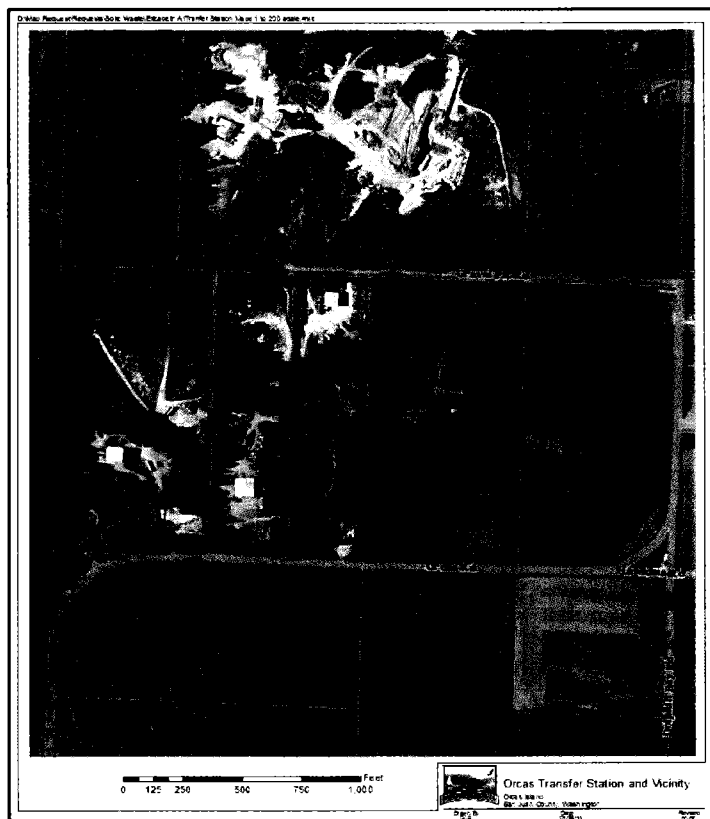
<sup>15</sup> State Department of Ecology Letter to Mark Tompkins, SJC Health and Community Services, February 4th, 2009

<sup>16</sup> State Department of Ecology Bellingham Office, San Juan Island Stormwater Inspection Report, March 10, 2009

2010. Due to exceedances of stormwater monitoring parameters, San Juan County was required to begin treatment of the contaminated stormwater before it leaves the site by September 30, 2011<sup>17</sup>. A deadline extension was granted for installing treatment by September 30, 2012.

## ORCAS ISLAND

San Juan County's only transfer station is located at 3398 Orcas Road, which is the island's major collector road between the State Ferry terminal and the population center in Eastsound. The facility serves the Orcas Island population of approximately 5,100 persons and numerous businesses, as well as the SJS packer truck, which collect solid waste throughout the county. The Orcas facility is also used to transfer all waste collected at the Lopez Island drop-box facility.



**Figure 6.2 Orcas Island transfer station**

Only Orcas has the multiple operations, equipment, and permits that qualify it as a transfer station.

The Orcas transfer station operates seven days a week. It is open to the general public and commercial customers three days a week. The other four days accommodate transfer of waste from the Lopez drop box, commercial waste delivery from other islands, and transfer of waste from the Orcas Z-wall containers to long-haul trailers.

The daily crew for the Orcas transfer station is made up of two persons. This crew served the 21,190 vehicles recorded as delivering solid waste in 2010. The infrastructure at the facility is a vehicle scale, a scale house, an enclosed tipping floor and long-haul trailer bay, and a Z-wall drop box area.

<sup>17</sup> State Department of Ecology Northwest Regional Office, February 4, 2009, letter to Mark Tomkins, San Juan County Health and Community Services, regarding San Juan Transfer Station and Friday Harbor Landfill site visit January 14, 2009

The Orcas transfer station occupies about four acres of the County-owned fourteen acres. The Exchange, a not-for-profit reuse facility is also located on the County site. The Exchange accepts items from the general public and offers them for sale. Details about the Exchange can be found in Chapter 4 - Waste Reduction, Reuse, and Recycling.

### **Services**

In 2010, the Orcas transfer station handled 5,189 tons of garbage and 1,474 tons of commingled recyclables.

The Orcas facility also provides local collection services for used vehicle/marine batteries, appliances, motor oil, antifreeze, tires, medical sharps, and steel. It accepts garbage from San Juan Sanitation Company's packer trucks and from self-haulers. It also is available to the Town of Friday Harbor Utilities Department.

Fees for garbage and recycling are figured according to weight or volume. Special wastes are also assessed fees by unit or by volume. Special wastes are placed into containment areas and held for transport to the appropriate facilities.

### **Deficiencies in the Orcas Island Transfer Station**

Site deficiencies listed in Table 6.1 include inadequate pavement, containment drainage control, the tipping floor surface and adequate cover for collected materials, facilities, and equipment.

In addition to these issues, the steel building enclosing the tipping floor is showing signs of age that will need to be corrected. These signs include bends in steel structural supports, damage to the entrance of the structure, and movement of the support columns on the north wall. The structure sustains repeated small impacts from waste and from the equipment that is used to deliver and move waste

Inadequate parking, poor traffic flow, and overall crowding during peak season at both the Exchange and transfer station reduce the efficient movement of customers and waste into and out of the facility.

On March 12, 2009, the Department of Ecology Water Quality Program conducted an inspection of the Orcas solid waste facility and provided the County with a copy of the stormwater inspection report<sup>18</sup>, which found at least three violations of RCW 90.48. Those issues are in the process of being addressed.

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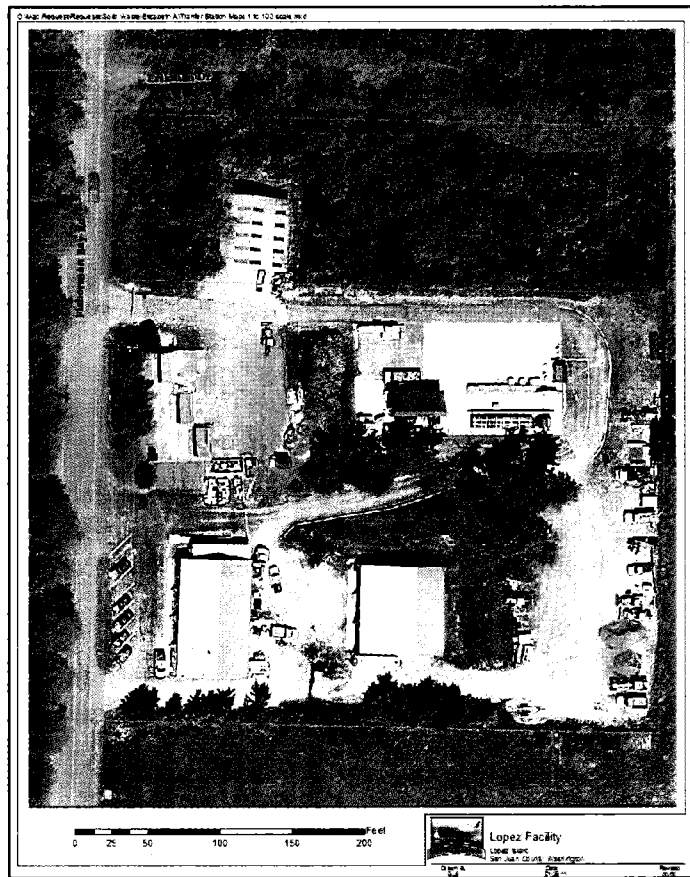
<sup>18</sup> State Department of Ecology Bellingham Office, Orcas Island Stormwater Inspection Report, March 12, 2009



## LOPEZ ISLAND

The disposal facility is located just south of the Lopez Village Urban Growth Area boundary. It is accessed from Fisherman Bay Road, the major collector road that runs to the ferry terminal.

The Lopez drop box is about 0.5 acres of the overall 1.5 acres shared with the County Roads Division. The structures on the site are a cashier's booth and an open-sided shed that contains a baler and facilities for used oil, antifreeze, batteries, and medical sharps for recycling or special handling. The site also has a Z-wall and a metal shed that houses a reuse operation, the Take It or Leave It.



**Figure 6.3 Lopez drop box facility**

Commingled recyclables are placed in tipplers, which the site crew loads into the roll-off boxes, or directly into the roll-off boxes. San Juan Sanitation Company transports the filled roll-off boxes to Orcas Transfer Station and the empty roll-off boxes back to the Lopez facility. At the Orcas Transfer Station, the Lopez solid waste is consolidated with similar materials for long-haul.

The crew at the Lopez drop box facility is made up of two people and the facility is open three days a week. It serves the Lopez population of 2,500, and 11,425 vehicles were counted at the facility in 2010.

### Services

In 2010, the Lopez facility handled 544 tons of garbage and 393 tons of recyclables. Lopez is a drop-box facility, only, with no scale or tipping floor, so the facility services are only available to self-haul customers. The Lopez disposal facility is not constructed or operated to serve the certificated hauler.

The Lopez drop-box handles garbage, commingled recyclables, appliances, batteries, motor oil, antifreeze, tires, medical sharps and recyclable steel. All fees at this facility are based on volume.

The Lopez facility's self-haul customers place garbage into forty-cubic-yard roll-off boxes that are positioned at the Z-wall.

The Take It or Leave It, located at the Lopez facility, is a County-funded reuse facility. It is operated by both volunteers and paid County staff. The Take It or Leave It accepts items from the general public and offers them for reuse at no charge. Details about the Take It or Leave It can be found in Chapter 4 - Waste Reduction, Reuse, and Recycling.

On June 26, 2011, the Lopez Solid Waste Disposal District was established by Ordinance 11- 20120, and a Lopez Disposal District Board was established. Management of the Lopez facility will transition to the Disposal District Board as early as December of 2012.

**Deficiencies in the Lopez Island facility**

The Lopez facilities experience the same deficiencies as the other two County facilities. They are listed in Table 6.1 along with the Orcas and San Juan facilities.

<b>Table 6.1. Deficiencies in County Solid Waste Handling Facilities</b>			
<b>DEFICIENCIES</b>	<b>Orcas Transfer Station</b>	<b>San Juan Drop Box</b>	<b>Lopez Drop Box</b>
Paved areas need replacement	X	X	X
Garbage area not covered and recycling materials are not properly covered	X	X	X
Garbage containers leak	X	X	X
No long-haul trailer tarping station	X	X	n/a
Inadequate covered equipment parking		X	X
Tipping floor cracked and concrete is not sealed	X	n/a	n/a
Tipping floor enclosure needs repair	X	n/a	n/a
No vehicle scale to weigh solid waste delivered to the facility			X

**6.3.2 Implementing repairs and improvements to County Solid Waste facilities**

Continuing County operations at three disposal facilities would require investment in the existing sites and structures to address the deficiencies listed in Table 6.1. Plans for the San Juan Island facility once included a potential relocation to the County-owned property adjacent to the current facility. All facilities would require immediate attention to address stormwater management deficiencies that impact permit compliance. Correcting the deficiencies would

require capital investment in waste storage structures, in pavement repair and/or replacement, and in process water separation and treatment.

The capital projects and their associated cost estimates are listed in Table 6.2, which is based on a preliminary assessment of capital improvements that would be needed to continue operations at each of the facilities.

<b>Table 6.2. Solid Waste Capital Improvements</b>	<b>COSTS</b>
<b>To continue operating one transfer station and two drop box disposal facilities:</b>	
1. <u>Lopez Drop Box Facility</u> would need a series of capital improvement projects (CIP), including water-tight drop boxes, a structure for white goods storage, and pavement repairs	\$80,000
2. <u>Orcas Island Transfer Station</u> would need a series of CIP, including tipping floor and trailer bay retrofit, Z-wall retrofit, storm water treatment system, structure for white goods, watertight drop boxes, tipping floor resurfacing, and pavement repairs.	\$214,000
3. <u>San Juan Drop Box Facility (on Town property)</u> would need a series of CIP, including covers for recycling, white goods, and equipment; containment for used oil, batteries and antifreeze; improvements to drainage and pavement repairs.	138,000
<b>TOTAL COST TO CONTINUE CURRENT OPERATIONS</b>	<b>\$432,000</b>

## 6.4 CAPACITY AND ADEQUACY OF FACILITIES

### 6.4.1 Capacity

While the population increased at a little more than two percent per year between 2003 and 2005, and the solid waste stream increased proportionately during that time, we cannot assume that population growth is the only factor in the volume of solid waste collected in San Juan County. The 2010 census shows a population gain close to the state average of fourteen percent

between 2000 and 2010. More recent collection figures represent the sharp national downturn in construction activity and in economic growth since 2008.

Additionally, starting in July of 2010, garbage collected by the Town of Friday Harbor was no longer delivered to County

facilities, further reducing volume. Figures from the first quarter of 2011 show a decline in numbers that is not matched by the loss of the Town's business.

<b>Table 6.3. Garbage and haulers in 2010</b>		
	<b>TRAFFIC</b>	<b>TONNAGE</b>
<b>San Juan Sanitation</b>	<b>1,050</b>	<b>4,069</b>
<b>Town of Friday Harbor</b>	<b>348</b>	<b>917</b>
<b>Self-haul</b>	<b>52,552</b>	<b>3,580</b>
<b>TOTAL</b>	<b>53,950</b>	<b>8,566</b>

Since 2006, the Solid Waste Program has noted that the San Juan facility is far past its capacity to unload the number of vehicles that come to the site. The method of evaluation was based on the size of the tipping floor, the size of loads that were delivered, hours of operation, and the time required for unloading a vehicle. It showed that the San Juan island solid waste site was at 165 percent of its capacity. The evaluation was repeated in 2008 and analysis showed the San Juan island solid waste site at 201 percent of its capacity at that time.

Capacity is affected by the volume of the traffic, as well as the number of days that the facilities are open. Volume projections for 2011 are currently about one-quarter of the 2006 figure, but the traffic count remains high.

#### **6.4.2 Traffic**

Both the proportion and absolute number of self-haul customers (using private vehicles) greatly outnumber the collection service packer trucks at the disposal facilities on Orcas and the on San Juan Island. County records show that, in 2010, packer trucks delivered a greater volume of garbage with about 1,400 trips to the disposal facilities than self-haul vehicles delivered in almost 54,000 trips.

As Table 6.3 demonstrates, a packer truck delivers fifty times more material than a typical self-haul load, and it does not require fifty times the effort at the transfer station to serve it. An adjustment in the proportion of types of vehicles, which could be motivated by increased subscription to route collection, or by regularly scheduled route collection of recyclable materials, would influence the traffic volume and thereby affect the ability to serve the needed capacity of the County facilities and services.

#### **6.4.3 Adequacy of service levels.**

San Juan County has more solid waste handling facilities per capita than any other county in the state, with one facility for every 5,500 residents. All three of the San Juan County facilities are staffed, and they accept an array of solid wastes that ranges from household garbage and recyclables to household hazardous waste. County crews process solid waste delivered to the County facilities in a timely manner and send it on its way for disposal or materials recovery for recycling.

Most of the service areas of the county are within 10 road miles of a solid waste facility. The three most populous settlements in the county are located within 3-5 road miles of a facility. The facilities are suitably located and convenient to reach from the current population centers and areas of projected growth.

In 2010, the County Council raised tipping fees and added a charge for recyclables in an effort to close the gap between revenues and expenses. The first quarter of 2011 shows recycling charges added to the transfer and drop box site revenues is increasing revenues overall.

Recycling generation has been very stable for the last nine years. However, garbage generation fell significantly with the recession in 2008, and those figures have continued to fall.

Implementing more than one change in hours and fees in the space of a year have led to some confusion.

In 2010, the County Public Works Department conducted a survey mailed to approximately half of the addresses in San Juan county. Twenty-six of the questionnaires were returned and the responses indicated a desire for expansion of self-haul services. The survey also indicated that respondents did not favor any of the suggested means of paying for existing or expanded services. Major findings of the survey are detailed in Appendix J.

**2010 SURVEY  
DESIRED SERVICES**

**ORCAS**

- Composting facility
- Hazardous waste drop-off
- Construction waste reuse/recycling
- Self-haul drop-off
- Scrap metals, appliances, e-waste
- Recycling for batteries
- Reuse facility (The Exchange)

**LOPEZ**

- Self-sorted (separated by type) recyclables
- Re-use facility (the Take It or Leave It)

**SAN JUAN**

- Self-haul drop-off
- Increased hours/more days open
- Hazardous waste drop-off
- Faster service/shorter lines
- Scrap metals, appliances, e-waste
- Construction waste reuse/recycling

**SHAW**

- Composting yard wastes
- Composting food scraps and organics
- Construction waste reuse/recycling
- Agricultural plastics reuse/recycling
- Local shredding of newsprint, cardboard and mixed paper for mulch/compost

# CHAPTER 7 TRANSPORT AND DISPOSAL OR RECOVERY

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## 7.1 INTRODUCTION

In this chapter, transport describes the use of a vehicle to deliver garbage to a landfill for disposal or to deliver recyclable materials to any materials recovery facility (MRF). from intermediate solid waste handling facilities

At this time, the County's transport system contract includes the movement of garbage and commingled recyclables materials from San Juan County all the way to a landfill or to a MRF. All waste begins its journey in an over-the-road trailer loaded onto a ferry for Anacortes. Transport may also include rail travel. The final destination for garbage is a landfill. For commingled recycling, it is a MRF. Other recyclables will end up with various reclamation service providers.

Since all the available landfills, transportation centers, and materials recovery facilities are at a distance from San Juan County, this activity is complicated and costly. At this time, transportation to solid waste facilities in Skagit County appears to be the least expensive option for the county's relatively small amount of waste. Garbage could go to Skagit County's Regional Transfer Facility (RTF) and large loads of collected commingled recyclables could be accommodated at the Waste Management recycling transfer station in Skagit County, or elsewhere.

## 7.2 DISPOSAL AND RECOVERY GOALS

**GOAL 7.A Ensure disposal of garbage and materials recovery from recyclables at locations in compliance with regulations that protect public health.**

**OBJECTIVE with County-operated facilities maintained: Find and use qualified transport for disposal and materials recovery.**

### Strategies

1. Determine cost for a contract carrier to transport the County's collected garbage to a regional transfer station such as Skagit County, or to haul directly to a landfill.
2. Determine cost for a contract carrier to transport the County's collected recyclable materials to a recyclables transfer facility in Skagit County.
3. Ensure legal access for San Juan County and its contractors to the Skagit County facilities.
4. Ensure funding is established for contracted transport services or for investing in equipment.

### Tasks

- Write and circulate RFP for transport services for each type of destination: disposal or materials recovery facility
- Negotiate a new interlocal agreement with Skagit County
- Establish necessary fees to match service costs.

**OBJECTIVE for Route Collection: Transport route and drop-off collections of garbage and recyclables to other counties' transfer facilities or to privately operated facilities within San Juan County.**

Strategies

1. Establish agreements for use of facilities in Skagit County to accommodate San Juan County solid waste.
2. Include transfer and disposal provisions in the level of service ordinance.

Any private company operating county solid waste facilities will be responsible for transport to disposal or MRF facilities in accordance with all applicable state regulations.

## **7.3 CURRENT SYSTEM**

### **7.3.1 Garbage**

Waste Management, Inc. (WMI) is under contract with San Juan County to provide transport and disposal of solid waste. The contract expires on December 31, 2012. The ten-year contract is detailed in Appendix F. Under the current contract, Waste Management charges the County \$74.13 per ton for garbage transport to and disposal at the Columbia Ridge Landfill in Arlington, Oregon. Waste Management charges \$33.48 per ton for commingled recyclables transport and delivery to Cascade Recycling in Woodinville, Washington.<sup>19</sup> Ferry fees to transport Waste Management vehicles to the mainland are paid by the County.

Under a subcontract with WMI, Cimarron Trucking currently transports a 100-cubic-yard capacity trailer packed with garbage from the Orcas transfer station an annual average of 22 times each month. The same company performs a similar service from the San Juan Island drop box facility an average of seven times a month. From each of the two islands, the eighteen-wheeler boards the ferry for the first leg of the long haul journey. After disembarking the ferry, the Cimarron trucks carry the garbage load to Seattle, where the container is loaded onto a train flatcar. The train delivers the container to Arlington, Oregon, where it is offloaded onto another truck for a short trip to Columbia Ridge Landfill, where the truck dumps the trailer contents as landfill material.

Waste Management's Columbia Ridge Landfill serves two-thirds of the counties in Washington State, the cities of Seattle and Portland, as well as several Oregon counties. The 8,000 to 12,000 tons from San Juan County are less than 0.3 percent of the weight annually delivered to this landfill.

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<sup>19</sup> The rates cited were those charged in 2010. In accordance with the contract, this amount is adjusted annually.

### **7.3.2 Recyclables**

Cimarron Trucking, under a subcontract with WMI, transports the county's commingled recyclable materials to Cascade Recycling, the material recovery facility (MRF) in Woodinville, Washington. (Transportation and processing for materials recovery are also handled through a contract with Waste Management, Inc., but the journey is less complex.) Each month, Cimarron Trucking hauls an average of ten loads of recyclables from Orcas and seven loads from San Juan to the WMI material recovery facility. Once there, materials are sorted, processed and packaged for delivery to buyers.

Research and reporting by King County's Waste Monitoring Program Material Recovery Facility Assessment in 2006<sup>20</sup> has shown that a very small amount – only about 6 percent – of recyclable materials received and sorted at the material recovering center is not usable.

Appliances delivered to County solid waste facilities are removed by a contract private service provider, who removes any Freon gas and then takes them to Skagit Steel in Burlington, Washington, for material recovery and recycling.

### **7.3.3 Composting**

Currently home composting has been facilitated by workshops conducted by Western Washington University Extension Service. County Public Works has been able to obtain composting bins and to sell them to individuals at cost. A substantial amount of organic waste may be diverted from the landfill and managed on-island through home and agricultural composting. A means of quantifying this diversion has not been identified.

### **7.3.4 Household hazardous waste disposal**

The County Solid Waste Program conducts annual household hazardous waste collections at each of the County solid waste facilities. The County contracts with Clean Harbors Environmental Services for removal and disposal of the collected wastes. Chapter 10, the Hazardous Waste Management Plan, contains the details of this program

### **7.3.5 Biomedical waste disposal**

The San Juan County Health Department has published guidelines for biomedical waste generators that include segregation from other wastes, containment, and treatment prior to disposal. Generators that do not have the facilities to provide treatment can contract with private providers that can provide transportation, treatment and disposal options.

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<sup>20</sup> King County Department of Natural Resources and Parks Solid Waste Division, Waste Monitoring Program, 2006 Material Recovery Facility (MRF) Assessment, November 2006



Biomedical waste goes to professional medical service providers. Several links to companies that provide these services are listed below. Generators can locate other companies via the internet by searching “mail-back sharps” or “biomedical waste disposal”

<http://www.stericycle.com/><sup>21</sup>

<http://www.biomedicalwastesolutions.com/><sup>22</sup>

<http://www.sharpsdisposal.com/><sup>23</sup>

<http://www.hcstoday.com/><sup>24</sup>

However, biomedical wastes generated from self-treatment and disposed of with residential waste from a single family residence are exempt from these requirements.

### **Recommendations for Disposal of Needles/Syringes (Residential Sharps).**

Sharps must be contained in rigid, puncture resistant, leak proof containers made of materials such as metal or plastic, designed to prevent the loss of the contents. The containers must be labeled clearly with a visible biohazard symbol and the words "Biohazard" and "Sharps."

### **7.3.6 Special Wastes**

Certain wastes have different transport and disposal needs. The current handling system for tires is to accept them at the County facilities and then to put them at the top of the load for long-haul, so that they may be handled separately upon arrival. Both used motor oil and antifreeze are periodically collected by ORRCO (Oil ReRefining Company of Portland, Oregon), with the exception that some of the oil is reused as fuel for the heaters in the San Juan Island road equipment shop on Guard Street and in the Lopez shop. Batteries are collected by All Battery Sales and Service, Inc. from Everett, Washington, and their cores recycled. Appliances are collected, drained of Freon, if any, and recycled by Rick' Refrigeration, of Sedro-Wooley, Washington.

When the County is no longer operating disposal facilities, private facility operators may continue to collect special wastes. If they do not, residents will be largely dependent on private automotive dealerships or service shops to return their used automotive materials for disposal or recycling.

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<sup>21</sup> <http://www.stericycle.com/>

<sup>22</sup> <http://www.biomedicalwastesolutions.com/>

<sup>23</sup> <http://www.sharpsdisposal.com/>

<sup>24</sup> <http://www.hcstoday.com/>

# CHAPTER 8 EDUCATION AND OUTREACH

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## 8.1 INTRODUCTION

Education and outreach programs are essential to effective solid waste management. The people using the system must be well informed of their options for discarding waste and about preparation or sorting required for discarding items for recycling. Waste reduction is a primary goal statewide and programs to educate and promote waste reduction and recycling are listed in state requirements for solid waste management plans. (RCW 70.95.090(7)(b)(iv)).

In San Juan County, people attending public meetings and people who responded to the county-wide opinion survey repeatedly emphasized waste prevention, waste reduction, reuse, and recycling. The county's remote location influences the cost of disposal, and reducing the volume of our waste stream could prove to be an economic advantage, as well.

Education and outreach programs are also found in Chapter 4, Waste Reduction, Reuse and Recycling; in Chapter 9, Administration; and in Chapter 10, the Hazardous Waste Plan, where they are listed as ways of achieving the goals identified in those chapters. Local commitment supported by detailed information is required for programs that will effectively reduce local waste generation.

The County's solid waste management system and how it is funded are undergoing major changes. Education and outreach should reinforce the community's values, familiarize the public with changes that are coming to collection and other systems, and clarify expectations for the system's users.

## 8.2 GOALS

In general, these goals for education and outreach emphasize networking and sharing information that will help keep the county population and their environment healthy. The County should continue to develop and provide - not just information - but promotion, education, and outreach services that will support local efforts to reduce the volume and toxicity of waste in San Juan County.

### **GOAL 8. A. Continue to develop and provide education and outreach services that support reducing waste volumes and toxicity.**

#### **Objective. Increase waste reduction, reuse and recycling by providing information, programs, opportunities, and networking for county residents.**

##### Strategy

1. Think creatively and inclusively.
2. Network and research various approaches and programs.
3. Provide a variety of sites and meetings for community information.
4. Provide information tailored to particular interest groups and demographics, including tourists.

5. Partner with the Town of Friday Harbor on education and outreach services and materials.

**Objective. Ensure notice of collection and home composting events are widely available.**

Strategy 1 Use various media for notification.

Tasks

- Prioritize funding for composting workshops and other events and workshops.
- Seek volunteer support to conduct events and programs.

**GOAL 8.B. Provide advance information to implement new programs and changes in operations.**

**Objective. Orient solid waste system users and familiarize them with changes in county solid waste management systems for easier transitions.**

Strategy 1 Commit resources to providing timely and comprehensive information

Tasks

- Calendar and coordinate advance education work.
- Select media appropriate to specific audiences and learning styles of a variety of stakeholders.
- Use current and emerging information technology systems.

Actions

- Provide information fact sheets, brochures, press releases/news spots, logo/slogan, mailings, games.
- Provide staff who will be ready to discuss new programs with individuals or groups.
- Translate concepts into short messages to promote actions, such as:
  - Buy sustainably*
  - Reuse packaging*
  - Buy recycled products*

**GOAL 8.C. Continue to promote school and after-school programs.**

**Objective. Familiarize educators and students with important waste management practices, especially the benefits of waste reduction, reuse, and recycling.**

Strategy 1. Work closely with educators in preparing classroom and extracurricular materials and provide staff directly available to students to advise on their projects.

Tasks

- Provide meetings or workshops for teachers; provide information on networks and funding opportunities.
- Use events such as the science fair at the Orcas Funhouse and the County Fair to promote creative thinking about waste management and waste reduction.
- Attract youth to reuse through programs such as "art of trash" projects.

Actions

- Continue to promote programs about school food scrap composting and paper recycling. Present graphics about the effects of such programs locally and statewide.
- Encourage science projects dealing with waste reduction.
- Provide experts to visit grades K through 12 to discuss waste reduction.
- Network to involve youth in projects to implement waste reduction, reuse, and recycling that are not primarily focused on youth.

**GOAL 8.D. Provide information on what to recycle and how to prepare it.**

**Objective. Maintain multiple sources of information**

Strategy 1. Consider different audiences and tailor presentations accordingly.

Tasks

- Organize information with varying levels of detail to accommodate the interest and time of different types people.
- Revise website regularly to keep it current and engaging.

Actions

- Provide information tables at events, especially those with an environmental focus.
- Circulate and post short recycling messages.
- Require San Juan Sanitation to maintain information about materials that can be recycled, including any preparation necessary for collection. This information should be posted on the company's website, as well as distributed to all the service subscribers.

**GOAL 8. E. Develop a volunteer training program.**

**Objective. Involve the local communities and individuals in waste reduction programs through volunteer participation.**

Strategy 1. Identify specific interests and match with projects

Tasks

- Designate a volunteer coordinator
- Develop ongoing projects such as "Waste Watchers" and Master Recycler training.

Actions

- Calendar and schedule meetings and events to connect volunteer with experts and training.
- Network with WSU, agricultural programs, contractors, the route collection company, compost mentors, and others.
- Provide materials for volunteer projects to use.
- Print logos and waste reduction messages on t-shirts for volunteers and on bumper stickers to build a sense of teamwork.

## 8.3 CURRENT PROGRAM ELEMENTS

The County Public Works Department has been providing education and conducting public outreach for several years. Waste reduction, reuse, recycling, and composting have been promoted through the Waste Reduction/Hazardous Waste Coordination program.

### 8.3.1 EDUCATION PROGRAMS

#### AVAILABLE EVERYDAY

The Public Works Department makes information available any day via the Waste Reduction hotline telephone and email. The staff member answering the hotline provides answers to questions about how and where to participate in reuse and recycling programs, hours of operation and fees at County solid waste facilities, updates on scheduled collection events, electronics recycling center locations, and other waste-related issues. Public Works Department outreach includes printed materials and press releases to local media to announce scheduled events or to spread the word about new opportunities for better waste management.

The County Solid Waste web site, Waste reduction and recycling<sup>25</sup>, provides information about waste reduction, reuse, recycling, and disposal:

- A new and still developing feature, the “REcyclopedia”, uses an alphabetized list of potential waste items linked to local and regional sources for waste management.. New information, supplied by residents and businesses, continues to build the list of items and options. Staff reviews the entries to keep them as accurate as possible.
- A Friday Harbor High School student intern PowerPoint presentation about reducing paper consumption.
- Links to the State’s Beyond Waste Plan and other programs.
- Recycling guidelines, household hazardous waste disposal information, updates on fees and program changes, the planning update process, and the Green Events Guideline.

#### PARTNERING FOR OUTREACH

##### County workplaces

The Solid Waste Division participates in the County Green Team work to increase County workers' participation in reuse and recycling programs. The Green Team also works to maximize waste reduction and to promote safer alternative materials to toxic cleaning and production products used in County offices.

##### School and youth activities

The County waste reduction program has developed an email distribution list of faculty and other staff for the schools in the county. List members get regular notices of waste-related grant availability, Washington Green Schools promotions, eco-focused contests, and other such information. A hands-on program in the high school cafeteria on San Juan Island in 2009 has given rise to a greater awareness of composting and recycling. In 2012, County high schools will be provided with a waste audit, which can be a baseline for their waste reduction projects.

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<sup>25</sup> <http://www.sanjuanco.com/publicworks/recycling.aspx>

#### Small Quantity Generator Technical Assistance program

In coordination with the County's Pollution Prevention outreach program, solid waste staff encourages local businesses to switch to using less toxic products and to properly recycle or dispose of their hazardous wastes.

#### Public Events

The Waste Reduction Coordinator works with event planners to organize events with waste reduction in mind and lends ClearStream recycling set-up equipment to promote and increase recycling at public events.

#### County Fair

Public Works staff and volunteers often work and circulate at the annual County Fair, promoting the recycle bins and answering questions about recycling.

#### Workshops and events

Composting workshops have been offered to residents of all the islands in conjunction with the San Juan Islands Conservation District and other partners each spring. A list of online composting resources is distributed at each workshop. Farming and gardening agencies and local non-profit organizations (WSU Master Gardeners, WSU Extension Agriculture Program, San Juan Islands Conservation District, SJC Agricultural Resources Committee) have all participated as partners in the County project.

Agricultural plastics collection events were held for several years on the three major ferry-served islands. A Shaw Island event was added in 2010.

Annual household and business hazardous waste collection events held at County facilities offer the opportunity for face-to-face education about waste reduction and reuse options.

### **8.3.2 Program-specific education**

#### Waste Reduction

Waste reduction requires persistent public education since most actions for waste reduction rely on personal choice.

#### Recycling

The County's Waste Reduction and Hazardous Waste Program promotes recycling for households and businesses. In accordance with the County's 2008 Climate Change Resolution, this includes working to recycle all recyclable materials from county buildings and facilities to the fullest extent possible. The Resolution also advances Action #11 resolving all County departments to buy recycled products, when possible, including paper products that use at least 30 percent recycled content.

A page of *Recycling Guidelines*, with the detailed list of commingled recyclable materials currently accepted at each of the County facilities, is included as part of Appendix B and is also

posted on the County web site at Recycling<sup>26</sup>. Additionally, the information specific to San Juan Island is printed on paper grocery bags by San Juan Island's largest grocery store.

### **Composting**

With grant funding from the Department of Ecology, County Public Works has co-sponsored annual spring composting workshops for residents on Lopez, Orcas, and San Juan Islands since 2000.

Comprehensive composting information is also available through the County's composting webpage, via a link to the San Juan Islands Conservation District's website. The Conservation District provides an extensive list of local, regional, and state resources on all aspects of composting.

### **Household hazardous waste**

Waste reduction has been the primary focus of the County's education efforts for both households and businesses, promoting non-toxic or less toxic alternatives to cleaning, repair, maintenance, and gardening supplies. Information about recycling used motor oil and antifreeze and disposal of household hazardous waste materials is also provided. Additional business outreach is carried out in conjunction with the County's Pollution Prevention Program (sponsored by the Local Source Control Partnership) which provides on-site visits and technical assistance to local businesses.

## **8.4 PROGRAM DEVELOPMENT**

The Solid Waste program will build on its experience with education and outreach programs to improve the information and outreach for waste reduction and recycling. The education program will give advance notice to citizens of any changes to the system and how that may affect them. County education and outreach programs will cultivate partnerships and diversify approaches to delivering both major messages and detailed information to county residents, tourists, businesses, and government.

### **Demographics and speaking to specific groups**

In considering the types of messages people may respond to, and the variety of learning styles that any given group of people may represent, it is useful to take a look at the County demographics.

Average income is high. The US Department of Commerce, Bureau of Economic Analysis estimates that the average per capita income in San Juan County in 2009 was \$56,873. The Washington state average was \$42,870, and the non-metropolitan average was \$32,439. Further, the personal income source for San Juan County residents was 54.54 percent from dividends, interest, and rents, but only 32.3 percent from net earnings in the place of residence.

In 2009, the largest population segment in the county was between the ages of 50 to 54; with 51 as the overall median age. Programs and media should be grouped by generational

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<sup>26</sup> <http://www.co.san-juan.wa.us/publicworks/recycling.aspx>

cohort, by income, and by personal interests to strategize the means to engage people in solid waste programs and initiatives.

**Partnering with not-for-profit, government, and local business groups**

The County should continue to explore expanding partnerships for public education to promote waste reduction, reuse, recycling, and environmental protection.

**Public recognition**

The County should offer programs and awards that publicly recognize individuals, businesses, and agencies that exercise leadership and accomplishment in waste reduction, reuse, recycling, and environmental protection.

**Monitoring**

The County should monitor the effectiveness of various promotion, education, and outreach initiatives and techniques using website counters, database logs, surveys and interpersonal communication.

## **8.5 PROVIDING INFORMATION FOR TRANSITION**

In the face of changing collection and solid waste handling systems, county residents and businesses have voiced numerous concerns and questions. The County and the certificated hauler share the responsibility to make information readily available about route collection, types of materials that can be recycled, where and how bulky items and special wastes may be handled if self-haul is not available.

Many of the following businesses are already available to county residents. However, this material will become dated; contact any provider listed below to ensure that they will take specific items. This information is also provided in Appendix B

### ***OPTIONS FOR SOLID WASTE DISPOSAL, REUSE, AND RECYCLING***

**GARBAGE**

- Call San Juan Sanitation Company at 376-4709, for route collection schedule, collection points, and rates
- Call County solid waste for collection points 370-0500
- Deliver to Skagit County Solid Waste Facility, 14104 Ovenall Road, Mount Vernon.

**BULKY ITEMS**

- Call San Juan Sanitation Co. at 376-4709 for pick up and rates

**REUSABLE ITEMS**

- Orcas - haul items to The Exchange
- Lopez - haul items to the Take It or Leave It
- All islands - take to local thrift and resale shops, such as San Juan Island Fire Department Thrift Store, Consignment Treasures, Second Act , ETC



## RECYCLING

- San Juan Sanitation Co. at 376-4709 for route collection schedule, collection points, and rates for commingled (mixed) recycling
- Take sorted recyclables to Skagit River Steel & Recycling Co. Burlington; call 1-800-869-7097 for current list of recyclable materials and associated fees

## ALUMINUM BEVERAGE CANS

- LIONS CLUB. drop-off locations, all islands

## SCRAP METAL

- San Juan Sanitation Co., Orcas Island facility <http://sanjuansani.com/><sup>27</sup>

## USED MOTOR OIL

- San Juan Sanitation Co. 376-4709
- Port of Friday Harbor from boats only
- Local businesses, with their service
- ORRICO (Oil Re-Refining Co.) for large amounts 206-200-9054
- County collection events

## USED ANTIFREEZE

- San Juan Sanitation Co. 376-4709
- Local businesses, with service
- ORRICO – for large amounts
- County collection events

## LEAD-ACID BATTERIES

- Port of Friday Harbor from boats only
- NAPA and other local sales and services businesses
- All Battery Sales and Service Co - pickup for bulk volumes

## ALKALINE BATTERIES

- Ace Hardware store, Friday Harbor and Anacortes

## APPLIANCES

- San Juan Island, Consignment Treasures for pickup and fees (370-5562)
- Orcas Exchange – fees apply
- San Juan Sanitation Co. - deliver to Orcas facility - fees apply

## ELECTRONICS (computers, laptops, monitors, televisions) – free recycling

- Certified Ecyclers [www.ecyclewashington.org](http://www.ecyclewashington.org/)<sup>28</sup>
- Consignment Treasures
- Orcas Exchange

## COMPACT FLUORESCENT LAMPS (CFLs)

- OPALCO offices and drop off boxes on all islands – free recycling drop off

## CONSTRUCTION AND DEMOLITION DEBRIS

- San Juan Island - Consignment Treasures
- Orcas Island - Orcas Exchange

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<sup>27</sup> <http://sanjuansani.com/>

<sup>28</sup> <http://www.ecyclewashington.org/>

- Bellingham (recycle) - The RE Store,
- Burlington - Lautenbach Ind.

**BIOMEDICAL WASTES**

- Contact the San Juan County Health Department for treatment and disposal requirements
- Put residential sharps used for self-treatment in a rigid container for disposal



# CHAPTER 9 REGULATION, ADMINISTRATION, & ENFORCEMENT

## 9.1 INTRODUCTION

In response to the continuing decline in solid waste revenues and accumulation of debt to support the County's solid waste handling operations and facilities, the County Council convened a Solid Waste Subcommittee in early 2011. The subcommittee's solid waste operations feasibility analysis produced a proposed ordinance<sup>29</sup> for fees to generate the additional funding necessary for the County to continue to operate three solid waste facilities. Continued operations would include all the customary services listed in the inventory of County facilities found in Chapter 6 of this plan.

The proposed ordinance would establish a solid waste user charge in the County Code, with charges distributed in accordance with the typical amounts of waste generated by each property. Waste generation estimates were charted according to land use designation and the intensity of development on the property.

The Council also passed a resolution<sup>30</sup> stating that, if the ordinance were not accepted by the county voters, the County would no longer operate the transfer facilities. Additionally, the solid waste system would change to a primarily route collection program for both garbage and recycling. Approval of the ordinance was put on the November 2011 ballot. The ballot measure failed by two-thirds, with two votes against accepting the ordinance for every vote to support it.

With no funding source to adequately support County solid waste operations and required capital improvements, the Council determined that ensuring the route collection service will include both garbage and recyclables is the best choice to meet County obligations to protect public health. Therefore, the approach of this chapter is to support a system that will rely primarily on route collection for San Juan and Orcas Islands. The Lopez site and solid waste handling facilities could become independently managed, although route collection will remain available on Lopez Island and will include roadside collection of recyclables.

### ROUTE COLLECTION ANALYSIS

In 2011, County staff and the WUTC-certificated hauler conducted a preliminary field study of county and private roads to check that each address could receive route collection service. The study used GIS which show that route collection is feasible for 100% of the addresses on the four most populated islands.

The route collection study maps are available on pages 4 - 6 and on the County website at [www.sanjuanco.com](http://www.sanjuanco.com)

### Expanded services in route collection

<sup>29</sup> SJC County Council Ordinance No. 20-2011

<sup>30</sup> SJC County Council Resolution No. 43-2011

The state-certificated hauler, which has been operating in the county for several years, will be required to expand its range of services to include recyclable materials and special wastes. Roadside collection services will replace most services offered at the County facilities and will be available to all certificated hauler garbage service customers. Garbage and recycling services will be offered only in combination.

Direct transport to the solid waste handling facilities in Skagit County will eliminate the need for San Juan County's transfer station and the associated expenses. The County's contract with Waste Management Inc. for long-haul and disposal of garbage and commingled recyclables expires on December 31, 2012. The transition to implement route collection service for recyclable materials and garbage should be in place before that contract expires to ensure the County avoids paying new and higher rates on a long-haul contract.

#### Drop box facility opportunities

The County will not operate the existing County solid waste facilities but they will be made available for lease and operation by a non-county entity to provide one or more solid waste services for drop-off. Any operator leasing a County facility must acquire any permits required for operation. If the process to lease out each of the facilities is unsuccessful, then the facility with no operator will be closed to the public.

#### Transfer operations

If the operator of the County-owned site at Orcas is able to obtain the necessary permits, Orcas tipping floor may be used to pack loads for transfer.

## **9.2 TRANSITION PLAN**

In 2012, the County will be taking the steps to transition from a primarily self-haul system to a primarily route collection system. These steps include:

- Preparing and adopting a level of service ordinance to establish regulations that will require route collection of recyclable materials. (Accomplished April 3, 2012 in Ordinance No. 2-2012, amended with Ordinance No.9-2012 see Appendix O).
- Ensuring that services for collection or drop-off of all recyclable materials and special wastes remain available to county residents and businesses.
- Developing an interlocal agreement with Skagit County.
- Completing the solid and hazardous waste management plan and the public and agency review process through County Council adoption and State agency approval.
- Establishing and implementing a process to lease county solid waste sites to qualified service providers.
- Ceasing County operations at solid waste facilities.
- Processing solid waste handling equipment for surplus.
- Ensuring county residents and businesses are kept informed about:
  - The transition to route collection.

- Locations of operations that may accept wastes formerly accepted at County-operated facilities.
- Waste reduction opportunities.
- What the County-approved recyclable materials are and how to prepare them for collection.

### 9.3 GOALS

The County's overall goals for administration are to ensure human and environmental health within a sustainable and fiscally sound system.

#### **GOAL 9. A. Meet governmental public health, environmental, and financial obligations.**

##### **Objective 1. Ensure garbage and recycling collection and transport to a legally approved solid waste handling facility are provided.**

Strategy 1 Facilitate the transition to a primarily route collection solid waste system.

##### **Objective 2. Operate system in a fiscally responsible manner.**

###### Strategies:

1. Consider a range of options for solid waste management that creates a long-term sustainable system.
2. Continue to seek systems that lead to the lowest costs and the most complete services for county residents and businesses.
3. Select and implement the system that provides the required services at a reasonable cost for those services.
4. Incorporate flexibility to accommodate future needs.

##### **Objective 3. Determine what operations and services are realistic under the County budget constraints and facilitate systems to deliver them.**

Strategy 1. Continue to fulfill health, fiscal, and public service obligations.

###### Tasks

- Maintain monitoring of closed landfill on Orcas.
- Continue to fund debt service.
- Provide public information about alternative service providers to replace County as the service-provider.

Strategy 2. Implement a primarily route collection system.

###### Tasks

- Prepare and pass an ordinance to ensure that levels of service for garbage and recycling are maintained and provide route collection of bulky and other special waste services, as needed.
- To promote recycling, add solid waste collection points to appropriate land use designations.
- Collection arrangements, including scheduling, fees (regulated by WUTC), bulky or special waste collection, and methods of sorting for recyclable

collection, will be made directly between the generator and the certificated hauler.

- Advise public and keep them current as system changes are carried out.

Strategy 3. Prepare and make County sites available for lease.

Tasks

- Determine criteria for use, including guaranteed access for the certificated hauler.
- Implement process to connect with appropriate service providers for reuse facilities, for recycling, and for solid waste drop-off.

Strategy 4. Work together with the Town of Friday Harbor to provide an opportunity for lease of a facility on San Juan Island,, should the Town determine to make its Sutton Road site available for lease as a solid waste handling facility.

**GOAL 9. B. Recognize waste reduction programs and public information are essential to effective solid waste management.**

**Objective. Continue and improve programs for waste reduction, reuse and outreach for education and collection events.**

Strategy 1. Commit annual funding to collection events and to education programs.

Strategy 2. Maintain and disseminate current information about recyclable materials, use of recycled-material products, reuse opportunities, composting and otherwise preventing materials from entering the waste stream generated in San Juan County.

**GOAL 9. C. Provide island communities with greater opportunities for self-determination.**

**Objective. Develop opportunities for more local control of operations, including leasing county facilities, establishing disposal districts, and partnerships with not-for profit organizations.**

Strategy 1. Advise new management entities on facility operations and provide data, as needed.

Strategy 2. Study feasibility of land use designation for community composting and identify any properties appropriately designated for such solid waste handling.

Strategy 3. Adjust Rural land use designations definitions to accommodate community composting.

**GOAL 9. D. Remain current and open to new management systems and technologies as they arise and information becomes available.**

**Objective. Maintain a working knowledge of and keep current with knowledge of developing technology and systems for solid waste reduction, handling, and disposal in order to implement them whenever it is appropriate and feasible.**

## **9.4 REGULATIONS: BACKGROUND AND RESPONSIBILITIES**

### **9.4.1 Introduction**

Acting within the requirements of local, state and federal regulations, counties in Washington State are responsible to see that solid waste systems are in place. Some of these regulations address the entire scope of solid waste, and others are specific: to particular activities, such as collection; to specific classes of waste, such as electronics; or even to particular items, such as batteries. Furthermore, other laws and regulations related to planning, safety, and utilities, while they are not specific to solid waste, also affect County operations. The intent of this section of the plan is to provide an overview of how solid waste systems are regulated and to touch on specific regulations that have the greatest influence on the structure and function of the solid waste services that are available to San Juan County residents.

Federal solid waste regulations focus primarily on disposal and on controlling or monitoring disposal operations and their impact on the environment. The U.S. EPA is the federal regulatory agency for solid waste regulation and works with individual states to ensure that federal regulations are met. In Washington, this has been accomplished by the State adopting disposal and environmental monitoring regulations that are at least as stringent as the federal regulations.

In addition to reiterating the federal regulations, Washington's solid waste regulations include more specific requirements for the construction and operation of solid waste facilities, such as transfer stations and drop boxes. The State adds regulations regarding the availability of recycling services and the handling of various specific items such as medical sharps and batteries.

The State assigns the responsibility for carrying out the regulations to the Counties through the required local solid waste management plans.

While the State regulations set facility requirements, inspection of those facilities is accomplished through local health departments. The San Juan County Board of Health has adopted the state regulations related to facility operations, as well as more specific requirements for how individuals may store and dispose of their wastes.

### **9.4.2 Washington State Solid Waste Laws and Regulations**

The following is a short synopsis of pertinent sections of Washington's solid waste laws and regulations that relate to some of the issues being discussed in San Juan County. They are found in the statutes of the Revised Code of Washington (RCW) and in the rules of the Washington Administrative Code (WAC). County regulations are found in the San Juan County Code (SJCC).

#### **Local Governments are responsible for solid waste management**

RCW 70.95.010(6)(c) is the regulation that requires the County to manage solid waste. Most of the current solid waste system (collection, transport, and disposal) is currently operated by private companies. However, the County is ultimately responsible for the actions of those



companies and must provide a system or to assure that another qualified company does, should any of those companies fail to carry out their contract.

Other sections of this law allow incorporated towns and cities (like the Town of Friday Harbor) the option of developing their own solid waste programs or developing a joint program with the County. In December of 2010, the Town of Friday Harbor decided to develop a separate program and (at the time of this writing) is currently working on a Town comprehensive solid waste and moderate risk management plan. Once approved by Ecology, the Town plan must be provided to the County Auditor and the County plan will need to account for the Town's waste management methods.

### **Counties authorized to operate solid waste systems**

RCW 36.58.040 authorizes county councils to create and manage solid waste systems through a variety of means including direct operations and contracts with non-County firms.

### **Development of solid waste plans**

RCW 70.95.080 includes the basic requirement of preparing a coordinated, comprehensive solid waste management plan, and describes the handling methods and services that must be included in it. This statute relates to garbage disposal, but it focuses more on the separation of resources from the garbage and promotes recycling, reuse, and waste reduction.

RCW 70.95.090 specifies the elements that must be included in solid waste management plans.

RCW 36.58.045 gives Counties the authority to impose a fee on collection companies to fund the administration and planning expenses of complying with RCW 70.95.090, Comprehensive solid waste management plans. If such a fee is imposed, the county must notify the Washington Utilities and Transportation Commission and the affected solid waste collection companies of the amount of the fee ninety days prior to its implementation.

### **Private recycling and waste collection**

Some portions of State law make specific requirements for involving certain groups at certain times in the planning process. RCW 70.95.167 requires the county solid waste advisory committee to work with non-County-operated recycling firms and solid waste collection companies to include them in the development of recycling and collection programs.

### **Establishing a solid waste district and an excise tax**

RCW 36.58.120 and RCW 36.58.140 enable counties to establish disposal districts and collect excise tax, but they do not require those actions. In 1996 San Juan County did choose to establish a disposal district and take advantage of the taxing authority through development of the County Code Section 8.12.et.seq. The disposal district does not include the Town of Friday Harbor, as the regulation does not include incorporated towns or cities. The excise tax has historically been ten percent of fees for self haul customers and ten percent of gross revenue for solid waste collection companies. The Town is not charged an excise tax at County facilities.

### **All counties are required to have a Hazardous waste plan**

RCW 70.105.220 requires counties to develop hazardous waste plans. San Juan County has a hazardous waste management plan that was approved in 1998; the hazardous waste plan is now included and updated along with the solid waste plan.

### **Standards for construction and operation of solid waste facilities**

Chapter 173-350 WAC contains the solid waste handling standards for the state as developed in rule by the Department of Ecology. These regulations apply to the County's transfer stations and drop boxes, recycling facilities, moderate risk waste facilities or collection events, and all other solid waste handling activities under this plan other than MSW landfills. It also references other state and federal regulations that apply to County facilities.

### **Beyond Waste guidelines**

The Beyond Waste Plan is the State of Washington's Solid and Hazardous Waste Management Plan. The State's goal is to reduce waste by not generating it in the first place or by recycling wastes that are created and putting the materials back into new products. When the Department of Ecology reviews the County Plan for approval, Ecology's expectation is that the concepts of Beyond Waste will be supported by the County Plan. Three of the top priorities of the Beyond Waste program are reduction of hazardous wastes, reducing organic waste, and reducing construction waste.

### **Conform with Plan to receive waste handling permit**

RCW 70.95.185 requires conformance with the solid waste management plan in order to receive a permit or meet the conditions of permit exemption to operate a solid waste facility. This applies not only to County facilities but also to solid waste facilities and recycling facilities. Other sections of the law require the permit to be reviewed at least every five years by the jurisdictional health department and allow the Department of Ecology to review permits.

### **Illegal to use non-permitted sites to dispose of solid waste**

RCW 70.95.240 makes it illegal to dispose of solid waste except as provided for in statute or at a permitted disposal site. This state law is reiterated in San Juan County Code (8.12. et seq) and the Code also specifically identifies the approved sites designated by the County Council.

### **Material collected for recycling must be recycled**

RCW 70.95.410 makes it illegal for any transporter to deliver materials that were collected as recyclables to a solid waste facility for disposal. WAC Chapter 173-345 is the regulation that implements the law. It provides a definition of recyclable materials that includes any material the County plan identifies as recyclable.

### **Mercury-Containing Lights - proper disposal**

Chapter 70.275 RCW establishes a producer-financed product stewardship program for the collection, transportation, and recycling of mercury-containing lights. See <http://www.ecy.wa.gov/programs/swfa/mercurylights/index.html> for more information.

## **9.4.3 Other Washington State Regulations**

### **Industrial stormwater permit**

The Department of Ecology manages the state National Pollutant Discharge Elimination System (NPDES) program, which, in part, requires certain types of industrial facilities to obtain permits for managing their stormwater. The County transfer stations and drop boxes are required to comply with the State's industrial stormwater general permit standards, which set specific limits on the amount of contaminants allowed in the stormwater when it leaves the sites.

### **Safety requirements**

The Washington State Department of Labor and Industries is the state agency responsible for workers' safety. The regulations apply to private industrial operations and to the County solid waste facilities.

The most common safety threats to solid waste facility staff are: exposure to hazardous materials and biological wastes (including used syringes); operating equipment; and falling when working on and around solid waste containers. The County is required to create and follow a safety plan that reduces these risks through staff training, using safety equipment, and improving facility design.

An example of the effect of these rules is a basic County safety requirement to have at least two staff members on site whenever the facility is operating in order to render aid in case of an accident.

### **Transportation requirements**

Due to the type of equipment that we use, the staff that move the solid waste containers are required to have Commercial Drivers' Licenses. Transportation standards also limit the weight of the trucks that used to haul waste.

### **Washington Utilities and Transportation Commission (WUTC) requirements**

RCW 70.95.096 requires an outside evaluation of the economic impact of solid waste plans on the licensed solid waste haulers in the County and an estimate of how that economic impact may translate into service rates for citizens. To do this effectively, the County Plan must include cost estimates for facilities and services. The WUTC also has other responsibilities related to solid waste financing.

RCW 81.77 describes the duties of the WUTC in regulating solid waste collection companies. The rates charged by collection companies are set by the WUTC, and collection companies are required to provide the services described in the solid waste plan.

RCW 81.77.190 authorizes a reduced collection fee for residential customers who choose to participate in curbside recycling collection. Incentives such as reduced fees must also be made available for customers participating in any other non-curbside recycling program.

### **Growth Management Act**

Chapter 36.70A RCW, The Washington State Growth Management Act, requires counties to include capital facilities plans and service concurrency standards in the County Comprehensive Plan. The results of the Solid and Hazardous Waste Management Plan will be incorporated into the capital facilities and service concurrency standards of the Comprehensive Plan.

### **State Environmental Policy Act (SEPA)**

SEPA applies not only to the development of individual projects, like construction of transfers stations, but also to non-project actions such as development of solid waste plans. Once

a plan is developed to the extent that its impact can be evaluated, it must be reviewed through the SEPA process established in Chapter 43.21C RCW.

#### **9.4.4 San Juan County solid waste management codes**

##### **Established a disposal district that does not include the Town**

In 1996 the County established a solid waste disposal district that includes all of San Juan County with the exception of the Town of Friday Harbor (the district is limited to unincorporated San Juan County). The primary use of the disposal district has been to establish an excise tax to fund debt payments related to building the existing facilities and closing the old Orcas landfill. (Ordinance 19-1966 and W-1-1996, County Code 8.12.060)

##### **Established sites for facilities**

Solid waste generated in San Juan County can only be taken to facilities identified by the Council. Section SJCC 8.12.010.B. identifies the three existing solid waste facilities as the only approved facilities for solid waste disposal.

##### **Established flow control**

Section SJCC 8.12.010.B.(2). requires waste generated in San Juan County to be delivered to the County Solid Waste Sites. Such codes are generally referred to as flow control ordinances. Flow control ordinances are intended to enable a local government to predict revenue to plan and budget facility construction, operations, and maintenance.

With the transition of facility operation to non-County entities, the existing flow control codes will be repealed.

#### **9.4.5 San Juan County solid waste regulations**

##### **Facility standards**

San Juan County's Board of Health has formally adopted the solid waste facility standards that are set by Washington State. This adoption enables the County Health Department to act as an agent of the state when enforcing solid waste handling rules and the minimum functional standards for facilities. The state retains the ability to enforce the rules, should the County fail to do so (Sections RCW 70.95.160 and SJCC 8.14.010).

##### **Individual standards**

The County Board of Health regulates how individuals can store and dispose of solid waste and when solid waste handling needs are classified as commercial and, therefore, become subject to State standards for commercial waste handling found in WAC 173-350-300 (SJCC Section 8.14.030.F).

#### **9.4.6 Other pertinent County Codes**

##### **Unified Development Code (UDC)**

The unified development code, SJCC Title 18, contains San Juan County's local land use regulations. Any new or modified intermediate solid waste handling facilities will be required to meet current codes. The land use designations and permitted uses in the UDC limit the locations

that can be considered for new facilities. Solid waste and recycling facilities can affect neighboring properties with traffic, noise, and odor. The UDC is intended to reduce any impacts.

### **Recycle facilities**

The UDC defines two types of recycling facilities: drop-off facilities and processing facilities. The allowable locations for these facilities differ based on their anticipated impact on neighboring properties and the environment. These definitions must be considered when considering or designing a recycling system and determining activities pursued on each of the islands.

### **Essential Public Facilities**

Solid waste facilities are essential public facilities included in definitions found in RCW 36.70A.200 and WAC 365-195-550. This means that the County cannot forbid their development and must identify appropriate locations for these facilities.

### **County Comprehensive Plan**

In addition to the overall land use requirements, the County Comprehensive Plan includes sections regarding the adequacy of the solid waste system to support community growth and plans for funding essential public facilities, which include solid waste facilities. Changes in the Solid Waste Plan will need to be incorporated in the Comprehensive Plan.

## **9.5 ADMINISTRATION**

The County Council, administrative departments, and citizens' review boards and committees support the administration of County regulations and facility operations accordance with County and Ecology regulations.

### **9.5.1 County Council**

As the legislative body of the County, the County Council is both responsible and has the authority to ensure that citizens are served by an adequate solid waste system. While the details of how the system will work are left to counties, the State has the responsibility to ensure that the system is protective of public health and the environment.

### **9.5.2 Disposal District Boards**

In 1996, the San Juan Board of County Commissioners established a solid waste disposal district that encompasses all of San Juan County, with the exception of the Town of Friday Harbor. Pursuant to state law, the County legislative body is the governing body of any disposal district within the County. Therefore, the San Juan County Council is the Disposal District Board. The primary activity of the Disposal District Board has been to set the rate of the Disposal District excise tax.

On June 26, 2012, the San Juan County Council established the Lopez Disposal District and appointed its first board of directors (Ordinance 11- 2012). The Lopez Disposal District intends to support itself through a combination of property taxes and tipping fees.

The Department of Ecology has noted that there may also be advantages to the County naming the Lopez Disposal District as a Lead Agency. If the Lopez Disposal District had

projects eligible for Coordinated Prevention Grant funding, the Disposal District could develop an application for management of specific project funds. Any state agency funding would still require approval of the County Council.

### **9.5.3 Public Works Department**

The Public Works Department is the administrative department that is responsible for implementing the decisions of the County Council. Public Works currently manages the day-to-day operations of County solid waste facilities.

#### **Responsibility under Comprehensive Emergency Management**

A natural disaster or large scale emergency, such as an earthquake, may create solid waste challenges and needs that extend far beyond normal solid waste management operations and capacities.

Debris resulting from a disaster or emergency may require prompt and thorough attention for removal and general clean-up to address public health, traffic circulation, and other concerns. Activities necessary for cleaning up and removing debris may result in any number of increased services, including, but not limited to: temporary debris pick-up sites, waived tipping or pick-up fees, downed limb and tree debris collection, or any number of other services, depending on the situation.

As described in the San Juan County Comprehensive Emergency Management Plan (CEMP), Section 3.2.2, the County Public Works Department is responsible to coordinate post-disaster solid waste and debris management countywide. The Department will work in conjunction with the Town of Friday Harbor, the certificated hauler, private contractors, solid waste districts, Federal or State assisting agencies, and other critical stakeholders.

In the event of extended periods when ferry service is interrupted, or for other breakdowns in the transportation system, solid waste may be temporarily stored in any transfer trailers parked at the transfer stations. Any stored solid waste should be organized so that putrescible and hazardous wastes can be accessed and removed at the earliest opportunity.

The Public Works Department will coordinate with the director of the County's Emergency Management Department to plan for use of any further sites that may appropriately serve as temporary storage locations following severely damaging storms or other emergency circumstances.

### **9.5.4 Solid Waste Advisory Committee (SWAC)**

The local Solid Waste Advisory Committee was created pursuant to state law to advise the County legislative body and to help develop solid waste management plans. The SWAC is composed of up to 12 members, including representatives from the Town of Friday Harbor, the Port of Friday Harbor, and San Juan Sanitation Company. As the title suggests, the Committee's role is to advise the Council on policies and legislation and to ensure that recycling is addressed in the solid waste management plan.

### **9.5.5 Board of Health**

The Board of Health has responsibility over all matters pertaining to the preservation of the life and health of the people of San Juan County. The Board has seven members and consists of three Council members, one Town of Friday Harbor representative and three at-large members with knowledge of public health practices. The Board is responsible for protecting public health from the potential dangers of inappropriate management of solid waste. The Board pursues this responsibility through the adoption of local solid waste handling requirements that affect both citizens' activities and the operation of the solid waste system by the Public Works Department.

### **9.5.6 Department of Health and Community Services**

Health and Community Services is the County department responsible for carrying out the directives of the Board of Health. For solid waste issues, this responsibility includes inspection of solid waste facilities to ensure they meet state and local construction and operational standards, as well as responding to situations on private properties that may pose a threat to public health.

## **9.6 ENFORCEMENT**

Operations and general management of the solid waste system are handled through the Public Works Department. Regulation, such as issuing permits for operation of solid waste facilities and enforcement of any violations of SJCC Chapter 8.14, including illegal dumping, is handled through the Health and Community Services Department.

### **9.6.1 Surveillance and control**

The Health Department inspects solid waste facilities in the county for compliance with the State's minimum functional standards and, if they do comply, issues permits for the facilities. The Health Department also responds to complaints related to illegal dumping or improper handling of solid wastes on private property. The Health Department works with Ecology to evaluate monitoring of the County's closed landfill on Orcas Island and to make any recommendations for changes to the monitoring program for it.

### **9.6.2 Illegal dumping**

In addition to environmental concerns, dumping anywhere other than at a facility approved by the County Health Department and in a manner consistent with the San Juan County solid waste management plan, as well as improper handling of solid waste, are misdemeanors subject to a fine of as much as \$1,000 per day and potential imprisonment. (Chapter 8.14, San Juan County Code)

## **9.7 REVIEW OF COUNTY REGULATIONS**

Certain sections of the San Juan County Code must be amended to ensure that the expanded roadside collection system will encompass all of the waste stream that is feasible and appropriate for route collection. A working interlocal agreement with Skagit County, and

possibly other counties must be formalized to ensure transfer and disposal of wastes collected in San Juan County outside of the county.

### **9.7.1 San Juan County Code**

In accordance with RCW 70.95.160, the county board of health shall adopt regulations or ordinances governing solid waste handling and implementing the comprehensive solid waste management plan.

Title 8, Health and Safety, of the San Juan County Code may require amendment or addition in the following areas to implement and administer the Plan. Other, related code sections may also require attention to implement the Plan.

### **SJCC CHAPTER 8.12 Solid waste disposal**

Review and consider amending the following sections of the San Juan County Code to better implement this plan.

#### **1. Article I. Solid Waste Disposal System**

##### **Section 8.12.010(A) Definitions:**

- Review "Disposal Site". The current definition includes transfer stations (processing) as part of the County disposal system.
- Add definitions for "Reuse" and "Special handling wastes"

##### **Section 8.12.030 Plan Adoption**

- update to report approval of the current plan

Amend the language in the section on Use and Operations of County Disposal Sites to directly address leasing county-owned sites and facilities. Consider including:

- Purposes and limits on use.
- Liability and circumstances when a lease can be revoked.
- Contingency identifying any circumstances in which the County may need to contract directly for waste collection and transport or find other means to ensure public health protection.

Review Section 8.12.020 Wrecking automobiles, for currency with Department of Ecology and health regulations.

As relevant ordinances are adopted, Chapter 8.12 will be reviewed for references to WAC 173-304 and updated to reference the appropriate section of 173-350 WAC, which has replaced WAC 173-304 in the state solid waste handling standards. SJCC Sections 8.12.010(18), 8.12.020(b)(5), and 8.12.020(F) are among those that appear to need replacement or revision.

#### **2. Article II. Solid Waste Disposal Districts**



Section 8.12.060 modify boundaries if new districts are established.

Under Findings, update language to reflect the planned system requirements. Amend the section on the solid waste utility account to include matching funds for state coordinated prevention grant funding and other public solid waste projects or program funding.

3. Add Article III. Level of Service.

The basic levels of service required of the certificated hauler approved by the WUTC for San Juan County may include:

- Garbage collection services offered in combination with recycling collection service.
- The County may specify the materials that will be collected by the certificated hauler.
- The cost of providing recycling services may be included in the cost of the garbage service to replicate the traditional San Juan system of using the garbage fees to cover the cost of recycling. However, if separate fees are used for collection of recycling and of garbage, the recycling fees should be lower than the garbage fees, providing an incentive to recycle.
- Services rates for special collections, such as for bulky materials, will be under regulation by the State Utilities and Transportation Commission.
- The County may set the timing of collection periods and specify if recyclables shall be commingled or sorted by commodity, or it may give those responsibilities to the certificated hauler.
- The certificated hauler will be responsible for advising the public about collection dates, proper material preparation, and any specific requirements for collection containers.

### **9.7.2 Transport and disposal**

Because San Juan County will no longer be handling solid waste, with the exception of household hazardous wastes or other collection events, transfer for landfill of garbage and any delivery of recyclables must be made elsewhere. Other than the Orcas transfer station, which may be open under private management, Skagit County is the closest garbage transfer station. If San Juan County has no operating transfer station, garbage will be delivered to Skagit County by the hauler holding the certificate for San Juan County.

Beginning in 2012, once flow control is lifted garbage from unincorporated San Juan County may be taken to any lawfully permitted transfer or disposal site.

In 2012, a facility upgrade was underway at Skagit's transfer station, with a projected completion date of August 2012. This facility will have a new annual throughput capacity at 1,000 tons/day. San Juan County expects to send approximately 7,000 to 10,000 annual tons of garbage to the Skagit County Recycling and Transfer Station over the next 6 years. Both Skagit and San Juan counties are confident there is sufficient capacity at the site to handle San Juan's tonnage, even with the heavier tonnage during the summer months.

Skagit County does not have facilities or offer transfer services for recycling to commercial collection companies. However, Waste Management, Inc., operates a tipping floor for commercial transfer of commingled recycling, which is located in Skagit County.

## **9.8 FACILITIES**

No new County solid waste sites for solid waste facilities are proposed, although the existing sites may be leased for operations. Depending on the uses of the sites and the services offered, service providers leasing County facilities will have to meet permit requirements of the County Health Department and the State Department of Ecology.

The projected plan for the primarily route collection system and decreased self-haul and self-haul facilities indicates that new drop-off facilities will not be needed, even with projected population growth. It may be appropriate to add collection locations for certain commodities. For example, glass can have a negative impact in the commingled recycling system, and thus separate acceptance methods may be preferred.

Any sites proposed for new solid waste handling facilities must be evaluated in accordance with RCW 70.95 and WAC 173-350.. Additionally, any new locations for other types of solid waste handling such as composting, storage piles, and reuse or recycling collection activities must be in accordance with County zoning for the proposed use. The operator will be required to obtain any necessary permits for construction and for any on-site activities not permitted outright in the zone.

The principal destination for the certificated hauler from San Juan County and the Lopez Disposal District will be the Orcas Island facility, the Skagit County Recycling and Transfer Station. or other permitted disposal facilities.

Current and detailed information for the Skagit facility can be found on the Skagit County<sup>31</sup> website.

## **9.9 FINANCING THE SIX-YEAR PLAN**

### **9.9.1. Facilities and operations**

San Juan County does not plan on developing, constructing or purchasing solid waste management facilities in the next six years. As a result, a financial plan for either capital cost or operational expenses for the County solid waste management system is not applicable. The

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[www.skagitcounty.net/Common/Asp/Default.asp?d=PublicWorksSolidWaste&c=General&p=main.htm](http://www.skagitcounty.net/Common/Asp/Default.asp?d=PublicWorksSolidWaste&c=General&p=main.htm)

County's solid waste management system will be a predominantly route (curb-side) collection system for garbage and recycling with direct transport to out-of-county transfer or disposal facilities. Additionally, the County will make the existing in-county solid waste management facilities available for lease by private or public enterprises to provide solid waste services. All capital costs, including maintenance, repair and equipment, will be the responsibility of the lessee.

### **9.9.2 Administration**

The Six-Year County Solid Waste Program will consist primarily of household hazardous waste and small-quantity generator collection and disposal, community recycling and reduction outreach and education activities, litter control, closed landfill monitoring, staffing and administrative duties, such as oversight of any leased facilities. Budget funding is primarily provided through the county excise tax and state Coordinated Prevention grant and Community Litter Cleanup Program contract agreements.

### **9.9.3 Excise Tax**

All solid waste districts have the option of imposing excise taxes on fees charged for solid waste services. The San Juan County Disposal District has charged a 10% excise tax since 1996. This tax applies to both collection fees charged by the certificated hauler and disposal fees charged at the County owned or operated facilities. Revenue from both sources is deposited in the County solid waste capital fund.

The transition to private operation eliminates the County tipping fee revenue but the excise tax is still in place. However the 10% rate is insufficient to fund the remaining County activities. In September 2012, the Council adopted Ordinance 16-2012, which will raise the General District excise tax rate to 16%.

With the creation of the Lopez District, the General district excise tax will not apply on Lopez Island. In September 2012, the Council also adopted Ordinance 17-2012, which levies an excise tax of 16% on solid waste collection in the Lopez Disposal District. The proceeds of the tax can only be used for purposes related to solid waste collection, operations and related debt service. The Lopez District will also pursue a property tax to help support operations.

The governing body of the Lopez District has directed the District to pay the County a fixed fee to fund services that benefit both Districts.

Table 9.1. below, shows the historical revenues and expenses of the County-operated system. The last quarter of 2012 will be the transition period from County-operated facilities, with contracts for transfer and disposal, to reliance on county-wide route collection, with a potential for local privately-operated drop-box facilities.

**Table 9.1. 2009 to Proposed 2013 Solid Waste System**

<b>REVENUE</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>Budget 2012</b>	<b>Proposed 2013</b>
<b>Excise Tax</b>	269,703	223,355	289,643	200,000	331,000
<b>State Grant Funding</b>	67,651	81,718	102,052	45,000	60,500
<b>Litter Fund</b>				15,000	17,500
<b>Outdoor Burn Alternatives Fund</b>					8,500
<b>Hazardous Waste Fees</b>	9,509	9,772	6,354	10,000	10,000
<b>Garbage &amp; Recycling Fees</b>	2,270,728	2,087,569	2,091,000	1,269,160	
<b>Fees &amp; Other</b>	18,092	151,909	3,697	1,450	11,200
<b>TOTAL REVENUES</b>	<b>2,635,683</b>	<b>2,554,323</b>	<b>2,492,746</b>	<b>1,540,610</b>	<b>438,700</b>
<b>EXPENSE</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>Operations</b>					
<b>Outreach, Education, Coordination &amp; Administration</b>	337,888	402,542	322,888	374,674	140,000
<b>Garbage &amp; Recycling</b>	2,028,334	1,806,231	1,531,316	1,131,655	
<b>Hazardous Waste Collection/ Disposal</b>	134,621	94,685	66,036	94,000	94,000
<b>Outdoor Burn Alternative</b>					11,300
<b>Planning &amp; Analysis</b>			64,267	158,000	-
<b>Orcas Landfill Monitoring</b>	134,840	67,807	94,355	100,000	85,000
<b>Misc.</b>		2,171	3,386	25,000	7,500
<b>TOTAL OPERATIONS</b>	<b>2,635,683</b>	<b>2,373,436</b>	<b>2,082,248</b>	<b>1,883,329</b>	<b>337,800</b>
<b>Capital &amp; Debt Service</b>					
<b>Capital Expenditures</b>	216,294	237,543	233,282	205,000	-
<b>Debt Service</b>	269,072	127,152	50,523	116,753	91,000
<b>TOTAL EXPENSES</b>	<b>3,121,049</b>	<b>2,738,131</b>	<b>2,366,053</b>	<b>2,205,082</b>	<b>428,800</b>

Table 9.2., below, projects revenues and expenses over the six years following the transition to a privately operated system. Projections are described in 2012 dollars.

**Table 9.2. Six-Year Budget Estimate 2013-2018**

<b>REVENUE</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>TOTAL</b>
Excise Tax <sup>1</sup>	331,000	331,000	331,000	331,000	331,000	331,000	1,986,000
Hazardous Waste Fund /CPG <sup>2</sup>	70,500	70,500	70,500	70,500	70,500	70,500	423,000
Litter Fund <sup>3</sup>	17,500	17,500	17,500	17,500	17,500	17,500	105,000
Burn Alternative Fund <sup>4</sup>	8,500	-	-	-	-	-	8,500
Contractor Oversight ....& Misc.	11,200	11,200	11,200	11,200	11,200	11,200	67,200
<b>TOTAL REVENUES</b>	<b>438,700</b>	<b>430,200</b>	<b>430,200</b>	<b>430,200</b>	<b>430,200</b>	<b>430,200</b>	<b>2,589,700</b>
<b>EXPENSE</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>TOTAL</b>
Administration <sup>5</sup>	140,000	140,000	140,000	140,000	140,000	140,000	840,000
Litter Tags	3,500	3,500	3,500	3,500	3,500	3,500	21,000
Noxious Weeds	4,000	4,000	4,000	4,000	4,000	4,000	24,000
Hazardous Waste/CPG <sup>6</sup>	94,000	94,000	94,000	94,000	94,000	94,000	564,000
Burn Alternative <sup>7</sup>	11,300						11,300
Plan Review & Update	-	-	-	-	-	4,000	4,000
Debt Service	91,000	91,000	91,000	91,000	91,000	91,000	546,000
Orcas Landfill Monitor	85,000	85,000	85,000	85,000	85,000	85,000	510,000
<b>TOTAL EXPENSES</b>	<b>428,800</b>	<b>417,500</b>	<b>417,500</b>	<b>417,500</b>	<b>417,500</b>	<b>421,500</b>	<b>2,520,300</b>
<b>Reserves</b>	<b>9,900</b>	<b>12,700</b>	<b>12,700</b>	<b>12,700</b>	<b>12,700</b>	<b>8,700</b>	<b>69,400</b>

<sup>1</sup> 16% calculated on estimated total of certificated hauler garbage revenue

<sup>2</sup> State grant requiring 25% County match (see Expenses Hazardous Waste/CPG)

<sup>3</sup> State grant, no County match required

<sup>4</sup> One-time State grant "alternatives to open burning" (composting) program requiring 25% Co. match (see EXP)

<sup>5</sup> County staffing levels at 1.35 FTE beginning 2013

<sup>6</sup> 25% county match to state grant (see Revenue).

<sup>7</sup> 25% county match to burn alter grant (see Revenue)

## 9.10 THE 20-YEAR PLAN

Twenty-year project needs will focus on landfill post-closure account funding and expenditures, debt service, household hazardous waste collection, education programs, and waste reduction. Figures are entered in 2012 dollars across the chart.

<b>Table 9.3. Twenty-year budget estimate 2013-2032</b>					
<b>Revenue</b>	<b>2013-2017</b>	<b>2018-2022</b>	<b>2023-2027</b>	<b>2028-2032</b>	<b>TOTAL</b>
<b>Excise Tax<sup>1</sup></b>	1,655,000	1,655,000	1,655,000	1,655,000	6,620,000
<b>Hazardous Waste Fund<sup>2</sup></b>	352,500	352,500	352,500	352,500	1,410,000
<b>Litter Fund<sup>3</sup></b>	87,500	87,500	87,500	87,500	350,000
<b>Burn Alternative Fund<sup>4</sup></b>	8,500		-	-	8,500
<b>Contractor Oversight + Misc.</b>	56,000	56,000	56,000	56,000	224,000
<b>TOTAL</b>	<b>2,159,500</b>	<b>2,151,000</b>	<b>2,151,000</b>	<b>2,151,000</b>	<b>8,612,500</b>
<b>Expense</b>	<b>2013-2017</b>	<b>2018-2022</b>	<b>2023-2027</b>	<b>2028-2032</b>	<b>TOTAL</b>
<b>Administration<sup>8</sup></b>	700,000	700,000	700,000	700,000	2,800,000
<b>Hazardous Waste/CPG<sup>9</sup></b>	470,000	470,000	470,000	470,000	1,880,000
<b>Burn Alternative<sup>10</sup></b>	11,300				11,300
<b>Plan Review &amp; Update</b>		4,000			4,000
<b>Litter and Weed programs</b>	37,500	37,500	37,500	37,500	
<b>Debt Service<sup>11</sup></b>	455,000	455,000	455,000	455,000	1,820,000
<b>Orcas Landfill Monitor</b>	425,000	425,000	425,000	425,000	1,700,000
<b>TOTAL</b>	<b>2,098,800</b>	<b>2,091,500</b>	<b>2,087,500</b>	<b>2,087,500</b>	<b>8,215,300</b>
Balance	60,700	59,500	63,500	63,500	397,200



# CHAPTER 10 HAZARDOUS WASTE MANAGEMENT PLAN

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## 10.1 INTRODUCTION AND BACKGROUND

The 1991 Local Hazardous Waste Management Plan for San Juan County (HWMP) was adopted in compliance with the Washington State Hazardous Waste Management Act, Chapter 70.105 RCW, which requires each county in the state to develop strategies and programs to ensure proper management of flammable, toxic, corrosive, and reactive wastes generated by local households and small businesses. In 1994, a used oil recycling amendment to the local HWMP was adopted, and updated in 1998.

Beginning with this current update, the HWMP is combined with the revised San Juan County Comprehensive Solid and Hazardous Waste Management Plan (SWMP Plan or S&H Plan). Any future revisions to the solid waste management plan must incorporate the hazardous waste management plan, regardless of whether hazardous waste management is affected, revised, or not.

### TRANSITION

The County government remains responsible for hazardous waste management, and San Juan County will continue to carry out hazardous waste collection events and pursue the goals for managing hazardous waste outlined in Section 10.2 of this Plan.

All other programs will be continuing under the route collection system, with the route collector picking up oil and antifreeze at the roadside and delivering them to the County shops for use in the buildings' heating systems or for collection by a mainland recycling company.

### REQUIRED ELEMENTS

In accordance with Section 70.105.220 RCW local governments are required to prepare a local hazardous waste plan. This Hazardous Waste Management Plan is required to include certain elements:

- 1) Changes from the last plan
- 2) A description of the public involvement process used in developing the plan
- 3) Lead agency responsible for coordinating plan implementation and doing implementation
- 4) A description of the eligible zones (for processing and handling MRW) designated in accordance with 70.105.225 RCW; encouragement of use of adequate privately owned facilities properly accepting and disposing of hazardous and moderate risk wastes
- 5) An inventory of all existing dangerous waste generators, remedial action sites, and transporters, based on data provided by the Department of Ecology
- 6) A plan or program to meet local MRW objectives, with an assessment of the quantities, types, generators, and fate of MRW in the jurisdiction
- 7) A plan or program for ongoing public involvement and education regarding MRW, including potential hazards to human health and the environment resulting from



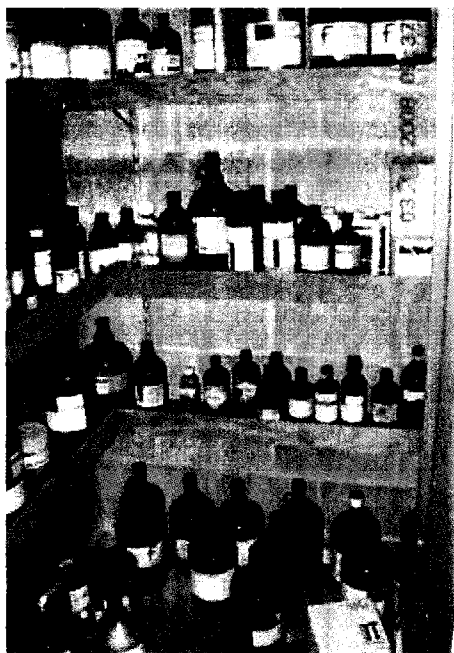
improper use and disposal of waste, and a description of proper methods of handling, reducing, recycling, and disposal

- 8) MRW ordinances
- 9) Current and future revenue sources; number of employees needed to implement Plan
- 10) Coordination with other hazardous materials-related plans and policies in the jurisdiction

For the introductory element of this combined solid and hazardous waste plan, see Chapter 2, "Introduction," of this combined Solid and Hazardous Waste Management Plan update for a description of the planning area and population (2.3); plan development including the amendment, update, revision and adoption process (2.4 and 2.11); and public and SWAC planning participation (2.4). Also see Chapter 3, "Background and Waste Stream," which provides more detail on the planning area (3.1.1); population (3.1.3 and 3.4); and unique geographical aspects, regional economics, and land use in the San Juan Islands that affect local solid and hazardous waste planning (3.5). See Chapter 1 for a description of the decision process in selecting a primary route collection system for the county.

The State Department of Ecology's *Hazardous Waste Management Plan Guidelines* (2010: Publication # 10-07-006) states: "The term Moderate Risk Waste is misleading because these wastes are not necessarily moderate in their risks to human health and the environment." With that as a guide, this document will use the term Hazardous Waste to include moderate risk wastes.

### 10.1.1 What is hazardous waste?



Hazardous wastes are liquids, solids, gasses, or sludge that can be characterized as toxic, flammable, corrosive, or reactive. Small amounts of products with some of the characteristics of hazardous wastes are often found in homes and at small businesses...under sinks, in barns, garages, garden sheds, workshops, or other storage areas. Less frequently, "orphaned" household hazardous wastes are reported in other locations.

**Household Hazardous Waste (HHW)** is generated by homeowners from residential use and is exempt from state and federal hazardous waste regulation.

**Small Quantity Generator (SQG)** wastes are generated by businesses, institutions, or local government and are conditionally exempt from full regulation if the SQG does not generate more than 220 pounds per month of hazardous waste or does not store

more than 2,200 pounds of hazardous waste per year and does not generate more than 2.2 pounds of acutely hazardous waste per month (WAC 173-303-070(8)(b)). SQG waste can be co-

managed with HHW in the County's disposal and recycling collection programs to lower costs and increase efficiency.

### **10.1.2 Potential risks and impacts of household hazardous waste**

Even small amounts of hazardous chemicals released into the environment through improper disposal can pollute the air, poison groundwater, contaminate soil, kill plants and animals, and seriously endanger human health. This is of particular importance in the sensitive marine environment of the San Juan Islands and Puget Sound. Twenty-one species of fish and wildlife in the Sound are now classified as threatened or endangered and Puget Sound contains some of the most toxically-contaminated marine mammals in the world. Transient and southern resident orca whales are considered to be among the most PolyChlorinated Biphenyl (PCB)-contaminated mammals on the planet (San Juan County Marine Stewardship Area Plan).

The County Pollution Prevention Specialist has suggested that our County can be a model to the community for proper pollution control and stormwater management in its roads and solid waste operations. He referenced recent stormwater sampling activities that identified pyrethroid pesticides in clams collected near the primary stormwater outfall for the Village of Eastsound on Orcas Island. Also, sampling and chemical analyses of fish and insect tissues collected from False Bay Creek on San Juan Island indicated Polycyclic Aromatic Hydrocarbons (PAHs), pyrethroid pesticides, nonylphenols (a class of wetting agents originating from pesticides), and legacy PCBs.

While the hazardous substances in the county waste stream are found in such small volumes that they are exempt from state hazardous waste regulations, they do exhibit the characteristics of hazardous wastes that should be managed to eliminate potential health risks associated with their use, storage, and disposal.

The goal of the program, and of this plan, is to continue to provide education and programs that make it easier for county residents to reduce their use of chemical products and to properly manage the household hazardous wastes they may continue to generate. This plan also promotes the State's Beyond Waste Plan objectives and goals that emphasize waste prevention. Pollution prevention, product stewardship, and environmentally preferred purchasing (EPP) are some of the tools that can help San Juan County transition from its current reactive system for household hazardous waste management to a cost-saving proactive management system.

### **10.1.3 Changes since last update to Hazardous Waste Management Plan**

Since the most recent HWMP update in March of 1998, our needs and programs have changed, and technological and product advances have altered the type of wastes generated as well as the means to manage them. Several changes in requirements and perspective since the last update to the HWMP affect the elements that must be addressed in this document. They include:

- management of new waste streams, such as mercury-bearing products (fluorescent light tubes, Compact Fluorescent Lamps), recyclable electronics, and unwanted medications.

- change in local collection/disposal management due to the 2005 closure of the San Juan Island household hazardous waste interim storage site, the only one in the County.
- opportunity to incorporate Washington State’s Beyond Waste Plan elements, specifically shifting our focus to concentrate on *waste prevention*.
- new coordination efforts with the County’s Pollution Prevention Program, particularly in working with businesses to reduce toxins in stormwater, and to reduce the county’s overall volume of household hazardous waste requiring costly disposal.
- changes in disposal of used motor oil, antifreeze, and lead acid batteries because of the county shift to route collection system.

## 10.2 GOALS, OBJECTIVES AND STRATEGIES

### GOAL 10.A Reduce the volume of household hazardous waste disposal from the islands.

#### Objective 1. Reduce the need for County hazardous waste management and associated costs.

Strategy 1. Promote existing County and other available programs, such as those of the State Beyond Waste Plan, that emphasize waste prevention to reduce the amount of hazardous materials entering the waste stream.

##### Task

- Provide at least 50 percent of the households in the county with up-to date hazardous waste prevention information by 2014.
- Encourage the switch to non-toxic or less-toxic products.

##### Actions

- Update and reprint “Hazardous Waste: A Guide for Households,” emphasizing waste reduction for distribution by 2014, potentially working together with the Town of the most useful product.
- Help to publicize San Juan County’s medication collection program.
- Promote local and regional opportunities for recycling fluorescent light tubes and Compact Fluorescent Lamps (CFLs), as well as alkaline and rechargeable batteries.
- Promote local and regional new opportunities for Product Stewardship as they arise.

##### Task

- Develop an ongoing reuse program on all the islands’ for paints and cleaning supplies collected at hazardous waste events provided that secure storage and handling are assured.

##### Task

- Publicize self-management of latex paints and stains as a solid, not hazardous, waste. Develop and publicize local policy to prohibit latex paints in hazardous waste collections.

**Objective 2. Reduce volume of hazardous waste disposal from SQG businesses.**

Strategy 1. Continue working with the County Local Source Control Pollution Prevention Specialist to encourage island businesses to switch to non- or less-toxic processes and products.

Action

- Develop targeted outreach to businesses by sectors (dentists, marinas/boat repair, painting/building contractors, auto repair, landscapers) by 2014.

Strategy 2. Continue to coordinate pickups by mainland recycler for business-generated used oil and antifreeze.

Action

- Encourage island SQGs to not mix recyclable materials (used oil, antifreeze) with other waste products to prevent creation of hazardous waste.

**Objective 3. Shift from government-funded collection to manufacturers taking full responsibility for reuse/recycling and disposal.**

Strategy 1 Support product stewardship initiatives.

Task

- Continue to promote the state's electronics recycling (E-Cycle) program. ([www.ecyclewashington.org](http://www.ecyclewashington.org))

Actions

- Publicize local E-waste (electronics) recycling/collection opportunities on Orcas and San Juan Islands.
- Support community efforts on Lopez Island to provide a registered E-waste collection center or to provide for frequent industry-sponsored E-waste collection events.

Task

- Support the state's producer-financed product stewardship program for the collection and recycling of mercury-containing lights. (to recover mercury content) due to go into effect in January of 2013.

Action.

- Distribute current information on recycling fluorescent light tubes and CFLs.

Task

- Encourage local government to help advance development of the state's product stewardship efforts that will require paint manufacturers, as opportunity allows, to collect and process or recycle latex paint.

**GOAL 10.B. Reduce health and environmental risks associated with potential exposures from improper use, storage, and disposal of hazardous waste and recyclables.**

**Objective 1. Review current local solid waste regulations for consistency with any updated or new hazardous and moderate risk waste rules in the State.**

**Objective 2. Support education programs such as the County's Local Source Control Program to reduce pollution risks.**

Strategies

1. Provide at least one technical assistance visit to at least 75 percent of SQGs in the county by 2014.
2. Work with home and businesses owners and renters to make them more aware of lead hazards and resources, including do-it-yourself lead hazard assessment.
3. Consider joining the Northwest Clean Air Agency to provide additional school education and to provide more direct response to outdoor burning complaints (enforcement). [www.nwcleanair.org](http://www.nwcleanair.org)

**GOAL 10.C. Continue to facilitate proper hazardous waste disposal for households and businesses.**

**Objective 1. Provide at least one annual collection event at solid waste facilities or otherwise suitable location on each ferry-served island.**

Strategies

1. Continue to apply for state grant funding for household hazardous waste collection events.
2. Research options for providing more frequent than annual household hazardous waste collections for households and businesses in response to community requests.
3. Encourage development of a more sustainable funding source for hazardous waste export and disposal.
4. Because collection events will serve the residents and Small Quantity Generator businesses (SQGs) in the Town of Friday Harbor, coordinate the events with the Town administration for advertising, participation, and funding.

**Objective 2. Encourage the switch to non-toxic or less-toxic products**

Strategy. Implement and publicize a County Environmentally Preferred Purchasing (EPP) policy and program as a model for the community.

**Objective 3. Encourage more recycling of household hazardous wastes.**

Strategies

1. Assist local retailers who have an interest in participating in new recycling programs as opportunities and new markets arise (e.g. household alkaline batteries).
2. Promote the state's Mercury Lights Recycling Law, as well as additional Product Stewardship regulations as they develop.

## **10.3 CURRENT CONDITIONS ANALYSIS**

### **10.3.1 Administration**

The Hazardous Waste Program (Program) is administered by the Solid Waste program of the SJC Public Works Department with one part-time Coordinator. The program implements Plan elements by promoting reduction, reuse, recycling and proper disposal of the residual household hazardous wastes. The County Community Development and Planning Department funds a local Source Control Specialist who provides outreach and education to local businesses.

The Town of Friday Harbor adopted the 1991 Local Hazardous Waste Management Plan for San Juan County, assigning responsibility for household hazardous waste management to the County. Since 2011, the Town has been preparing its own solid and moderate risk waste management plan. If the Town or County wishes a more formal agreement for handling and removal of moderate risk wastes generated by residents and businesses within the Town, a memorandum of understanding or interlocal agreement may be a useful instrument. The County will run a MRW/HHW program with or without the participation of the Town.

### **10.3.2 Hazardous Waste Inventory**

Appendix H contains the inventory of zone designations and hazardous waste sites, included in this Plan as required by the State's planning guidelines.

### **10.3.3 Examples of HHW, MRW, and SQG Wastes**

Examples of materials currently managed through regular County household and SQG hazardous waste collections:

- adhesives
- aerosols
- auto/boat repair products
- boat bottom paint sludge (boat wash trailings)
- chemical cleaning products
- contaminated motor oil or antifreeze (e.g. mixed together or with other products)
- fuels: gasoline, kerosene, alcohol
- mercury, elemental
- mercury-bearing materials (fluorescent light tubes and CFLs, switches/ thermometers, etc)
- oil-based paints / stains
- pesticides / weed killers and other herbicides
- photochemical
- swimming pool chemicals
- solvents / thinners
- wood preservatives

### **10.3.4. Current Program Elements**

#### **A. HHW Public Education**

Ongoing public education for both households and businesses has been carried out through the Solid Waste Division's telephone "hotline," the County webpage, the County Green Team, distribution of county and state-produced printed information, and press releases. Waste reduction (prevention) has been the primary focus of the Program's education efforts for both households and businesses, with a focus on promoting the use of non-toxic or less toxic alternatives. Information on proper recycling of used motor oil and disposal of waste hazardous materials is part of ongoing education efforts as well.

#### **B. SQG Education/Technical Assistance**

The Program's telephone waste hotline, as well as ongoing assistance through coordinated "milk runs" for recycling oil and antifreeze, provides an education opportunity to discuss waste reduction options with the 150 or so island small quantity generating businesses. This includes information on less- or non-toxic product/process alternatives (waste reduction) as well as recycling and disposal opportunities. SQG outreach has been recently supplemented by the county's Local Source Control program with on-site visits, particularly on regulatory compliance issues; business owners can learn to avoid difficult and potentially expensive interactions with enforcement agencies by understanding and complying with state environmental regulations. The County's Pollution Prevention Specialist can provide technical assistance to local businesses to encourage voluntary efforts to control, reduce, or eliminate pollutants and stormwater runoff by offering information on best practices.

#### **C. HHW Collection**

Program management includes planning and on-site coordination of one annual collection/disposal event at each of the solid waste facilities on the major ferry-served islands (Lopez, Orcas, San Juan) with collections scheduled, as needed, on the smaller islands (e.g. Shaw, Waldron). Households are invited to participate in these collections. A household hazardous waste fee has been collected at these events increasing from six dollars per household participants in 2002 to twelve dollars 2011. However, the County is considering removing the fee as an incentive for collection.

Hazardous waste collections were held in spring of 2011 on Orcas, Lopez, and San Juan Islands. A total of 226 households and 27 SQGs participated; 16.2 tons of hazardous wastes were collected with about 150 items being given away for local reuse.

#### **D. SQG Collection**

Small Quantity Generators (businesses) are invited to participate in HHW collections; they are required to pre-register and to pay for their own disposal costs. Some local business owners and managers have expressed their concern that without the county's co-collections they could not afford to properly dispose of their hazardous waste or to independently have their oil and antifreeze recycled.

Businesses that routinely participate in these collections include medical/dental offices, school districts, automobile/marine repair and body shops, County and Town departments, and building/painting/electrical contractors. While county SQGs produce relatively small quantities of hazardous wastes and the amount for each type may change significantly from year to year, typically there are approximately 150 SQGs on the islands that have participated to some degree in county collections. Of these, SQGs that bring in the most on a regular basis are: from San Juan Island: Jensen's Shipyard (1-2 drums of boat wash trailings); Benz Painting (~70 gallons of paint thinner); Town of Friday Harbor (~70 gallons paint); Larry's Auto Body (~40 gallons thinner); Luxel Inc. (~25 gallons of assorted lab chemicals). Most frequently-participating SQGs from Orcas Island are: Deer Harbor Boat Works (~30-60 gallons of bottom paint sludge); Classic Body and Paint (~15 gallons paint); Davis Auto body (~22 gallons paint); West Sound Marina (~15 gallons bottom paint sludge). Typically, two or three businesses from Lopez Island participate in the collections on somewhat of a rotating timeframe: Lopez School District; San Juan County Park at Odlin; Lopez Golf and Islands Marine Center.

**Table 10.1. Inventory of HHW and SQG Collection Events by Island 2011**

Pounds collected in 2011	SAN JUAN	LOPEZ	ORCAS	TOTAL
<b>Aerosols</b>	50	200	500	750
<b>Acids</b>	75	50	300	425
<b>Ammonia</b>	50		100	150
<b>Bases</b>	75	50	200	325
<b>Flammable liquids</b>	3,600	1,200	2,800	7,600
<b>Mercury-fluorescent tubes and CFLs</b>	500	70	100	670
<b>Mercury thermometers, relays, switches</b>			10	10
<b>Mercury - elemental</b>	10		5	15
<b>Oil - contaminated</b>		400		400
<b>Oxidizers</b>		15	25	40
<b>Paint - oil based</b>	4,600	1,600	9,400	15,600
<b>PCB-containing ballasts</b>	100.00	30		130
<b>Pesticide/poison liquid</b>	1200	400	1,800	3,400
<b>Pesticide/poison solid</b>	1700	210	510	2,420
<b>Reactives</b>	200			200
<b>Total</b>				32,135

NOTES: \* SQG wastes are consolidated with HHW (4,792 pounds from SQGs)

\*\*All types of HW were disposed at a hazardous waste facility...except for mercury-bearing materials that were recycled.



Since the 2005 closure of the only County-built and -operated interim storage site for household hazardous wastes at the San Juan Island solid waste facility, state-registered hazardous waste haulers have been contracted by the County to provide sorting, packaging, transportation, recycling, treatment, and disposal services of wastes collected at these events in accordance with all federal, state, and local environmental, health, and safety regulations. The current contractor, Clean Harbors Environmental Services, also offers the option for product reuse at the collections, making appropriate products available for reuse by the community; this reduces the volume of waste to be exported and lowers disposal costs. Clean Harbors is required to remove all residual collected materials on the day of collection and transports them by private barge to the company's various facilities.

**Table 10.2. Number of HHW/SQG participants by island 2007- 2011**

Year	SAN JUAN		ORCAS		LOPEZ		WALDRON		SHAW		TOTAL	
	HHW	SQG	HHW	SQG	HHW	SQG	HHW	SQG	HHW	SQG	HHW	SQG
2007	149	17	96	16	55	0					300	33
2008	134	17	102	4	47	2					292	23
2009	109	16	100	13	54	6	19	1			282	36
2010	100	22	60	15	62	62			20	1	242	40
2011	71	16	106	10	40	1					226	27

In the earlier days of household hazardous waste collections here, significant volumes of “legacy” (historical) chemical wastes were brought to collections by home and farm sellers or buyers when ownership changed; these materials typically included leaking or rusted containers, unknown materials, and very old, outdated pesticides and herbicides. This has been a less frequent occurrence over the last few years, perhaps due to the real estate market being less active. Also, noticeably reduced volumes of pesticides have been collected over the last few years, possibly due to the fact that people are choosing to avoid such products or use non- or less-toxic substitutes (and purchasing in smaller quantities).

Although latex paints and stains are accepted at household hazardous waste collections, generators are encouraged to find someone to use up good materials or to solidify unusable product with an absorbent for solid waste disposal. Latex paints and stains are water-based; those manufactured after 1978 do not contain high levels of lead and those manufactured after 1991 do not contain mercury, following bans by the EPA. Ecology reports that latex paints/stains generally comprise large volumes of waste collected by HHW programs in Washington. Volumes of latex collected (and related disposal costs) have been greatly reduced in San Juan County since we began charging a per gallon fee to encourage the option of generators solidifying latex paints for solid waste disposal.

#### E. Used motor oil collection for recycling

Used Motor Oil is not designated as hazardous waste if it is not contaminated with solvents, antifreeze, or other materials, because uncontaminated used oil is recyclable. However, used motor oil is included in this chapter of the S&H Plan to highlight its collection and

recycling. The Used Oil Recycling Act (Chapter 70.95I RCW) requires that local waste management plans develop goals for improving collection, recycling, and re-refining of used oil. Goals for public education about used motor oil and reporting requirements are similarly required.

Used motor oil is currently collected for recycling at each of the three solid waste facilities (the San Juan Island drop box facility, the Orcas Island transfer station, and the Lopez Island drop box facility) for a fee of \$.15 per gallon, over 5 gallons. Since 1995 most of this publically-collected used oil has been used for heating the county road shops on Lopez, Orcas and San Juan Islands, being burned in EPA-approved waste oil heaters. In 2011, all of the publically-collected used oil (~1700 gallons) was used for heating; this waste-to-energy use of the collected oil saved the County an estimated \$6,800 for heating four Public Works shops.

The County's lead mechanic explained that there is, at this time, no cost benefit in purchasing recycled engine oil for county vehicles but he regularly reviews the market situation.

#### F. Used antifreeze collection

Used antifreeze is collected for recycling at each of the three solid waste facilities at no cost to customers. The program coordinates pick up of used oil and antifreeze by a mainland recycler (currently Oil Recovery & Refining Company, ORRICO) as needed, with local businesses participating in these "milk runs" and paying their own recycling costs. The County typically purchases up to 3 drums of re-refined antifreeze per year from ORRICO in exchange for free recycling of used antifreeze.

#### G. Battery collection

Vehicle/marine/solar lead acid batteries are currently collected for recycling at each of the three facilities at a fee of \$5.00 per visit. They are picked up by All Battery Sales and Service (Interstate) from each county solid waste facility as well as from local automotive retail dealers and repair shops.

#### H. Other programs to manage household hazardous waste

**Rechargeable batteries** are collected at various locations on the islands and recycled through the Rechargeable Battery Recycling Corporation (RBRC) mail-back program at no cost. Call 2 Recycle, Inc., reports that 198 pounds of rechargeable batteries were recycled through collections at five sites in San Juan County in 2010. Additional sites were set up in 2011 by the Program and 215 pounds were recycled.

**Alkaline household batteries** are collected at Ace Hardware in Friday Harbor for recycling at no cost to generators.

**Unwanted pharmaceuticals (medications)** are collected at the Sheriff's Office and at all of the drugstores on the islands in specially-designated, locked containers through the Islands' Prevention Coalition program; medications collected are shipped by the Sheriff's Department to

the mainland for proper incineration. An estimated 1200 total pounds have been collected since the beginning of the program in August 2010.

**Fluorescent light tubes and Compact Fluorescent Lights (CFLs)** containing mercury are currently recycled through hazardous waste collection events. In early 2011, the Orcas Power and Light Cooperative, OPALCO, began collecting CFLs at all of its island offices to recycle the mercury content.

**Electronic wastes (computers, laptops, monitors, televisions)** are recyclable at no cost through the state's E-Cycle Washington program. The county promotes local opportunities for "E-waste" recycling and submits annual feedback to Ecology on local collection sites and/or events in accordance with the "Electronic Products Recycling Program," WAC 173-900. In 2011, a reported 71,697 pounds were recycled from the two registered collectors.

I. Infrastructure inventory:

- 5,000-gallon used oil tank (San Juan Island), without secondary containment at this time
- 350-gallon "Lube Cubes" for used oil at Lopez and Orcas solid waste facilities (with built-in secondary containment)
- 130-gallon antifreeze collection drums at each of the three solid waste facilities (with built-in secondary containment)
- Wooden three-sided battery shed at San Juan Island drop box facility; PolySafetypak with built-in secondary containment for lead acid battery storage at Orcas solid waste facility
- Hazardous waste interim storage shed (30'x50') at San Juan Island solid waste site (not currently in use)

J. Compliance and Enforcement:

The San Juan County Health Department regulates hazardous waste and responds to complaints regarding abandoned or illegal dumping of household or SQG hazardous waste. The Health Department may seek enforcement through the County prosecutor's office.

The Local Source Control program makes regular on-site visits to businesses that may generate hazardous waste in an attempt to assist with proper containment, labeling, and disposal.

## **10.4 CURRENT REVENUE STRUCTURE**

Since its inception in 1996, the program has relied, in part, on state grant funding under the Coordinated Prevention Grant (CPG) program. Under the CPG, eligible costs are split 75/25 between the state and county to provide education and collection/disposal programs for households and businesses. Fees are collected from households and businesses participating in our HHW "round ups", or collection events, to emphasize the need to reduce waste generation. This revenue is deducted from the state's grant contribution as project income. The County may or may not charge a fee at collection events in the future.

## **10.5 HHW/SQG (MRW REGULATIONS)**

### **Federal Regulation**

Federal law exempts household hazardous waste and Small Quantity Generator waste from regulation.

The federal Mercury-Containing and Rechargeable Battery Management Act of 1996, Public Law 104-142, prohibits the sale of mercury-oxide button cell batteries and other mercury-added batteries; it also established the nonprofit Rechargeable Battery Recycling Corporation (RBRC) to implement free collection and recycling programs for rechargeable batteries, including cell phones, for local agencies, institutions, retailers, and other businesses in order to reclaim heavy metals and steel in batteries.

### **Washington State Regulation**

Legal authority for the San Juan County Hazardous Waste Program is based on Washington state statute, Chapter 70.105RCW, the Hazardous Waste Management Act of 1985 and, as amended; Chapter 70.105.220(1)(a) directed local governments to develop plans by the end of 1991 to manage hazardous waste and, in RCW 70.105.220(1)(b) directs that the plan shall include a plan or program to provide for ongoing public involvement and public education in regard to the management of moderate-risk waste. Chapter 70.105 RCW regulates collection, transport, treatment, storage and disposal of household hazardous wastes and defines exemption from regulations.

Model Toxics Control Act, 70.105D RCW implements cleanup of identified sites contaminated by hazardous substances.

WAC173-303 defines the conditional exemption for businesses and institutions generating small quantities of hazardous waste; it also requires that these SQGs properly store, transport, recycle and dispose of hazardous waste.

WAC173-350 outlines requirements for collection and disposal of MRW and lists the minimum functional standards for design and operation of MRW storage and processing facilities.

Chapter 70.95I RCW, the Used Oil Recycling Act of 1991, required each local hazardous waste management plan to include used oil collection and recycling in their hazardous waste programs, establishing used oil collection sites and education programs. In compliance, a Used Oil Recycling Amendment to the local Hazardous Waste Management Plan was adopted in May of 1994.

Chapter 70.95N RCW, the Electronic Products Recycling Act of 2006, established a mandated system that requires manufacturers of computers, laptops, monitors, and televisions to develop recycling programs for these products at no cost to generators or government; the E-Cycle Washington Program was launched on January 1, 2009.

Washington State's updated solid and hazardous waste management plan, the Beyond Waste Plan, reflects the management priorities of reducing, reusing, and recycling our waste. Beyond Waste emphasizes reduction of the use of hazardous materials and the generation of hazardous waste to reduce environmental and health risks.

Chapter 70.275 RCW, the state's Mercury-Containing Lights Product Stewardship Law, will go into effect on January 1, 2013, implementing the Mercury-Containing Lights Product Stewardship Program, Chapter 173-910 WAC. Manufacturers will be required to provide no-cost recycling services in each county. According to the draft guidelines, producers will work with local solid waste planners to provide reasonably convenient (to be defined for rural areas) collection service. Collectors will need to register with the state and can be retail, curbside, government sites, or mail-back programs. Producers of CFLs must participate in and fully implement a product stewardship program by January 1, 2013. Beginning in 2013, no mercury-containing lights may be placed into the garbage.

### **Local regulations and agreements**

San Juan County Code (SJCC) 8.12.010 defines "hazardous waste;" 8.12 .020(3) prohibits delivery of hazardous waste under any circumstances to disposal facilities in San Juan County...but states that moderate risk waste (MRW) will be accepted.

Town of Friday Harbor Ordinance #1092 Section 11 broadly defines hazardous materials and restricts such waste from being placed in refuse containers for collection by the Town except when special arrangements have been approved by the Town. Section 14 deals with restrictions to outdoor burning.

## **10.6 MISSION- PROGRAM PHILOSOPHY**

The mission of the Hazardous Waste Program is to protect public and environmental health in San Juan County by reducing the threat posed by the use, storage, and disposal of hazardous materials. Preventing pollution by dramatically reducing the amount and effects of hazardous materials rather than maintaining the reactive hazardous waste management system of collection and disposal will help the Program be more sustainable; local governments cannot collect all the hazardous waste generated and everyday toxic materials are more prevalent now than in the recent past.

The long-range vision of the Local Hazardous Waste Program is adopted from that of the state's Beyond Waste Plan: We can transition to a society where waste is viewed as inefficient, and where most wastes and toxic substances have been eliminated. This will contribute to economic, social and environmental vitality. This Plan and the Program's work, therefore, attempt to incorporate Beyond Waste's initiatives and goals to the fullest extent possible.

## **10.7 REFERENCES**

State of Washington Department of Ecology, Guidelines for Developing and Updating Local Hazardous Waste Plans, revised February 2010, Publication #10-07-006

The Beyond Waste Plan, updated 2009, Publication #04-07-026



## GLOSSARY OF TERMS

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**Amendment** Amendments are appropriate to make minor changes to a solid waste plan within the five-year planning window. Amendments can be used to change the implementation schedule, recommended actions and other specific details of the plan. Local governments should develop their own criteria for amendment development and approval at the local level, but this process must include Ecology notification within 45 days of adoption.

**Beyond Waste** The ultimate message behind the State Solid Waste Management Plan. The Beyond Waste long-range vision (30 years) states that, "We can transition to a society where waste is viewed as inefficient, and where most wastes and toxic substances have been eliminated. This will contribute to economic, social and environmental vitality." The *Beyond Waste Plan* lays out key initiatives to address as the state moves in the direction of *Beyond Waste*. These initiatives are:

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

**Certificated hauler** A solid waste collection company that receives approval from the Washington Utilities and Transportation Commission (WUTC) to collect waste in a defined district.

**Closed Loop** A cycle or system where secondary materials (wastes) are reclaimed and recycled back into the process from which they were originally generated. Close-the-Loop is a term to describe the last and most important step in the recycling process: the point at which a consumer buys a product that is made of recycled-content materials.

**Collection District** A county legislative authority may establish a solid waste collection district, or districts, which must be consistent with the local solid waste plan (RCW 36.58A).

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

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

**Common Carrier** A person who collects and transports solid waste for disposal by motor vehicle for compensation, whether over regular or irregular routes or by regular or irregular schedules. (RCW 81.77.010)

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



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

**Conditionally Exempt Small Quantity Generator (CESQG or SQG)** A generator of waste with characteristics of dangerous wastes, but whose wastes are not subject to regulation under Chapter 70.105 RCW, Hazardous Waste Management, because the waste is generated or accumulated in quantities below the threshold for regulation. See WAC 173-303-070 (8).

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

**Contract Carrier** All solid waste transporters not included under the terms "common carrier" and "private carrier," as defined in RCW 81.77.010; includes any person who under special and individual contracts or agreements transports solid waste by motor vehicle for compensation (RCW 81.77.010).

**Controlled Solid Waste** All solid waste generated and/or collected within the unincorporated areas of San Juan County.

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

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

- a) have short-lived, toxic properties that may cause death, injury or illness, or have mutagenic, teratogenic or carcinogenic properties; or
- b) are corrosive, explosive, flammable or may generate pressure through decomposition or other means.

**Deconstruction** The careful disassembly of buildings and other structures to maximize reuse and recycling of their materials.

**Designated Recyclables** Wastes intended to be separated for recycling or reuse, such as paper, metals, and plastics that are identified as recyclable material pursuant to a local comprehensive solid waste plan.

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

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

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

**Drop off** The activity of a self-haul customer (private carrier) to deliver their collected garbage or recyclables to a drop box facility or other designated collection site.

**E-Waste (Electronic Waste)** Waste products produced as a result of spent, unusable or unwanted electronics. Examples of these products include computers, monitors, laptop computers, and televisions, which are recyclable through Washington State's E-Cycle Program.

**Enterprise Fund** An enterprise fund is one established by a government to account for activities, similar to private business operations. The intent is that charges to users will make up for most of the costs of providing goods or services to the public, according to the Department of Housing and Urban Development.

**Environmentally Preferable Products (EPP)** Products that have a lesser impact on human health and the environment when compared with competing products. The comparison process may consider the effects of raw materials acquisition, production, manufacturing, packaging, distribution, reuse, operation, maintenance, or disposal of the product.

**Extended Product Responsibility (EPR)** A process or policy where the product manufacturer or seller takes back the product for disposal or recycling, rather than relying on the product owner to discard or recycle it appropriately. This process can maximize reuse and recycling because products do not enter the MSW management system at the end of their lives but are managed as an expected customer service through an infrastructure arranged by producers.

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

**Food waste** Organic waste derived from food products. Additionally, WAC 173-350 . defines garbage as animal and vegetable waste resulting from the handling, storage, sale, preparation, cooking, and serving of foods. In this document, however, garbage is used more generally to include all wastes that are not separated for reuse or recycling.

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

**Garbage** For purposes of the San Juan County S & H Plan, garbage includes all materials that are not eligible for reuse or recycling, with the intent of distinguishing garbage from recyclable or reusable materials at the time of source separation. It must be noted that WAC 173-350 employs a more narrow definition: "Garbage" means animal and vegetable waste resulting from the handling, storage, sale, preparation, cooking, and serving of foods.

**Green Building** A concept that includes lower-impact building practices, such as on-site waste reduction/reuse/recycling, use of recycled content and low toxicity building materials, and building and landscape design that reduces energy/water use and conserves materials.

**Green Team** A group of employees who work together to facilitate education of the entire employee body on ways to reduce energy and materials use and to help implement programs to do so; a Green Team represents a bottom-up approach for implementing sustainable measures.

**Green waste** Grass clippings, weeds, leaves, evergreen cones and needles, shrub pruning under 3-inch diameter and less than 6 feet in length.

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

**Hazardous Waste** Unless otherwise defined by the San Juan County Board of Health, such waste has the meaning as defined by the Washington State Department of Ecology and the Washington Administrative Code. Hazardous waste is any liquid, solid, gas, or sludge that is toxic, flammable, corrosive, or reactive found in quantities that are regulated by the Department of Ecology's Hazardous Waste and Toxics Reduction Program.

**Household Hazardous Waste (HHW)** Any waste that has the characteristics of dangerous wastes (i.e., flammability, toxicity, corrosiveness, reactivity) but is exempt from the dangerous waste regulations because it is generated by households and is found in quantities smaller than the amounts regulated by the Department of Ecology's Hazardous Waste and Toxics Reduction Program..

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

**Industrial Solid Waste** Solid waste generated from manufacturing operations, food processing or other industrial processes. No industrial solid waste is generated in San Juan County at this time.

**Inert Waste** Non-combustible, non-dangerous solid wastes that are likely to retain their physical and chemical structure under expected conditions of disposal including resistance to biological attack and chemical attack from acidic rainwater.

**Interlocal Agreement** A formal agreement between any two or more public agencies to work cooperatively. In solid waste planning, this usually refers to an agreement where a county and participating cities enter into an interlocal agreement to designate the county as the solid waste planning authority or where counties in a given region enter into an interlocal agreement to provide facilities or services(RCW 70.95.080 and RCW 39.34.030)

**Intermediate Solid Waste Handling Facility** Any solid waste handling facility which is not the final site of disposal. This includes material recovery facilities, transfer stations, drop boxes, baling, and packing sites.

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

**Jurisdictional Health Department (JHD)** City, county, city-county or district public health department. In most cases, including in San Juan County. the JHD (San Juan County Health and Community Services Department) is the responsible agency for enforcing solid waste regulations.

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

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

**Local Hazardous Waste Management Plan (LHWMP)** Pursuant to RCW 70.105.220, each county is required to prepare a Local Hazardous Waste Management Plan that meets the requirements listed in the law. In order to receive grant funding from Ecology for MRW projects, the scope of a project must be consistent with the LHWMP.

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

**Materials Recovery Facility (MRF)** Any facility used to collect, compact, repack, sort or process for transport solid waste that has been separated for recycling.

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

**Municipal Solid Waste (MSW)** A subset of solid waste that includes unsegregated garbage, refuse and similar solid waste material discarded from residential, commercial, institutional and industrial sources and community activities, including residue after recyclables have been separated. Solid waste that has been segregated by source and characteristic may qualify for management as a non-MSW solid waste at a facility designed and operated to address the waste's characteristics and potential environmental impacts. The term MSW excludes dangerous wastes regulated under these separate state and federal laws.

In this document, *garbage* is used interchangeably with MSW to simplify source separation.

**Noxious weeds** Noxious weeds are non-native plants, introduced to Washington through human actions. Because of their aggressive growth and lack of natural enemies in the state, these species can be highly destructive, competitive or difficult to control. These exotic species not only reduce crop yields and destroy native plant and animal habitat, they can damage recreational opportunities, clog waterways, lower land values and poison humans and livestock. A list of noxious weeds and how to control them can be obtained through the San Juan County or Washington State Noxious Weed Control Board.

**Organics** Food scraps, manure, green waste, yard waste and debris, floral scrap, animal carcasses

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

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

**Private carrier** A person who, in his or her own vehicle, transports solid waste purely as an incidental adjunct to some other established private business. A person who transports solid waste from residential sources in a vehicle designed or used primarily for the transport of solid waste is not a private carrier (RCW 81.77.010)

**Product Stewardship** A practice in which producers, sellers, users and disposers assume responsibility for a product's environmental, social, and economic costs throughout the product's lifecycle. Producers design for the environment so that products contain no toxic substances, are easy to disassemble for recycling, all components are recyclable, and use recycled, rather than virgin materials in manufacture.

**Reclamation Site** A location used for the processing or the storage of recycled waste.

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

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

**Revision** A plan revision is required any time a plan needs to be updated outside of a five-year planning window, when a new WUTC cost assessment is needed, or when any other major change is to be made to the plan.

**Route Collection** Collection of solid waste over regular or irregular routes, by regular or irregular schedules.

**Route Collector** A certificated hauler who collects and transports solid waste for compensation through special and individual contracts.

**Small Quantity Generator (SQG), also known as Conditionally Exempt Small Quantity Generator (CESQG)** A business that generates 220 pounds or less of hazardous waste per month and 2.2 pounds or less of acutely hazardous waste (or WT01 toxic waste) per month and is exempt from the Dangerous Waste Regulations if all legal conditions are met.

**Special wastes** Any wastes that require special handling, and cannot be consolidated with garbage or commingled recycling, are known as special wastes or special handling wastes. They may be large appliances, medical sharps, used motor oil, used antifreeze, lead/acid batteries, and steel. Some of these special wastes are recyclable and some are only fit for disposal. Beach or roadside litter and noxious weeds are special wastes in the county in that they may be brought to the transfer facility free of charge.

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

**Solid Waste Advisory Committee** An advisory committee established at the local level within each planning jurisdiction.

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

**Tipping Fee** A user fee based on weight or volume of solid waste delivered to a solid waste handling facility.

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

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

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

**Waste Characterization** The composition and ratio of materials in the total waste stream. A waste characterization study can include a “waste audit” of generators.

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

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

**Waste prevention** Any practice that reduces the amount of waste generated (e.g., extending life of products through donation, eliminating unsolicited mail, materials reuse, and waste-conscious purchasing).

**Waste Reduction** The practice of minimizing waste through responsible purchasing and consumerism; removing waste from the waste stream by not creating it in the first place. Also sometimes referred to as “precycling”.

**White Goods** washers, dryers, stoves, hot water tanks, refrigerators, freezers, other refrigerated equipment. [per WUTC and SJS]

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

**WUTC** The Washington Utilities and Transportation Commission or any agency which succeeds to its powers.

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

**Zero Waste** A philosophy and design principle for the 21<sup>st</sup> century that maximizes resources, minimizes waste, reduces consumption, and ensures that products are made to be reused, repaired, or recycled back into nature or the marketplace. Zero Waste aims to correct the current one-way industrial system into a circular system.

## ACRONYMS AND ABBREVIATIONS

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<b>ACP</b>	alternative collection point
<b>C&amp;D</b>	Construction and Demolition Debris
<b>CIP</b>	Capital Improvement Program
<b>CLCP</b>	Community Litter Cleanup Program
<b>CMRF</b>	Cascade Materials Recovery Facility
<b>CPG</b>	Coordinated Prevention Grant
<b>CRL</b>	Columbia Ridge Landfill
<b>CSWMP</b>	Comprehensive Solid Waste Management Plan
<b>Ecology</b>	Washington State Department of Ecology
<b>ECY</b>	Washington State Department of Ecology
<b>EOD</b>	end of driveway collection point
<b>EPA</b>	US Environmental Protection Agency
<b>FTE</b>	Full-time Employee(s)
<b>GMA</b>	Growth Management Act
<b>HHW</b>	Household Hazardous Waste
<b>LEED</b>	Leadership in Energy & Environmental Design
<b>MRF</b>	Materials Recovery Facility
<b>MRW</b>	Moderate Risk Wastes
<b>MSW</b>	Municipal Solid Waste
<b>MTCA</b>	Model Toxics Control Act, WAC 173-340
<b>NWPSC</b>	Northwest Product Stewardship Council
<b>OFM</b>	Office of Financial Management
<b>RAG</b>	Remedial Action Grant
<b>RCW</b>	Revised Code of Washington
<b>SHWM</b>	Solid and Hazardous Waste Management Plan
<b>S&amp;H Plan</b>	Solid and Hazardous Waste Management Plan
<b>SEPA</b>	State Environmental Policy Act
<b>SJCC</b>	San Juan County Code
<b>SQG</b>	Small Quantity Generator
<b>SWAC</b>	Solid Waste Advisory Committee
<b>SWMP</b>	Solid Waste Management Plan
<b>W2R</b>	Waste 2 Resources Program
<b>WAC</b>	Washington Administrative Code
<b>WUTC</b>	Washington Utilities and Transportation Commission

### TYPES OF PLASTICS FOR RECYCLING

<b>PET</b>	Polyethylene Terephthalate (i.e. plastic #1)
<b>HDPE</b>	High Density Polyethylene (i.e. plastic #2)
<b>PVC</b>	Polyvinyl Chloride (i.e. plastic #3)
<b>LDPE</b>	Low Density Polyethylene (i.e. plastic #4)
<b>PP</b>	Polypropylene (i.e. plastic #5)
<b>PS</b>	Polystyrene (i.e. plastic #6)





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US Bureau of Economic Analysis, Regional Economic Analysis, Local Area Personal Income, counties.  
Accessed on <http://www.bea.gov/>

## APPENDIX A. IMPLEMENTATION MATRIX

The implementation matrix is a planning tool and worksheet to assist decision-makers in prioritizing, budgeting and co-coordinating programs. Co-operative actions with other agencies, educational institutions, businesses, or not-for-profit organizations are assumed to be an aspect of implementation for accomplishing goals.

Please note that the matrix is not carried to the same level of detail in recommending very specific actions as the Goals sections in the Plan do. When considering implementation of a goal, always consult the specific Chapter in the Plan itself for actions that may carry out the tasks in accordance with the strategies listed in this matrix to further the objectives of each goal.

Chapter 4 - Waste Reduction, Reuse, and Recycling				Cost To County	Funding	Schedule	Lead agency
<b>Goal 4.A. Support waste prevention</b>							
<b>Objective 1. Identify methods to reduce sources of potential waste to prevent items from entering SJC waste stream.</b>							
S. 1.	Continue emphasis on home composters and support for home composting.					Yearly	WSU Master gardeners
	<ul style="list-style-type: none"> <li>Partner with educational institutions and private non-profits for training and equipment</li> <li>Continue to provide workshops for residential and business composters</li> <li>Provide community mentor training for residential, school, and business composters</li> </ul>		CPG Grant + match				
S.2.	Retain public land suitable for community composter operation.						
	<ul style="list-style-type: none"> <li>Retain suitable sites for yard waste collection and composting at a common facility.</li> <li>Examine land use designations for locations for community green waste and food waste composting and collective management of organic farm waste.</li> <li>Assist community organizers with criteria for community composting facility feasibility study, including location and siting requirements, staffing needs, and local access to materials.</li> </ul>						
<b>Objective 2. Reduce volume and toxicity of materials brought into the county.</b>							
S.1.	Consider banning plastic grocery bags to reduce litter potential						
S. 2.	Encourage purchasing habits to prevent toxic ingredients from entering the waste stream						
	<ul style="list-style-type: none"> <li>Develop public education projects to identify and choose non-toxic or least-toxic products.</li> </ul>						

<ul style="list-style-type: none"> <li>Promote Environmentally Preferable Purchasing (EPP) <ul style="list-style-type: none"> <li>Implement a policy to purchase recycled-content products for County offices.</li> <li>Raise awareness of environmental costs of using new resources vs. savings from remanufacturing.</li> </ul> </li> <li>Promote education programs to reduce packaging materials. <ul style="list-style-type: none"> <li>Use school and adult education projects</li> <li>Encourage county residents to decline unnecessary packaging and leave it point of purchase</li> </ul> </li> </ul>				
<b>Goal 4.B. Support Reuse and waste diversion</b>				
<b>Objective 1. Reduce volume of waste exported.</b>				
S1. Promote reuse as the first and best alternative to discarding any item;				
<ul style="list-style-type: none"> <li>Promote networks to borrow, rent, and share tools and other intermittent use items</li> <li>Promote community networks to fix and maintain.</li> <li>Promote reusing items and materials.</li> </ul>				
S. 2. Facilitate Exchange reuse operations & assist Lopez to transition to local management				
<ul style="list-style-type: none"> <li>Develop independent non-profit reuse facility operations on County-owned sites.</li> <li>Help establish improved facilities, including access and parking for reuse operations on County sites.</li> </ul>				
S. 3. Promote the work of local non-profit reuse organizations.				
<ul style="list-style-type: none"> <li>Promote local reuse facilities through the County website and other media.</li> <li>Increase waste diversion: surplus County equipment non-profit reuse &amp; recycling operations.</li> </ul>				
S. 4. Support reuse of construction and demolition debris.				
<ul style="list-style-type: none"> <li>List of locations where construction and demolition discards are available for reuse.</li> <li>Explore feasibility of requiring pre-and post-demolition salvage opportunities.</li> <li>Develop a County policy for demolition permits salvage and reuse opportunities.</li> <li>Develop a County policy for building and development permits to have a waste management plan.</li> </ul>				
<b>Goal 4.C. Support programs to increase recycling</b>				
<b>Objective 1. Implement route collection of commingled recycling</b>				
S. 1. Ensure commingled recyclables are collected by the certificated hauler when the County ceases				

operations at solid waste facilities.				
<ul style="list-style-type: none"> <li>• Adopt Level of Service ordinance requiring route collection of recyclables.</li> <li>• Obtain agreements between San Juan and Skagit Counties for transfer facility use.</li> </ul>				
<b>Objective 2. Recycle greater volume and more types of items. Achieve the Washington State goal of a 50-percent recycling rate by 2018.</b>				
S. 1. Develop incentives to recycle more materials. <ul style="list-style-type: none"> <li>• Support more efficient recycling collection with route collection service.</li> <li>• Consider satellite drop boxes at population centers.</li> </ul>				
S. 2. Recycle more types of items as new markets arise.				
S. 3. Whenever fee schedule changes for garbage and recycling are proposed, consider any potential effects on waste reduction. <ul style="list-style-type: none"> <li>• Keep collection fees for recyclables lower than collection fees for garbage.</li> <li>• Change the overall list of commodities for recycling not more than once a year.</li> <li>• Seek public and County administration comments prior to changing fees.</li> </ul>				
S. 4. Remain open to new island programs for recycling. <ul style="list-style-type: none"> <li>• Develop island-specific alternatives for recyclable materials collection, transport, &amp; recovery.</li> <li>• Encourage local interest groups to plan a recycling system in accord with their own priorities.</li> <li>• Promote product stewardship and take-back policies for appliances and electronic products.</li> <li>• Develop Council action to support state and federal product stewardship programs.</li> <li>• Encourage an e-waste collection center on Lopez Island.</li> </ul>				
S. 5. Make information about recycling accessible and widely distributed <ul style="list-style-type: none"> <li>• Develop media messages encouraging and explaining local recycling.</li> <li>• Train local volunteers in recycling to provide on-site education at public events.</li> <li>• Support school and community organization workshops, programs, and projects.</li> <li>• Promote recycling information with current electronic media.</li> </ul>				
<b>GOAL 4.D. Develop reuse &amp; recycling programs for construction &amp; demolition debris.</b>				
<b>Objective 1 . Divert construction and demolition debris from the county waste stream.</b>				
S. 1 circulate information about local and regional locations for construction and demolition debris collection for reuse and recycling				
S. 2. Promote recycling and reuse of materials from existing structures at the time of permit				

application.								
<ul style="list-style-type: none"> <li>• Provide incentives for disassembly or relocation of buildings, along with disincentives to discard demolition debris as garbage.</li> <li>• Add a to demolition permit requirement for a reuse and recycling action plan; encourage owner to profit from sale of reusable materials.</li> <li>• Promote reuse and recycling of discarded construction materials; pull them out of the waste stream.</li> <li>• Add a requirement to building permits for source-separation of reusable and recyclable materials prior to disposal.</li> </ul>								
<b>Chapter 5 - Collection</b>	<b>Cost to County</b>	<b>Funding</b>	<b>Schedule</b>	<b>Lead agency</b>				
<b>Goal 5.A. Ensure a reliable, sustainable system for garbage &amp; recyclables collection.</b>								
<b>OBJECTIVE. Add recycling to all route collection of garbage.</b>								
<b>Goal 5.B. Extend services to residents of non-ferry-served islands.</b>								
<b>OBJECTIVE Provide some collection services to residents of islands with no state ferry service</b>								
<b>Chapter 6 - Transfer</b>	<b>Cost to County</b>	<b>Funding</b>	<b>Schedule</b>	<b>Lead agency</b>				
<b>GOAL 6. A. Match county transfer facility operations to preferred collection system.</b>								
<b>OBJECTIVE: Discontinue County transfer services operations and ensure availability of transfer facilities for the certificated hauler.</b>								
<b>GOAL 6.B. Support existing reuse facilities on county sites.</b>								
<b>Objective: Keep reuse activities at Orcas and Lopez sites in operation.</b>								
<b>Chapter 7 - Disposal</b>	<b>Cost to County</b>	<b>Funding</b>	<b>Schedule</b>	<b>Lead agency</b>				
<b>GOAL 7. Ensure solid waste disposal at locations that are in compliance with regulations that protect public health.</b>								
<b>OBJECTIVE. Transport route and drop-off collections of garbage and recyclables to other counties' transfer facilities.</b>								
<b>Chapter 8 - Education and Outreach</b>	<b>Cost to County</b>	<b>Funding</b>	<b>Schedule</b>	<b>Lead agency</b>				

<b>GOAL 8. A. Develop services that support reducing waste volumes and toxicity.</b>				
<b>Objective 1. Increase waste reduction, reuse and recycling by providing information, programs, opportunities, and networking for county residents.</b>				
S.1. Think creatively and inclusively.				
S.2. Network and research various approaches and programs.				
S.3. Provide a variety of sites and meetings for community information.				
S.4. Provide information tailored to particular interest groups and demographics, including tourists.				
<b>Objective 2. Ensure notice of collection and home composting events is widely available</b>				
<b>S. 1. Use various media for notification.</b>				
<ul style="list-style-type: none"> <li>• Prioritize funding for composting workshops and other events and workshops.</li> <li>• Seek volunteer support to conduct events and programs.</li> </ul>				
<b>GOAL 8.B. Give advance information for new programs and operational changes.</b>				
<b>Objective. Orient solid waste system users to changes in county solid waste management systems for easier transitions.</b>				
<b>S. 1. Commit resources to providing timely and comprehensive information.</b>				
<ul style="list-style-type: none"> <li>• Calendar and coordinate advance education work.</li> <li>• Select media appropriate to specific audiences and learning styles of a variety of stakeholders.</li> <li>• Use current and emerging information technology systems.</li> </ul>				
<b>GOAL 8.C. Continue to promote school and after-school programs.</b>				
<b>Objective. Familiarize educators and students with important waste management practices, especially the benefits of waste reduction, reuse, and recycling.</b>				
S.1. Work closely with educators in preparing classroom and extracurricular materials; provide trained staff directly available to students to advise on their projects.				
<ul style="list-style-type: none"> <li>• Provide meetings or workshops for teachers; provide information on networks and funding opportunities.</li> <li>• Use events such as the science fair at the Orcas Funhouse and the County Fair to promote creative thinking about waste management and waste reduction.</li> <li>• Attract youth to reuse through programs such as "art of trash" projects.</li> </ul>				
<ul style="list-style-type: none"> <li>• Continue to promote programs for school food scrap composting and paper recycling. Present graphics about the effects of such programs locally and statewide.</li> <li>• Encourage science projects about waste reduction.</li> </ul>				



<ul style="list-style-type: none"> <li>• Provide experts to visit grades K through 12. to discuss about waste reduction</li> <li>• Network to involve youth in projects to implement waste reduction, reuse, and recycling that are not primarily focused on youth.</li> </ul>					
<b>GOAL 8.D. Provide information on what to recycle and how to prepare it.</b>					
<b>Objective. Maintain multiple sources of information</b>					
<b>S. 1. Consider different audiences and tailor presentations accordingly.</b>					
<ul style="list-style-type: none"> <li>• Organize information to accommodate interest and time of different types people.</li> <li>• Revise website regularly to keep it current and engaging.</li> <li>• Provide information tables at events, especially those with an environmental focus.</li> <li>• Circulate and post short recycling messages.</li> <li>• Require San Juan Sanitation to maintain information about materials that can be recycled, including any preparation necessary for collection. Information should be posted on the company's website, as well as distributed to all the service subscribers.</li> </ul>					
<b>GOAL 8. E. Develop a volunteer training program.</b>					
<b>Objective. Involve local communities and individuals in waste reduction programs through volunteer participation.</b>					
<b>S.1. Identify specific interests and match them with projects.</b>					
<ul style="list-style-type: none"> <li>• Designate a volunteer coordinator</li> <li>• Develop ongoing projects such as "Waste Watchers" and Master Recycler training.</li> <li>• Actions</li> <li>• Calendar and schedule meetings and events to connect volunteer with experts and training.</li> <li>• Network with WSU, agricultural programs, contractors, the route collection company, compost mentors, and others.</li> <li>• Provide materials for volunteer projects to use.</li> <li>• Print logos and waste reduction messages on t-shirts, etc. for volunteers to build teamwork.</li> </ul>					
<b>Chapter 9 - Regulation, Administration, and Enforcement</b>					
<b>GOAL 9. A. Meet governmental public health, environmental, &amp; financial obligations.</b>					
<b>Objective 1. Ensure garbage and recycling collection and transport to legally approved solid waste handling facility are provided.</b>					
S.1. Facilitate the transition to a primarily route collection solid waste system					

<p><b>Objective 2. Operate system in a fiscally responsible manner.</b></p>																									
<p>S.1. Consider options for solid waste management that creates a long-term sustainable system.</p>																									
<p>S.2. Continue to seek systems that lead to the lowest costs and the most complete services for county residents and businesses.</p>																									
<p>S.3. Select and implement the system that provides the required services at a reasonable cost .</p>																									
<p>S.4. Incorporate flexibility to anticipate future needs.</p>																									
<p><b>Objective 3. Determine what operations and services are realistic under the County budget constraints and facilitate systems to deliver them.</b></p>																									
<p>S.1. Continue to fulfill health, fiscal, and public service obligations.</p>																									
<ul style="list-style-type: none"> <li>• Maintain monitoring of closed landfill.</li> <li>• Continue to fund debt service until clear.</li> <li>• Provide public information about alternative service providers to replace County services.</li> </ul>																									
<p>S.2. Implement a primarily route collection system.</p>																									
<ul style="list-style-type: none"> <li>• Adopt a level of service n ordinance to ensure that garbage and recycling services are maintained and provide route collection for bulky and other special waste services, as needed.</li> <li>• To promote recycling, add solid waste collection points to appropriate locations.</li> <li>• Advise public and keep them current as system changes are carried out.</li> </ul>																									
<p>S.3. Prepare and make county sites available for lease.</p>																									
<ul style="list-style-type: none"> <li>• Determine criteria for use, including guaranteed access for the certificated hauler.</li> <li>• Connect with appropriate service providers for reuse facilities, for recycling, and for solid waste drop-off.</li> </ul>																									
<p><b>GOAL 9. B. Recognize waste reduction programs and public information are essential to effective solid waste management.</b></p>																									
<p><b>Objective. Continue and improve programs for waste reduction, reuse and outreach for education and collection events.</b></p>																									
<p>S.1. Commit annual funding to collection events and to education programs.</p>																									
<p>S.2. Maintain and disseminate current information about recyclable materials, use of recycled-material products, reuse opportunities, composting and otherwise preventing materials from entering the waste stream</p>																									
<p><b>GOAL 9. C. Provide island communities with greater opportunities for self-determination.</b></p>																									
<p><b>Objective. Develop opportunities for more local control of operations.</b></p>																									

S.1. Advise new management entities about facility operations and provide data.	S.2. Study feasibility for community composting; identify properties appropriately zoned for solid waste handling.														
<b>GOAL 9. D. Remain current and open to new management systems and technologies as they arise and information becomes available.</b>															
<b>Objective. Maintain a working knowledge of and keep current with developing technology and systems for solid waste reduction, handling, and disposal in order to implement them whenever it is appropriate and feasible.</b>															
<b>Chapter 10 - Hazardous Waste Plan</b>															
<b>GOAL 10.A. reduced the volume of household hazardous waste disposal from the Islands</b>															
<b>Objective 1. Reduce the need for County hazardous waste management and associated costs.</b>															
S.1. Promote existing County and other available programs, such as those of the State Beyond Waste Plan, that emphasize waste prevention to reduce the amount of hazardous materials entering the waste stream.															
<ul style="list-style-type: none"> <li>• Provide at least 50 percent of the households in the county with up-to date hazardous waste prevention information by 2015.</li> <li>• Develop an ongoing reuse program at all the islands' solid waste facilities for paints and cleaning supplies collected at hazardous waste events.</li> <li>• Publicize self-management of latex paints and stains as a solid, not hazardous, waste.</li> </ul>															
<b>Objective 2. Reduce volume of hazardous waste disposal from SQG businesses.</b>															
S.1. Support the County Local Control Source Pollution Prevention Specialist to encourage island businesses to switch to non- or less-toxic processes and products.															
S.2. Coordinate pickups by mainland recycler for business-generated used oil and antifreeze.															
<b>Objective 3. Shift from government-funded collection to manufacturers taking full responsibility for reuse/recycling and disposal.</b>															
S.1. Support product stewardship initiatives.															
<b>GOAL 10.B. reduce health and environmental risks associated with potential exposures from improper use, storage, and disposal of household hazardous waste and recyclables</b>															
<b>Objective 1. Encourage county review of current local solid waste regulations to restrict household hazardous wastes (i.e. including "moderate risk wastes") from being deposited into the solid waste collection system, public wastewater system, storm drains, on-site sewage</b>															

<p><b>systems, surface or ground water, or onto or under the surface of the ground.</b></p>	<p>S.1. Consider the County joining the Northwest Clean Air Agency to provide additional school education and to provide more direct response to outdoor burning complaints (enforcement). info@nwcLEARair.org</p>	<p><b>Objective 2. Support education programs such as the County's Local Source Control Program to reduce pollution risks.</b></p>	<p>S.1. Provide at least one pollution prevention technical assistance visit to at least 75 percent of SQGs in the county by 2014.</p>	<p>S.2. Work with home and businesses owners and renters to make them more aware of lead hazards and resources, including DIY lead hazard assessment.</p>	<p><b>Goal 10.C Continue to facilitate proper Hazardous waste management for households and businesses, including proper disposal, but with greater emphasis on reduction, reuse, and recycling.</b></p>	<p><b>Objective 1. Reduce the need for household hazardous waste disposal.</b></p>	<p>S.1. Provide ongoing prevention education to households and SQGs. S.2. Provide ongoing reuse opportunities for items deemed safe, such as paints and cleaning supplies. S. 3. Encourage more recycling of hazardous materials.</p>	<p><b>Objective 2. Continue to conduct at least one annual collection event at each of the solid waste facilities.</b></p>	<p>S.1. Continue to apply for state grant funding for household hazardous waste collection events. S.2. Research options for providing more frequent than annual household hazardous waste collections for households and businesses in response to community requests. S. 3 Encourage development of a more sustainable funding source for hazardous waste export and disposal.</p>	<p><b>Objective 3. Encourage the switch to non-toxic or less-toxic products</b></p>	<p>S.1. Implement a County Environmentally Preferred Purchasing (EPP) policy and program.</p>	<p><b>Objective 4. Encourage more recycling of household hazardous wastes.</b></p>	<p>S.1. Assist local retailers who have an interest in participating in new recycling programs as opportunities and new markets arise (e.g. household alkaline batteries). S.2. Promote the state's Mercury Lights Recycling Law as it develops</p>
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## APPENDIX B. RESOURCES FOR DISPOSAL

### SAN JUAN COUNTY COMMINGLED RECYCLING GUIDELINES

*PLEASE clean all items and flatten, if possible. Empty recyclables out of bags and boxes  
into the recycling drop boxes; REUSE bags and boxes!*

#### Recycle These Clean Items Together:

- Mail (including window envelopes)
- Magazines and catalogs
- Newspapers and inserts
- Phone books and paperback books
- Cardboard (limit 2'x3')
- Office paper
- Paper food boxes and egg cartons
- Paper grocery bags
- Paper cups (clean and empty):
- Paper cup sleeves
- Paper milk and juice cartons
- Juice and soymilk boxes
- Frozen food boxes
- Plastic #1 and #2 bottles, jugs (caps OK if screwed on, NO dome tops, lids, straws)
- Plastic dairy containers
- Glass bottles, jars
- Aluminum and "tin" cans
- Scrap metal (limit 2'x2'x2', 35 pounds)
- EMPTY aerosol cans

RECYCLE vehicle batteries, uncontaminated antifreeze and motor oil at your island's solid waste facility during open hours.

#### **REDUCING Waste is Even Better Than Recycling!**

*Before you buy, use or discard an item, ask yourself:*

*Reduce: Do I really need this? Can I buy this with less packaging?*

*Reuse: Can I or someone else use this again?*

*Recycle: Can I recycle this after I use it?*

*Buy Recycled: Can I purchase this item with recycled content (to stimulate recycling market)?*

#### NOT Accepted:

- ✓ Food residue; food-soiled paper (add to compost or worm bin)
- ✓ Shredded paper (add to compost)
- ✓ Paper towels, plates, napkins, tissues
- ✓ Plastic bags (reuse or recycle at retail stores)
- ✓ Plastics #3-7: cups, food trays, plates, utensils, take-out containers, straws
- ✓ Styrofoam cups, plates, trays, take-out containers
- ✓ Styrofoam packaging and peanuts (reuse or take to mailing house)
- ✓ Styrofoam forms and dock material
- ✓ Bubble, shrink and food wrap
- ✓ Aluminum foil and trays
- ✓ Prescription vials
- ✓ Needles and syringes (speak to site attendant for special handling)
- ✓ Nursery pots and flats
- ✓ Disposable diapers
- ✓ Cloth and rags
- ✓ Construction & demolition materials
- ✓ Ceramics and dishes
- ✓ Mirrors and window glass
- ✓ Light bulbs
- ✓ Household batteries
- ✓ Toxic containers (oil, antifreeze, pesticides, paints, etc.)
- ✓ Propane bottles
- ✓ Gas cans and tanks

**COVER ALL LOADS SECURELY TO  
PREVENT  
LITTERING AND TO AVOID A SURCHARGE!**

San Juan County Solid Waste:  
360-370-0503

## DISPOSAL ALTERNATIVES FOR GARBAGE AND RECYCLING

### GARBAGE

- Call San Juan Sanitation Company, 376-4709, for route collection schedule and rates
- Deliver to Skagit County Solid Waste Facility, 14104 Ovenall Road, Mount Vernon, open every day except holidays, 8:30 a.m. to 6 p.m.

### BULKY ITEMS

- Call San Juan Sanitation Co., at 376-4709, for pick-up and rates

### REUSABLE ITEMS

- Orcas - take items to The Exchange
- Lopez - take items to the Take It or Leave It
- all islands - thrift and resale shops
- San Juan Island Firefighters Thrift Store, Consignment Treasures

### RECYCLING

- Call San Juan Sanitation Co., 376-4709, for route collection schedule and rates
- Sort and deliver to Skagit River Steel & Recycling Co., Burlington. Call 1-800-869-7097 for current list of materials accepted and associated fees

### ALUMINUM BEVERAGE CANS

- Lions Club drop-off locations on three islands

### SCRAP METAL

- San Juan Sanitation Co., Orcas Island, (call 376-4709 for current rates and hours)

### USED MOTOR OIL

- Port of Friday Harbor, for boats
- Local businesses, with service
- ORRCO (Oil Re-Refining Co.), for large amounts, call 206-200-9054
- County collection events

### USED ANTIFREEZE

- Local businesses, with service
- ORRCO – for large amounts
- County collection events

### LEAD/ACID BATTERIES

- Port of Friday Harbor, for boats
- NAPA and other local sales and services businesses
- All Battery Sales and Service Co - pickup for large volumes

### ALKALINE BATTERIES

- Ace Hardware, Friday Harbor and Anacortes

### APPLIANCES

- On San Juan Island, Consignment Treasures (370-5562) will pick up for a fee
- Orcas Exchange – fees apply
- San Juan Sanitation Co. - deliver to Orcas facility - fees apply

### ELECTRONICS (computers, laptops, monitors, televisions) – free recycling

- Consignment Treasures
- Orcas Exchange

### COMPACT FLUORESCENT LIGHT BULBS (CFLs)

- OPALCO offices have drop off boxes – free recycling

## APPENDIX C. COMMUNITY COMPOSTING

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The most current regulations for composting facilities can be found in the Washington Administrative Code, Chapter 173-350-220: <http://apps.leg.wa.gov/WAC/default.aspx?cite=173-350-220>

The Department of Ecology's website <http://www.ecy.wa.gov/programs/swfa/organics/soil.html> provides information on

### **Compost and Healthy Soil:**

Illustrated information sheets are available on line on the following topics:

[A User's Guide to Compost](#)<sup>32</sup>

[Backyard Composting, It's Only Natural](#)<sup>33</sup>

[Building Healthy Soil](#)<sup>34</sup>

[Buying Topsoil/Soil Blend Products](#)<sup>35</sup>

[Buying and Using Compost](#)<sup>36</sup>

[Buying and Using Organic Mulch](#)<sup>37</sup>

[Natural Yard Care](#)<sup>38</sup>

[Why Compost?](#)<sup>39</sup> Also available in [Spanish](#)<sup>40</sup>.

See the footnotes to each of the titles above for the web addresses of each document.

Ecology also has produced a guidance document for building larger-scale commercial composting operations called *Siting and Operating Compost Facilities in Washington State, Good Management Practices*. It is found at:

<https://fortress.wa.gov/ecy/publications/publications/1107005.pdf>.

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<sup>32</sup> <http://www.ecy.wa.gov/programs/swfa/organics/pdf/aUsersGuide.pdf>

<sup>33</sup> <http://www.epa.gov/epawaste/conservation/rrr/greenscapes/pubs/compost-guide.pdf>

<sup>34</sup> <https://fortress.wa.gov/ecy/publications/publications/0907035.pdf>

<sup>35</sup> <https://fortress.wa.gov/ecy/publications/publications/0907032.pdf>

<sup>36</sup> <https://fortress.wa.gov/ecy/publications/publications/1007028.pdf>

<sup>37</sup> <https://fortress.wa.gov/ecy/publications/publications/0907033.pdf>

<sup>38</sup> <https://fortress.wa.gov/ecy/publications/publications/0807064.pdf>

<sup>39</sup> <https://fortress.wa.gov/ecy/publications/summarypages/0507017.html>

<sup>40</sup> <https://fortress.wa.gov/ecy/publications/summarypages/0507017es.html>





## APPENDIX D. COLLECTION

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### 1. AMOUNTS OF MATERIALS COLLECTED

#### GARBAGE

Each of the County facilities records tonnage delivered to it, and records show that the amount of garbage has been decreasing over the last five years, with a sharper decline in 2010.

**Table D.1. Tons of garbage collected and brought to County facilities**

FACILITY	2006	2007	2008	2009	2010	2011
San Juan	6,340	6,615	6,075	5,097	2,847	1,318
Orcas	5,096	5,464	5,858	4,564	5,189	5,433
Lopez	635	718	656	694	544	451
Total	11,436	12,079	11,934	10,350	8,580	7,202

In July of 2010, route collection packer trucks that had been delivering their tonnage to San Juan Station were redirected to Orcas. Those from the Town of Friday Harbor shifted many deliveries to Skagit County as the Town exercised its exemption from flow control. Construction activity has also declined since 2008.

#### RECYCLABLES

Amounts of recyclables collected and brought to each of the County facilities over the last five years have shown much less variability, with the total amounts always near 3,000 tons. The steady amount of recyclables, which contrasts with the declining amount of garbage, could indicate: residents are buying fewer new items to replace old ones; and more discards may be going into the reuse facilities.

**Table D.2. Tons of recyclables collected at County facilities**

FACILITY	2006	2007	2008	2009	2010	2011
San Juan	1,288	1,312	1,303	1,166	1,080	890
Orcas	1,553	1,632	1,557	1,530	1,474	1,591
Lopez	431	300	448	349	393	320
Total	3,218	3,244	3,308	3,044	2,947	2,801

Garbage amounts have varied from the early records of 9,000 tons in 2000, then hovered between 11,000 and 12,000 tons from 2002 to 2005. The average was well over 12,000 tons in 2006 - 2008. Tonnage delivered to the County facilities began a sharp decline in 2009 to 10,000

tons, and then down to 8,580 in 2010 and 7,202 in 2011. The recycling amounts have not fluctuated along with the garbage amounts. So the variable is garbage, and the proportion of recycling may reach 50% without actually increasing the tonnage of recyclable materials.

**REUSABLE ITEMS**

Many county residents prefer to further sort their discarded items into reusable materials and deliver them to the Exchange or Take It or Leave It, which are located at County facilities on Lopez and Orcas, to Consignment Treasures on San Juan Island, or to thrift shops at various locations. No figures are available for materials diverted by re-use.

**APPLIANCES**

Each of the three County facilities accepts appliances: refrigerators, washing machines, stoves, etc., generally known as "white goods". They are held at the County facility for a regular monthly collection, under a contract with a company from Sedro-Woolley. Rick's Refrigeration transports the appliances to its shop and removes any refrigeration gases from them, then delivers them to a steel recycling operation in Burlington. The overall weight of appliances brought to County facilities has declined since a peak in 2007. Table H-3 shows this decline, which may be attributed to used appliance removal by those delivering new appliances, to the 2008 economic downturn, or to other factors.

<i><b>Table D.3. Appliances collected for recycling</b></i>					
Year	2006	2007	2008	2009	2010
Tons					
Weight in tons	152	170	115	102	70

**SPECIAL WASTES**

Special wastes are those that require special handling for health or safety concerns. Typically, they have been self-hauled and accepted at each of the County facilities. Special Wastes include medical sharps (hypodermic needles), batteries, oil, antifreeze, tires, florescent light bulbs, and electronic waste such as computers and televisions.

Some special wastes can be delivered to containers at the County facilities at any time when the facility is open. Others, such as household hazardous wastes, are only collected at special events and transported out of the county on the same day that they are collected.

**COLLECTION EVENTS**

Household hazardous waste is the major focus of County-run collection events. The Department of Ecology supports three-quarters of the expense of these daylong events, held annually at each of the County solid waste facilities. The collected hazardous waste materials are not stored at the County facilities, but are transported to the mainland for disposal on the

same day as collection. Each expensive event relies on using a specialized company, Clean Harbors, Inc. at this time, to properly contain the collected materials and transport them to mainland disposal or materials recovery (recycling) facilities.

## **2. COLLECTION SYSTEM OPTIONS CONSIDERED**

Both the current three-station system and the proposed route collection system have their benefits and costs.

### **THREE SAN JUAN COUNTY STATIONS**

Continued availability of self-haul to three County solid waste facilities that are open to the public in combination with subscription service for garbage collection by a private route collection company.

#### **ADVANTAGES**

- Custom and tradition as local preference for many residents
- Convenience of self-hauling recycling and garbage at personal schedule
- Route collection option is available
- Reuse facilities on two islands are routinely visible
- Convenient drop-off of special wastes

#### **CHALLENGES**

- Paying for regulatory improvements to facilities for solid waste handling and to control stormwater runoff and contaminants.
- Expenses of operating and maintaining three SW facilities. Debt for the system stands at \$800,000 in 2010.
- Tip fee revenue for the rising costs passed on to users of the three County SW sites will probably continue to decline as individuals are attracted to the lesser costs for drop-off available in Skagit County.
- Rigorous enforcement of flow control could become necessary to provide predictable income from County facilities for budgeting purposes.
- Recycling pick-up may not be offered by the certificated hauler, resulting in a disincentive to subscribe to route collection.
- The proposed SW User Fee on real property was not accepted by voters.

### **ROUTE COLLECTION**

The county can cease operations and rely on route collection by the WUTC certificated hauler for both garbage and recyclables. For the residents who do not live on roads serviceable by the collection company vehicles, a serviceable location may be determined. The route collector, San Juan Sanitation, can deliver loads to regional facilities. San Juan Solid waste facilities would be available for lease and open to the public.

#### **ADVANTAGES**

- Regular collection of solid waste at or near each residence and business
- Fees are known in advance, rather than figured when delivered to the facility

- The County will incur far fewer expenses in staff time and bookkeeping
- Transfer and disposal contracts will be handled by the regional facility and would no longer be a San Juan County expense.
- The long-haul and disposal contracts that the County is a party to expire December 31, 2012, and would not need to be renewed or renegotiated.
- Less risk of several weeks' garbage storage at residences, which can encourage insects, animals, and vectors near homes.
- The County would be relieved of expensive repairs to solid waste facilities
- Special or bulky wastes can be included in route collection
- Collector can tag cans with reminders and otherwise promote recycling.

#### CHALLENGES

- Recycling service frequency may affect recycling volumes
- Reuse operations on County properties may be less used, adversely affecting reuse
- Potential confusion during transition and implementation, and loss of waste reduction habits
- The County must continue expensive hazardous waste collection activities, and it may become challenging for the County to match the state grant funding it has relied upon for several years.

## APPENDIX E. SUMMARY OF SOLID WASTE FACILITIES

Location/ Name	Area - used/ acres	Landfill	Local population	FACILITIES	ACCESS & TRAFFIC All figures are for 2010	Deficiencies in handling current SW stream
San Juan Island	0.83 acres in use  2 acres total (owned by town of Friday Harbor)	closed	7,700 (Approx. 2,250 in Town of Friday Harbor)	Scale Scale house Drop box for garbage Drop box for commingled recyclables	Open 3 days/week  <u>Traffic</u> 9,937 Self-haul vehicles 144 San Juan Sanitation vehicles  <u>Volume</u> Garbage 2,847 tons Recyclables 1,080 tons, incl. 31 tons appliances	<ul style="list-style-type: none"> <li>• Multiple stormwater issues</li> <li>• Pavement insufficient and in poor condition</li> <li>• Tipping floor cracked, not sealed</li> <li>• Tipping floor cover not up to standards</li> <li>• No trailer tarping station</li> <li>• No cover for waste material containers until tarped for transfer</li> <li>• No cover for used oil, antifreeze, battery storage areas</li> <li>• No containment area for used oil</li> <li>• No covered equipment parking and soil exposed to fluids leaking from equipment</li> <li>• Traffic congestion</li> </ul>
Lopez	0.4 acres in use  1.5 acres total	none	2,500 Lopez residents	Z Wall Drop box - garbage Drop box - commingled recyclables Office building Re-use collection & redistribution shed.	Open 2 days/week  <u>Traffic</u> 11,425 Self-haul vehicles  <u>Volume</u> Garbage - 2,847 tons Recyclables - 1,080 tons, incl. 31 tons appliances	<ul style="list-style-type: none"> <li>• Pavement insufficient and in poor condition</li> <li>• No scale</li> <li>• White goods (appliances) not covered</li> <li>• Access to reuse facility</li> </ul>
Orcas	1.09 in use  14 acres total	closed	5,100 Orcas residents	Scale Scale house Z-wall Enclosed tipping floor Drop box for garbage Drop box for commingled recyclables Transfer staging re-use (private organization)	Open 3 days/week  <u>Traffic</u> 21,190 Self-haul vehicles 906 SJS vehicles  <u>Volume</u> Garbage 5,189 tons Recyclables 1,474 tons, incl. 24 tons appliances	<ul style="list-style-type: none"> <li>• Pavement insufficient and in poor condition</li> <li>• No cover for waste material containers until tarped for transfer</li> <li>• No trailer tarping station</li> <li>• No covered equipment parking and soil exposed to fluids leaking from equipment</li> <li>• Limited holding area for incoming traffic.</li> </ul>



## **APPENDIX F. WASTE MANAGEMENT CONTRACT**

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### **Waste Management Contract**

On March 12, 2002, San Juan County (County) entered into a contract with Waste Management, Inc. (Contractor) to provide:

- 1) transport and final disposition of solid waste (MSW) from the County's Orcas Island Transfer Station, San Juan Island Transfer Station and Lopez Island Drop Box Facility to a landfill meeting state and federal standards for disposal; and,
- 2) transport and processing of commingled recyclable materials (RM) from the County's Orcas Island RM Collection Center and San Juan Island RM Collection Center. Transport and processing of RM from the County's Lopez Island RM Collection Center was excluded from the contract.

The contract expires December 31, 2012.

### **Responsibilities**

Waste Management, the Contractor, is responsible for providing adequate long-haul transfer trailers and containers and is also responsible for removing all MSW and RM so as not to delay County operations. Further, Waste Management is responsible for costs of repair or replacement of long-haul transfer trailers and containers as well as damages to County facilities used in providing the service to the County.

The County is responsible for ensuring all RM and MSW are loaded in separate long-haul transfer trailer containers and that all loaded containers are road legal prior to removal by the Contractor. The County is obligated to pay all fines or penalties for overweight vehicles. Subject to controlling law, the County shall direct by ordinance all MSW originating in the unincorporated areas of San Juan County is taken to County solid waste facilities.

### **Costs**

The County pays the Contractor a RM Tipping Fee and a MSW Tipping Fee to compensate for all costs incurred in providing the contracted services. Annually, each July 1, during the term of the contract, the Tipping Fees will be automatically adjusted by a percentage equal to seventy-five percent of the annual percentage change in the Consumer Price Index (CPI) for the preceding 12-month period ending in March. Additionally, the County will reimburse the Contractor for the cost of all barges and/or ferries necessary to provide the service.

Source: "Contract for Solid Waste and Recyclable Material Handling Between Waste Management of Washington, Inc. and San Juan County, Washington", March 12, 2002.





## **APPENDIX G. COUNTY CLOSED LANDFILLS**

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### **RESPONSIBILITIES**

Five publically owned landfills have been closed in San Juan County in compliance with state requirements. These are the County's two Orcas Island landfills and one Lopez Island Landfill and the Town of Friday Harbor's two landfills on San Juan Island.

#### **Closed Orcas Island Landfills**

The two closed Orcas Island landfills are located on 31 acres of County land shared with the operating Orcas Transfer Station. The parcel is approximately 3 miles southwest of East Sound on an upland area between Crow Valley to the west and East Sound to the East at 3398 Orcas Road. The two adjacent closed landfills, separated by an access road and drainage ditch, occupy approximately 10 acres of the 30-acre parcel immediately northwest of the operating transfer station. The larger of the two landfills (8.7-acres) contains municipal solid waste (MSW) and the smaller landfill (1.1-acre) contains construction and demolition (C&D) waste. The County is responsible for the post-closure maintenance and monitoring of both landfills.

Waste was placed in the MSW landfill from 1967 to 1994. The landfill closure design was completed in 1993, and closure conducted between September 1994 and June 1995 in accordance with Washington Administrative Code (WAC) 173-304. A composite soil-geomembrane cover was installed and surface water drainage control structures constructed on and around the perimeter of the cover as part of the closure construction. Additionally, a gas monitoring and venting system was installed as part of the closure plan. Ground water quality is monitored by a system of monitoring wells installed in 1981 around the perimeter of the landfill.

Construction and demolition waste was placed in the C&D landfill until 2003. The landfill was closed in 2004. As part of final closure a cover of soil and vegetation was installed and surface water ditches constructed around the perimeter of the cover to intercept run-on and collect run-off. The ditches convey the storm water to a culvert that discharges to the ditch between the C&D landfill and MSW landfill.

#### **Closed San Juan Island Landfills**

The closed San Juan Island landfills are located on a 26-acre parcel owned by the Town of Friday Harbor. The parcel is approximately 3 miles northwest of Friday Harbor at 212 Sutton Road. The closed landfills occupy approximately 4 acres. The County operates its San Juan Drop Box facility on 2 acres of the parcel leased from the Town immediately adjacent to the closed landfills. The larger of the two landfills (2.3-acres) contains municipal solid waste (MSW) and the smaller landfill (1.7-acres) contains ash waste from the Town of Friday Harbor's former on-site municipal solid waste incinerators.

Beginning in the 1930's the MSW landfill area served as a dumping ground. Over time it evolved to serve as a MSW landfill. Disposal ended in 1979 when the MSW landfill was closed according to the closure requirements of WAC 173-301. Landfill closure included coverage of the landfill with 1 foot of soil. Later, during completion of the ash waste landfill closure, the existing MSW portion cover system and drainage were improved by upgrading the drainage system and adding a layer of topsoil to approximately 80 percent of the landfill. In addition, the

area along the west side of the MSW portion, referred to as the storage yard area, was covered with 1 to 4 feet of additional soil, graded to promote drainage, and surfaced with 4 inches of gravel. Runoff is transferred through a drainage ditch at the perimeter of the closed landfills to a storm water detention pond south of the landfills.

“Friday Harbor Landfill Closure/Post-Closure Plan”, SCS Engineers, February 1994.

“San Juan Island Transfer Station Site Phase I Environmental Assessment”, Floyd-Snider, April, 27, 2010

A 1976 Town of Friday Harbor solid waste management plan determined that the use of incinerators would reduce the volume of waste for disposal at the operating MSW landfill. The incinerators were located immediately downgradient (south) of the operating landfill in 1979. The machinery in use in 1980 included two incinerators and a 10-foot pit burner and a modular incinerator.

The Town of Friday Harbor’s ash waste landfill operated from 1979 to 1993. The ash landfill was kept separate from the MSW landfill to control ignition of the unburned MSW from the ash waste. In April 1993, the ash waste portion stopped receiving ash waste, and closure began under WAC 173-304. The cover system on the closed ash waste landfill includes a passive gas collection piping and venting system beneath a landfill cap consisting of a foundation layer, a geosynthetic barrier layer, a drainage layer, and a topsoil vegetation layer.

The initial groundwater monitoring well network was installed surrounding the MSW landfill in 1990. Additional groundwater monitoring wells were installed in 1995 following closure of the ash waste landfill to provide for monitoring points downgradient of the ash waste. In 2007, the groundwater monitoring network was enhanced to include monitoring wells down gradient of the ash wasteland fill wells based on detected concentrations of chemical constituents, and presumed water quality impacts.

### **Closed Lopez Island Landfill**

The closed Lopez Island general purpose landfill is located on a 23-acre parcel of County land on Lopez Island on Fisherman Bay Road. Municipal solid waste was placed in the landfill until 1981. In 1981 the County closed the landfill in accordance with WAC 173-301 and is responsible for maintenance. Landfill closure included coverage of the landfill with 1 foot of soil. No landfill gas or ground water monitoring was required and no systems to do so were installed.

Sources: "2009 Annual Environmental Monitoring Report, Orcas Island Landfill, San Juan County, Washington", Shannon & Wilson, Inc., February 24, 2010.

Source San Juan Island Transfer Station Site Phase I Environmental Assessment”, Floyd-Snider, April, 27, 2010

“1996 SOLID WASTE MANAGEMENT PLAN FOR SAN JUAN COUNTY”, San Juan County and Town of Friday Harbor, February 26, 1996.

## **APPENDIX H. HAZARDOUS WASTE INVENTORY**

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The Washington State Department of Ecology has collected reports and data from property owners and other sources regarding hazardous waste generation and contaminated sites in San Juan County.

Remedial Action Sites: Ecology's list of confirmed and suspected contaminated sites in San Juan County can be found at <https://fortress.wa.gov/ecy/gsp/sitesearchpage.aspx>. Select San Juan County and scroll down for list of sites. Status and links to reports are available on the site page.

### Transporters & Facilities that Treat, Store, Dispose & Recycle Hazardous Waste:

Because there is no licensed hazardous waste treatment, storage and/or disposal facility located in San Juan County, MRW is shipped to mainland facilities using a registered hazardous waste transporter, currently Clean Harbors Environmental Service under a State of Washington contract. The County's current oil and antifreeze recycler is ORRCO (Oil Re-Refining Company); lead-acid batteries are recycled through Interstate Batteries.

### Dangerous Waste Generators

As of January 2011, Ecology records indicate the presence of 139 regulated dangerous waste generators in San Juan County. However, this figure includes those that have submitted paperwork identifying themselves as both active and inactive generators. According to Ecology, information characterizing and quantifying the SQG hazardous waste stream is limited. The most useful information on this waste stream is most likely gathered through targeted site visits by the local source control program.

### Zone Designation for State Regulated Hazardous Waste Facilities (Treatment and Storage):

As noted in the County's 1991 Hazardous Waste Plan, San Juan County and the Town of Friday Harbor submitted to Ecology a letter dated July 30, 1990, requesting exemption from zone designation requirements for siting hazardous waste facilities in the County, in accordance with 70.105.210-225 RCW.



## **APPENDIX I. EDUCATION**

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Two types of education programs are important to the success of waste management in San Juan County.

The first is to ensure that the residents and any others using the waste system are kept well informed during the transition from county-managed facilities to a primary reliance on route collection. This transition could involve using privately managed facilities for delivery of recyclables, garbage, or special wastes.

In accordance with WAC 480-70-361(7)(a) and San Juan County ordinance 2-2012, the route collector is responsible for keeping customers informed of schedules and of informing them of proper preparation for recyclable materials.

The education need to continue to promote public engagement in activities that result in waste reduction is best led by the County: providing the list of recyclable materials, providing school programs and adult education on composting, bulk purchasing and reduction of unwanted packaging materials.

### **Groups to address in education and outreach**

The U.S. Department of Commerce, Bureau of Economic Analysis, estimates that the average per capita income in San Juan County in 2009 was \$56,873. For comparison, consider that the average income for the same year in the Seattle-Bellevue-Everett area was \$53,369. The Washington state average was \$42,870, and the non-metropolitan average was \$32,439.

Further, personal income sources for San Juan County residents was from dividends, interest, and rents (55 percent) and from net earnings in San Juan County (32 percent). In contrast, residents of the Seattle-Bellevue-Everett area had 21 percent of their personal income derived from dividends, interest, and rents and 68 percent from their net earnings in their place of residence.

In 2009, the largest population segment in San Juan County was between the ages of 50 to 54 with 51 being the overall median age.

The following table attempts to assign interests, programs, and effective media grouped by generation, with a goal of beginning to strategize means to engage people in solid waste programs and initiatives.

**Table I.1. Education programs and media**

Generational Group of County residents in 2009		Interests and opportunities	Target programs and media
AGE	# persons		
5 - 14	1,629	Classroom projects, waste reduction, gardening, vermicomposting	Class projects, afterschool groups, lunchroom composting, library presentations
15 - 19	781	Science classes, waste reduction, recycling, composting, climate change	School and afterschool programs Websites. Projects with school credit or college entrance credits
20 - 29	1,035	Reduction, reuse, recycling Environmental conservation	websites, workshops. news releases, electronic social media, phone calls and email questions
30 - 39	1,337	Children's activities, future economic and environmental conditions. Costs and convenience, boating for both groups.	Mailings, websites, workshops, public meetings, news releases, electronic social media, phone calls and email questions for both groups.
40 - 49	2,575		
50 - 59*	3,609	Community, future economic and environmental conditions. Costs and convenience, boating	Public meetings. Volunteer projects, websites, mailings, news releases, personal recommendations, phone calls and email questions
60 - 69*	3,058	Community, future economic and environmental conditions. Costs and convenience, boating	Public meetings. Volunteer projects, websites, mailings, news releases, personal recommendations
70 - 79	1,283	Community	Public meetings. Volunteer projects, websites, mailings, news releases, personal recommendations
80 +	815	Community	Personal networking

Solid waste projects can enhance the County's networking with school programs. Ecology and educational grant programs can be sought to support materials, visits by specialists, information and curriculum development. Hands-on programs, such as recycling paper, composting, and science fair projects will be appealing to the student age groups.

In the adult population, young adults between 20-29 and 30-39 among others, will be interested in activities such as litter clean-ups, and participation in committees and advisory groups.

Families with children and business entrepreneurs may also be found in the 40-49 group, suggesting particular educational activities.

The largest age groups by decade are 50-59 and 60-69 and are often represent retirees who may have good blocks of volunteer time available.

Note that the tourist population and seasonal residents who count their primary residence elsewhere, will be coming with information local to their own residences, and constitute a group with yet another perspective to be addressed in solid waste education.

### **Outreach possibilities for community groups**

- School groups – in-school, after school, and youth activities; mentoring; County Fair; Children’s Festival
  - Additional hands-on outreach by staff to educate K - 12 students on the 3 R’s. Supporting existing school activities with posters, handouts, etc. is important. Education activities can be focused on creating awareness and enthusiasm in youth at school who can carry home the message to reduce, reuse, recycle. .
  - The Waste Reduction and Hazardous Waste Program has developed an email distribution list of faculty and other school staff for all the islands in San Juan County; regular notices of waste-related grant availability, Washington Green Schools promotion, eco-focused videos and contests, and other such information is shared through this list.
  - Community clean-up days
  - Outreach to engage students in web design, videos, and other outreach products
- Volunteers - retired persons can help with education projects, as well as with litter clean-ups. Their e interest in serving on boards and committees can help to spread the word throughout a larger audience.
- Grant funding from the Department of Ecology can fund eligible projects defined in grant application. These projects could focus on age cohorts, businesses, etc.
- County Green Team and County Facilities staff – coordination with efforts reduce use of paper and other supplies, reduce toxins in cleaning supplies, and promote more use of rechargeable batteries.
- Composting program partners (farming and gardening agencies and local non-profit organizations such as WSU Master Gardeners, WSU Extension Agriculture Program, San Juan Islands Conservation District, SJC Agricultural Resources Committee. The San Juan Islands Conservation District website has an extensive list of local, regional, and state resources on all aspects of composting.



### **Responsibility for education programs**

San Juan County's waste reduction efforts have been implemented by the Solid Waste Division and Waste Reduction/Hazardous Waste Coordination Program. Education should be expanded to even include greater variety in media approaches, more specific audience targeting, and initiation of good public relations.

In the transition to route collection, the collection company will handle the basics of helping the public know what is recyclable and what the collection schedules, fees, and options are.

### **Techniques**

Programs to be implemented will need advance education. For example, if curbside collection of recyclables is added to services, planning would include information fact sheets using media that could include mailing, newspaper inserts, community bulletin boards and designated people trained to discuss this new program with civic and environmental groups.

Diverse approaches are needed, such as:

- one-to-one discussions/personal experiences
- professional assistance through workshops
- mailings
- tabloid or flier inserts in newspaper to explain any changes in the system: before, during and after.
- Radio
- Roadside message boards

## **RECOMMENDED STRATEGIES**

*Always consider the audience in the design and wording of materials and in the presentation and media.*

Messages that include:

- Product - benefits associated with the desired actions.
- Price - minimum cost to the consumer.
- Place - reuse facilities, collection points -make them available in places that reach the audience and fit its lifestyles.
- Promote - maximize the desired responses creatively.

### **Media**

To design and carry out promotional campaigns, use

- new logos, slogans, overarching logo for new programs
- design with color-specific messages
- printed materials
- web pages
- mailings
- press releases
- advertising

- "oops" tags when source separation is not practiced
- courtesy letters to residents not recycling
- video or photos of Council members handling their own recyclables at home

### Tools

#### Social marketing

- Find the common elements among the county's populace that will tip an education campaign into success. Early focus group discussions will be useful for years to come on community values.
- Integrate well-thought out messages with graphic design material, signage, brochures, classroom exhibits, websites and posters/slogans on the sides of trucks for:
  - collection events
  - home and business visits
  - presentations to groups
  - community meetings and workshops
  - hotline telephone and email
  - County fair
  - parades/events/picnics for Earth Day, Memorial Day and 4th of July.
- Develop tabloid information piece to be inserted into local newspapers that displays the services of the Solid Waste Division and highlights the new programs

Determine program costs and funding sources

## **PROGRAM EVALUATION CRITERIA AND PROCESS**

The success of an education campaign depends on the support of citizens, government agencies and elected officials (i.e. adequate funding). Measurement include:

- Positive response from public to changes
- Waste reduction and recycling from point of entry efforts.

### Strategies

- Use newspaper and on-line advertising.
- Design posters and signs displaying what is recyclable and what is garbage or special or hazardous waste and place them at relevant locations, such as drop boxes.
- Present recyclable items and lists in a variety of ways such as illustrating the list of recyclables and grouping materials.
- Maintain county website and keep it current.
- Consider updating and re-printing of the Hazardous Waste Guidelines and other useful brochures or booklets.

**PREVENT WASTE BEFORE  
YOU BUY, USE, OR DISCARD AN ITEM**

Ask yourself:

- |  |                     |
|--|---------------------|
| <i>Can I buy this product with less packaging?</i> | <b>Reduce</b>       |
| <i>Can I or someone else use this again?</i>       | <b>Reuse</b>        |
| <i>Can I recycle this product after I use it?</i>  | <b>Recycle</b>      |
| <i>Can I get this item with recycled content?</i>  | <b>Buy recycled</b> |

**Sample slogans and programs**

Say no to packaging

Say no to junk mail

REDUCE

Reducing your consumption saves you money and conserves our natural resources

- look for durable products and packaging made from renewable resources
- close the loop, buy products made from post-consumer recycled material
- choose products that have fewer disposable parts
- use reusable water bottles, travel mugs, shopping bags, lunch bags, etc.

REUSE

Conventional reuse is when something is used again for the same function. New-life reuse is when an item is used for a new function. By exchanging useful products, without reprocessing, reuse helps save time, money, energy and resources. What can you reuse today, before throwing it out or recycling it?

Provide education programs to schools

Zero waste school projects, grade 4-6 classroom visits, units on waste reduction, recycling, composting, and resource reduction, . waste free lunch program: apply zero-waste principles to creating a waste-free lunch box for students for kindergarten to high school.

- Help your school attain a zero-waste cafeteria with a comprehensive compost and recycling system

Waste audits

Seasonal yard waste composting workshops. schedule and advertise well in advance

## **APPENDIX J. PUBLIC OPINION SURVEY SUMMARY**

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*A copy of the executive summary of the Survey follows. For the complete text of the draft, please go to Solid Waste Survey<sup>41</sup>*

# **San Juan County Solid Waste Public Input for Decision Making**

Report presented to

The San Juan County Council and Public Works Department

by

Nina Rook

Marketing Resources

August 30, 2010

### **Executive summary**

This report summarizes the findings of a mail and Internet survey of San Juan County residents conducted in July, 2010 in support of updating the County's Solid and Hazardous Waste management plan. The survey was mailed to a randomly selected core sample of 4,000 households; use of random sampling ensures that the results from the sample broadly represent the wider community. A total of 1052 responses from our core sample was received by the response cut-off date for a response rate of 26.3%. The large number of responses resulted in a worst case error of  $\pm 3\%$ . An additional 233 respondents participated in a publically accessible version of the survey, for a total of 1285.

This response rate is high for a single-shot mail survey, indicating a high interest level in our topics. Additionally, over 70% of respondents completed the open-ended questions and added additional text comments, some of them at length. The size of the response and the engagement of the respondents indicate that solid waste management is of great interest to the County community. Our respondents were overwhelmingly year-round residents, came from throughout the county, and had personal experience of using the systems on the islands.

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<sup>41</sup> [http://sanjuanco.com/SWAC/docs/SWMPMeetingDocs/SJC\\_SW\\_Survey\\_Report.pdf](http://sanjuanco.com/SWAC/docs/SWMPMeetingDocs/SJC_SW_Survey_Report.pdf)

### ***Allocation of resources among services***

When asked whether they would like to allocate less, about the same, or more resource to 19 different Solid Waste functions:

- Respondents would like more of everything -- a higher level of service. Core respondents would like to assign more resources to 17 of the 19 options.
- The top priorities for the core respondents were self-haul drop-off, hazardous waste drop-off, and dealing with construction waste. Curbside pick-up ranked last.

The significant differences between islands are that, compared to other locations:

- San Juan (County) (unincorporated San Juan Island) and the Outer Islands (islands without ferry service) would allocate more resources to self-haul drop-off
- Outer Islands would allocate more resources to hazardous waste drop-off
- San Juan (County), Friday Harbor and the Outer Islands would allocate more resources to increasing hours
- Lopez would allocate more resources to re-use, to self-sorting recyclables and to improving parking, and less to composting yard waste
- Orcas allocated more resources to composting food wastes and other scraps
- The Outer Islands consistently allocate more resources to most of the services presented

### ***Considering different organizational structures***

When asked how favorable they were to different organizational structures, including more local control, setting up a cooperative, or maintaining the current system:

- Only “more use of volunteers. . . “ was scored much above the midpoint in favorability
- Lopez was more favorable to local control and to local advisory committees
- Orcas and Shaw were more favorable to maintaining the current system

### ***Attitudes towards paying for solid wastes***

- While respondents claimed to agree with emphasizing waste reduction and re-use, they were less agreeable to specific means, e.g. taxes, or to paying for recycling.
- Lopez and Friday Harbor were more favorable towards each island having its own system
- Friday Harbor was more supportive of pay for recycling – though still with less than a median score.

### ***Support of different budget solutions***

- No solution to budgetary challenges rated above the midpoint, except for “regular audits of solid waste”.
- There is some evidence from the open-ended comments, that there are two sets of beliefs that could solve the financial issues. One is that reducing inefficiencies, firing staff or cutting pay for San Juan County solid waste would reverse the situation; the other is that a carefully managed recycling program would generate significant revenue.

- The highest ranked solution that addressed the structural problem of charging only for garbage while garbage is decreasing is the concept of an annual household recycling “membership”. Orcas and Shaw were the most favorable to all the mechanisms for dealing with budget imbalances that were suggested
- Only Shaw scored consistently above the midpoint on multiple scales.

***Findings from the Analysis of Open-ended Questions***

The top five issues from the analysis of the verbatim comments were:

- Consistent/ longer hours/more days
- Frustration (with SW management, Council, lack of decisions)
- Curbside garbage/ recycling pick-up
- Privatize
- Education

There were significant differences in incidence in five of the 31 categories established:

- Composting was mentioned favorably less by Lopez respondents, than others
- Improved traffic flow was mentioned more often by San Juan islanders (both County and Friday Harbor)
- Lopez and Friday Harbor were more likely to cite keeping the existing system/no change
- Lopez respondents were more likely to mention local control, and
- San Juan County respondents more likely to want to reduce recyclables.

The significant differences between core respondents and self-selecting additional respondents are also reported.

**1. Methodology**

The San Juan County Public Works department is currently updating the county’s Solid and Hazardous Waste management plan. The updated plan will guide the department in capital and program development for the next several years.

The objective of this project was to characterize county residents’ attitudes, beliefs and values about solid waste management through a transparent, inclusive process allowing any interested resident to participate. This public input will be valuable in making urgent decisions and for establishing a long-term plan. .

We aimed to engage as many residents as possible, regardless of their ability or interest in attending public meetings to ensure that their views were understood and their needs met.

In designing the study, we (Marketing Resources) faced two major challenges:

- Balancing the need for careful consideration of complex issues, with the potential for discouraging participation because of complexity or length
- Gaining the participation of the largest cross-section of the county, within current budgetary constraints

We developed a self-report survey using a series of roundtable meetings (Exhibit 1) as well as related planning documents as background research. In the round table meetings, issues and goals were discussed in an open dialog format to give a local voice and priority to complex issues. The survey is included as Appendix I. To ensure that we captured all issues important to our residents, we included two open-ended questions, as well as a number of formally structured questions.

### Round-table meetings

Date	Location	Partnering group	No. attending
May 11, 2010	Orcas Island	SWAC/former SWAC members & friends	6
May 12, 2010	Orcas Island Library	Sustainable Orcas	12
May 19, 2010	Lopez Island	Lopez Community Land Trust	7
June 3, 2010	Lopez Island Library	Lopez Village Planning Review Committee	3
June 25, 2010	Shaw Island	Community Center	7
June 9, 2010	San Juan Island	Stewardship Network of the San Juans (Information briefing)	8
June 23, 2010	San Juan Island Library	San Juan Island Chamber of Commerce	2
June 28, 2010	San Juan Island Library	Former SWAC members; Anti-Litter Committee	3

To ensure that no one who wished to participate in the survey would be left out and that no issues important to the public would be overlooked, we developed a two-pronged approach.

Firstly, we mailed the survey to a random sample of 4,000 out of the 9000 households in the county, which formed our core sample. This represented about 45% of island households. Random sampling is pivotal in ensuring reliable results. While we provided a reply-paid envelope for the response, we also provided the URL of a web-based version of the survey, for people who preferred that modality.

In parallel, we made the survey available at a second, publically available URL via the County website, and publicized its existence through conventional and social media. This gave us a second batch of respondents, a group of self-selected “at large” or “additional” respondents.

All responses were handled directly by Marketing Resources.

Once the data from the paper surveys had been entered into the database, all responses received before the cut-off date were identified by source (core or additional) and were analyzed. Our analysis focused on the core sample, but results for the additional self-selected respondents are also reported.

#### **A note on data analysis and reporting**

1. Random sampling: The core sample was drawn randomly from the island household, which, with the high response rate, assures that the responses are broadly representative of the community. Similar surveys, however, have still shown an under-representation of lowest income and language minority households.
2. Complete vs. Partial Responses: “Complete” responses were those where the final questions were answered. Responses could be “partial” for two reasons: in the on-line survey, we did not force people to include open-ended responses; for the paper survey, we could not force anyone to complete *any* specific question. Any valid response to a question was included in the analysis of that question, so that the total number of responses varies from question to question.
3. This study used a number of scale questions (classic Likert scales) which are a powerful way to collect and analyze data. All of the scales were from 1 to 7, with 4 being the midpoint.
4. In considering differences between different islands and between our core and self-selected respondents, we focus on differences that are “statistically significant”. Where there is very little spread in the data, relatively minor differences can be “significant” while having little practical effect. Where there is a lot of spread in the data, means that may look different on a chart, may be so blurred that they do not pass the test of “significance”. Results are marked with an asterisk (\*) as “significant” if the probability of their happening being a random occurrence is less than one in twenty ( $p \leq 0.05$ ).
5. The total responses received led to a worst case error of  $\pm 3\%$  for the core group. For example, if the proportion of residents in our sample responding in a specific way was 84.0%, the “true” proportion in the overall population would fall between 82.7% and 85.3% with a 95% confidence level. This level of precision provides robust data for management decision-making.
6. The findings are presented in order of the questions in the survey, rather than by importance of the finding. A data summary that presents the overall responses to each question in the survey, in question order, with breakdowns by island and by core compared to additional respondents, is included as Appendix III
7. This report presents graphical summaries of the results. The data tables underlying the graphs are included in Appendix III



8. In this survey, we received extensive open-ended input from our respondents. 73% of our respondents chose to include open-ended commentary, totaling over 33,000 words -- the text equivalent to a short novel. These comments are included as Appendix II. Coding this data is difficult; ignoring it would distort our results and potentially ignore major findings. The process we followed was:
- a. From our initial identification of key issues and from the first 50 responses, we developed categories for inclusion. The initial categories were tested and revised for the next few dozen responses, then retained.
  - b. A count was assigned for *each respondent* for *each category*. For example, if a respondent wrote vehemently in support of re-use in each open-ended question and on the back of the paper, that translated into a single count for re-use. If the respondent supported re-use in one question, longer hours in another, and wrote in the margins about hazardous waste, that would result in a count in each of these three categories.

## 2. Responses

Exhibit 2: Overall response

Source		Number	Percent
		4000	
Mail	Complete	913	
	Partial	50	
On-line	Complete	69	
	Partial	20	
	Total analyzed	1052	26.3%
Mail (Late)	Paper surveys received after cut-off	70	
	Grand total	1122	28.1%

Some 28% of our core survey recipients returned the survey or completed it on-line. A total of 1052 responses (26.3%) entered in to the analysis, with the balance arriving after the cut-off (Exhibit 2). 233 additional respondents participated in the second public ally available survey, out of about 5,000 households that did not receive a survey, for a response rate of this group of about 4.7%.

This response rate is high for a single-shot mail survey, indicating a high interest level in our topics.

### ***Response by island***

Island of residence was available for 91% of respondents, as shown in Exhibit 3 below. The response rate was highest for Lopez, at 29%. 93.9% listed San Juan County as their primary residence; 3.5% WA state, outside San Juan County, and 2.6% outside Washington State.

Exhibit 3: Response by Island

	Mailed	Responses	Percent
San Juan Island (FH + County)	1893	458	24.2%
Orcas	1308	317	24.2%
Lopez	663	192	29.0%
Shaw	79	20	25.3%
Outer (Blakeley, Center, Henry, Stuart, Waldron)	57	12	21.1%
All Grps	4000	999	25.0%

### **3. Recent use of self-haul and commercial services**

21% of respondents had a commercial service pick up garbage or recyclables at their curb in the past 2 weeks, while 72% core respondents had visited a solid waste facility (Exhibit 4), with most doing multiple transactions at the facility (Exhibit 5).

Exhibit 4: Number of visits to solid waste facility in previous 2 weeks

Number of times	Number of respondents	Percent of respondents
0	258	24.7%
1	556	53.3%
2	181	17.3%
3	32	3.1%
Other	17	1.6%

Exhibit 5: Transactions at most recent trip to a county solid waste facility

	Number of respondents	Percent of respondents
Dropped off recyclable materials	934	89.5%
Dropped off garbage	664	63.6%
Left or acquired items at a re-use facility (Exchange, Take It or Leave It)	303	29.0%
Dropped off motor oil, antifreeze, tires or medical sharps	81	7.8%
Dropped off appliances, scrap metal, or electronic waste	76	7.3%

Dropping off recyclables was the most common transaction, while the most common combination trip was dropping off both garbage and recyclables

#### **4. Prioritizing Solid Waste services and resources**

In a series of questions, we asked where respondents fell on a continuum of resources allocated to specific services and priorities, some of which are now provided, and others not. For each, they were instructed to state whether the county should *devote less resource* – in terms of time, effort and/or money – *keep resources about the same*, or *devote more resource*.

Exhibit 6 shows the priorities expressed by the core respondents:

Respondents would like more of everything, for a significantly higher level of service. Core respondents would like to assign more resources to 17 of the 19 options, but provided the priorities below:

The top priorities for allocating more resources for the core respondents were

Self-haul drop-off of garbage and recyclables

Hazardous waste drop-off

Construction waste re-use/recycling

Curbside pick-up ranked last.

Typical comments (drawn from the verbatims) were:

*Make self-haul convenient and efficient*

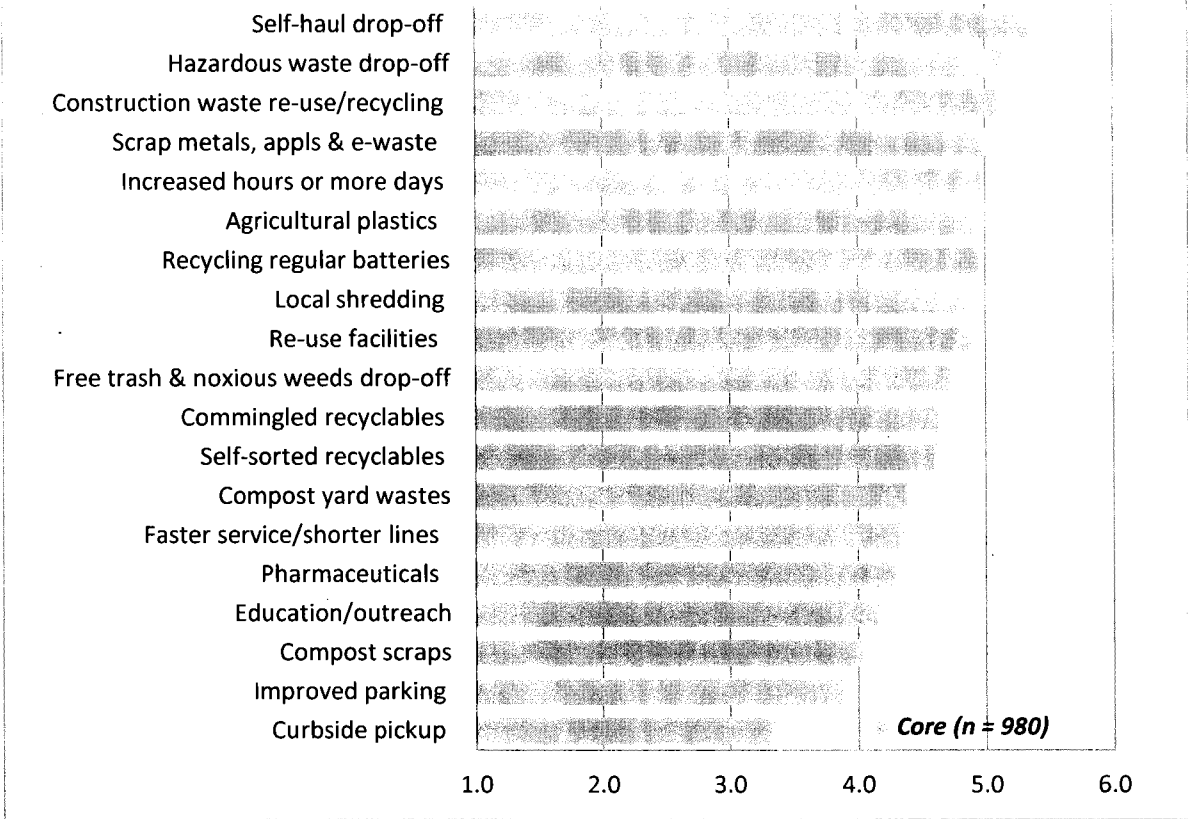
*More opportunity to get rid of hazardous waste*

*Could more construction waste be recycled?*

*Don't force everyone to have only curbside pickup at their house*

**Exhibit 6: Desired allocation of resources among services**

1 = much less resource 7 = much more



**5. Considering different organizational structures**

Of the options offered, only

“Making more use of volunteers along with county employees, to increase re-use and recycling, litter pick-up and weed control” was scored much above the midpoint (Exhibit 7). Separate disposal districts, cooperatives and local advisory committees ranked about the same as maintaining the current system, for respondents as a whole.

Comments about volunteer usage showed very different visions:

*Adult volunteers to lead kids?*

*I believe that there would be enough local support to get volunteers to help if we have the chance to provide more services to our community*

*All volunteers, union wages are killing us!*

**6. Attitudes towards paying for solid wastes**

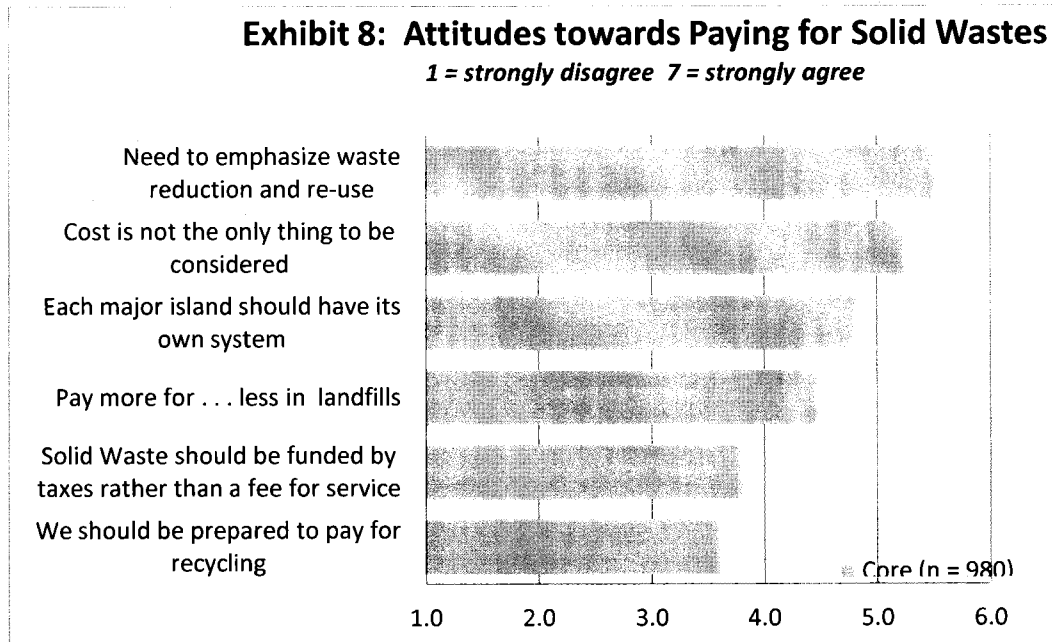
The two statements that drew broad agreement from respondents were:

*“The results of recycling just aren’t enough – we need to emphasize waste reduction and re-use” and*

*“Cost is not the only thing to be considered in the administration of public policy.”*

While respondents claimed to agree with emphasizing waste reduction and re-use, they were less agreeable to specific means, e.g. taxes, or to paying for recycling (Exhibit 8).

*Continue to encourage recycling/reuse. . .  
I strongly am opposed to fees for any type of recycling*



## 7. Support of different budget solutions

No solution to budgetary challenges rated above a 4 for core respondents, except for “regular audits of solid waste” that have no short-term implications (Exhibit 9).

The highest ranked solution that addressed the structural problem of charging only for garbage while garbage is decreasing, is the household “membership” -- “Support the recycling program through a ‘membership’ or ‘license’ that would cost \$32.00 per household/year, assuming each household buys a membership”. This ranked higher than property tax, recycling tipping fees, a parcel tax or a gate fee.

*Install small "membership" like fee for recycling not per tip fee*

*Membership per household: If recycle/reuse facility/open time/expanded—Yes*

The highest ranked short-term solutions overall were to increase garbage tipping and volume fees, although some believe they are already at the point of disincentive:

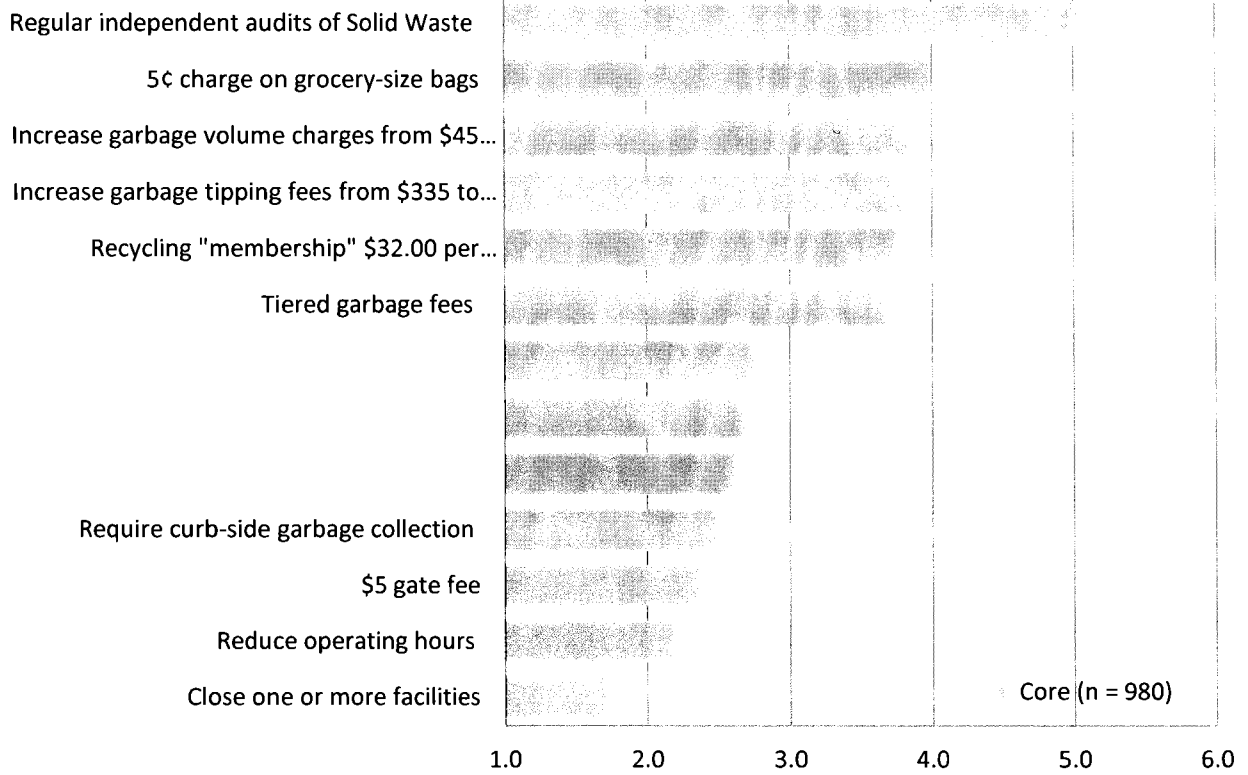
*If the fees got much higher I believe people will start dumping all over the island*

*Make prices cheaper. A lot of my friends are taking their waste items to the transfer station in Anacortes.*

All approaches to charging for recycling led to some criticism:

### Exhibit 9: Support of Different Budget Solutions

1 = not at all favorable 7 = very favorable





## **APPENDIX K. USER CHARGE ORDINANCE**

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### **ORDINANCE No. 20-2011 ORDINANCE REGARDING SOLID WASTE USER CHARGE FOR MANAGEMENT OF SOLID WASTE**

This ordinance establishing a charge related to land use and a schedule of potential waste generated by the type and intensity of use was adopted by the San Juan County Council on August 9, 2011, subject to approval by a majority of the qualified voters in San Juan County.

It was placed on the ballot in the 2011 general election held on November 8, 2011.

The ballot measure failed to gain a majority of approval by the votes.

The full text of this archived 2011 ordinance can be found at the following link:

<http://www.co.san-juan.wa.us/council/docs/ordinances/2011/Ordinance%2020-2011.pdf>

Or at the offices of the San Juan County Council.





## **APPENDIX L. RESOLUTION - ALTERNATIVE SYSTEM**

### **RESOLUTION No. 43-2011**

#### **A RESOLUTION SUMMARIZING THE ANTICIPATED CHANGES TO THE SOLID WASTE SYSTEM IN SAN JUAN COUNTY FOLLOWING THE VOTE ON THE PARCEL BASED USER CHARGE**

This resolution was adopted by the County Council October 11, 2011. It explains the system changes that are likely to take place as an alternative to the user charge described in Ordinance 20-2011 (Appendix K). Changes include expanded route collection and potential operation of the County solid waste facilities by private entities.

This archived 2011 resolution can be found at the following link:

<http://www.co.san-juan.wa.us/council/docs/Resolutions/2011/Resolution%2043-2011.pdf>

or at the office of the San Juan County Council.



## **APPENDIX M. SWAC BYLAWS**

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By-Laws for the San Juan County Solid Waste Advisory Committee (SWAC) were adopted on May 2, 1995, in Resolution No. 44- 1995 by the Board of County Commissioners.

The SWAC Bylaws can be found at  
[http://www.sanjuanco.com/committees/swac/Docs/SWAC%20by-laws\\_1995\\_061109.pdf](http://www.sanjuanco.com/committees/swac/Docs/SWAC%20by-laws_1995_061109.pdf)

or at the County Administrative office.



## **APPENDIX N. TOWN OF FRIDAY HARBOR PLAN**

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The Town of Friday Harbor Solid and Moderate Risk Waste Management Plan will be added when it is complete and adopted. The currently estimated date is early 2013.



# APPENDIX O. LEVEL OF SERVICE ORDINANCE

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**A. Ordinance 2-2012 established the Level of Services required for collection of solid waste and recyclable materials in San Juan County.** This ordinance can also be viewed at <http://www.sanjuan.co/council/docs/ordinances/2012/Ordinance%202-2012.pdf> or at County Administration offices.

ORDINANCE NO. 2 - 2012

## LEVEL OF SERVICE FOR THE COLLECTION OF SOLID WASTE AND RECYCLABLE MATERIALS IN SAN JUAN COUNTY

### BACKGROUND

- A. The County Council is responsible for the planning and implementation of a solid waste system pursuant to Chapter 70.95 RCW;
- B. The County Council has identified increased roadside collection of solid waste as a way to reduce an investment in county-owned facilities used for disposal of solid waste;
- C. The rates for roadside collection of solid waste are regulated by the Washington Utilities and Transportation Commission pursuant to Chapter 81.77 RCW;
- D. The solid waste collection company that currently holds a certificate for the collection of garbage from the residences in the unincorporated areas of San Juan County does not offer collection of recyclable materials and the County Council desires to require the hauler to collect recyclable materials from residential customers;
- E. The County Council desires to require a minimum standard for other services including frequency of collection and collection of materials that require special handling such as bulky materials;
- F. On April 3, 2012, the County Council conducted a duly advertised public hearing and has received public testimony.

**NOW, THEREFORE, BE IT ORDAINED** by the County Council of San Juan County, state of Washington, as follows:

NEW SECTION. Sec. 1. A new section shall be added to SJCC Chapter 8.12 to read as follows:

#### Purposes.

The purposes of this ordinance are to:

- A. Ensure solid waste services are available to all reasonably accessible residences and businesses in the County, that recycling collection service is provided to all garbage collection service customers in order to promote resource conservation and reduce disposal of solid waste;
- B. Ensure that waste reduction and recycling are available to conserve resources through solid waste management and that garbage disposal is available to ensure that public health is protected;

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C. Support rate structures that encourage waste reduction and recycling and to provide the Washington Utilities and Transportation Commission with guidance regarding distribution of rates among ratepayers; and

D. Describe minimum levels of service provided by certificated haulers.

NEW SECTION. Sec. 2. SJCC Chapter 8.12.040 shall be amended to read as follows:

As used in this chapter, the following terms shall be defined as follows:

A. "Alternate Collection Point" - a location, other than the customers residence, where a customer or customers agree to place solid waste in containers for pick-up by the certificated hauler.

B. "Business or institution" means all properties in the County other than residential dwellings which are served by a certificated hauler. The tax shall apply whether the business or institution is for-profit or nonprofit, public or private.

C. "Bulky items" are those items that are too large to be loaded and compacted in the certificated haulers customary collection vehicle

D. "Can" - means a receptacle made of durable, corrosion-resistant, nonabsorbent material that is watertight, and has a close-fitting cover and two handles. A can holds more than twenty gallons, but not more than thirty-two gallons. A can may not weigh more than 65 pounds when filled.

E. "Capital improvement" means the acquisition or improvement of land or the acquisition, construction, or renovation of solid waste disposal facilities, including but not limited to landfills and transfer stations.

F. "Certificated hauler" means a solid waste collection company that has obtained a certificate of convenience and necessity from the WUTC pursuant to Chapter 81.77 RCW to provide solid waste collection service in unincorporated areas of the County.

G. "Commingled recycling" means the collection of recyclable materials separated from garbage but not separated into various recyclable commodities.

H. "County" means San Juan County.

I. "District" means the solid waste disposal district established by this chapter.

J. "Garbage Service" means collecting solid waste from residential and commercial activities at regular or irregular intervals consistent with a tariff approved by the Washington Utilities and Transportation Commission.

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K. "Plan" means the current approved County's Solid Waste Management Plan, as it has been adopted in 1996 and may be revised or amended thereafter;

L. "Recyclable materials" means those solid wastes that are separated for recycling or reuse, such as papers, metals, and glass, that are identified as recyclable material pursuant to a local comprehensive solid waste plan. Prior to the adoption of the local comprehensive solid waste plan, adopted pursuant to RCW 70.95.110(2), local governments may identify recyclable materials by ordinance from July 23, 1989.

M "Refusal of service." Means those circumstances when a solid waste collection company may refuse to:

Pick up materials from points where it is hazardous, unsafe, or dangerous to persons, property, or equipment to operate vehicles due to the conditions of streets, alleys, or roads; or

Drive onto private property when, in the company's judgment, driveways or roads are improperly constructed or maintained, do not have adequate turnarounds, or have other unsafe conditions; or

Enter private property to pick up material while an animal considered or feared to be vicious is loose, in which event the customer will be required to confine the animal on pickup days.

N. "Residential dwelling" means each single-family house, apartment, houseboat, or other dwelling unit which is separately billed for waste collection service by a certificated hauler. Forest areas, farms or ranches that elect to use collection service shall be considered as residential dwellings for purposes of this chapter. Residents of apartments, hotels, dormitories, boarding houses, maritime vessels, or other housing units shall not be separately taxed if the landlord or some other party arranges for solid waste collection and pays for solid waste collection and the tax on behalf of tenants or residents.

Q. "Solid waste" or "wastes" means 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, and recyclable materials.

P. "Solid Waste Management Plan"- The current approved San Juan County Comprehensive Solid and Hazardous Waste Management Plan.

Q. "WUTC" means the Washington Utilities and Transportation Commission or any agency which succeeds to its powers.

NEW SECTION. Sec. 3. A new section shall be added to SJCC Chapter 8.12 to read as follows:

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Service zones. The geographic separation of the islands creates variability in the solid waste management needs. To better address these differences the County establishes the following service zones within the County:

- A. San Juan Island – Zone A - all unincorporated areas of San Juan Island
- B. Orcas Island – Zone B - all unincorporated areas of Orcas Island
- C. Lopez Island – Zone C - all unincorporated areas of Lopez Island
- D. Non-Ferry Served Islands – Zone D - All islands not served by the Washington State Ferry System
- E. Shaw Island- Zone E – all unincorporated areas of Shaw Island

NEW SECTION. Sec. 4. A new section shall be added to SJCC Chapter 8.12 to read as follows:

Minimum garbage services.

A. General Services – The following services will be available in all zones except zone D.

1) Garbage Service will be made available by certificated haulers to each individual residential and commercial activity that requests service in service zones A through C as described in section 8.12.200. The certificated hauler is not required to provide service on islands in Zone D. The certificated hauler will serve Zone D customers if an alternate collection point is established by the Zone D customers on a ferry-served island or by separate agreement by customers in Zone D.

2) The residential service location will be at a location that is considered reasonably safe and accessible by the certificated hauler. This location may be at the residence or at an alternate collection point near the residence as agreed to by the customer and the certificated hauler.

3) The certificated hauler will offer scheduled service intervals for garbage on a biweekly and monthly basis for residential customers and a weekly, biweekly and monthly basis for commercial customers. The certificated hauler will offer irregular service through either a tag or subscription service. The certificated hauler will offer mini-can, and walk-in service for elderly or infirm customers.

4) Certificated haulers will collect spilled litter in the immediate vicinity of a pick-up location. If the spilled material appears to be related to insufficiently secured collection containers the owner of the container will be notified and may be charged a clean-up fee for repeated instances of unsecured containers.

B. Garbage and Recycling services will be offered only in combination. Rates will be established for these combined services by the Washington Utilities and Transportation Commission.

C. Collection costs shall be distributed throughout the service Zones A, B, C and E to all ratepayers.

NEW SECTION. Sec. 5. A new section shall be added to SJCC Chapter 8.12 to read as follows:

Special provisions for garbage service.

A. Orcas Island (Zone B) – When the tipping floor at the Orcas transfer station is operated for the purpose of loading solid waste for delivery to a disposal facility, the certificated

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hauler will be provided access to these services by the operator at rates no higher than rates charged to other customers by the site operator.

B. Non-Ferry Served Islands ( Zone D) – The certificated hauler may negotiate alternate service locations or may provide drop-off service collection points to serve residents of non-ferry served islands. Access to these locations will be limited to residents of the island(s) intended and paying appropriate fees.

NEW SECTION. Sec. 6. A new section shall be added to SJCC Chapter 8.12 to read as follows:

Minimum recycling services.

A. General Residential Recycling services.

- 1) Recycling services will be provided to all certificated hauler garbage service customers.
- 2) No special containers will be required for recycling service. Customers will clearly identify recycle containers in a manner described by the certificated hauler.
- 3) Recycling services will be provided along with irregular services commonly described as “can stickers” or “bag tags” on an equal volume basis (i.e., each can of garbage may be accompanied by a can of recycling material).
- 4) Recyclable materials collected will include: Container glass, container plastics, aluminum cans, tin cans, mixed paper, corrugated cardboard, box board and other items listed as high priority level items in table 4.2 of the Solid Waste Management Plan.
- 5) Additional recyclable materials may be collected at the option of the certificated hauler provided there is no additional fee charged to the customers and any revenue from the sale or recycling of the material is apportioned pursuant to RCW 81.77.185.
- 6) The certificated hauler may choose to collect the recyclable materials as separate commodities or commingled at the haulers discretion.
- 7) Recycling services will be provided on the same day of the week as garbage service.
- 8) The certificated hauler shall provide customers with information regarding the recyclable materials accepted, proper preparation of materials and proper set-out methods no less often than semi-annually and immediately for all new customers.
- 9) Recycling collection will be provided monthly for customers that subscribe to garbage service.
- 10) Recycling volume is the equivalent of two (2) cans per collection.

B. Garbage and Recycling services will be offered only in combination. Rates will be established for these combined services by the Washington Utilities and Transportation Commission.

C. Collection costs shall be distributed throughout the service Zones A, B, and C to all ratepayers.

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NEW SECTION. Sec. 7. A new section shall be added to SJCC Chapter 8.12 to read as follows:

Special provisions for Recyclable Materials.

- A. Zone C (Lopez Island) – Section 6, Subsection (7) does not apply in Zone C.
- B. Zones D (non-ferry) and E (Shaw) – The certificated hauler may negotiate alternate service locations or may provide drop-off service collection points for recyclable materials to serve residents of non-ferry served islands. Access to these locations will be limited to residents of the island(s) intended and paying appropriate fees.
- C. Zone E (Shaw): Collection of recyclable materials at the residence or commercial establishment may be offered in this zone provided the cost of this service does not affect the rates in other zones.

NEW SECTION. Sec. 8. A new section shall be added to SJCC Chapter 8.12 to read as follows:

Additional required services.

- A. Used Oil Collection. Collection of used oil from residential customers shall be available. Standards for set out shall be developed by the certificated hauler and maintained on the County web site. The cost of this service shall be distributed throughout all service zones to all residential ratepayers except those in Zone D.
- B. Bulky Items. Collection of bulky items shall be provided to all customers by the certificated hauler. The cost of this service shall be borne by the customer receiving service. This service may be provided through either regular collections not less than quarterly or through a will call service.
- C. Noxious Weed and Litter Collection. The certificated hauler will collect separately bagged noxious weeds and litter from residential customers that have been provided with bag tags or can stickers purchased by the County. Tags or stickers purchased by the County for this purpose will not include recycling services and the cost of recycling services will not be included in the rate established for Noxious Weed and Litter tags.
- D. Used Anti-freeze Collection. Collection of used anti-freeze from residential customers shall be available. Standards for set out shall be developed by the certificated hauler and maintained on the County web site. The cost of this service shall be distributed throughout all service zones to all residential ratepayers except those in Zone D.
- E) Exemptions. None of the services listed in this section are required in a particular service zone if they are available through a County-operated program or other provider located within that service zone.

NEW SECTION. Sec. 9. A new section shall be added to SJCC Chapter 8.12 to read as follows:

Program Promotion.

- A. The certificated hauler will provide customary information regarding the availability of services.
- B. The certificated hauler will encourage the use of the recycling services through a robust program of ongoing educational and promotional activities targeted toward their customers.

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- C. The certificated hauler will maintain a web site that at a minimum provides the following information:
1. All basic garbage services available and the fee for service.
  2. All basic recycling services available and the fee for service.
  3. All special services available (e.g., walk-in) and the fee for service.
  4. A method for submitting service inquiries and complaints.
  5. A description of the recyclable materials that are accepted and how they should be prepared (if applicable).
  6. A description of days of service by location.

NEW SECTION. Sec. 10. A new section shall be added to SJCC Chapter 8.12 to read as follows:

Reporting requirements.

- A. Tariff filings by the certificated hauler must be submitted to the County for review at the time they are submitted to Washington Utilities and Transportation Commission. The County will review the tariff for consistency with the Solid Waste Management Plan.
- B. The amounts of material collected, processed, or disposed will be reported to the County on a semiannual basis no later than August 15<sup>th</sup> and February 15<sup>th</sup>.
- C. The reports required in section B will include the monthly amounts for each class of material and service area.
- D. The reports will include the current rates being charged at processing and disposal facilities being utilized by the certificated hauler.
- E. A log of customer complaints.
- F. The total number of customers in each class (residential, commercial, others) and by frequency of service

NEW SECTION. Sec. 11. A new section shall be added to SJCC Chapter 8.12 to read as follows:

Amendments by Certificated Hauler

A certificated hauler may request changes to this article by submitting a written amendment to the San Juan County Solid Waste Advisory Committee (SWAC). The SWAC will consider the amendment and make a recommendation to the County Council.

Section 12. Severability. If any section, subsection, sentence, clause or phrase of this article is, for any reason, found to be unconstitutional or otherwise invalid by a court of competent jurisdiction, such decision shall not affect the validity of the remaining portions of the article.

Section 13. Effective date. To allow the certificated hauler adequate time to seek an adjustment to rates with the WUTC, and to allow the Solid Waste Management Plan to be amended this Ordinance will be effective on the later of (1) September 1, 2012; or the date 2012 revision to the Solid Waste Management Plan become effective.

Section 14. Codification. Section 1 through 11 will be codified.

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ADOPTED this 3<sup>rd</sup> day of April 2012.

COUNTY COUNCIL  
SAN JUAN COUNTY, WASHINGTON

Patty Miller  
Patty Miller, Chair  
District 5, Orcas East

Jamie Stephens  
Jamie Stephens, Vice Chair  
District 6, Lopez/Shaw

ATTEST: Clerk of the Council

Ingrid Gabriel 04.03.2012  
Ingrid Gabriel, Clerk Date

Lovel Pratt  
Lovel Pratt, Member  
District 1, San Juan South

Richard Peterson  
Richard Peterson, Member  
District 2, San Juan North

REVIEWED BY COUNTY  
ADMINISTRATOR

Pete Rose  
Pete Rose 3 April 2012 Date

Howard Rosenfeld  
Howard Rosenfeld, Member  
District 3, Friday Harbor

Richard Fralick  
Richard Fralick, Member  
District 4, Orcas West/Waldron

RANDALL K. GAYLORD  
APPROVED AS TO FORM ONLY

By: Randall K. Gaylord  
Date 4/3/2012

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**B. Ordinance 9-2012, adopted April 3, 2012, amended and further clarified the Level of Service Collection Ordinance 2-2012.** The ordinance can also be viewed at <http://www.sanjuanco.com/council/docs/ordinances/2012/Ordinance%209-2012.pdf> for at County Administration offices.

ORDINANCE NO. 9 - 2012

**ORDINANCE AMENDING ORDINANCE 2-2012 REGARDING THE LEVEL OF SERVICE FOR THE COLLECTION OF SOLID WASTE AND RECYCLABLE MATERIALS IN SAN JUAN COUNTY AND REPEALING SECTION 2 OF ORDINANCE 2-2012**

**BACKGROUND**

- A. On April 3, 2012 the County Council adopted Ordinance 2-2012 with a delayed effective date;
- B. The County Council desires to amend the effective date of Ordinance 2-2012;
- C. The County Council desires to amend the level of service on Shaw Island;
- D. The County Council desires to amend the definitions added in Ordinance 2-2012 to move those definitions from SJCC 8.12.040 to section SJCC 8.12.010; and omit definitions that are already provided for in SJCC 8.12.010 by repealing Section 2 of Ordinance 2-2012;
- E. The County Council desires to make other minor clean up changes to Ordinance 2-2012; all as set forth below; and
- F. The County Council has conducted a duly noticed public hearing on this Ordinance.

**NOW, THEREFORE, BE IT ORDAINED** by the County Council of San Juan County, state of Washington, as follows:

**Section 1. SJCC 8.12.010 is amended to add the following definitions, which definitions together with other definitions in SJCC 8.12.010 shall apply to Ordinance 2-2012.**

"Alternate Collection Point"- a location, other than the customer's residence where a customer or customers agree to place solid waste in containers for pick-up by the certificated hauler.

"Can"- means a receptacle made of durable, corrosion-resistant, nonabsorbent material that is watertight and has a close-fitting cover and two handles. A can holds more than twenty gallon but not more than thirty-two gallons. A can may not weigh more than 65 pounds when filled.

"Commingled recycling" means the collection of recyclable materials separated from garbage but not separated into various recyclable commodities.

"Garbage Service" means collecting solid waste from residential and commercial activities at regular or irregular intervals consistent with a tariff approved by the



Washington Utilities and Transportation Commission.

"Recyclable materials" means those solid wastes that are separated for recycling or reuse, such as papers, metals and glass, that are identified as recyclable material pursuant to a local comprehensive solid waste plan.

"Refusal of service" means those circumstances when a solid waste collection company may refuse to:

Pick up materials from points where it is hazardous, unsafe, or dangerous to persons, property, or equipment to operate vehicles due to the conditions of streets, alleys, or roads; or

Drive onto private property when, in the company's judgment, driveways or roads are improperly constructed or maintained, do not have adequate turnarounds, or have other unsafe conditions; or

Enter private property to pick up material while an animal considered or feared to be vicious is loose, in which event the customer will be required to confine the animal on pickup days.

"Solid Waste Management Plan" or "the Plan" means the current approved San Juan County Comprehensive Solid and Hazardous Waste Management Plan.

**Section 2. Section 4 of Ordinance 2-2012 shall be amended to read as follows:**

Minimum garbage services.

A. General Services - The following services will be available in all zones except zone D.

1) Garbage Service will be made available by certificated haulers to each individual residential and commercial activity that requests service in service zones A (San Juan Island), B (Orcas Island), C (Lopez Island) and E (Shaw Island) ~~through C as described in Section 3 of Ordinance 2-2012~~ section 8-12-200. The certificated hauler is not required to provide service on islands in Zone D (Non-ferry served islands). The certificated hauler will serve Zone D customers if an alternate collection point on a ferry served island is established by the Zone D customers or by separate agreement by customers in Zone D.

2) The residential service location will be at a location that is considered reasonably safe and accessible by the certificated hauler. This location may be at the residence or at an alternate collection point near the residence as agreed to by the customer and the certificated hauler.

3) The certificated hauler will offer scheduled service intervals for garbage on a biweekly and monthly basis for residential customers and a weekly, biweekly and monthly

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## **APPENDIX J. PUBLIC OPINION SURVEY SUMMARY**

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*A copy of the executive summary of the Survey follows. For the complete text of the draft, please go to Solid Waste Survey<sup>41</sup>*

# **San Juan County Solid Waste Public Input for Decision Making**

Report presented to

The San Juan County Council and Public Works Department

by

Nina Rook

Marketing Resources

August 30, 2010

### **Executive summary**

This report summarizes the findings of a mail and Internet survey of San Juan County residents conducted in July, 2010 in support of updating the County's Solid and Hazardous Waste management plan. The survey was mailed to a randomly selected core sample of 4,000 households; use of random sampling ensures that the results from the sample broadly represent the wider community. A total of 1052 responses from our core sample was received by the response cut-off date for a response rate of 26.3%. The large number of responses resulted in a worst case error of  $\pm 3\%$ . An additional 233 respondents participated in a publically accessible version of the survey, for a total of 1285.

This response rate is high for a single-shot mail survey, indicating a high interest level in our topics. Additionally, over 70% of respondents completed the open-ended questions and added additional text comments, some of them at length. The size of the response and the engagement of the respondents indicate that solid waste management is of great interest to the County community. Our respondents were overwhelmingly year-round residents, came from throughout the county, and had personal experience of using the systems on the islands.

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<sup>41</sup> [http://sanjuanco.com/SWAC/docs/SWMPMeetingDocs/SJC\\_SW\\_Survey\\_Report.pdf](http://sanjuanco.com/SWAC/docs/SWMPMeetingDocs/SJC_SW_Survey_Report.pdf)

### ***Allocation of resources among services***

When asked whether they would like to allocate less, about the same, or more resource to 19 different Solid Waste functions:

- Respondents would like more of everything -- a higher level of service. Core respondents would like to assign more resources to 17 of the 19 options.
- The top priorities for the core respondents were self-haul drop-off, hazardous waste drop-off, and dealing with construction waste. Curbside pick-up ranked last.

The significant differences between islands are that, compared to other locations:

- San Juan (County) (unincorporated San Juan Island) and the Outer Islands (islands without ferry service) would allocate more resources to self-haul drop-off
- Outer Islands would allocate more resources to hazardous waste drop-off
- San Juan (County), Friday Harbor and the Outer Islands would allocate more resources to increasing hours
- Lopez would allocate more resources to re-use, to self-sorting recyclables and to improving parking, and less to composting yard waste
- Orcas allocated more resources to composting food wastes and other scraps
- The Outer Islands consistently allocate more resources to most of the services presented

### ***Considering different organizational structures***

When asked how favorable they were to different organizational structures, including more local control, setting up a cooperative, or maintaining the current system:

- Only “more use of volunteers. . . “ was scored much above the midpoint in favorability
- Lopez was more favorable to local control and to local advisory committees
- Orcas and Shaw were more favorable to maintaining the current system

### ***Attitudes towards paying for solid wastes***

- While respondents claimed to agree with emphasizing waste reduction and re-use, they were less agreeable to specific means, e.g. taxes, or to paying for recycling.
- Lopez and Friday Harbor were more favorable towards each island having its own system
- Friday Harbor was more supportive of pay for recycling – though still with less than a median score.

### ***Support of different budget solutions***

- No solution to budgetary challenges rated above the midpoint, except for “regular audits of solid waste”.
- There is some evidence from the open-ended comments, that there are two sets of beliefs that could solve the financial issues. One is that reducing inefficiencies, firing staff or cutting pay for San Juan County solid waste would reverse the situation; the other is that a carefully managed recycling program would generate significant revenue.

- The highest ranked solution that addressed the structural problem of charging only for garbage while garbage is decreasing is the concept of an annual household recycling “membership”. Orcas and Shaw were the most favorable to all the mechanisms for dealing with budget imbalances that were suggested
- Only Shaw scored consistently above the midpoint on multiple scales.

***Findings from the Analysis of Open-ended Questions***

The top five issues from the analysis of the verbatim comments were:

- Consistent/ longer hours/more days
- Frustration (with SW management, Council, lack of decisions)
- Curbside garbage/ recycling pick-up
- Privatize
- Education

There were significant differences in incidence in five of the 31 categories established:

- Composting was mentioned favorably less by Lopez respondents, than others
- Improved traffic flow was mentioned more often by San Juan islanders (both County and Friday Harbor)
- Lopez and Friday Harbor were more likely to cite keeping the existing system/no change
- Lopez respondents were more likely to mention local control, and
- San Juan County respondents more likely to want to reduce recyclables.

The significant differences between core respondents and self-selecting additional respondents are also reported.

**1. Methodology**

The San Juan County Public Works department is currently updating the county’s Solid and Hazardous Waste management plan. The updated plan will guide the department in capital and program development for the next several years.

The objective of this project was to characterize county residents’ attitudes, beliefs and values about solid waste management through a transparent, inclusive process allowing any interested resident to participate. This public input will be valuable in making urgent decisions and for establishing a long-term plan. .

We aimed to engage as many residents as possible, regardless of their ability or interest in attending public meetings to ensure that their views were understood and their needs met.

In designing the study, we (Marketing Resources) faced two major challenges:

- Balancing the need for careful consideration of complex issues, with the potential for discouraging participation because of complexity or length
- Gaining the participation of the largest cross-section of the county, within current budgetary constraints

We developed a self-report survey using a series of roundtable meetings (Exhibit 1) as well as related planning documents as background research. In the round table meetings, issues and goals were discussed in an open dialog format to give a local voice and priority to complex issues. The survey is included as Appendix I. To ensure that we captured all issues important to our residents, we included two open-ended questions, as well as a number of formally structured questions.

### Round-table meetings

Date	Location	Partnering group	No. attending
May 11, 2010	Orcas Island	SWAC/former SWAC members & friends	6
May 12, 2010	Orcas Island Library	Sustainable Orcas	12
May 19, 2010	Lopez Island	Lopez Community Land Trust	7
June 3, 2010	Lopez Island Library	Lopez Village Planning Review Committee	3
June 25, 2010	Shaw Island	Community Center	7
June 9, 2010	San Juan Island	Stewardship Network of the San Juans (Information briefing)	8
June 23, 2010	San Juan Island Library	San Juan Island Chamber of Commerce	2
June 28, 2010	San Juan Island Library	Former SWAC members; Anti-Litter Committee	3

To ensure that no one who wished to participate in the survey would be left out and that no issues important to the public would be overlooked, we developed a two-pronged approach.

Firstly, we mailed the survey to a random sample of 4,000 out of the 9000 households in the county, which formed our core sample. This represented about 45% of island households. Random sampling is pivotal in ensuring reliable results. While we provided a reply-paid envelope for the response, we also provided the URL of a web-based version of the survey, for people who preferred that modality.

In parallel, we made the survey available at a second, publically available URL via the County website, and publicized its existence through conventional and social media. This gave us a second batch of respondents, a group of self-selected “at large” or “additional” respondents.

All responses were handled directly by Marketing Resources.

Once the data from the paper surveys had been entered into the database, all responses received before the cut-off date were identified by source (core or additional) and were analyzed. Our analysis focused on the core sample, but results for the additional self-selected respondents are also reported.

**A note on data analysis and reporting**

1. Random sampling: The core sample was drawn randomly from the island household, which, with the high response rate, assures that the responses are broadly representative of the community. Similar surveys, however, have still shown an under-representation of lowest income and language minority households.
2. Complete vs. Partial Responses: “Complete” responses were those where the final questions were answered. Responses could be “partial” for two reasons: in the on-line survey, we did not force people to include open-ended responses; for the paper survey, we could not force anyone to complete *any* specific question. Any valid response to a question was included in the analysis of that question, so that the total number of responses varies from question to question.
3. This study used a number of scale questions (classic Likert scales) which are a powerful way to collect and analyze data. All of the scales were from 1 to 7, with 4 being the midpoint.
4. In considering differences between different islands and between our core and self-selected respondents, we focus on differences that are “statistically significant”. Where there is very little spread in the data, relatively minor differences can be “significant” while having little practical effect. Where there is a lot of spread in the data, means that may look different on a chart, may be so blurred that they do not pass the test of “significance”. Results are marked with an asterisk (\*) as “significant” if the probability of their happening being a random occurrence is less than one in twenty ( $p \leq 0.05$ ).
5. The total responses received led to a worst case error of  $\pm 3\%$  for the core group. For example, if the proportion of residents in our sample responding in a specific way was 84.0%, the “true” proportion in the overall population would fall between 82.7% and 85.3% with a 95% confidence level. This level of precision provides robust data for management decision-making.
6. The findings are presented in order of the questions in the survey, rather than by importance of the finding. A data summary that presents the overall responses to each question in the survey, in question order, with breakdowns by island and by core compared to additional respondents, is included as Appendix III
7. This report presents graphical summaries of the results. The data tables underlying the graphs are included in Appendix III

8. In this survey, we received extensive open-ended input from our respondents. 73% of our respondents chose to include open-ended commentary, totaling over 33,000 words -- the text equivalent to a short novel. These comments are included as Appendix II. Coding this data is difficult; ignoring it would distort our results and potentially ignore major findings. The process we followed was:
- a. From our initial identification of key issues and from the first 50 responses, we developed categories for inclusion. The initial categories were tested and revised for the next few dozen responses, then retained.
  - b. A count was assigned for *each respondent* for *each category*. For example, if a respondent wrote vehemently in support of re-use in each open-ended question and on the back of the paper, that translated into a single count for re-use. If the respondent supported re-use in one question, longer hours in another, and wrote in the margins about hazardous waste, that would result in a count in each of these three categories.

## 2. Responses

Exhibit 2: Overall response

Source		Number	Percent
		4000	
Mail	Complete	913	
	Partial	50	
On-line	Complete	69	
	Partial	20	
	Total analyzed	1052	26.3%
Mail (Late)	Paper surveys received after cut-off	70	
	Grand total	1122	28.1%

Some 28% of our core survey recipients returned the survey or completed it on-line. A total of 1052 responses (26.3%) entered in to the analysis, with the balance arriving after the cut-off (Exhibit 2). 233 additional respondents participated in the second public ally available survey, out of about 5,000 households that did not receive a survey, for a response rate of this group of about 4.7%.

This response rate is high for a single-shot mail survey, indicating a high interest level in our topics.

### ***Response by island***

Island of residence was available for 91% of respondents, as shown in Exhibit 3 below. The response rate was highest for Lopez, at 29%. 93.9% listed San Juan County as their primary residence; 3.5% WA state, outside San Juan County, and 2.6% outside Washington State.

Exhibit 3: Response by Island

	Mailed	Responses	Percent
San Juan Island (FH + County)	1893	458	24.2%
Orcas	1308	317	24.2%
Lopez	663	192	29.0%
Shaw	79	20	25.3%
Outer (Blakeley, Center, Henry, Stuart, Waldron)	57	12	21.1%
All Grps	4000	999	25.0%

### **3. Recent use of self-haul and commercial services**

21% of respondents had a commercial service pick up garbage or recyclables at their curb in the past 2 weeks, while 72% core respondents had visited a solid waste facility (Exhibit 4), with most doing multiple transactions at the facility (Exhibit 5).

Exhibit 4: Number of visits to solid waste facility in previous 2 weeks

Number of times	Number of respondents	Percent of respondents
0	258	24.7%
1	556	53.3%
2	181	17.3%
3	32	3.1%
Other	17	1.6%

Exhibit 5: Transactions at most recent trip to a county solid waste facility

	Number of respondents	Percent of respondents
Dropped off recyclable materials	934	89.5%
Dropped off garbage	664	63.6%
Left or acquired items at a re-use facility (Exchange, Take It or Leave It)	303	29.0%
Dropped off motor oil, antifreeze, tires or medical sharps	81	7.8%
Dropped off appliances, scrap metal, or electronic waste	76	7.3%



Dropping off recyclables was the most common transaction, while the most common combination trip was dropping off both garbage and recyclables

#### **4. Prioritizing Solid Waste services and resources**

In a series of questions, we asked where respondents fell on a continuum of resources allocated to specific services and priorities, some of which are now provided, and others not. For each, they were instructed to state whether the county should *devote less resource* – in terms of time, effort and/or money – *keep resources about the same*, or *devote more resource*.

Exhibit 6 shows the priorities expressed by the core respondents:

Respondents would like more of everything, for a significantly higher level of service.

Core respondents would like to assign more resources to 17 of the 19 options, but provided the priorities below:

The top priorities for allocating more resources for the core respondents were

Self-haul drop-off of garbage and recyclables

Hazardous waste drop-off

Construction waste re-use/recycling

Curbside pick-up ranked last.

Typical comments (drawn from the verbatims) were:

*Make self-haul convenient and efficient*

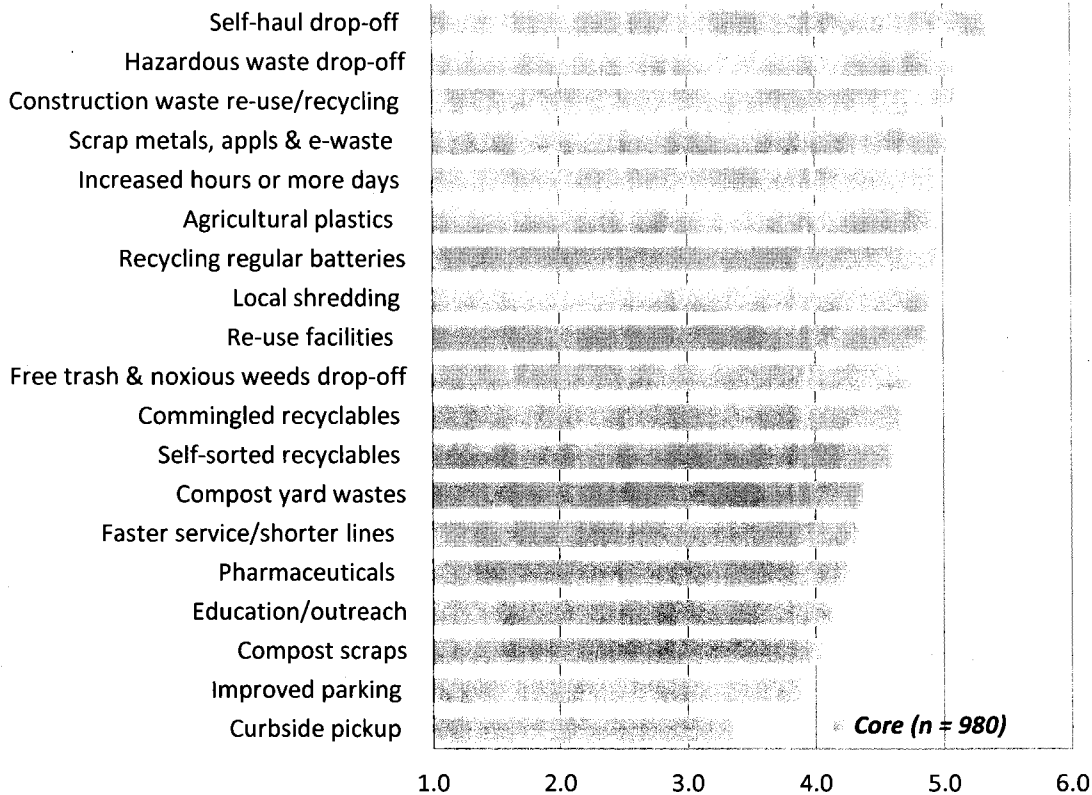
*More opportunity to get rid of hazardous waste*

*Could more construction waste be recycled?*

*Don't force everyone to have only curbside pickup at their house*

**Exhibit 6: Desired allocation of resources among services**

1 = much less resource 7 = much more



**5. Considering different organizational structures**

Of the options offered, only

“Making more use of volunteers along with county employees, to increase re-use and recycling, litter pick-up and weed control” was scored much above the midpoint (Exhibit 7). Separate disposal districts, cooperatives and local advisory committees ranked about the same as maintaining the current system, for respondents as a whole.

Comments about volunteer usage showed very different visions:

*Adult volunteers to lead kids?*

*I believe that there would be enough local support to get volunteers to help if we have the chance to provide more services to our community*

*All volunteers, union wages are killing us!*

**6. Attitudes towards paying for solid wastes**

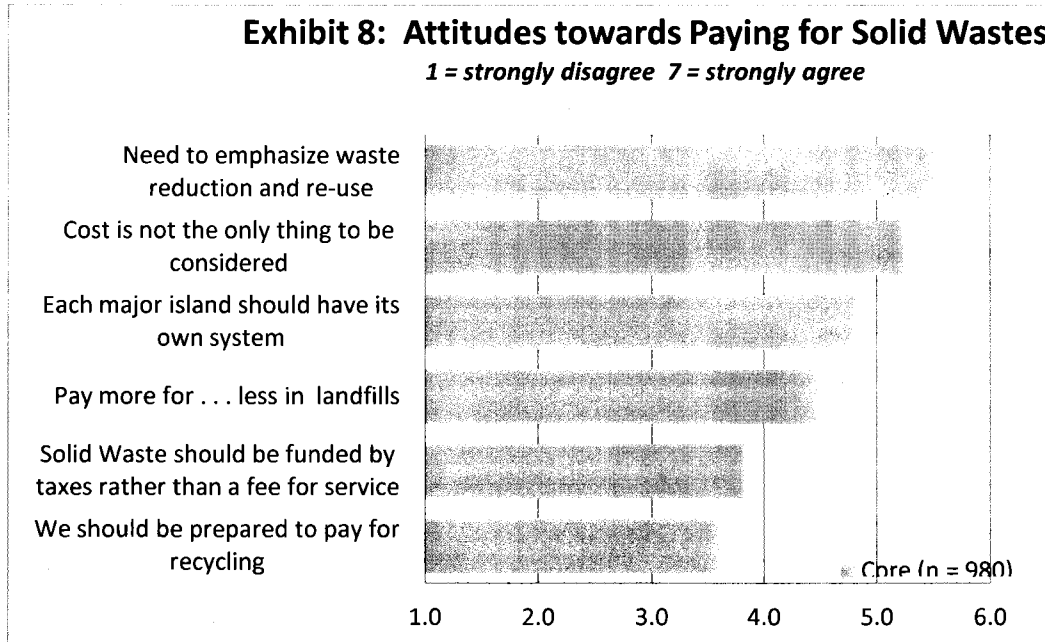
The two statements that drew broad agreement from respondents were:

*“The results of recycling just aren’t enough – we need to emphasize waste reduction and re-use” and*

*“Cost is not the only thing to be considered in the administration of public policy.”*

While respondents claimed to agree with emphasizing waste reduction and re-use, they were less agreeable to specific means, e.g. taxes, or to paying for recycling (Exhibit 8).

*Continue to encourage recycling/reuse. . .  
I strongly am opposed to fees for any type of recycling*



## 7. Support of different budget solutions

No solution to budgetary challenges rated above a 4 for core respondents, except for “regular audits of solid waste” that have no short-term implications (Exhibit 9).

The highest ranked solution that addressed the structural problem of charging only for garbage while garbage is decreasing, is the household “membership” -- “Support the recycling program through a ‘membership’ or ‘license’ that would cost \$32.00 per household/year, assuming each household buys a membership”. This ranked higher than property tax, recycling tipping fees, a parcel tax or a gate fee.

*Install small "membership" like fee for recycling not per tip fee*

*Membership per household: If recycle/reuse facility/open time/expanded—Yes*

The highest ranked short-term solutions overall were to increase garbage tipping and volume fees, although some believe they are already at the point of disincentive:

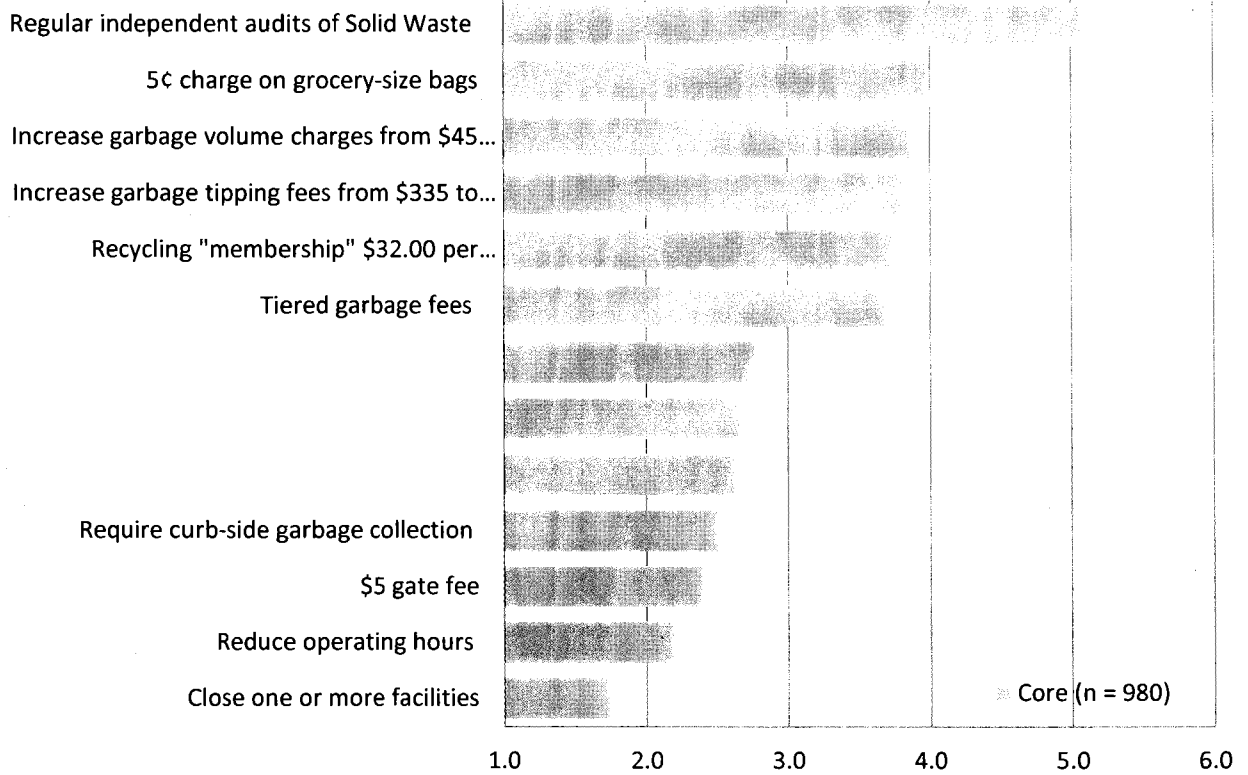
*If the fees got much higher I believe people will start dumping all over the island*

*Make prices cheaper. A lot of my friends are taking their waste items to the transfer station in Anacortes.*

All approaches to charging for recycling led to some criticism:

### Exhibit 9: Support of Different Budget Solutions

1 = not at all favorable 7 = very favorable





## **APPENDIX K. USER CHARGE ORDINANCE**

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### **ORDINANCE No. 20-2011 ORDINANCE REGARDING SOLID WASTE USER CHARGE FOR MANAGEMENT OF SOLID WASTE**

This ordinance establishing a charge related to land use and a schedule of potential waste generated by the type and intensity of use was adopted by the San Juan County Council on August 9, 2011, subject to approval by a majority of the qualified voters in San Juan County.

It was placed on the ballot in the 2011 general election held on November 8, 2011.

The ballot measure failed to gain a majority of approval by the votes.

The full text of this archived 2011 ordinance can be found at the following link:

<http://www.co.san-juan.wa.us/council/docs/ordinances/2011/Ordinance%2020-2011.pdf>

Or at the offices of the San Juan County Council.



**ORDINANCE NO. 20 - 2011**

**ORDINANCE REGARDING SOLID WASTE USER CHARGE FOR  
MANAGEMENT OF SOLID WASTE**

**BACKGROUND**

- A. San Juan County is a subdivision of the state of Washington that is vested with general police powers under Article XI, Section 11, of the Washington Constitution which provides that "Any county, city, town or township may make and enforce within its limits all such local police, sanitary and other regulations that are not in conflict with the general laws." San Juan County has been granted specific powers by the legislature including without limitation RCW 36.58.040 relating to the handling of solid waste in unincorporated areas of counties which specifically provides in part that a county legislative authority may by ordinance provide for the systems of solid waste handling and that a county may "construct, lease, purchase, acquire, add to, alter, or extend solid waste handling systems, plants, sites, or other facilities and shall have full jurisdiction and authority to manage, regulate, maintain, utilize, operate, control, and establish the rates and charges for those solid waste handling systems, plants, sites, or other facilities."
- B. The San Juan County Council takes notice that the unregulated disposal of solid waste constitutes a threat to the health and welfare of the people in the County and confirms its intention to establish an equitable system of regulation of solid waste facilities and operations that reasonably allocates charges to generators and users of the solid waste system in proportion to the burden each class of generators imposes on the County. This ordinance is intended to resolve inequities in the current management system and enable the County to perform its function in guarding the health and welfare of the people who live in the County. A brief history of the efforts at solid waste management leading up to this ordinance follows.
- C. San Juan County has managed solid waste services for its citizens as a means of regulating solid waste. These services have included facilities and operations of municipal waste disposal, construction debris disposal, hazardous waste disposal, and opportunities to recycle and reuse discarded items.
- D. In 1992 the County closed its landfill on Orcas Island and moved to a system whereby solid waste is deposited into truck trailers at transfer stations and such waste is then destined for landfills in locations that present minimal environmental concerns.
- E. The protection of the health, safety and welfare of the public requires that the County operate a solid waste management system and provide incentives to the people to dispose of solid waste in a lawful manner, while at the same time encouraging the reduction of solid waste and the reuse and recycling of materials. The County conducts its operations consistent with applicable statutes and after consulting with its Solid Waste Advisory



Committee, all in substantial compliance with the solid waste management plan applicable to the County adopted pursuant to chapter 70.95 RCW.

- F. To fulfill its responsibility to regulate solid waste management services, and consistent with RCW 36.58.040, San Juan County has adopted various provisions of the San Juan County Code to assure that solid waste handled by the County in its unincorporated areas are disposed of at approved facilities owned and operated by the County. SJCC 8.12.040B2.
- G. It has been the desire of the County Council, and previous legislative authorities that the solid waste operations, including capital expenditures, be operated largely as an "enterprise fund" whereby the revenue from the charges for solid waste services pays for all expenses pertaining to solid waste services including operations, maintenance, planning, acquisition, regulatory compliance, post-landfill closure expenses, capital costs and costs of borrowing money.
- H. The County Council finds that the current method of cost allocation among users of the solid waste system is inequitable and has interfered with the County's objective of safely and equitably regulating solid waste disposal at one or more transfer stations, while at the same time encouraging the recycling and reuse of unwanted items. It has been reported to County Council members that the current system has encouraged informal disposal of solid waste on property of others, including public property, which informal disposal attracts rats, birds, mosquitoes and other disease vectors and has also encouraged the unlawful burning of solid waste, all of which activities contaminate County ground and surface water sources. These practices of diverting waste from the County disposal system have also resulted in reductions of revenue from which to acquire, improve and efficiently operate the County-owned solid waste disposal facilities. Efforts to recover this lost revenue have resulted in an inequitable charge to the law-abiding users of the County's solid waste system. The consequence to the County has been a serious impairment of the County's ability to assure that solid waste is disposed in the County in a manner that is safe for human health and welfare, consistent with current regulations imposed by the state, and reasonably safe and convenient for users of the system.
- I. The County Council has considered various types of fees, taxes and charges to be used to pay for solid waste operations. To accomplish its regulatory purposes, the County Council desires to use a combination of rate charges to people taking waste to the County station (tipping fees and gate fees); excise taxes of a solid waste disposal district, and charges to property owners in relative proportion to the generation of waste from their respective properties all with the goal of assuring that taken together, the charges are fair and proportionate to the burden of regulating and managing solid waste and providing a service that protects and promotes the health, safety and public welfare.
- J. The County Council desires that all revenues collected in connection with its solid waste disposal system be deposited in a special fund separate from the general fund and from any other fund of the County, and used solely for the purpose of its solid waste system.

- K. The County Council desires that each class of users of the solid waste disposal system pay the County for solid waste disposal services in an amount that bears a reasonable relationship to their respective burdens on the entire system and recognizes that mathematical precision is neither possible nor required by law.
- L. In order to avoid inequities or unjust allocation of costs, the County Council intends to provide in this ordinance that to the extent that a landowner can prove that use of his/her or its property does not generate solid waste so as to impose a burden on the County's solid waste disposal system, a process is established by this ordinance so that no such landowner will be obligated to pay for the service fee set forth in this ordinance.
- M. Three technical reports entitled "Parcel Based Fees for Solid Waste Management in San Juan County, Washington, Technical Memorandum #1 – Parcel Framework; Technical Memorandum #2 -- Documentation of Parcel Based Fee Information and Technical Memorandum #3 – Fee Structure" Revised as of July 1, 2011 (the "Reports") have been prepared under the direction of the County Administrator and reviewed by the County Council. The Reports distinguish by Assessor's classification, land use, improvements, and other characteristics of the property to arrive at the relative amount of solid waste burden imposed by users of such classes of property generate. The Reports consider information provided by the County Assessor regarding the size of the parcel, use of the parcel, size and use of improvements on the property and examines and uses information from reports from other jurisdictions to provide a fair calculation of the relative amounts of solid waste statistically determined to be generated by different classes of residential, commercial, industrial and institutional properties. The County Council is relying on the Reports and other information for the purpose of establishing the various classes of users and the relative amount of solid waste each class generates.
- N. The County Council desires to provide facilities that safely allow for the disposal of solid waste and, at the same time, assure that the appropriate locations and incentives are created to promote recycling and reuse. The County Council desires to impose a solid waste service charge on those property owners in San Juan County that contribute to the property owner's burden to the County solid waste system.
- O. The County Council has conducted a duly advertised public hearing and has received public testimony.

**NOW, THEREFORE, BE IT ORDAINED** by the County Council of San Juan County, state of Washington, as follows:

**Section 1. Statement of Intent.**

- A. The County's management of the disposal of solid waste is intended to result in an effective means of regulating solid waste disposal and necessary to further the public health, safety and welfare by promoting a comprehensive approach to solid waste disposal, assuring the state's goals of reusing and recycling materials is encouraged and all while protecting the environment. All improved parcels of real property within the County contribute to the need for and burdens the County's solid waste management

system. The owners of those properties also benefit from the system and, therefore, should share in a fair and equitable funding program. The proper cost-effective management and regulation of solid waste disposal will protect the County's land and water, protect against vermin and disease and, promote the goals of recycling and reuse.

B. The rates and charges established by the County, including the solid waste user charges and tipping fees, are intended to be approximately uniform for the same class of users of the solid waste management system and service and comply with the applicable laws. Taken together, all fees and charges are directly related to the regulatory purpose and solid waste services provided to the persons charged. The County Council anticipates that the solid waste user charge imposed upon the owners of real property in unincorporated San Juan County will be supplemented by disposal tipping fees that also may involve separate classes of users taking into account not only the amount and nature of solid waste being disposed of, but also classes of solid waste disposal customers delivering solid waste generated in incorporated areas of the County not subject to the solid waste user charge. The rates and charges are also intended to fund current and future budgeted maintenance and operations reserves (capital and operational) and capital needs of the County system of solid waste disposal, and debt service, coverage ratios and reserves for such warrants, notes, bonds and other evidences of the obligation to pay money.

**Section 2. Findings.** The County Council determines and finds that:

A. State and federal laws and regulations have placed increased responsibility on local governments to manage solid waste disposal systems in a manner that protects public health and safety;

B. Properly designed, operated, and maintained solid waste disposal facilities are essential public utilities serving broad public interests, by protecting public health and safety;

C. State and federal standards for solid waste disposal, including requirements for recycling and waste reduction, have greatly increased the cost of solid waste disposal systems but also increase protection of public health and safety;

D. The transfer, disposal, and other handling of solid wastes generated by inhabitants of and visitors of the County, whether generated at their homes, businesses, or elsewhere in the County, imposes cost burdens on the County and the solid waste management system;

E. All owners and occupants of property within the County are beneficiaries of the County solid waste disposal systems and facilities and, receive substantial and essential public service by having the operational availability on a continuing basis of healthful, safe, and reliable solid waste disposal facilities and systems;

F. A stable funding program made up of both service charges and tipping fees is required to provide a broad and sound financial basis to provide a viable solid waste

management program and safe, effective, solid waste disposal facilities;

G. Imposition of the service charge provided for by this chapter will promote the County's ability to fund solid waste capital improvements; and

H. The statements in the background section shall be treated as findings and considered in the construction or interpretation of this Ordinance.

**Section 3. Solid Waste Service Fee on Real Property.**

Commencing upon the later of December 1, 2011, or final certification of the approval of this ordinance by a majority of the qualified electors of San Juan County as, and thereafter at the intervals set forth below there shall be imposed a Solid Waste User Charge upon every parcel of property within the unincorporated areas of San Juan County, which parcels existed as a matter of record as of December 1 of each year, except for those parcels categorically determined to be exempt as set forth below. The Solid Waste User Charge shall be calculated as the product of the Base Rate User Charge (amount defined below) times a Multiplier and when appropriate, times a Building Size Indicator (defined below) which will reflect the relative amount of solid waste that is expected to be generated by the user of the property. Under no circumstances shall the Solid Waste User Charge be calculated or assessed on an ad valorem basis.

**Section 4. Base Rate User Charge and Building Size Indicator.**

A. The Base Rate User Charge shall be \$100.00.

B. The building size indicator will be calculated for each non-exempt parcel with a non-residential use based upon information available in the records of the County Assessor. When calculating the building size indicator all buildings, on a parcel or adjoining marina buildings shall be used. The building size indicator is the number rounded to the nearest one hundredth that results from the following equation: total structure square footage divided by the amount of square footage in the table in Section 7.

**Section 5. Coordination and Transition of Solid Waste User Rate with Tipping Fees and Charges.**

A. Effective April 30, 2012, the tipping fees for solid waste disposal at San Juan County facilities based upon weight or volume shall be partially reduced to accommodate some of the alternate funding provided by this ordinance. Effective April 30, 2013, the tipping fees for solid waste disposal at San Juan County facilities based on weight or volume shall be further reduced to accommodate some of the alternate funding provided by this ordinance.

B. The County Council has the intent that the money collected for the solid waste system be limited to the revenue necessary for maintenance and operations of the solid waste disposal system, including operational expenses, capital expenses and reserves, debt service, coverage ratios and reserves for warrants, notes, bonds and other evidences of indebtedness, which are related to the solid waste disposal system.

**Section 6. Residential Solid Waste User Charge and Multiplier.**

The owners of each parcel or other unit of real property (charged on a full parcel basis) identified by the County Assessor to have a residential use, as such use is defined by the state of Washington Department of Revenue, shall be charged a Solid Waste User Charge in accordance with this section. To calculate the Solid Waste User Charge, the Solid Waste Utility Manager (who shall be the County Administrator or his or her designee) shall review the records of the County Assessor and the applicable Multiplier from the table below shall be applied to the Base Rate User Charge for Residential Properties and the Solid Waste User Charge for each parcel calculated. The residential classifications and applicable Multiplier and the unit of measurement shall be as follows:

Assessor Use Code	Description of Use	Multiplier	Billing Unit
1100,1101,1102, 1103, 1104, 1108, 1120, 1123, 1190, 1192	Household single family residential (SFR) dwelling unit	1.0	Parcel
1107,1127, 1137, 1138, 1147, 1148, 1158, 1188, 1407	SFR dwelling unit or Bed and Breakfast with ADU, internal or attached or detached.	1.5	Parcel
1130, 1200s, 1300s	Multi-household buildings	1.0	Dwelling Unit
1400,1408	Residential condominium	0.75	Condominium unit
1500s	Mobile home parks	1.0	Pad
1803	Other residential units	1.0	Dwelling Unit
1900s	Vacation and Cabin	1.0	Parcel
8300-8322, 8800- 8820,9400-9520	Residence on Open Space, AG,FOR, or DFL Lands	1.0	Dwelling Unit

**Section 7. Non-residential Parcel Solid Waste User Fee and Multiplier.**

The owner of each property identified by the County Assessor to have a non-residential use, as such use is defined by the state of Washington Department of Revenue, shall be charged a Solid Waste User Charge. To calculate the Solid Waste User Charge, the Solid Waste Utility Manager shall review the records of the County Assessor and determine the applicable building size indicator, and the applicable multiplier. From this information the Solid Waste User Charge for each parcel shall be calculated using the following formula: Solid Waste User Charge = Base Rate User Charge x Multiplier x Building Size Indicator (BSI). For any parcel, the minimum product of the multiplier times the building size indicator shall be 2.00 (two and no one-hundredths). The non-residential classifications, applicable multiplier and building size indicator to apply to each non-residential parcel shall be as follows:

Assessor Use Code	Description of Use	Multiplier	Units for Building Size Indicator
1600	Hotels and Motels	0.10	100 square ft
1700	Institutional Lodging	0.10	100 square ft
2100-3900	Manufacturing	0.20	100 square ft
4300	Air Transportation Buildings	0.10	100 square ft
4400	Marine Transportation Buildings	0.10	100 square ft
5000,5200,5300, 5500,5708,5900	Retail	0.10	100 square ft
5400,5403,5800	Retail, food, food and beverage	0.20	100 square ft
6000s	Services	0.10	100 square ft
7000s	Cultural, Entertainment and Recreational	0.10	100square ft
8500	Mining activities	0.10	100 square ft
8900	Other Resource Production	0.10	100 square ft

#### Section 8. Parcels Categorically Exempt from Solid Waste User Fee.

The County Council declares that the certain properties as a class do not contribute to the burden on the solid waste system and shall therefore be exempt from a Solid Waste User Charge. The Solid Waste Utility Manager shall review and rely upon the records of the County Assessor to confirm the intensity of use of the respective parcels and, if found to be solely with the following this exemption shall be applied and shown on the solid waste utility billings which for convenience and cost savings, may be consolidated with County real estate tax statements. The uses of those parcels that are exempt are classified as follows:

Assessor Use Code	Description of Use
1800	Undeveloped land < 5 acres
4200	Motor vehicle transportation
4500	Highway right of way
4600	Automobile parking
4700	Communications
4800	Utilities
4900	Other transportation
9100, 9101,9120,1800,1801,1820,1895	Undeveloped land – all sizes – all locations, Developed with non-habitable improvements
9103, 9300, 9303,9320,,9703	Land with dock only and Water areas
9600-9900	Miscellaneous Undeveloped

**Section 9. Non-Categorical Exemption.**

There is a presumption that every property that is assessed a Solid Waste User Charge contributes to the burden of disposing of solid waste in San Juan County. Between March 15 and April 15 of each year, a property owner may submit information to the Solid Waste Utility Manager to show by a preponderance of the evidence that the property which has been assessed a Solid Waste User Charge made no contribution to the solid waste system during the previous billing period, and if the property owner meets that burden the Solid Waste Utility Charge shall be declared exempt and no Solid Waste Utility Charge shall be owed for that period. This non-categorical exemption shall not be used for partial reductions of the Solid Waste User Charge.

**Section 10. Annual Calculation and Billing of Solid Waste User Charge.**

On or before the last day of February of each year, the Utility Manager shall calculate the Solid Waste User Charge to be billed to each parcel owner for expenses and services during the preceding 12 months of March through February and deliver the information to the San Juan County Treasurer in the form needed for inclusion in the solid waste utility billing, which may for convenience and savings, may be consolidated with the County tax statement. Notwithstanding that real estate taxes are billed in futuro, Solid Waste User Charges shall be billed in arrears for expenses and services during the preceding billing period.

**Section 11. Deposit and Use of Charges.**

All payments received from the Solid Waste Service Charge shall be deposited into the Solid Waste Utility Fund (Fund No. 4011) and shall be appropriated solely for the regulatory purposes related to the management of a solid waste system which may include paying for the costs of maintenance and operation of the County system of solid waste disposal, including providing solid waste disposal facilities, recycling and reuse services, methods of waste reduction, and further including operating expenses, and capital expenses, including but not limited to acquisitions, construction and replacement of facilities, post-closure costs, solid waste regulatory compliance, planning for solid waste management services, operating and bond reserves not to exceed good solid waste utility practice and as required by applicable bond covenants, administrative expenses and debt service including coverage ratios and reserves for such warrants, notes, bonds or other evidences of indebtedness as the County Council in its discretion shall deem necessary.

**Section 12. Administration of Solid Waste User Charge.**

A. The first assessment and billing of the Solid Waste User Charge shall occur for the months of December 2011 and January and February 2012 and shall be included in 2012 first half property tax statements. Beginning March 1, 2012, the solid waste user charge shall be assessed annually and be included in the first half of the San Juan County property tax statements. Property owners who do not receive a property tax statement will receive a separate billing statement.

B. User charges are due and payable on or before the thirtieth day of April, and shall be delinquent after that date. However, if one-half of such charge is paid on or before the

said thirtieth day of April, the remainder shall be due and payable on or before the thirty-first day of October and shall be delinquent after that date, in the same manner as regular property taxes. Any delinquent amount shall be charged interest at the rate of 12 percent per annum and shall be a lien on the property, which lien may be foreclosed after three years from the date the solid waste service fee becomes delinquent in the same manner as the foreclosure of the regular property tax levy. Notwithstanding the manner of billing and foreclosure, the lien for delinquent Solid Waste User Charges shall be created as of the time of filing by the Solid Waste Utility Manager with the County Auditor of a certificate of delinquency, and the priority of the resulting lien determined accordingly.

C. Nothing in this Ordinance shall be construed to limit or expand manner in which San Juan County may lawfully own, lease or operate its solid waste facilities or to limit or restrict the flexibility to contract with any person or entity for the purpose of providing solid waste disposal services under current or future laws.

### **Section 13. Adjustment and Appeals of Solid Waste User Charge.**

A. Any person billed for the Solid Waste User Charge may contest the parcel classification and charge by filing an appeal with the County Auditor within 30 days of the date of the bill. Submittal of such an appeal does not extend the date the service charge becomes due and payable.

B. A request for service charge adjustment may be granted by the County Auditor only when the County Auditor finds that: 1) the parcel has been improperly classified; 2) the square footage area used as a basis for determining the multiplier is incorrect; 3) the structures and uses on the property do not fit the classification applied.

C. Service charge adjustments will only apply to the bill then due and payable after the date of the request for adjustment.

D. The property owner shall have the burden of proving that the service charge adjustment should be approved.

E. Decisions on requests for service charge adjustments shall be made by the County Auditor based on information submitted by the applicant and by solid waste utility manager within 30 days of the adjustment request, except when additional information is needed. The applicant shall be notified in writing of the County Auditor's decision. If an adjustment is granted which reduces the service charge for the current year, the applicant shall be refunded the amount overpaid in the current year together with interest thereon at 12 percent per annum on the amount overpaid from the date of payment to the date of refund.

F. The final decision of the County Auditor is subject to review in the Superior Court for San Juan County using the procedure for statutory writ of review.



**Section 14. Severability.**

In the event any provision of this ordinance or its application to any person or circumstance is held invalid, the remainder of this ordinance, or the application of the provision to other persons or circumstances is not affected, and shall remain in full force and effect.

**Section 15. Effective Date after Voter Approval of Ordinance.**

This Ordinance shall take effect upon the final certification of the approval of this Ordinance by a majority of qualified voters voting thereon at a special election held in conjunction with the 2011 General Election. The County Council hereby calls for an election and requests that the County Auditor present this matter to the voters for approval of a Solid Waste User Charge at a special election in conjunction with the 2011 General Election in the form of the following ballot title:

Shall San Juan County, Washington, impose a solid waste user charge for a period of 15 years upon real property in its unincorporated areas in proportion with its calculated burden of solid waste to fund current and future maintenance and operations, including operational and capital reserves and capital needs of the County system of solid waste disposal, and debt service, coverage ratios and reserves for warrants, notes, bonds and other evidences of indebtedness which are related to the management of solid waste all as provided by Ordinance No. \_\_\_ - 2011?

Solid Waste Charge       YES

Solid Waste Charge       NO

**Section 16. Expiration.**

This ordinance expires on December 31, 2026.


**Section 17. Codification.**

Sections 1 through 13 will be codified.

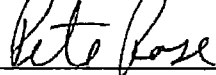
ADOPTED this 9<sup>th</sup> day of August 2011.

**COUNTY COUNCIL  
SAN JUAN COUNTY, WASHINGTON**

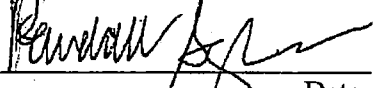
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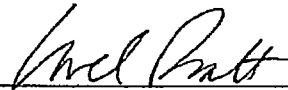
  
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Ingrid Gabriel, Clerk  
Date: August 16, 2011

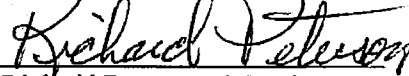
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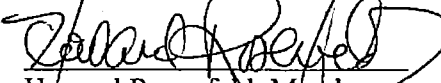
  
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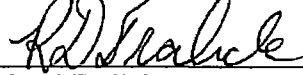
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APPROVED AS TO FORM ONLY

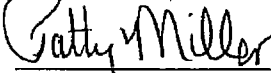
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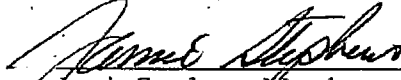
  
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Lovel Pratt, Chair  
District 1, San Juan South

  
\_\_\_\_\_  
Richard Peterson, Member  
District 2, San Juan North

  
\_\_\_\_\_  
Howard Rosenfeld, Member  
District 3, Friday Harbor

  
\_\_\_\_\_  
Richard Fralick, Member  
District 4, Orcas West/Waldron

  
\_\_\_\_\_  
Patty Miller, Vice-Chair  
District 5, Orcas East

  
\_\_\_\_\_  
Jamie Stephens, Member  
District 6, Lopez/Shaw



## **APPENDIX L. RESOLUTION - ALTERNATIVE SYSTEM**

### **RESOLUTION No. 43-2011**

#### **A RESOLUTION SUMMARIZING THE ANTICIPATED CHANGES TO THE SOLID WASTE SYSTEM IN SAN JUAN COUNTY FOLLOWING THE VOTE ON THE PARCEL BASED USER CHARGE**

This resolution was adopted by the County Council October 11, 2011. It explains the system changes that are likely to take place as an alternative to the user charge described in Ordinance 20-2011 (Appendix K). Changes include expanded route collection and potential operation of the County solid waste facilities by private entities.

This archived 2011 resolution can be found at the following link:

<http://www.co.san-juan.wa.us/council/docs/Resolutions/2011/Resolution%2043-2011.pdf>

or at the office of the San Juan County Council.



RESOLUTION No. 43-2011

**A RESOLUTION SUMMARIZING THE ANTICIPATED CHANGES TO THE SOLID WASTE SYSTEM IN SAN JUAN COUNTY FOLLOWING THE VOTE ON THE PARCEL BASED USER CHARGE**

**BACKGROUND:**

1. The protection of the health, safety, and welfare of the public requires that the County deliver a solid waste management system and provide incentives to the people to dispose of solid waste in a lawful manner, while at the same time encouraging the reduction of solid waste and the reuse and recycling of materials.
2. Due to declining garbage volumes, during 2008, 2009 and 2010, deficits accumulated as reduced revenue from tipping fees could not keep pace with existing costs.
3. By the end of 2010, the solid waste system had accumulated debt of approximately \$1,000,000. A variety of factors contributed to this debt including, studies for the improvement at the San Juan facility, environmental compliance requirements and operational shortfalls.
4. In 2010, the County Council made temporary inter-fund loans to finance this deficit. These loans must be repaid by the utility.
5. Absent an additional funding source, staff recommended a “zero station” model, effectively privatizing the collection *and* disposal system.
6. The Council chose to use alternative short term means for repaying the debt while simultaneously pursuing alternative revenue options, in order to keep the 3 facilities operating.
7. In 2011, the Council formed a subcommittee to work with staff to find a solution which would keep the system operating and solve the long term operational, capital, and debt service needs of the system. The council further directed that a parcel based user charge, would be subject to approval by the voters before it becomes effective.
8. The Solid Waste Subcommittee and staff with guidance from the council and the prosecuting attorney proposed that the funding for the disposal of solid waste be paid for with a combination of tipping fees, gate fees, excise tax and a new parcel-based user charge based on the potential of a property to produce garbage and charged on developed parcels in the unincorporated areas of the county. The parcel based user charge was adopted by the council, subject to voter approval in the November 2011 election.
9. If the voters do not approve the parcel based user charge, the council recognizes that an alternate plan for funding and operations (Plan B) would need to be implemented.

Members of the Solid Waste Advisory Committee developed the framework of this plan and the Solid Waste Subcommittee provided additional details.

10. The council desires that the people are fully informed as to the alternate plans that have been made by the County Council for the disposal of solid waste, depending on outcome of the November vote on the parcel based user fee.

**NOW, THEREFORE, BE IT RESOLVED** by the County Council of San Juan County, State of Washington, as follows:

In November voters will have the opportunity to decide how they would like to pay for solid waste disposal services delivered in San Juan County.

A “yes” vote will approve a solid waste user charge to supplement the tipping fees (in a reduced amount) and excise taxes. A “yes” vote will retain the existing services and facilities. A “no” vote means the solid waste user charge would not be included in the mix of revenue. The debt, legacy, and other county costs of the disposal system would be paid for by excise taxes based upon the revenues from the collection of garbage by private business. This is expected to lead to a predominately route collection model with customer charges for collection and disposal paid to private business. Below is a comparison of the features of the solid waste disposal systems that are approved by the County Council.

**Plan A – Solid Waste Disposal with a Parcel Based User Charge**

A “yes” vote will result in the continued operation of three solid waste facilities within the county. The sites for the services will be the existing facilities on Orcas Island and Lopez Island. The facility on San Juan Island will be rebuilt on either the existing town owned site or at a newly developed facility on the County owned site on Sutton Road.

Funds of \$1,000,000 to \$3,000,000 will be made available to ensure that the San Juan Island facility can provide solid waste disposal and recycling in a safe manner and improve traffic flow and reduce wait times for people who bring garbage and recycling to the facility. The council has a strong commitment towards utilizing existing infrastructure wherever possible while still meeting the primary safety and service goals. Any excess funds will be used to further reduce tipping fees and/or retire debt early.

Under this plan, reuse facilities on Orcas Island and Lopez Island will be allowed to operate. Options for expanding hours of operation will be considered provided any additional costs are acceptable. No change is anticipated to reuse facilities on San Juan Island as they are currently operated by private businesses on private property.

Facilities for solid waste disposal would initially be operated by the County, however agreements for local control by private or non-profit entities will be considered. Discussions are underway with the Port of Lopez to consider a "locally controlled" operation of the Lopez facility.

Under this plan, residences and businesses would pay an annual user charge to cover a portion of the base costs of the system. The charge for a single family residence, vacation rental or unit in a multi-household building is \$100, \$150 for homes or bed and breakfasts with an ADU, and \$75 for each condominium unit. For non-residential properties, the fee is \$10 or \$20 per 100 square feet with a minimum \$200 annual user charge. Undeveloped properties are not assessed a fee.

Effective April 30, 2012, tipping fees for route collected and self haul garbage and recycling will be reduced by a small % from 2011 rates. A further reduction is scheduled for April 30, 2013. The total estimated reduction for self haul garbage is 44% and for route collected garbage is 25%. The total estimated reduction in recycling fees is 40%. A gate fee would be assessed for each trip to the facility. The current minimum garbage fees would be eliminated and all cans of garbage would be assessed at the same rate.

The tipping fees for all customers will be based on weight or volume and the same on all islands. They will also be the same for self-haul and the franchise hauler. Route collection services for garbage would continue and route collected recycling could be added at the franchise hauler's discretion. Garbage route collection rates are anticipated to drop from 2011 levels after tipping costs for the hauler are reduced. A Washington Utility and Transportation Commission (WUTC) rate process, out of the County control, determines actual rates.

Historical levels of funding (approximately \$22,000) for outer island services will be reinstated and the County will work with outer island citizens to determine the most effective means of allocating these services.

Other programs, such as household hazardous waste, would continue to be provided. Funding for improved handling of appliances, motor oil, antifreeze and other items has been included. It is expected that free disposal for litter, noxious weeds, and beach watchers programs will continue.

#### **Plan B – Alternative Solid Waste Solid Disposal System**

If the voters do not approve the ballot measure the solid waste system will change to a primarily route collection program for both garbage and recycling.

The County will not operate any drop off/self-haul facilities but is willing to negotiate leases for the facilities with a private enterprise, if such an enterprise is interested in providing this service. While this self-haul is not guaranteed, if a private enterprise was to make this service available



one option that has been considered is using packer trucks or dumpsters located and staffed on site to allow drop off services.

Pricing for self-haul services would not be regulated by the WUTC or the county and would be at the discretion of the private enterprise. It is anticipated that costs will be allocated directly to the island and type of service incurring the costs and the corresponding rates set to cover those costs. Charges for recycling are likely to be almost as much as garbage (75 %) on a per can basis. Self-haul rates for both garbage and recycling are expected to be higher than route collected. Lopez Island may have higher rates because of the lower volumes being processed at this facility. The study shows that due to these lower volumes, rates on Lopez Island will be approximately 40% higher than similar fees on the two higher volume islands. See Exhibit A for further illustration.

Our study has found that any operator providing self-haul service would most likely be required to maintain the necessary state industrial storm water and solid waste management permits. Minimal cost assumptions for these compliance requirements as well as for basic parking lot maintenance were included in the above estimated rates. No other facility improvements were included.

It is unclear how large bulky loads, such as construction waste, would be accommodated and priced, however it is anticipated that anything that can fit in a packer truck could be handled and dumpster rentals would still be available via the franchise hauler.

The County will allow the existing reuse facilities on Orcas (the Exchange) and Lopez (Take it or Leave It) to operate on the county owned sites, however no County staffing will be provided.

If self-haul facilities are provided by private enterprise, it is expected that there will be free disposal for litter, noxious weeds, and beach watchers programs and existing hazardous waste round up events. If self-haul facilities are not provided, other round up program options will be considered.

The route collection rates paid by the customer will be determined by the WUTC based upon submissions by the hauler and others regarding the cost of service. In the past, separate rates have been charged for garbage and recycling.

The County will require that the solid waste collected in the county be disposed in licensed facilities chosen by the Operator.

The excise tax would continue to be assessed, which would be used to pay back existing debt/loans and cover ongoing administrative expenses and compliance costs associated with decommissioning the Orcas landfill. Any remaining excise tax would be used to pay for litter, noxious weeds, beach watchers, household hazardous waste roundups, and other programs.

Funding for one part time staff is provided who would be focused on long range planning, administration, and securing and management of grants as time permits. No funding for outer island services has been planned.

### **Comparison**

While the two plans offer many of the same services, the rate structure and method of delivering services are fundamentally different. Factors such as solid waste disposal; how to minimize waste and achieve higher levels of waste reduction, reuse, or recycle; and the allocation of disposal system costs among the citizens in the county may all be part of your consideration.

The table below compares how the services will be delivered..

<b><u>Service</u></b>	<b><u>Method of Delivery</u></b>	
	<b><u>Plan A</u></b>	<b><u>Plan B</u></b>
Route collection of garbage	Available	Available
Route collection of recycling	Possibly available	Available
Self haul/Drop off garbage	Available	Possibly available via private enterprise
Self haul/Drop off recycling	Available	Possibly available via private enterprise
Reuse Facilities – (The Exchange and Take it or Leave it)	Available via private and non-profit enterprise	Possibly available via private or non-profit enterprise
Household Hazardous Waste	Seasonal Roundup	Seasonal Roundup
Noxious Weeds/Beach Watchers/Litter Control Free Programs	No Charge at county disposal facility for self haul	Possibly available if private enterprise leases facility.
Appliances	Available – Mix of private and county sites	Private collectors only
Motor Oil/Antifreeze	Available – Mix of private and county sites	To be determined
Steel/Metal	Available – Mix of private and county sites	Private collectors only

ADOPTED this 11<sup>th</sup> day of October, 2011.

COUNTY COUNCIL  
SAN JUAN COUNTY, WASHINGTON

ATTEST: Clerk of the Council

Ingrid Gabriel  
Ingrid Gabriel, Clerk  
Date: 10-11-2011

REVIEWED BY COUNTY  
ADMINISTRATOR

Pete Rose  
Pete Rose      11 October 2011 Date

RANDALL K. GAYLORD  
APPROVED AS TO FORM ONLY

By: Randall K. Gaylord  
Date: 10/11/2011

Lovel Pratt  
Lovel Pratt, Chair  
District 1, San Juan South

Richard Peterson  
Richard Peterson, Member  
District 2, San Juan North

Howard Rosenfeld  
Howard Rosenfeld, Member  
District 3, Friday Harbor

Richard Fralick  
Richard Fralick, Member  
District 4, Orcas West/Waldron

Patty Miller  
Patty Miller, Vice-Chair  
District 5, Orcas East

Jamie Stephens  
Jamie Stephens, Member  
District 6, Lopez/Shaw

**Exhibit A**  
**Page 1**

**San Juan County - Annual Illustrative Solid Waste Fees**  
**Residential Illustrative Examples**

**Overview**

The fees indicated below are for illustrative purposes only. They are designed to show general direction of rates and are not intended to be precise calculations. The below examples reflect annual costs for a single family residence, including the \$100.00 annual user charge to be paid by property owners. This user charge will be assessed on all developed residential properties.

**How Much Waste Do You Generate?**

- 1 can of garbage each week + 1 can of recycling every 2 weeks
- 1 can of garbage and 1 can of recycling every 2 weeks
- 2 cans of garbage and 1 can of recycling per month
- 1 can of garbage and 1 can of recycling each week
- 4 cans of garbage and 4 cans of recycling per quarter

Current		Plan A		Plan B		
Route	Self Haul	Route	Self Haul	Route	Self Haul	
Collected		Collected		Collected	Orcas/SJ	
*	\$ 689	\$ 629	\$ 710	\$ 540	\$ 965	\$ 581
*	377	436	442	350	612	360
*	288	365	325	250	446	270
*	754	759	785	700	1225	730
*	170	310	215	215	375	225

\* Not calculated as route collected recycling is not available

San Juan County - Illustrative Solid Waste Fees  
Plan A - Annual Commercial Illustrations  
Garbage Only

Overview

The fees indicated below are for illustrative purposes only. They are designed to show general direction of rates and are not intended to be precise calculations. The table below compares the current commercial rates to the new total fees which include the user charges and the reduced tipping fees. The far right column reflects the Total Estimated Fees. All numbers are annual estimates based on weekly pick up of various sized dumpsters.

Base Rate User Charge \$ 100.00  
Minimum Commercial Rate \$ 200.00

Use Code	Building Type	Building SF	Building Indicator	Building Size	Multiplier	Current				New - Plan A				New Plan A - Total					
						San Juan Sanitation Fees*		Plan A - Illustrative S/S Fees		Plan A - Illustrative S/S Fees		Plan A - Illustrative S/S Fees		Plan A - Illustrative S/S Fees		Plan A - Illustrative S/S Fees		Plan A - Illustrative S/S Fees	
						1 Yard Weekly	1.5 Yard Weekly	2 Yard Weekly	2 Yard Weekly	1 Yard Weekly	1.5 Yard Weekly	2 Yard Weekly	2 Yard Weekly	1 Yard Weekly	1.5 Yard Weekly	2 Yard Weekly	2 Yard Weekly	1 Yard Weekly	1.5 Yard Weekly
5000 Retail/Office		2,000		20	0.10	2,091	2,922	3,628	3,628	\$	200	\$	200	\$	2,169	\$	3,000	\$	3,706
5400 Food Establishment		2,000		20	0.20	2,091	2,922	3,628	3,628	\$	400	\$	400	\$	2,309	\$	3,200	\$	3,906
5900 Retail/Office		4,000		40	0.10	2,091	2,922	3,628	3,628	\$	400	\$	400	\$	2,369	\$	3,200	\$	3,906
5403 Food Establishment		4,000		40	0.20	2,091	2,922	3,628	3,628	\$	800	\$	800	\$	2,769	\$	3,600	\$	4,306
5700 Retail/Office		8,000		80	0.10	2,091	2,922	3,628	3,628	\$	800	\$	800	\$	2,769	\$	3,600	\$	4,306
5403 Food Establishment		8,000		80	0.20	2,091	2,922	3,628	3,628	\$	1,600	\$	1,600	\$	3,569	\$	4,400	\$	5,106
5000 Retail		10,000		100	0.10	2,091	2,922	3,628	3,628	\$	1,000	\$	1,000	\$	2,969	\$	3,800	\$	4,506
5000 Retail		12,000		120	0.10	2,091	2,922	3,628	3,628	\$	1,200	\$	1,200	\$	3,169	\$	4,000	\$	4,706
5000 Retail		15,000		150	0.10	2,091	2,922	3,628	3,628	\$	1,500	\$	1,500	\$	3,469	\$	4,300	\$	5,006
5800 Restaurant		10,000		100	0.20	2,091	2,922	3,628	3,628	\$	2,000	\$	2,000	\$	3,969	\$	4,800	\$	5,506
5800 Restaurant		12,000		120	0.20	2,091	2,922	3,628	3,628	\$	2,400	\$	2,400	\$	4,369	\$	5,200	\$	5,906
5800 Restaurant		15,000		150	0.20	2,091	2,922	3,628	3,628	\$	3,000	\$	3,000	\$	4,969	\$	5,800	\$	6,506

\* Includes dumpster rental fee

## **APPENDIX M. SWAC BYLAWS**

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By-Laws for the San Juan County Solid Waste Advisory Committee (SWAC) were adopted on May 2, 1995, in Resolution No. 44- 1995 by the Board of County Commissioners.

The SWAC Bylaws can be found at  
[http://www.sanjuanco.com/committees/swac/Docs/SWAC%20by-laws\\_1995\\_061109.pdf](http://www.sanjuanco.com/committees/swac/Docs/SWAC%20by-laws_1995_061109.pdf)

or at the County Administrative office.



## **APPENDIX N. TOWN OF FRIDAY HARBOR PLAN**

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The Town of Friday Harbor Solid and Moderate Risk Waste Management Plan will be added when it is complete and adopted. The currently estimated date is early 2013.





# APPENDIX O. LEVEL OF SERVICE ORDINANCE

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**A. Ordinance 2-2012 established the Level of Services required for collection of solid waste and recyclable materials in San Juan County.** This ordinance can also be viewed at <http://www.sanjuanco.com/council/docs/ordinances/2012/Ordinance%202-2012.pdf> or at County Administration offices.

ORDINANCE NO. 2 - 2012

## LEVEL OF SERVICE FOR THE COLLECTION OF SOLID WASTE AND RECYCLABLE MATERIALS IN SAN JUAN COUNTY

### BACKGROUND

- A. The County Council is responsible for the planning and implementation of a solid waste system pursuant to Chapter 70.95 RCW;
- B. The County Council has identified increased roadside collection of solid waste as a way to reduce an investment in county-owned facilities used for disposal of solid waste;
- C. The rates for roadside collection of solid waste are regulated by the Washington Utilities and Transportation Commission pursuant to Chapter 81.77 RCW;
- D. The solid waste collection company that currently holds a certificate for the collection of garbage from the residences in the unincorporated areas of San Juan County does not offer collection of recyclable materials and the County Council desires to require the hauler to collect recyclable materials from residential customers;
- E. The County Council desires to require a minimum standard for other services including frequency of collection and collection of materials that require special handling such as bulky materials;
- F. On April 3, 2012, the County Council conducted a duly advertised public hearing and has received public testimony.

**NOW, THEREFORE, BE IT ORDAINED** by the County Council of San Juan County, state of Washington, as follows:

**NEW SECTION. Sec. 1.** A new section shall be added to SJCC Chapter 8.12 to read as follows:

#### Purposes.

The purposes of this ordinance are to:

- A. Ensure solid waste services are available to all reasonably accessible residences and businesses in the County, that recycling collection service is provided to all garbage collection service customers in order to promote resource conservation and reduce disposal of solid waste;
- B. Ensure that waste reduction and recycling are available to conserve resources through solid waste management and that garbage disposal is available to ensure that public health is protected;

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- C. Support rate structures that encourage waste reduction and recycling and to provide the Washington Utilities and Transportation Commission with guidance regarding distribution of rates among ratepayers; and
- D. Describe minimum levels of service provided by certificated haulers.

NEW SECTION. Sec. 2. SJCC Chapter 8.12.040 shall be amended to read as follows:

As used in this chapter, the following terms shall be defined as follows:

A. "Alternate Collection Point" - a location, other than the customers residence, where a customer or customers agree to place solid waste in containers for pick-up by the certificated hauler.

B. "Business or institution" means all properties in the County other than residential dwellings which are served by a certificated hauler. The tax shall apply whether the business or institution is for-profit or nonprofit, public or private.

C. "Bulky items" are those items that are too large to be loaded and compacted in the certificated haulers customary collection vehicle

D. "Can" - means a receptacle made of durable, corrosion-resistant, nonabsorbent material that is watertight, and has a close-fitting cover and two handles. A can holds more than twenty gallons, but not more than thirty-two gallons. A can may not weigh more than 65 pounds when filled.

E. "Capital improvement" means the acquisition or improvement of land or the acquisition, construction, or renovation of solid waste disposal facilities, including but not limited to landfills and transfer stations.

F. "Certificated hauler" means a solid waste collection company that has obtained a certificate of convenience and necessity from the WUTC pursuant to Chapter 81.77 RCW to provide solid waste collection service in unincorporated areas of the County.

G. "Commingled recycling" means the collection of recyclable materials separated from garbage but not separated into various recyclable commodities.

H. "County" means San Juan County.

I. "District" means the solid waste disposal district established by this chapter.

J. "Garbage Service" means collecting solid waste from residential and commercial activities at regular or irregular intervals consistent with a tariff approved by the Washington Utilities and Transportation Commission.

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K. "Plan" means the current approved County's Solid Waste Management Plan, as it has been adopted in 1996 and may be revised or amended thereafter;

L. "Recyclable materials" means those solid wastes that are separated for recycling or reuse, such as papers, metals, and glass, that are identified as recyclable material pursuant to a local comprehensive solid waste plan. Prior to the adoption of the local comprehensive solid waste plan, adopted pursuant to RCW 70.95.110(2), local governments may identify recyclable materials by ordinance from July 23, 1989.

M "Refusal of service." Means those circumstances when a solid waste collection company may refuse to:

Pick up materials from points where it is hazardous, unsafe, or dangerous to persons, property, or equipment to operate vehicles due to the conditions of streets, alleys, or roads; or

Drive onto private property when, in the company's judgment, driveways or roads are improperly constructed or maintained, do not have adequate turnarounds, or have other unsafe conditions; or

Enter private property to pick up material while an animal considered or feared to be vicious is loose, in which event the customer will be required to confine the animal on pickup days.

N. "Residential dwelling" means each single-family house, apartment, houseboat, or other dwelling unit which is separately billed for waste collection service by a certificated hauler. Forest areas, farms or ranches that elect to use collection service shall be considered as residential dwellings for purposes of this chapter. Residents of apartments, hotels, dormitories, boarding houses, maritime vessels, or other housing units shall not be separately taxed if the landlord or some other party arranges for solid waste collection and pays for solid waste collection and the tax on behalf of tenants or residents.

Q. "Solid waste" or "wastes" means 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, and recyclable materials.

P. "Solid Waste Management Plan"- The current approved San Juan County Comprehensive Solid and Hazardous Waste Management Plan.

Q. "WUTC" means the Washington Utilities and Transportation Commission or any agency which succeeds to its powers.

NEW SECTION. Sec. 3. A new section shall be added to SJCC Chapter 8.12 to read as follows:

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Service zones. The geographic separation of the islands creates variability in the solid waste management needs. To better address these differences the County establishes the following service zones within the County:

- A. San Juan Island – Zone A - all unincorporated areas of San Juan Island
- B. Orcas Island – Zone B - all unincorporated areas of Orcas Island
- C. Lopez Island – Zone C - all unincorporated areas of Lopez Island
- D. Non-Ferry Served Islands – Zone D - All islands not served by the Washington State Ferry System
- E. Shaw Island- Zone E – all unincorporated areas of Shaw Island

NEW SECTION. Sec. 4. A new section shall be added to SJCC Chapter 8.12 to read as follows:

Minimum garbage services.

A. General Services – The following services will be available in all zones except zone D.

1) Garbage Service will be made available by certificated haulers to each individual residential and commercial activity that requests service in service zones A through C as described in section 8.12.200. The certificated hauler is not required to provide service on islands in Zone D. The certificated hauler will serve Zone D customers if an alternate collection point is established by the Zone D customers on a ferry-served island or by separate agreement by customers in Zone D.

2) The residential service location will be at a location that is considered reasonably safe and accessible by the certificated hauler. This location may be at the residence or at an alternate collection point near the residence as agreed to by the customer and the certificated hauler.

3) The certificated hauler will offer scheduled service intervals for garbage on a biweekly and monthly basis for residential customers and a weekly, biweekly and monthly basis for commercial customers. The certificated hauler will offer irregular service through either a tag or subscription service. The certificated hauler will offer mini-can, and walk-in service for elderly or infirm customers.

4) Certificated haulers will collect spilled litter in the immediate vicinity of a pick-up location. If the spilled material appears to be related to insufficiently secured collection containers the owner of the container will be notified and may be charged a clean-up fee for repeated instances of unsecured containers.

B. Garbage and Recycling services will be offered only in combination. Rates will be established for these combined services by the Washington Utilities and Transportation Commission.

C. Collection costs shall be distributed throughout the service Zones A, B, C and E to all ratepayers.

NEW SECTION. Sec. 5. A new section shall be added to SJCC Chapter 8.12 to read as follows:

Special provisions for garbage service.

A. Orcas Island (Zone B) – When the tipping floor at the Orcas transfer station is operated for the purpose of loading solid waste for delivery to a disposal facility, the certificated

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hauler will be provided access to these services by the operator at rates no higher than rates charged to other customers by the site operator.

B. Non-Ferry Served Islands ( Zone D) – The certificated hauler may negotiate alternate service locations or may provide drop-off service collection points to serve residents of non-ferry served islands. Access to these locations will be limited to residents of the island(s) intended and paying appropriate fees.

NEW SECTION. Sec. 6. A new section shall be added to SJCC Chapter 8.12 to read as follows:

Minimum recycling services.

A. General Residential Recycling services.

- 1) Recycling services will be provided to all certificated hauler garbage service customers.
- 2) No special containers will be required for recycling service. Customers will clearly identify recycle containers in a manner described by the certificated hauler.
- 3) Recycling services will be provided along with irregular services commonly described as “can stickers” or “bag tags” on an equal volume basis (i.e., each can of garbage may be accompanied by a can of recycling material).
- 4) Recyclable materials collected will include: Container glass, container plastics, aluminum cans, tin cans, mixed paper, corrugated cardboard, box board and other items listed as high priority level items in table 4.2 of the Solid Waste Management Plan.
- 5) Additional recyclable materials may be collected at the option of the certificated hauler provided there is no additional fee charged to the customers and any revenue from the sale or recycling of the material is apportioned pursuant to RCW 81.77.185.
- 6) The certificated hauler may choose to collect the recyclable materials as separate commodities or commingled at the haulers discretion.
- 7) Recycling services will be provided on the same day of the week as garbage service.
- 8) The certificated hauler shall provide customers with information regarding the recyclable materials accepted, proper preparation of materials and proper set-out methods no less often than semi-annually and immediately for all new customers.
- 9) Recycling collection will be provided monthly for customers that subscribe to garbage service.
- 10) Recycling volume is the equivalent of two (2) cans per collection.

B. Garbage and Recycling services will be offered only in combination. Rates will be established for these combined services by the Washington Utilities and Transportation Commission.

C. Collection costs shall be distributed throughout the service Zones A, B, and C to all ratepayers.

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NEW SECTION. Sec. 7. A new section shall be added to SJCC Chapter 8.12 to read as follows:

Special provisions for Recyclable Materials.

- A. Zone C (Lopez Island) – Section 6, Subsection (7) does not apply in Zone C.
- B. Zones D (non-ferry) and E (Shaw) – The certificated hauler may negotiate alternate service locations or may provide drop-off service collection points for recyclable materials to serve residents of non-ferry served islands. Access to these locations will be limited to residents of the island(s) intended and paying appropriate fees.
- C. Zone E (Shaw): Collection of recyclable materials at the residence or commercial establishment may be offered in this zone provided the cost of this service does not affect the rates in other zones.

NEW SECTION. Sec. 8. A new section shall be added to SJCC Chapter 8.12 to read as follows:

Additional required services.

- A. Used Oil Collection. Collection of used oil from residential customers shall be available. Standards for set out shall be developed by the certificated hauler and maintained on the County web site. The cost of this service shall be distributed throughout all service zones to all residential ratepayers except those in Zone D.
- B. Bulky Items. Collection of bulky items shall be provided to all customers by the certificated hauler. The cost of this service shall be borne by the customer receiving service. This service may be provided through either regular collections not less than quarterly or through a will call service.
- C. Noxious Weed and Litter Collection. The certificated hauler will collect separately bagged noxious weeds and litter from residential customers that have been provided with bag tags or can stickers purchased by the County. Tags or stickers purchased by the County for this purpose will not include recycling services and the cost of recycling services will not be included in the rate established for Noxious Weed and Litter tags.
- D. Used Anti-freeze Collection. Collection of used anti-freeze from residential customers shall be available. Standards for set out shall be developed by the certificated hauler and maintained on the County web site. The cost of this service shall be distributed throughout all service zones to all residential ratepayers except those in Zone D.
- E) Exemptions. None of the services listed in this section are required in a particular service zone if they are available through a County-operated program or other provider located within that service zone.

NEW SECTION. Sec. 9. A new section shall be added to SJCC Chapter 8.12 to read as follows:

Program Promotion.

- A. The certificated hauler will provide customary information regarding the availability of services.
- B. The certificated hauler will encourage the use of the recycling services through a robust program of ongoing educational and promotional activities targeted toward their customers.

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- C. The certificated hauler will maintain a web site that at a minimum provides the following information:
1. All basic garbage services available and the fee for service.
  2. All basic recycling services available and the fee for service.
  3. All special services available (e.g., walk-in) and the fee for service.
  4. A method for submitting service inquires and complaints.
  5. A description of the recyclable materials that are accepted and how they should be prepared (if applicable).
  6. A description of days of service by location.

NEW SECTION. Sec. 10. A new section shall be added to SJCC Chapter 8.12 to read as follows:

Reporting requirements.

- A. Tariff filings by the certificated hauler must be submitted to the County for review at the time they are submitted to Washington Utilities and Transportation Commission. The County will review the tariff for consistency with the Solid Waste Management Plan.
- B. The amounts of material collected, processed, or disposed will be reported to the County on a semiannual basis no later than August 15<sup>th</sup> and February 15<sup>th</sup>.
- C. The reports required in section B will include the monthly amounts for each class of material and service area.
- D. The reports will include the current rates being charged at processing and disposal facilities being utilized by the certificated hauler.
- E. A log of customer complaints.
- F. The total number of customers in each class (residential, commercial, others) and by frequency of service

NEW SECTION. Sec. 11. A new section shall be added to SJCC Chapter 8.12 to read as follows:

Amendments by Certificated Hauler

A certificated hauler may request changes to this article by submitting a written amendment to the San Juan County Solid Waste Advisory Committee (SWAC). The SWAC will consider the amendment and make a recommendation to the County Council.

Section 12. Severability. If any section, subsection, sentence, clause or phrase of this article is, for any reason, found to be unconstitutional or otherwise invalid by a court of competent jurisdiction, such decision shall not affect the validity of the remaining portions of the article.

Section 13. Effective date. To allow the certificated hauler adequate time to seek an adjustment to rates with the WUTC, and to allow the Solid Waste Management Plan to be amended this Ordinance will be effective on the later of (1) September 1, 2012; or the date 2012 revision to the Solid Waste Management Plan become effective.

Section 14. Codification. Section 1 through 11 will be codified.

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ADOPTED this 3rd day of April 2012.

COUNTY COUNCIL  
SAN JUAN COUNTY, WASHINGTON

Patty Miller  
Patty Miller, Chair  
District 5, Orcas East

Jamie Stephens  
Jamie Stephens, Vice Chair  
District 6, Lopez/Shaw

ATTEST: Clerk of the Council

Ingrid Gabriel 04.03.2012  
Ingrid Gabriel, Clerk Date

Level Pratt  
Level Pratt, Member  
District 1, San Juan South

Richard Peterson  
Richard Peterson, Member  
District 2, San Juan North

REVIEWED BY COUNTY  
ADMINISTRATOR

Pete Rose  
Pete Rose 3 April 2012 Date

Howard Rosenfeld  
Howard Rosenfeld, Member  
District 3, Friday Harbor

Richard Fralick  
Richard Fralick, Member  
District 4, Orcas West/Waldron

RANDALL K. GAYLORD  
APPROVED AS TO FORM ONLY

By: Randall K. Gaylord  
Date 4/3/2012

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**B. Ordinance 9-2012, adopted April 3, 2012, amended and further clarified the Level of Service Collection Ordinance 2-2012.** The ordinance can also be viewed at <http://www.sanjuanco.com/council/docs/ordinances/2012/Ordinance%209-2012.pdf> for at County Administration offices.

ORDINANCE NO. 9 - 2012

**ORDINANCE AMENDING ORDINANCE 2-2012 REGARDING THE LEVEL OF SERVICE FOR THE COLLECTION OF SOLID WASTE AND RECYCLABLE MATERIALS IN SAN JUAN COUNTY AND REPEALING SECTION 2 OF ORDINANCE 2-2012**

**BACKGROUND**

- A. On April 3, 2012 the County Council adopted Ordinance 2-2012 with a delayed effective date;
- B. The County Council desires to amend the effective date of Ordinance 2-2012;
- C. The County Council desires to amend the level of service on Shaw Island;
- D. The County Council desires to amend the definitions added in Ordinance 2-2012 to move those definitions from SJCC 8.12.040 to section SJCC 8.12.010; and omit definitions that are already provided for in SJCC 8.12.010 by repealing Section 2 of Ordinance 2-2012;
- E. The County Council desires to make other minor clean up changes to Ordinance 2-2012; all as set forth below; and
- F. The County Council has conducted a duly noticed public hearing on this Ordinance.

**NOW, THEREFORE, BE IT ORDAINED** by the County Council of San Juan County, state of Washington, as follows:

**Section 1. SJCC 8.12.010 is amended to add the following definitions, which definitions together with other definitions in SJCC 8.12.010 shall apply to Ordinance 2-2012.**

"Alternate Collection Point"- a location, other than the customer's residence where a customer or customers agree to place solid waste in containers for pick-up by the certificated hauler.

"Can"- means a receptacle made of durable, corrosion-resistant, nonabsorbent material that is watertight and has a close-fitting cover and two handles. A can holds more than twenty gallon but not more than thirty-two gallons. A can may not weigh more than 65 pounds when filled.

"Commingled recycling" means the collection of recyclable materials separated from garbage but not separated into various recyclable commodities.

"Garbage Service" means collecting solid waste from residential and commercial activities at regular or irregular intervals consistent with a tariff approved by the

Washington Utilities and Transportation Commission.

"Recyclable materials" means those solid wastes that are separated for recycling or reuse, such as papers, metals and glass, that are identified as recyclable material pursuant to a local comprehensive solid waste plan.

"Refusal of service" means those circumstances when a solid waste collection company may refuse to:

Pick up materials from points where it is hazardous, unsafe, or dangerous to persons, property, or equipment to operate vehicles due to the conditions of streets, alleys, or roads; or

Drive onto private property when, in the company's judgment, driveways or roads are improperly constructed or maintained, do not have adequate turnarounds, or have other unsafe conditions; or

Enter private property to pick up material while an animal considered or feared to be vicious is loose, in which event the customer will be required to confine the animal on pickup days.

"Solid Waste Management Plan" or "the Plan" means the current approved San Juan County Comprehensive Solid and Hazardous Waste Management Plan.

**Section 2. Section 4 of Ordinance 2-2012 shall be amended to read as follows:**

Minimum garbage services.

A. General Services - The following services will be available in all zones except zone D.

1) Garbage Service will be made available by certificated haulers to each individual residential and commercial activity that requests service in service zones A (San Juan Island), B (Orcas Island), C (Lopez Island) and E (Shaw Island) ~~through C as described in Section 3 of Ordinance 2-2012 section 8.12.200.~~ The certificated hauler is not required to provide service on islands in Zone D (Non-ferry served islands). The certificated hauler will serve Zone D customers if an alternate collection point on a ferry served island is established by the Zone D customers or by separate agreement by customers in Zone D.

2) The residential service location will be at a location that is considered reasonably safe and accessible by the certificated hauler. This location may be at the residence or at an alternate collection point near the residence as agreed to by the customer and the certificated hauler.

3) The certificated hauler will offer scheduled service intervals for garbage on a biweekly and monthly basis for residential customers and a weekly, biweekly and monthly

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basis for commercial customers. The certificated hauler will offer irregular service through either a tag or subscription service. The certificated hauler will offer mini-can, and walk-in service for elderly or infirm customers.

4) Certificated haulers will collect spilled litter in the immediate vicinity of a pick-up location. If the spilled material appears to be related to insufficiently secured collection containers the owner of the container will be notified and may be charged a clean-up fee for repeated instances of unsecured containers.

B. Garbage and Recycling services will be offered only in combination. Rates will be established for these combined services by the Washington Utilities and Transportation Commission.

C. Collection costs shall be distributed throughout the service Zones A (San Juan Island), B (Orcas Island), C (Lopez Island) and E (Shaw Island) to all ratepayers.

**Section 3. Section 13 of Ordinance 2-2012 shall be amended to read as follows:**

To allow the certificated hauler adequate time to seek an adjustment to rates with the WUTC, ~~and to allow the Solid Waste Management Plan to be amended this Ordinance will be effective on the later of (1) September 1, 2012, or the date 2012 revision to the Solid Waste Management Plan become effective.~~

**Section 4. Repealer.**

Ordinance 2-2012 Section 2 (Definitions) shall be repealed and the definitions as set forth in this Ordinance and as augmented by SJCC 8.12.010 shall be substituted in their place.

**Section 5. Severability.**

If any section, subsection, sentence, clause or phrase of this article is, for any reason, found to be unconstitutional or otherwise invalid by a court of competent jurisdiction, such decision shall not affect the validity of the remaining portions of the article.

**Section 6. Effective Date.**

This Ordinance shall be effective on September 1, 2012 to coincide with the effective date of Ordinance 2-2012.

**Section 7. Codification.**

Sections 1 and 2 are to be codified.

ADOPTED this 12<sup>TH</sup> day of June 2012.

COUNTY COUNCIL  
SAN JUAN COUNTY, WASHINGTON

Patty Miller  
Patty Miller, Chair  
District 5, Orcas East

Jamie Stephens  
Jamie Stephens, Vice Chair  
District 6, Lopez/Shaw

ATTEST: Clerk of the Council

Ingrid Gabriel 6-12-2012  
Ingrid Gabriel, Clerk Date

Lovel Pratt  
Lovel Pratt, Member  
District 1, San Juan South

Richard Peterson  
Richard Peterson, Member  
District 2, San Juan North

REVIEWED BY COUNTY  
ADMINISTRATOR Pro Tem

Bob Jean 6/18/12  
Bob Jean Date

Howard Rosenfeld  
Howard Rosenfeld, Member  
District 3, Friday Harbor

Richard Fralick  
Richard Fralick, Member  
District 4, Orcas West/Waldron

RANDALL K. GAYLORD  
APPROVED AS TO FORM ONLY

By: Randall K. Gaylord  
Date 6/12/2012

# APPENDIX P. REQUEST FOR PROPOSALS

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DRAFT 4/19/2012

## Request For Proposals To Provide Orcas Site Solid Waste Services And Operations

Notice is hereby given that written Proposals shall be received by the San Juan County Administrator. This Request for Proposals is provided pursuant to the Revised Code of Washington 36.58. Proposals must be received no later than 4:00 p.m. on **July 9, 2012** for opening of Proposals at that time and date.

**Project Description** Provision of one or more solid waste service(s) using an area within the existing Orcas Island Solid Waste Transfer Station (Orcas Site), located on Orcas Island, San Juan County, Washington. Additionally, the project includes transport and delivery of the received solid waste from the Orcas Site to a proper disposal or processing site.

This Request for Proposals also includes maintenance and repairs of the Orcas Site infrastructure and equipment necessary to continue safe and effective service, operations and transport and meet all permit requirements.

**Pre-proposal Meeting/Site Visit:** May 16, 2012; 12:00 p.m. - 4:00 p.m. at the Orcas Landing on Orcas Island. Attendance at the pre-proposal meeting and site visit is **mandatory**.

**Insurance:** Upon successful negotiation and award of a contract the applicant will provide and maintain employers liability insurance, general liability insurance, automobile liability insurance, workers protection insurance, in amounts specified by County and state laws and policies.

**Communications Requirements:** All information requests regarding this Proposal are to be directed in writing, **by e-mail only**, to the contact described in Section 3.1. Written requests for information must be received by 4:00 p.m., July 3, 2012. Please indicate "*Orcas Site Solid Waste Services Proposal*" in the subject line. Questions determined by the County to require a response will receive a written response which will be posted on the San Juan County Web page.

The County reserves the right to issue addenda that extend the original due date for Proposals.

The applicant is responsible for understanding the content requirements of the Proposal and for assuring their response is complete and received on time. The County reserves the right to reject any and all Proposals and make the award in the best interest of the County.

### **Section 1 - Introduction**

#### **1.1 Introduction**

San Juan County is issuing this Request for Proposals from private, public, and non-profit enterprises to operate and provide one or more solid waste services to the public using an area within the existing County-owned Orcas Island Transfer Station. Applicants are to submit Proposals responding to

all of the components described in **Section 2.0 Operational and Service Description and Requirements** of this notice. The San Juan County Council has authorized this project as supporting the management of a portion of the solid waste generated and collected in the County.

The full RFP may be viewed and/or downloaded from the County Web site at <http://sanjuanco.com/sw-rfp>. Copies of the RFP may also be obtained from the San Juan County Public Works Department, 915 Spring Street, Friday Harbor, Washington, 98250, between the hours of 9:00 AM and 4:00 PM, Monday through Friday. A non-refundable fee of \$.15 per page will be charged. Payments may be made by check or exact cash. Checks shall be made payable to San Juan County Public Works.

The County, at its sole option and discretion, may reject any Proposal that is not submitted on time. Additionally, the County reserves the right to reject any or all Proposals, waive informalities, and make the award in the best interest of the County.

### **1.2 Solid Waste Generation**

San Juan County is located in the Northwest corner of Washington State and is made up entirely of individual islands. The population of the County is approximately 15,769 with most of the population concentrated on the three largest islands – Orcas, San Juan, and Lopez. Transportation to and from these islands is provided by the Washington State Ferry System, private barge, and air. There is no direct land transportation route to San Juan County.

County-wide, garbage tonnage has been decreasing steadily since late 2008 with most other solid waste generation rates remaining relatively stable. Solid Waste is generated from residential, business and commercial sources. There are no significant industrial sources in San Juan County.

Historical solid waste volumes and weights are included in an Orcas Site Information Package at: <http://sanjuanco.com/sw-rfp>. This is provided for information purposes only. San Juan County makes no warranty or representation that the historical quantities of solid waste, other materials and items actually reflect future quantities of such waste, other materials or items.

### **1.3 County Solid Waste Management Facilities**

The County currently owns or leases and operates a system of solid waste facilities consisting of the Orcas Island Transfer Station, San Juan Island Drop Box and Lopez Island Drop Box. **This Request for Proposals applies only to the area of the Orcas Island Transfer Station referred to as the “Orcas Site”.**

The Orcas Site is located within the Orcas Island Transfer Station at 3398 Orcas Road, Mile Post 5 (T37N R2W Sec 27). The Orcas Site consists of an enclosed tipping floor and trailer bay used to top load both trailer-mounted 48 – 53 foot open top garbage and commingled recyclable materials containers. The location and specific boundaries of the Orcas Site are provided at: <http://sanjuanco.com/sw-rfp>.

### **1.4 Solid Waste Collection and Transfer**

San Juan Sanitation, Incorporated (SJS) conducts solid waste collection in the unincorporated portions of the County under a required certificate issued by the Washington Utilities and Transportation Commission. SJS is the only certificated hauler operating in San Juan County. Currently, San Juan Sanitation takes all its collected solid waste to the Orcas Island Transfer Station. SJS may or may not continue this practice in the future. Historically, the certificated hauler has accounted for approximately fifty-percent of the garbage collected within the County.

A significant number of residents and many businesses in the County self-haul their own solid waste. Self-hauled solid waste is taken to all three County facilities during the hours the facilities are open to the public. Historically, self-haulers have accounted for approximately fifty-percent of all garbage collected in the County. The County does not plan on operating the facilities beyond 2012 and is making them available for lease by non-County entities to provide solid waste services.

The Town of Friday Harbor (Town) is a municipal corporation located on San Juan Island. The Town collects solid waste within the Town limits from both residential and business customers. Beginning in mid-2010 the Town began transporting all their collected garbage to the Skagit County Regional Transfer Station located east of Anacortes, Washington. At the same time it began hauling commingled recyclable materials to the Orcas Island Transfer Station. This was in response to the County's decision to operate its facility, located on San Juan Island, as a drop box serving only residential and business self-haul customers. Because the Town is a separate planning district it has the option to deliver solid waste to any facility it chooses. At this time, only one in-county facility, the Orcas Island Transfer Station, serves commercial customers, along with residential and business self-haul customers.

Transport of solid waste from the Orcas Island Transfer Station is currently accomplished using standard 48-foot open top trailer-mounted containers filled directly from the tipping floors. Loads are mechanically compacted using extended boom backhoes. Loads have historically averaged 23 –24 tons using this method. Containers are covered with tarps and the trailers moved in and out of the tipping floor trailer bay by County employees and are staged on-site for pickup and long-haul transport. The long-haul contractor, Waste Management Incorporated, performs this transport work under a contract with San Juan County. This contract expires December 31, 2012. All trailers are currently transported via the Washington State Ferry system to the mainland ferry terminal at Anacortes.

## **Section 2 – Operational and Service Description and Requirements**

### **2.1 Overview of Solid Waste Operations and Services**

San Juan County requests Proposals including the following:

- A. Provision of one or more solid waste service(s) at the Orcas Site.
- B. Transport of the Orcas Site collected solid waste to a proper disposal or processing site.

### **2.2 Solid Waste Service(s) Requirements**

Proposals will describe provision of service(s) for customers at the Orcas Site described in Section 1.0. The Proposal will include, at a minimum, the following:

- A. Information regarding vendor selection criteria listed in Section 3.4, items 1-12, that adequately describes the vendor's proposed operation of the site.
- B. Acceptance of responsibility for provision and funding of maintenance and repairs of the Orcas Site infrastructure necessary to continue safe, effective service and operations and to meet all permit requirements.
- C. A plan, funded and implemented by the applicant, to move and re-install the site's existing vehicle scale at a location within the Orcas Site, approved by the County.



- D. Acceptance of responsibility for obtaining, maintaining, and funding compliance with Washington State Department of Ecology's Industrial Storm Water General Permit and San Juan County Health and Community Services Department's Solid Waste Handling Permit.
- E. Laws, Charters, Articles of Incorporation or other acceptable form of certification that applicant is authorized to operate a solid waste facility and provide the proposed solid waste service(s).
- F. For Proposals which include garbage service: A garbage collection screening procedure that meets the conditions set forth in the San Juan County and Skagit County Inter-local Agreement at: <http://sanjuanco.com/sw-rfp>.
- G. Acceptance of responsibility for obtaining, maintaining and funding any and all additional licenses, permits, warrantees, certificates, insurance or other documents necessary and required to operate and provide service in a safe, legal and compliant manner.

### **2.3 Solid Waste Transport Requirements for Disposal or Processing**

Proposals will describe the transport for disposal or processing of solid waste from the Orcas Site described in Section 1.0. The vendor will transport and deliver the solid waste to a proper site. The Proposal will include, at a minimum, the following:

- A. Acceptance of full responsibility for provision and funding of maintenance and repairs of the transport support equipment and Orcas Site infrastructure necessary to continue transport and maintain compliance with all permits.
- B. Assurance that amounts of stored putrescible solid waste exceeding 210 cubic yards, or 48 tons, will be transported off-site within 24 hours unless approved by the County. Assurance that amounts of stored non-putrescible solid waste, exceeding 210 cubic yards, or 48 tons, will be transported off-site within 96 hours unless approved by the County.
- C. Assurance that all putrescible solid waste collected at the Orcas Site will be transported off-site within 96 hours and non-putrescible waste within 14 days unless approved by the County.
- D. Acceptance of full responsibility for obtaining, maintaining and funding all licenses, permits, warrantees, certificates, insurance or other documents necessary and required to provide transport for disposal or processing in a safe, legal and compliant manner.

## **Section 3 - Submittal of Proposals**

### **3.1 Information**

All requests for information regarding this Request for Proposals shall be directed to:

Steve Alexander, Solid Waste Manager  
 San Juan County Public Works Department  
 Friday Harbor, Washington

Questions and requests regarding this Proposal must be directed in writing, **by e-mail only**, no later than: 4:00 pm on July 3, 2012 to the San Juan County Solid Waste Manager at: [orcasrfp@sjcpublicworks.org](mailto:orcasrfp@sjcpublicworks.org).

The e-mail must identify the applicant's name and organization, reference the section of the Proposal that the question relates to, and include *Orcas Site Solid Waste Services Proposal* in the subject line. Information requests via telephone are to be directed to Steve Alexander at 360.370.0500 no later than 4:00 pm on July 3, 2012.

Questions determined by the County to require a response will be posted, along with the response, on the San Juan County Web site at: <http://sanjuanco.com/sw-rfp>. The identity of the applicant asking the question will not be disclosed.

The applicant is responsible for understanding the content requirements of the Proposal and for assuring the response to the Request for Proposals is complete.

### **3.2 Pre-Proposal Meeting and Site Visit**

A **mandatory** pre-proposal meeting and site visit will be conducted May 16, 2012, 12:00 p.m.-4:30 p.m. at the Orcas Landing on Orcas Island. The day will begin with the meeting at the Orcas Island Landing, located adjacent to the Orcas Island ferry terminal. The Orcas Site visit will occur immediately after the meeting. Details concerning the site meeting and travel information are provided at: <http://sanjuanco.com/sw-rfp>. Applicants must provide their own transportation to the Orcas Island Landing. Transportation to and from the Orcas Site will be provided. During the meeting and site visit questions and issues will be discussed. San Juan County is not responsible for providing information to those not present at the pre-proposal event.

### **3.3 Vendor Selection Process Integrity Rules**

San Juan County intends that the vendor selection process will be open, fair, objective and understandable to all. To this end the County encourages that from April 26, 2012 until such time as the County awards a contract or terminates the vendor selection process, contact between applicants and the County should include the contact person listed in Section 3.1.

### **3.4 Vendor Selection Criteria**

All Proposals will be evaluated on the basis of:

1. Number of solid waste services provided<sup>1</sup>.
2. Costs (fees) for providing service(s) and how the fees were derived; including when and how future fee increases will be determined.
3. Timeline for full operational, service and transport implementation.
4. Days and hours open to the public.
5. Solid waste site operational, service and transport experience.
6. Financial capacity to operate the facility for an extended period of time.
7. Previously held relevant permits and associated compliance history.
8. Compatibility with the existing Orcas Site Reuse facility (The Exchange).
9. Estimated number of in-county jobs created.
10. Innovative approaches to managing solid waste.
11. Proposed term of the contract beyond the five (5) years and one (1) day provision in RCW 36.58.090(10), in the event the five year provision is applicable.
12. Strategy for public communication, outreach and education.
13. Completeness and clarity.
14. Possible solid waste services:
  - a. Garbage
  - b. Recyclable materials

- c. Used appliances
- d. Used oil
- e. Used anti-freeze
- f. Used vehicle batteries
- g. Used electronics
- h. Steel and non-ferrous metals
- i. Construction and demolition materials
- j. Composting
- k. Household Hazardous Waste
- l. Biomedical Waste

### **3.5 Submittal Rules**

- A. All Proposals shall be received in writing by mail or delivery service to the address in Section 3.5(B) no later than 4:00 p.m. on July 9, 2012 for opening of Proposals at that time and date. No telephone, facsimile, or e-mail proposals will be accepted.
- B. One (1) unbound original and twelve (12) bound copies of the Proposal shall be delivered in a single sealed package. If sent by the US Postal Service the package must be addressed to: San Juan County Administrator, 350 Court Street #5, Friday Harbor, WA 98250. If sent by a delivery service the package must be taken to 55 Second Street, N., 2nd Floor, Friday Harbor, Washington, 98250. Submittals shall be clearly labeled -- "ORCAS SITE SOLID WASTE SERVICES PROPOSAL".
- C. All Proposals must be signed by a person authorized to commit the applicant to the Proposal and to execute agreements and contracts on behalf of the applicant.
- D. The County intends to negotiate a contract, or contracts, based on the Proposal(s). The terms and duration of the contract(s) are negotiable. Actual fees for services may vary from the Proposal(s) if negotiations result in a better overall cost for service to the County. All applicants must be willing, at a minimum, to provide the services specified at the price given in their Proposal.
- E. Proposals must either be received by the submittal deadline. The County, at the County's sole option and discretion, may reject any Proposal that is not received on time.
- F. Proposals are publicly opened. Award information shall be made available as soon as practicable following opening at the time and date specified. Results shall be available by calling San Juan County Public Works at (360) 370.0500 and/or shall be posted at: <http://sanjuanco.com/sw-rfp> following award.

### **3.6 Proposal Organization and Limitations**

- A. Cover Letter.
- B. Introduction.
- C. Scope of Proposal.
- D. Number of solid waste services provided.
- E. Costs (fees) for providing service(s) and how the fees were derived; including when and how future fee increases will be determined.
- F. Timeline for full operational, service and transport implementation.
- G. Days and hours open to the public.
- H. Solid waste site operational, service and transport experience.
- I. Financial capacity to operate the facility for an extended period of time.
- J. Previously held relevant permits and associated compliance history.

- K. Compatibility with the existing Orcas Site Reuse facility (*The Exchange*).
- L. Estimated number of in-county jobs created.
- M. Innovative approaches to managing solid waste.
- N. Proposed term of the contract beyond the five (5) years and one (1) day provision in RCW 36.58.090(10), in the event the five year provision is applicable.
- O. Strategy for public communication, outreach and education.

The total number of pages in the Proposal addressing items 3.6(A.-O.) is not to exceed twenty-six (26). Twenty-six pages is equivalent to thirteen (13) 8.5"x11" sheets of paper. Item A. is limited to a single page. The required font is Arial 12, with single spacing and margins no less than 1.0 inch.

### **3.7 Vendor Selection Process and Implementation Schedule**

- A. The evaluation of vendor submittals, interviews, vendor selection recommendation and County Council approval of a selected vendor is to be completed by July 30, 2012.
- B. Completion of contract negotiations between the County and the selected vendor as well as a public hearing and County Council approval of the contract is expected by August 28, 2012.
- C. The successful vendor is to begin providing the full, negotiated scope of services by October 25, 2012.

## **Section 4 - Rights of the County**

### **4.1 Reserved Rights**

San Juan County reserves the right and holds as its sole discretion the following rights and options:

1. To reject any and all Proposals.
2. To determine qualified Proposals.
3. To modify or cancel the vendor selection process at any time.
4. To waive any and all informalities in a Proposal or failure to comply with the application requirements.
5. To request additional information from any or all applicants in order to complete the vendor selection process.
6. To decline providing a detailed response to every question or request for clarification submitted.
7. To select the Proposal that is in the best interest of the County.
8. To require guarantees and warranties necessary to protect the rights and interests of the County and its citizens.

Submittal of a Proposal constitutes the applicant's agreement with these stated rights of the County. Applicants are hereby notified that the costs for preparing and submitting Proposals, including all costs associated with visiting the facility and attending the pre-proposal conference shall be borne entirely and solely by the applicant.

## **Section 5 - Contract Considerations**

The contract(s) for service(s) will be negotiated between the applicant(s) and the County. The County will retain full right and responsibility for developing contract documents. In no case will the County enter into a contract that violates any County ordinance or policy including those specifically stated in the San Juan County Comprehensive Solid and Hazardous Waste Management Plan. All contract documents will be subject to review and approval by the San Juan County Council, the County Prosecuting Attorney and the County Administrator.

Applicants will specify with their submittal any anticipated, desired or required service fee adjustments after the initial year. The County shall use the Consumer Price Index (CPI) All Urban Consumers, U.S. City Average, published by the U.S. Department of Labor, Bureau of Labor Statistics, for the month of March, to adjust the Service Fee, beginning July 1 of the second year, if any, and continuing each July 1 thereafter for the duration of the contract and any extensions. The applicant shall specify a discount, if any, to the CPI escalator for the duration of the contract in writing. During the term of the contract the County will agree to adjust unit fees in order to cover the actual cost of any ferry fare increases made by the Washington Department of Transportation (WDOT) effective on the date of a fare increase, if any, is implemented by WDOT.

The applicant will, upon successful negotiation and award of a contract, be required to provide and maintain employers liability insurance, general liability insurance, automobile liability insurance, workers protection insurance, in amounts specified by County and state laws and policies.

Contracts entered into as per this Proposal are subject to prevailing wage laws and regulations, pursuant to RCW 36.58 and RCW 39.12.

Upon implementation of the approved contract, and prior to commencement of operations pursuant to the contract, the vendor shall obtain and provide a project performance bond or bonds or other security that in the judgment of the County Council is sufficient to secure adequate performance by the vendor (RCW 36.58.090(7)). The final amount or amounts will be determined during contract negotiations.

The County has established an estimated annual lease payment of \$7,000 subject to change during contract negotiations.

Pursuant to RCW 36.58.090(10), in no event shall the Orcas Site be privately operated and maintained by the vendor for a period of less than five (5) years and one (1) day, should the five year provision be applicable. An option for renewal and conditions for early termination of the lease term will be determined during contract negotiations.

The County requires the vendor to provide the County copies of all permits, licenses, warranties, certificates, insurance or other documents necessary and required to operate and provide service, upon award of a contract.

The County's retains the right to inspect all permits, licenses, warranties, certificates, insurance or other documents necessary to satisfy itself that the vendor is operating the Orcas Site and transporting municipal garbage in a safe and legal manner.

The actual fees for services provided by any and all vendors shall be the fees specified in a legally binding, negotiated contract. Fees stated in responses to this request for submission of statements of qualifications and proposals are for evaluation purposes only.

# APPENDIX Q. INTERLOCAL AGREEMENT

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**DRAFT**

**INTERLOCAL AGREEMENT  
BETWEEN  
SAN JUAN COUNTY AND SKAGIT COUNTY  
REGARDING RECEIPT OF SOLID WASTE**

No. \_\_\_\_\_

**THIS AGREEMENT** (herein the “Agreement”) is made and entered into by and between Skagit County, Washington, a political subdivision of the State of Washington, hereinafter referred to as “SKAGIT”, and San Juan County, Washington, a political subdivision of the State of Washington, hereinafter referred to as “SAN JUAN”. SAN JUAN and SKAGIT may be individually referred to herein as a “party”, and may be collectively referred to herein as the “parties.”

**WITNESSETH:**

**WHEREAS**, SKAGIT and SAN JUAN are each individually responsible for managing solid waste pursuant to Chapter 70.95 RCW; and,

**WHEREAS**, SKAGIT and SAN JUAN desire to work cooperatively on regional solid waste handling and disposal issues; and,

**WHEREAS**, both Parties acknowledge the benefits to be gained from a cooperative approach to solid waste issues such as avoidance of duplication of services and potentially resulting in lower costs to the rate payers; and,

**WHEREAS**, pursuant to the authority granted by Chapter 39.34 RCW, Interlocal Cooperation Act, the State of Washington allows and encourages cooperative Solid Waste Programs among regional jurisdictions; and,

**WHEREAS**, SAN JUAN has determined that transportation of its solid waste to facilities operated by SKAGIT is in the best interests of its citizens; and,

**WHEREAS**, SKAGIT has developed infrastructure and contractual relationships with sufficient capacity to currently serve the solid waste disposal needs of both SAN JUAN and SKAGIT; and,

**WHEREAS**, SKAGIT is willing to accept and process solid waste from SAN JUAN (subject to and in accordance with the terms of this Agreement).

**NOW, THEREFORE, in consideration of the foregoing, and in consideration of the following terms and conditions, the Parties mutually agree as follows:**

**PURPOSE OF AGREEMENT AND DUTIES OF THE PARTIES.**

1.1 Subject to the terms of this Agreement, SKAGIT will allow disposal of solid waste from SAN JUAN at the Skagit County Transfer and Recycling Station, as delivered by certificated waste collectors, private operators of SAN JUAN's solid waste facilities, and individual residents at rates established by SKAGIT that shall include an Out of County Surcharge. The parties recognize and agree that this Agreement only provides and allows for the disposal of SAN JUAN municipal solid waste (herein referred to as "solid waste") that is destined for landfill disposal, in accordance with the terms of this Agreement, and does not allow or provide for recycling by SAN JUAN, or for the delivery, receipt, and/or disposal of yard debris, special waste, hazardous waste (including household hazardous waste), or any other materials from SAN JUAN.

1.2 At SAN JUAN'S own cost, expense, and liability, SAN JUAN shall ensure that waste screening procedures at any and all of its public and/or privately-operated solid waste facilities comply with all applicable laws rules and regulations, specifically including, but not limited to Washington State solid waste disposal laws, rules, and regulations and shall ensure that such waste screening procedures are consistent with those employed at SKAGIT's facilities. SKAGIT reserves the right to perform compliance audits and refuse any non-compliant loads from SAN JUAN. Except as may be expressly provided to the contrary by the terms of this Agreement, SAN JUAN shall otherwise be solely responsible and liable for SAN JUAN'S solid waste system and solid waste operations, and to the maximum extent allowed by law SAN JUAN agrees to defend, indemnify, and hold SKAGIT harmless from any and all claims and/or damages incurred by SKAGIT arising from or relating to SKAGIT's receipt of solid waste from SAN JUAN pursuant to this Agreement.

1.3 Except as may be expressly provided by the terms of this Agreement, SKAGIT makes no representations or warranties of any kind or of any nature regarding SAN JUAN'S solid waste system and/or solid waste operations, and SKAGIT disclaims any interest or involvement in the SAN JUAN'S solid waste system and/or solid waste operations. The parties mutually recognize and agree that SKAGIT is not responsible or liable for the operation, use, or management of SAN JUAN'S solid waste system and/or solid waste operations in any way.

1.4 Unless specifically stated to the contrary in this Agreement, SKAGIT is not obligated to provide any funds, or perform or provide any other services, duties, or responsibilities pursuant to the terms of this Agreement.

1.5 SAN JUAN recognizes and agrees that SKAGIT is subject to the terms and conditions of an interlocal agreement establishing the Solid Waste System Governance Board ("SWSGB"), entitled "Interlocal Cooperative Agreement Between Skagit County and Cities and Towns for Solid Waste Management", dated April 30, 2008 (Skagit County Contract # C20080306), as subsequently amended per Skagit County Amendment # A201000124, dated August 23, 2010 (herein the "SWSGB Interlocal").

2. INDEMNIFICATION: Except as provided to the contrary herein, each party agrees to be responsible and assume liability for its own wrongful and/or negligent acts or omissions or those of their officials, officers, agents, or employees to the fullest extent required by law, and further agrees to save, indemnify, defend, and hold the other party harmless from any such liability. It is further provided that no liability shall attach to SKAGIT by reason of entering into this contract except as expressly provided herein.

3. LIMITATION OF LIABILITY. Any party having a claim against SAN JUAN, however arising, shall have recourse only to the extent of assets and property of SAN JUAN, and shall have no recourse against SKAGIT, or SKAGIT'S appointed or elected officers, employees, volunteers or its/their assets or credits.

4. ASSIGNMENT AND SUBCONTRACTING. It is understood and agreed between the parties that this Agreement (or any portion of this Agreement) cannot be assigned, transferred, contracted or subcontracted to any other individual, firm, company, and/or other entity by SAN JUAN without prior written permission of SKAGIT.

5. COMPLIANCE WITH LAWS AND TERMS OF GRANTS: The parties to this Agreement shall comply with all applicable federal, state, and local laws, rules, and regulations in carrying out the terms and conditions of this Agreement. If applicable, compliance with laws shall specifically include, but not be limited to, compliance with laws pertaining to the payment of prevailing wage on public works, including, but not necessarily limited to RCW 39.12. If necessary, the parties shall obtain and comply with all necessary permits and approvals from all applicable jurisdictions prior to commencing any work related to this Agreement. Each party individually recognizes and agrees that it shall be solely and separately responsible and liable for compliance with all terms and conditions of any applicable permits(s) and/or grant(s) obtained or procured in such party's name.

6. TERM OF AGREEMENT: Unless sooner terminated pursuant to Section 7., it is agreed by the parties that the term of this Agreement shall be from the date of mutual execution of this Agreement until September 30, 2023; provided, that this Agreement may be extended (on the same terms) for up to two (2) additional periods of five (5) years, with the mutual agreement of both parties.

7. TERMINATION. This Agreement may be terminated by either party for default by the other party (as defined per Section 16, below) by providing the other party with ninety (90) days written notification. This Agreement may also otherwise be terminated by either party (at any time and for any reason) by providing the other party with two (2) years written notification. Such written notification may be personally delivered or mailed postage-prepaid by certified mail, return receipt requested, to the party's last known address for the purposes of giving notice under this paragraph. If this Agreement is so terminated, the parties shall be liable only for performance rendered or costs incurred in accordance with the terms of this Agreement prior to the effective date of termination, except that the duty to indemnify (as provided herein), shall survive such termination.



8. ADMINISTRATION: The following individuals are designated as representatives of the respective parties. The representatives shall be responsible for administration of this Agreement and for coordinating and monitoring performance under this Agreement. In the event such representatives are changed, the party making the change shall notify the other party.

8.1 SKAGIT'S representative shall be the Public Works Director, or his/her designee.

8.2 SAN JUAN'S representative shall be the Director of Public Works, or his/her designee.

9. TREATMENT OF ASSETS AND PROPERTY: No fixed assets or personal or real property will be jointly or cooperatively acquired, held, or disposed of pursuant to this Agreement.

10. NO PARTNERSHIP OR JOINT VENTURE: No partnership and/or joint venture exists between the parties, and no partnership and/or joint venture is created by and between the parties by virtue of this Agreement. No agent, employee, contractor, subcontractor, consultant, volunteer, and/or other representative of the parties shall be deemed an agent, employee, contractor, subcontractor, consultant, volunteer, or other representative of the other party.

11. NO THIRD PARTY BENEFICIARIES: This Agreement is not intended to nor does it create any third party beneficiary or other rights in any third person or party, including, but not limited to, the general public, or any other organization or entity, or any agent, contractor, subcontractor, consultant, employee, volunteer, or other representative of any party.

12. CHANGES, MODIFICATIONS, AMENDMENTS AND WAIVERS: The Agreement may be changed, modified, amended or waived only by a subsequent written agreement duly executed by the parties hereto. Waiver or breach of any term or condition of this Agreement shall not be considered a waiver of any prior or subsequent breach.

13. ENTIRE AGREEMENT: This Agreement contains all the terms and conditions agreed upon by the parties. All items incorporated herein by reference are attached. No other understandings, oral or otherwise, regarding the subject matter of this Agreement shall be deemed to exist or to bind any of the parties hereto. The parties hereby mutually agree to terminate and rescind a previous interlocal agreement and accompanying memorandum of understanding by and between the parties both dated April 4, 1994 (Skagit County Contract Numbers: 001995 and 001996), and the parties hereby recognize and agree that this Agreement shall specifically replace and supersede said previous interlocal and accompanying memorandum of understanding (Skagit County Contract Numbers: 001995 and 001996).

14. STATUS OF AGREEMENT: This Agreement is in addition to, and is not intended to replace, substitute, modify, or otherwise amend any other agreements by and between the parties. Any other agreements by and between the parties shall continue in full force and effect, unless specified to the contrary herein (see Section 13, above).

15. USE OF DOCUMENTS AND MATERIALS PRODUCED: Both parties shall have the right to use and distribute any and all documents, writings, programs, data, public records or other materials prepared by any party (and/or any party's contractors, consultants, and/or

subcontractors), in connection with performance of this Agreement. The parties recognize and agree that any documents and/or materials arising from and/or related to this Agreement may be subject to public disclosure pursuant to applicable law (including, but not limited to, RCW 42.56).

16. **DEFAULT:** Failure of the parties to comply with the terms of this Agreement shall constitute default. The parties shall have all remedies for the enforcement of this Agreement as provided by law, including, but not limited to, termination of this Agreement (in accordance with Section 7, above).

17. **VENUE AND CHOICE OF LAW:** In the event that any litigation should arise concerning the construction or interpretation of any of the terms of this Agreement, the venue of such action of litigation shall be in the Superior Court of the State of Washington in and for the County of Skagit. This Agreement shall be governed by the laws of the State of Washington.

SAN JUAN COUNTY ("SAN JUAN"):

DATED this \_\_\_\_\_ day of \_\_\_\_\_, 2012

By: \_\_\_\_\_  
Title of Signatory

\_\_\_\_\_  
Print Name of Signatory

Mailing Address:  
(Street address required  
in addition to P.O. Box)  
\_\_\_\_\_  
\_\_\_\_\_

Approved as to form:

\_\_\_\_\_  
San Juan County Prosecuting Attorney

DATED this \_\_\_\_\_ day of \_\_\_\_\_, 2012.

**BOARD OF COUNTY  
COMMISSIONERS  
SKAGIT COUNTY, WASHINGTON**

\_\_\_\_\_  
Kenneth A. Dahlstedt, Chairman

\_\_\_\_\_  
Sharon D. Dillon, Commissioner

Attest:

\_\_\_\_\_  
Ron Wesen, Commissioner

\_\_\_\_\_  
Clerk of the Board

For contracts under \$5,000:  
Authorization per Resolution R20030146

Recommended:

\_\_\_\_\_  
County Administrator

\_\_\_\_\_  
Department Head

Approved as to form:

\_\_\_\_\_  
Civil Deputy Prosecuting Attorney

Approved as to indemnification:

\_\_\_\_\_  
Risk Manager

Approved as to budget:

\_\_\_\_\_  
Budget & Finance Director

# APPENDIX R. SEPA DOCUMENTS



SAN JUAN COUNTY

## COMMUNITY DEVELOPMENT AND PLANNING

135 Rhone Street • P.O. Box 947 • Friday Harbor, Washington 98250  
360/378-2354 • 360/378-2116 • Fax 360/378-3922  
permits@co.san-juan.wa.us www.co.san-juan.wa.us/permitcenter

### DETERMINATION OF NONSIGNIFICANCE

**Proposal:** Adopt "Solid and Hazardous Waste Management Plan"

**Applicant:** San Juan County Public Works


**Location:** San Juan County, Washington

State Environmental Policy Act (SEPA) Review. An Environmental Checklist for the San Juan County Solid and Hazardous Waste Management Plan was reviewed, and it was determined that adoption of the plan will not have a significant adverse impact on the environment, and an environmental impact statement is not required under RCW 43.21C.030(2)(c). Under WAC 197-11-340(2) a Determination of Non-Significance was issued on February 29, 2012. Comments on this determination must be submitted by March 14, 2012. Following a final decision this determination may be appealed with the underlying action to Superior Court as provided in RCW 36.32.330. For appeals to Superior Court, the appeal period is 20 days after the final approval by the County Council in accordance with RCW 70.95.

Copies of the Plan, SEPA checklist, SEPA Determination and associated documents are available from the San Juan County Community Development & Planning Department or will be mailed on request. For copies, more information or to submit comments contact Lee McEnery, San Juan County CD&P, PO Box 947, Friday Harbor, WA, 98250, (360) 370-7589, or [Leem@sanjuanco.com](mailto:Leem@sanjuanco.com).

**Responsible Official:**

Rene Beliveau, Director  
Community Development & Planning  
(360) 378-2354

Signature:  Date: 2/29/2012

**Date of publication:** February 29, 2012

**Permit #:** PSEPA0-12-0001

N:\STAFF FOLDERS\Lee\SEPA\solid waste DNS.doc





## **San Juan County**

### **Community Development & Planning**

135 Rhone Street P.O. Box 947 Friday Harbor, WA 98250  
(360) 378-2354 (360) 378-2116 Fax (360) 378-3922  
[www.sanjuanco.com](http://www.sanjuanco.com)

## **STATE ENVIRONMENTAL POLICY ACT ENVIRONMENTAL CHECKLIST**

### **Purpose of checklist:**

The State Environmental Policy Act (SEPA), chapter 43.21C RCW, requires all governmental agencies to consider the environmental impacts of a proposal before making decisions. An environmental impact statement (EIS) must be prepared for all proposals with probable significant adverse impacts on the quality of the environment. The purpose of this checklist is to provide information to help you and the agency identify impacts from your proposal (and to reduce or avoid impacts from the proposal, if it can be done) and to help the agency decide whether an EIS is required.

### **Instructions for applicants:**

This environmental checklist asks you to describe some basic information about your proposal. Governmental agencies use this checklist to determine whether the environmental impacts of your proposal are significant, requiring preparation of an EIS. Answer the questions briefly, with the most precise information known, or give the best description you can.

You must answer each question accurately and carefully, to the best of your knowledge. In most cases, you should be able to answer the questions from your own observations or project plans without the need to hire experts. If you really do not know the answer, or if a question does not apply to your proposal, write "do not know" or "does not apply." Complete answers to the questions now may avoid unnecessary delays later.

Some questions ask about governmental regulations, such as zoning, shoreline, and landmark designations. Answer these questions if you can. If you have problems, the governmental agencies can assist you.

The checklist questions apply to all parts of your proposal, even if you plan to do them over a period of time or on different parcels of land. Attach any additional information that will help describe your proposal or its environmental effects. The agency to which you submit this checklist may ask you to explain your answers or provide additional information reasonably related to determining if there may be significant adverse impact.

## **A. BACKGROUND**

This revised Comprehensive Solid and Hazardous Waste Management Plan is intended to replace all previous solid and hazardous waste management plans for San Juan County.

Proposed adoption of this revised plan is presented as a non-project action in accordance with WAC 197-11-704(2)(b).

1. **Name of proposed project, if applicable:**  
San Juan County Comprehensive Solid and Hazardous Waste Management Plan
2. **Name of applicant:**  
Frank Mulcahy, Public Works Director  
San Juan County
3. **Address and phone number of applicant and contact person:**  
San Juan County Public Works Department  
P.O. Box 729  
Friday Harbor, WA 98250  
  
Contact: Elizabeth Anderson, Solid Waste Planner  
San Juan County Public Works  
360-370-0531  
elizabetha@sjcpublicworks.org
4. **Date checklist prepared:** February 9, 2012
5. **Agency requesting checklist:**  
Washington State Department of Ecology
6. **Proposed timing or schedule (including phasing, if applicable):**  
This checklist is for a non-project proposal to establish a long-range plan for solid and hazardous waste management in San Juan County.

On February 7, 2012, a review draft of the San Juan County Solid and Hazardous Waste Management Plan (Plan) was made available for public review and comment. It was sent specifically to:

- the San Juan County Council,
- members of the San Juan County Solid Waste Advisory Committee (SWAC),
- the San Juan County Health Department, and
- the general public via internet, press releases, and copies placed at each of the public libraries in the County.

The review and adoption process includes a public workshop before the County Council and review by the County SWAC. Following public and agency review and comment, the draft Plan will be corrected as needed and sent to the State Department of Ecology for technical review. Following any corrections in response to technical review, the final draft Plan will be given to the County Council for resolution of adoption. The County's adopted final draft Plan will then be transmitted to Ecology.

7. **Do you have any plans for future additions, expansion, or further activity related to or connected with this proposal?** Yes  No  **If yes, explain.**

From the date of the State Department of Ecology approval, the SWMP must be reviewed every five years. If review indicates updates are needed, the Plan must be amended or revised.

8. **List any environmental information you know about that has been prepared, or will be prepared, directly related to this proposal.**

None

9. **Do you know whether applications are pending for governmental approvals of other proposals directly affecting the property covered by your proposal?** Yes  No  **If yes, explain.**

Not applicable

10. **List any government approvals or permits that will be needed for your proposal, if known.**

Adoption by the San Juan County Council and acceptance by the State Department of Ecology are necessary prior to implementation of this Plan.

11. **Give brief, complete description of your proposal, including the proposed uses and the size of the project and site. There are several questions later in this checklist that ask you to describe certain aspects of your proposal. You do not need to repeat those answers on this page.**

San Juan County intends to adopt a revised plan to manage solid and hazardous waste. The draft revised Plan recommends changing the local collection system from County operation of three facilities that handle garbage and recyclable materials to expansion of local garbage route collection to include source-separated recyclable materials. The County will no longer conduct transfer operations, but will rely on the route collector for solid waste export. County drop-off boxes may be leased to government, non-profit, or private persons for and transfer operations. The proposed plan and its adoption process amount to a non-project action to adopt a



comprehensive solid and hazardous waste management plan for San Juan County.

12. **Location of the proposal. Give sufficient information for a person to understand the precise location of your proposed project, including a street address, if any, and section, township, and range, if known. If a proposal would occur over a range of area, provide the range or boundaries of the site(s). Provide a legal description, site plan, vicinity map, and topographic map, if reasonably available. While you should submit any plans required by the agency, you are not required to duplicate maps or detailed plans submitted with any permit applications related to this checklist.**

Not applicable. The proposed Plan is not specific to a location, but is a County policy document.

## B. ENVIRONMENTAL ELEMENTS

### 1. Earth

- a. General description of the site:  Flat,  Rolling,  Hilly,  Steep Slopes,  Mountainous,  Other.

Not applicable

- b. What is the steepest slope on the site (approximate percent slope)?

Not applicable

- c. What general types of soils are found on the site (for example, clay, sand, gravel, peat, muck)? If you know the classification of agricultural soils, specify them and note any prime farmland.

Not applicable

- d. Are there surface indications or history of unstable soils in the immediate vicinity? Yes  No  If so, describe.

Not applicable

- e. Describe the purpose, type, and approximate quantities of any filling or grading proposed. Indicate source of fill.

Not applicable

- f. Could erosion occur as a result of clearing, construction, or use? Yes  No  If so, generally describe.

Not applicable

- g. About what percent of the site will be covered with impervious surfaces after project construction (for example, asphalt or buildings)?

Not applicable

- h. Proposed measures to reduce or control erosion, or other impacts to the earth, if any:

Not applicable

**2. Air**

- a. What types of emissions to the air would result from the proposal (i.e., dust, automobile, odors, industrial wood smoke) during construction and when the project is completed? If any, generally describe and give approximate quantities if known.

Not applicable.

- b. Are there any off-site sources of emissions or odor that may affect your proposal? Yes  No  If so, generally describe.
- c. Proposed measures to reduce or control emissions or other impacts to air, if any:

Not applicable

**3. Water**

a. Surface:

- 1) Is there any surface water body on or in the immediate vicinity of the site (including year-round and seasonal streams, saltwater, lakes, ponds, wetlands)? Yes  No  If yes, describe type and provide names. If appropriate, state what stream or river it flows into.

Not applicable

- 2) Will the project require any work over, in, or adjacent to (within 200 feet) the described waters?  
Yes  No  If yes, please describe and attach available plans.

Not applicable

- 3) Estimate the amount of fill and dredge material that would be placed in or removed from surface water or wetlands and indicate the area of the site that would be affected. Indicate the source of fill material.

Not applicable

- 4) Will the proposal require surface water withdrawals or diversions? Yes  No  Give general description, purpose, and approximate quantities if known.

- 5) Does the proposal lie within a 100-year floodplain? Yes  No   
If so, note location on the site plan.

Not applicable

- 6) Does the proposal involve any discharges of waste materials to surface waters? Yes  No  If so, describe the type of waste and anticipated volume of discharge.

b. Ground:

- 1) Will ground water be withdrawn, or will water be discharged to ground water? Yes  No  Give general description, purpose, and approximate quantities if known.

- 2) Describe waste material that will be discharged into the ground from septic tanks or other sources, if any (for example: Domestic sewage; industrial, containing the following chemicals. . . ; agricultural; etc.). Describe the general size of the system, the number of such systems, the number of houses to be served (if applicable), or the number of animals or humans the system(s) are expected to serve.

Not applicable

- c. Water runoff (including stormwater):  
1) Describe the source of runoff (including storm water) and method of collection and disposal, if any (include quantities, if known). Where will this water flow?

Not applicable

Will this water flow into other waters? Yes  No  If so, describe.

- 2) Could waste materials enter ground or surface waters? Yes  No  If so, generally describe.

Not applicable

- d. Proposed measures to reduce or control surface, ground, and runoff water impacts, if any:

The County will continue to monitor groundwater at the closed Orcas landfill, and the proposed project will not adversely affect the groundwater on the site.

#### 4. Plants

- a. Check or circle types of vegetation found on the site:

Not applicable; a non-project action is proposed.

DECIDUOUS TREE:  Alder,  Maple,  Aspen,

Other

EVERGREEN TREE:  Fir,  Cedar,  Pine,

Other

SHRUBS

GRASS

PASTURE

CROP OR GRAIN

WET SOIL PLANTS:  Cattail,  Buttercup,

Bullrush,  Skunk Cabbage,  Other

WATER PLANTS:  Water Lily,  Eelgrass,

Milfoil,  Other

Other Types of Vegetation

- b. What kind and amount of vegetation will be removed or altered?

None

- c. List threatened or endangered species known to be on or near the site.

Not applicable

- d. Proposed landscaping, use of native plants, or other measures to preserve or enhance vegetation on the site, if any:

Not applicable

#### 5. Animals

- a. Circle any birds and animals that have been observed on or near the site or are known to be on or near the site:  
Not applicable, a non-project, non site-specific action is proposed.

BIRDS:  Hawk,  Heron,  Eagle,  Songbirds,

Other:

MAMMALS:  Deer,  Bear,  Elk,  Beaver,

Other:

FISH:  Bass,  Salmon,  Trout,  Herring,

Shellfish,  Other:

- b. List any threatened or endangered species known to be on or near the site.  
Not applicable
- c. Is the site part of a migration route? Yes  No  If so, explain.  
Not applicable
- d. Proposed measures to preserve or enhance wildlife, if any:  
Not applicable

**6. Energy and natural resources**

- a. What kinds of energy (electric, natural gas, oil, wood stove, solar) will be used to meet the completed project's energy needs? Describe whether it will be used for heating, manufacturing, etc.  
Not applicable
- b. Would your project affect the potential use of solar energy by adjacent properties? Yes  No  If so, generally describe.
- c. What kinds of energy conservation features are included in the plans of this proposal? List other proposed measures to reduce or control energy impacts, if any:

Not applicable

**7. Environmental health**

- a. **Are there any environmental health hazards, including exposure to toxic chemicals, risk of fire and explosion, spill, or hazardous waste that could occur as a result of this proposal? Yes  No  If so, describe.**

- 1) Describe special emergency services that might be required.

Not applicable

- 2) Proposed measures to reduce or control environmental health hazards, if any:

Not applicable

b. Noise

- 1) What types of noise exist in the area which may affect your project (for example: traffic, equipment, operation, other)?

Not applicable

- 2) What types and levels of noise would be created by or associated with the project on a short-term or a long-term basis (for example: traffic, construction, operation, other)? Indicate what hours noise would come from the site.

Regular service by packer trucks will increase noise briefly each week in those few areas where route collection service is not already operating.

- 3) Proposed measures to reduce or control noise impacts, if any:

None. Any increased level noise will be extremely brief, happen not more frequent than weekly, and is often already common due to existing garbage route collection.

8. **Land and Shoreline use**

- a. What is the current use of the site and adjacent properties?

Not applicable

- b. Has the site been used for agriculture? Yes  No  If so, describe.

Not applicable

- c. Describe any structures on the site.

Not applicable

- d. Will any structures be demolished? Yes  No  If so, what?

Not applicable

- e. What is the current zoning classification of the site?

Not applicable

- f. What is the current comprehensive plan designation of the site?

Not applicable

- g. If applicable, what is the current shoreline master program designation of the site?

Not applicable

- h. Has any part of the site been classified as an "environmentally sensitive" area? Yes  No  If so, specify.

Not applicable

- i. Approximately how many people would reside or work in the completed project?

Not applicable

- j. Approximately how many people would the completed project displace?  
Not applicable
- k. Proposed measures to avoid or reduce displacement impacts, if any:  
Not applicable
- l. Proposed measures to ensure the proposal is compatible with existing and projected land uses and plans, if any:  
Not applicable

**9. Housing**

- a. Approximately how many units would be provided, if any? Indicate whether high, middle, or low-income housing.  
Not applicable
- b. Approximately how many units, if any, would be eliminated? Indicate whether high, middle, or low-income housing.  
Not applicable
- c. Proposed measures to reduce or control housing impacts, if any:  
Not applicable

**10. Aesthetics**

- a. What is the tallest height of any proposed structure(s), not including antennas; what is (are) the principal exterior building material(s) proposed?  
Not applicable
- b. What views in the immediate vicinity would be altered or obstructed?  
Not applicable
- c. Proposed measures to reduce or control aesthetic impacts, if any:  
Not applicable

**11. Light and glare**

- a. What type of light or glare will the proposal produce? What time of day would it mainly occur?  
Not applicable
- b. Could light or glare from the finished project be a safety hazard or interfere with views?  
Yes  No  Not applicable
- c. What existing off-site sources of light or glare may affect your proposal?  
Not applicable
- d. Proposed measures to reduce or control light and glare impacts, if any:  
Not applicable

**12. Recreation**

- a. What designated and informal recreational opportunities are in the immediate vicinity?

Not applicable

- b. Would the proposed project displace any existing recreational uses? Yes  No  If so, describe.
- c. Proposed measures to reduce or control impacts on recreation, including recreation opportunities to be provided by the project or applicant, if any:

Not applicable

**13. Historic and cultural preservation**

- a. Are there any places or objects listed on, or proposed for, national, state, or local preservation registers known to be on or next to the site? Yes  No  If so, generally describe.

Not applicable

- b. Generally describe any landmarks or evidence of historic, archaeological, scientific, or cultural importance known to be on or next to the site.

Not applicable

- c. Proposed measures to reduce or control impacts, if any:

Not applicable

**14. Transportation**

- a. Identify public streets and highways serving the site, and describe proposed access to the existing street system. Show on site plans, if any.

Not applicable

- b. Is site currently served by public transit? Yes  No  If not, what is the approximate distance to the nearest transit stop?

Not applicable

- c. How many parking spaces would the completed project have?

Not applicable

How many would the project eliminate?

Not applicable

- d. Will the proposal require any new roads or streets, or improvements to existing roads or streets, not including driveways? If so, generally describe (indicate whether public or private).

Not applicable.

- e. Will the project use (or occur in the immediate vicinity of) water, rail, or air transportation? Yes  No  If so, generally describe.

Not applicable

- f. How many vehicular trips per day would be generated by the completed project? Not applicable

If known, indicate when peak volumes would occur.

Not applicable

- g. Proposed measures to reduce or control transportation impacts, if any:  
Not applicable

**15. Public services**

- a. Would the project result in an increased need for public services (for example: fire protection, police protection, health care, schools, other)?  
Yes  No  If so, generally describe.
- b. Proposed measures to reduce or control direct impacts on public services, if any.

Create thorough information sources listing the potential collection services and their contact points, along with the services they offer. Create similar lists for any other local drop-off locations for reuse and recycling. Supply the public with this information, using a range of commonly available media.

**16. Utilities**

- a. Check utilities currently available at the site:  
 Electricity,  Natural Gas,  Water,  Refuse Service,  
 Telephone,  Sanitary Sewer,  Septic System,  Other.

Not applicable

- b. Describe the utilities that are proposed for the project, the utility providing the service, and the general construction activities on the site or in the immediate vicinity which might be needed.

Not applicable

**C. Signature**

The above answers are true and complete to the best of my knowledge. I understand that the lead agency is relying on them to make its decision.

Frank Mulcahy  
*Printed Name of Applicant*

\_\_\_\_\_  
*Signature*

\_\_\_\_\_  
*Date*





# APPENDIX S. UTC QUESTIONNAIRE

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The following document was submitted to the Washington State Utilities and Transportation Commission (UTC) on May 1, 2012, for review. On June 14 the UTC responded that the Commission review was complete.

## COST ASSESSMENT QUESTIONNAIRE

Please provide the information requested below:

**PLAN PREPARED FOR THE COUNTY OF:** San Juan County, WA

**PLAN PREPARED FOR THE CITY OF:** \_\_\_\_\_

**PREPARED BY:** San Juan County Solid Waste Staff

**CONTACT TELEPHONE:** 360-370-0500      **DATE:** 5-1-12

Elizabeth Anderson, Solid Waste Planner

Ed Hale, Utilities Manager

### DEFINITIONS

Please provide these definitions as used in the Solid Waste Management Plan and the Cost Assessment Questionnaire.

Throughout this document:

YR.1 shall refer to 2011

YR.3 shall refer to 2013

YR.6 shall refer to 2016

All dollars projected for future years are in 2012 dollars

Year refers to: **calendar** (Jan 01 - Dec 31)

1. **DEMOGRAPHICS:** To assess the generation, recycling and disposal rates of an area, it is necessary to have population data. This information is available from many sources (e.g., the State Data Book, County Business Patterns, or the State Office of Finance and Management).

### 1.1 Population

- 1.1.1 What is the **total** population of your County/City?

	2011	2013	2016
YR.1	<u>15,900</u>	YR.3 <u>16,162</u>	YR.6 <u>16,555</u>

- 1.1.2 For counties, what is the population of the area **under your jurisdiction?** (Exclude cities choosing to develop their own solid waste management system.)

YR.1	<u>13,720</u>	YR.3 <u>13,946</u>	YR.6 <u>14,288</u>
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### 1.2 References and Assumptions

*Figures from State Office of Finance and Management (OFM)*

2. **WASTE STREAM GENERATION:** The following questions ask for total tons recycled and total tons disposed. Total tons disposed are those tons disposed of at a landfill, incinerator, transfer station or any other form of disposal you may be using. If other, please identify.

#### 2.1 Tonnage Recycled

- 2.1.1 Please provide the total tonnage **recycled** in the base year, and projections for years three and six.

YR.1	<u>2,732</u>	YR.3 <u>2,759</u>	YR.6 <u>2,883</u>
------	--------------	-------------------	-------------------

#### 2.2 Tonnage Disposed

- 2.2.1 Please provide the total tonnage **disposed** in the base year, and projections for years three and six.

YR.1	<u>7,202</u>	YR.3 <u>6,514</u>	YR.6 <u>6,593</u>
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#### 2.3 References and Assumptions

*Recycling projections – years 2013 and 2016 (years 3 and 6) are calculated using an estimated 80% of 2011 recycling tons with an annual inflation factor of 1% which is OFM's average annual population increase projected for San Juan County.*

*Municipal Solid Waste projections for 2013 and 2016 are calculated using:*

- 100% of certified hauler 2011 tons with an annual inflation factor of 0.1%
- 80% of actual 2011 self-haul MSW tons with an annual inflation factor of 0.1%

**3. SYSTEM COMPONENT COSTS:** This section asks questions specifically related to the types of programs currently in use and those recommended to be started. For each component (i.e., waste reduction, landfill, composting, etc.) please describe the anticipated costs of the program(s), the assumptions used in estimating the costs and the funding mechanisms to be used to pay for it. The heart of deriving a rate impact is to know what programs will be passed through to the collection rates, as opposed to being paid for through grants, bonds, taxes and the like.

### **3.1 Waste Reduction Programs**

3.1.1 Please list the solid waste programs which have been implemented and those programs which are proposed. If these programs are defined in the SWM plan please provide the page number. (Attach additional sheets as necessary.)

IMPLEMENTED

PROPOSED

See SW Plan sections:

4.3,1; 4.6; 4.7; 8.3

4.2 A through D.

See also section 3.2 for recycling program.

3.1.2 What are the costs, capital costs and operating costs for waste reduction programs implemented and proposed?

*Costs for waste reduction education and outreach is included with administration in questionnaire section 3.6.*

3.1.3 Please describe the funding mechanism(s) that will pay the cost of the programs in 3.1.2.

*Costs for waste reduction education and outreach is included with administration in questionnaire section 3.6.*

### **3.2 Recycling Programs**

3.2.1 Please list the proposed or implemented recycling program(s) and, their costs, and proposed funding mechanism or provide the page number in the draft plan on which it is discussed. (Attach additional sheets as necessary.)

IMPLEMENTED

2011

PROGRAM      COST      FUNDING

SW Plan section:

4.3.3; 4.4; 4.5; 8.3.2      \$315,380      Recycling & Garbage Fees

*The tipping fee for recyclables was \$5 per can in 2011.*

PROPOSED

2013-2016

PROGRAM      COST      FUNDING

SW Plan section:

4.2 Goals 4C and 4D      (see note below)

*Note:*

*Recycling program proposed to be provided through County-wide curbside recycling collection by certified hauler with fees paid by customers to hauler.*

*San Juan County costs for recycling education are included with administration in questionnaire section 3.6.*

**3.3 Solid Waste Collection Programs**

**3.3.1 Regulated Solid Waste Collection Programs**

Fill in the table below for each **WUTC regulated** solid waste collection entity in your jurisdiction. (Make additional copies of this section as necessary to record all such entities in your jurisdiction.)

**WUTC Regulated Hauler Name – San Juan Sanitation if Disposal Facilities remain open**

**G-permit # 144**

	2011	2013	2016
	<u>YR. 1</u>	<u>YR. 3</u>	<u>YR. 6</u>

**RESIDENTIAL**

- # of Customers	1264	1488	1637
- Tonnage Collected	786	863	944

**COMMERCIAL**

- # of Customers	612	704	772
- Tonnage Collected	3146	3479	3768

*Estimates are based on San Juan Sanitation's customer projections if transfer stations and drop boxes remain open.*

**WUTC Regulated Hauler Name – San Juan Sanitation if Disposal Facilities closed  
G-permit # 144**

	2011	2013	2016
	<u>YR. 1</u>	<u>YR. 3</u>	<u>YR. 6</u>
<b>RESIDENTIAL</b>			
- # of Customers		1264	3123
- Tonnage Collected		786	2645
			3180
			2702
<b>COMMERCIAL</b>			
- # of Customers		612	753
- Tonnage Collected		3146	3869
			757
			3891

*Estimates are based on Solid Waste Staff customer projections if transfer stations and drop boxes are closed.*

3.3.2 Other (non-regulated) Solid Waste Collection Programs Fill in the table below for other solid waste collection entities in your jurisdiction. (Make additional copies of this section as necessary to record all such entities in your jurisdiction.)

N/A

**3.4 Energy Recovery & Incineration (ER&I) Programs**

(If you have more than one facility of this type, please copy this section to report them.)

N/A

**3.5 Land Disposal Program**

(If you have more than one facility of this type, please copy this section to report them.)

N/A

3.5.1 Provide the following information for each **land disposal facility** in your jurisdiction which receives garbage or refuse generated in the county.

N/A

### 3.6 Administration Program

3.6.1 What is the budgeted cost for administering the solid waste and recycling programs and what are the major funding sources.

#### Budgeted Cost

	<u>2011</u>	<u>2013</u>	<u>2016</u>
YR.1	<u>322,888</u>	YR.3 <u>140,000</u>	YR.6 <u>140,000</u>

#### Funding Source

YR.1 Tipping Fees & other fees    YR.3 Excise Tax & other fees    YR.6 Excise Tax & other fees

3.6.2 Which cost components are included in these estimates?

*Overall costs for solid waste program administration, education, and outreach programs.*

3.6.3 Please describe the funding mechanism(s) that will recover the cost of each component.

*Solid Waste Excise Tax on Municipal Solid Waste collected in San Juan County.*

### 3.7 Other Programs

For each program in effect or planned which does not readily fall into one of the previously described categories please answer the following questions. (Make additional copies of this section as necessary.)

3.7.1 Describe the program, or provide a page number reference to the plan.

*Hazardous Waste program Section 10.2  
Landfill Monitoring Appendix G*

3.7.2 Owner/Operator:

*San Juan County Solid Waste Division*

3.7.3 Is WUTC Regulation Involved? If so, please explain the extent of involvement in section 3.8.

*No*

3.7.4 Please estimate the anticipated costs for this program, including capital and operating expenses.

Hazardous Waste    Landfill Monitoring

YR.1 - 2011 \$66,036 \$ 94,355  
YR.3 - 2013 \$94,000 \$ 85,000  
YR.6 - 2016 \$94,000 \$ 85,000

3.7.5 Please describe the funding mechanism(s) that will recover the cost of this component.

*Hazardous Waste – Funding through CPG Grants, Fees and Excise taxes*  
*Landfill Monitoring – Funded through Excise tax*

**3.8 References and Assumptions** (attach additional sheets as necessary)

4. **FUNDING MECHANISMS:** This section relates specifically to the funding mechanisms currently in use and the ones which will be implemented to incorporate the recommended programs in the draft plan. Because the way a program is funded directly relates to the costs a resident or commercial customer will have to pay, this section is crucial to the cost assessment process. Please fill in each of the following tables as completely as possible.



**Table 4.1.1 (a) Facility Inventory 2011**

Facility Name	Type of Facility	Tip Fee per Ton 2011	Transfer Cost**	Transfer Station Location	Final Disposal Location	Total Tons Disposed (2011)	Total Revenue Generated (Tip Fee x Tons) 2011
San Juan Facility	Drop Box with scale	\$355 (7-1-11) \$265 (9-1-11) cert.hauler	\$ 95,891	San Juan Island	Columbia Ridge Landfill - Arlington, Oregon	1,318	\$2,091,000 Tipping fees for all islands including recycling fees of \$5 per can
Orcas Facility	Transfer station	As above	\$399,545	Orcas Island	Same as above	5,434	
Lopez Facility	Drop Box	By volume 9.50/can 47.50/cy	\$ 37,291	Lopez Island	Same as above	450	
					Total	7,202	

\*\* Transport and Disposal Costs 2011

**Table 4.1.1 (b) Facility Inventory proposed 2013**

Facility Name	Type of Facility	Tip Fee per Ton	Transfer Cost**	Transfer Station Location	Final Disposal Location	Total Tons Disposed (2013)	Total Revenue Generated (Tip Fee x Tons) 2013
San Juan Facility	Drop Box with scale	N/A Closed or privatize		San Juan Island	Skagit County Regional Transfer Station, then to		Facility to be either closed or leased out.

Orcas	Transfer station	"			Orcas Island	Roosevelt Landfill	"	Facility to be either closed or leased out.
Lopez	Drop Box	"			Lopez Island	"		Facility to be either closed or leased out.
<b>OR transport provided by hauler to:</b>								
Skagit County Regional Transfer Sta.	Transfer Station	89.00 / ton			Skagit County, WA	Roosevelt Landfill	6,689	

**Table 4.1.2 Tip Fee Components 2011**

Tip Fee by Facility	Surcharge	Refuse Tax	County Tax	Transportation Cost	Operational Cost	Administration Cost	Excise Tax used for Closure and capital Costs
San Juan & Orcas-355/ton		11.25		73.96	179.67	58.87	31.25
265/ton certified hauler				73.96	143.89	47.15	Paid separately based on revenues

**Table 4.1.3 (a) Funding Mechanism 2011**

Name of Program Funding Mechanism will defray costs	Bond Name	Total Bond Debt	Bond Rate	Bond Due Date	Grant Name	Grant Amount	Tip Fee & MRW fee	Excise Taxes	Other	Surcharge
Moderate Risk					CPG	\$45,061 *(1)	\$20,975			



4.2 **Funding Mechanisms** summary by percentage: In the following tables, please summarize the way programs will be funded in the key years. For each component, provide the expected percentage of the total cost met by each funding mechanism. (e.g. Waste Reduction may rely on tip fees, grants, and collection rates for funding). You would provide the estimated responsibility in the table as follows: Tip fees=10%; Grants=50%; Collection Rates=40%. The mechanisms must total 100%. If components can be classified as "other," please note the programs and their appropriate mechanisms. Provide attachments as necessary.

<b>Table 4.2.1 Funding Mechanism by Percentage</b>						
<b>Year One 2011</b>						
Component	Tip Fee %	Grant %	Bond %	MRW Fees	Excise Tax	Total
Waste Reduction (1)						
Recycling	100%					100%
Collection						
ER&I						
Transfer	100%					100%
Landfill Monitoring & Capital					100%	100%
Administration	100%					100%
MRW Program	25%	68%		7%		100%
Other (2)		100%				100%

(1) Costs for Waste Reduction and outreach included in administration

(2) Litter Program

**Table 4.2.2 Funding Mechanism by Percentage****Year Three 2013**

Component	Tip Fee %	Grant %	Bond %	MRW Fees	Other % Excise Tax	Total
Waste Reduction (1)						
Recycling (1)						
Collection						
ER&I						
Transfer						
Landfill Monitoring					100%	100%
Administration					100%	100%
MRW Program		63%		12%	25%	100%
Other (2)		90%			10%	100%

(1) Waste Reduction, Recycling Education and outreach costs are included in administration

(2) Includes Litter, Noxious Weed, and Burn Alternative programs

<b>Table 4.2.2 Funding Mechanism by Percentage</b>						
<b>Year Six 2016</b>						
Component	Tip Fee %	Grant %	Bond %	MRW Fees	Other % Excise Tax	Total
Waste Reduction (1)						
Recycling (1) Collection						
ER&I Transfer						
Landfill Monitoring					100%	100%
Administration					100%	100%
MRW Program		63%		12%	25%	100%
Other (2)		90%			10%	100%

- (1) Waste Reduction, Recycling Education and outreach costs are included in administration  
(2) Includes Litter and Noxious Weed programs

#### 4.3 References and Assumptions

Please provide any support for the information you have provided. An annual budget or similar document would be helpful.

*See tables in Solid Waste Plan Financial section tables 9.1, 9.2 and 9.3 for historical and six and twenty year projected financial information*

#### 4.4 Surplus Funds

Please provide information about any surplus or saved funds that may support your operations.

N/A



## APPENDIX T. RESOLUTION OF ADOPTION

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The resolution adopting the plan is also available on the county website at <http://www.sanjuanco.com/council/resolutions.aspx>

### RESOLUTION ~~34~~-2012

#### RESOLUTION APPROVING THE FINAL DRAFT OF THE SAN JUAN COUNTY SOLID AND HAZARDOUS WASTE MANAGEMENT PLAN

##### BACKGROUND:

1. In Chapter 70.95 RCW, the State of Washington has established a comprehensive statewide program for solid waste handling, recovery, and recycling intended to prevent land, air, and water pollution and to conserve the natural, economic, and energy resources of this state.
2. Each county within the state is required to prepare a coordinated, comprehensive solid waste management plan pursuant to RCW 70.95.080, and RCW 70.95.090 lists the elements that are required to be included in solid waste management plans.
3. The 1996 Solid Waste Management Plan for San Juan County (1996 Solid Waste Plan) was approved and adopted by the Board of County Commissioners in Resolution 25-1996 on February 20, 1996 and submitted to the Washington Department of Ecology for final approval on April 2, 1996. The 1996 Solid Waste Plan was approved by the Department of Ecology on May 20, 1996, and was adopted with amendments to San Juan County Code, Section 8.12.030 by Ordinance 17-1996 signed by the Board of County Commissioners on September 10, 1996.
4. Local jurisdictions must review and revise their solid waste management plans within five years following the Department of Ecology approval in accordance with RCW 70.95.110.
5. RCW 70.105.220 requires counties to develop hazardous waste plans.
6. San Juan County's Hazardous Waste Management Plan was approved by BOCC Resolution 24-1998 on March 3, 1998.
7. The Department of Ecology's *Guidelines for Development of Local Comprehensive Solid Waste Management Plans and Plan Revisions* (Publication No. 10-07-005) encourages planning jurisdictions to combine solid and hazardous waste management plans into a single comprehensive plan, with the accompanying requirement that both solid and hazardous waste management plans be reviewed and updated on the same schedule.
8. The San Juan County Solid Waste staff has produced an updated and revised San Juan County Solid and Hazardous Waste Management Plan and published the preliminary review draft on April 26, 2012. The preliminary review draft was developed and reviewed through the following process:



- a. In May and June of 2010, San Juan County Public Works staff conducted informal public focus group meetings to define issues surrounding solid waste management in San Juan County.
  - b. The County authorized a professionally conducted and statistically valid public opinion survey that was mailed to half of the addresses listed in San Juan County in July 2010 and posted on the County website during July and August 2010. The results of that survey were reported to the County Council on September 6, 2010, and subsequently at public meetings on Orcas Island (September 29), Lopez Island (September 30), San Juan Island (October 6), and Shaw Island (October 7), 2010.
  - c. An environmental checklist was prepared evaluating potential environmental effects of the San Juan County Solid and Hazardous Waste Management Plan, and on March 14, 2012, the County SEPA official published a Determination of Non-Significance in accordance with State Environmental Protection Act protocols for the standard review and comment period. The notice was provided to federal, state, and local agencies in accordance with San Juan County Code 18.80.050 and WAC 197-11-340. No comments were received.
  - d. On March 6, 2012, the solid waste division of the Public Works Department published the draft Solid and Hazardous Waste Management Plan. The draft was delivered to the County Solid Waste Advisory Committee and to the County Council. The draft plan was posted on the County website and paper copies were delivered to County libraries on four islands. Comments were requested within a thirty-day review period, which was later extended through April 24, 2012.
  - e. The County Council reviewed the draft solid and hazardous Waste Management Plan at their regular meeting on April 24, 2012. Comments on the draft plan had been received from nineteen individuals prior to that meeting, and they were provided to the Council for their review. The Council recommended that the draft, with minor changes, be forwarded to the Department of Ecology as the preliminary review draft of the County Solid and Hazardous Waste Management Plan.
  - f. The Public Works Department solid waste division made those minor changes and forwarded the preliminary review draft solid and hazardous waste management plan to the state Department of Ecology for preliminary review on April 26, 2012.
9. The Department of Ecology completed their preliminary review and transmitted their comments to Public Works, solid waste division, with recommendations for modification, which must be addressed in writing.

- a. A notice of a public hearing for the purpose of receiving testimony on the Draft County Solid Waste Management Plan was published in the San Juan Journal and Island Sounder on August 15, 2012.
- b. On August 28, 2012, the County Council held a public hearing regarding the draft San Juan County Solid and Hazardous Waste Management Plan and recommended incorporation of all modifications recommended by Public Works in the final plan. Members of the public were invited to speak. No public testimony was given.

10. On September 6, 2012, a notice of the continuation of the public hearing on the draft San Juan County Solid and Hazardous Waste Management Plan was published in the San Juan Journal and Island Sounder.

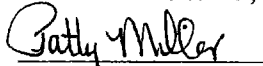
11. On September 11, 2012, the County Council held a continuation of the public hearing regarding the draft San Juan County Solid and Hazardous Waste Management Plan, Exhibit A, and recommended its approval as the Final Draft San Juan County Solid and Hazardous Waste Management Plan and transmittal to the Department of Ecology.

**NOW, THEREFORE, BE IT RESOLVED** by the County Council of San Juan County, state of Washington:

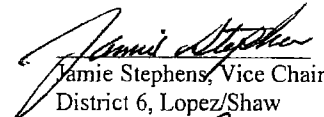
The Draft Solid and Hazardous Waste Management Plan revised in accordance with comments from the State Department of Ecology and updated to August 31, 2012, Exhibit A, is hereby approved as the Final Draft Solid and Hazardous Waste Management Plan for submission to the Department of Ecology for final state agency approval. Upon final approval the plan will be adopted by ordinance and the prior plan will be repealed.

ADOPTED this 11<sup>th</sup> day of September 2012.

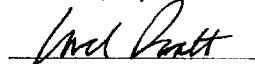
COUNTY COUNCIL  
SAN JUAN COUNTY, WASHINGTON



Patty Miller, Chair  
District 5, Orcas East

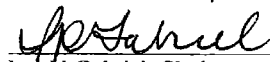


Jamie Stephens, Vice Chair  
District 6, Lopez/Shaw



Lovel Pratt, Member  
District 1, San Juan South

ATTEST: Clerk of the Council



Ingrid Gabriel, Clerk

Date: 9/11/2012

REVIEWED BY COUNTY  
ADMINISTRATOR PRO TEMPORE

*For* *[Signature]* 9/11/2012  
Robert W. Jean Date:

*[Signature]*

Richard Peterson, Member  
District 2, San Juan North

*[Signature]*

Howard Rosenfeld, Member  
District 3, Friday Harbor

*[Signature]*

Richard Fralick, Member  
District 4, Orcas West/Waldron

RANDALL K. GAYLORD  
APPROVED AS TO FORM ONLY

By: *[Signature]*  
Date: 9/10/2012