

**CITY COUNCIL AGENDA ITEM**  
CITY OF SHORELINE, WASHINGTON

<b>AGENDA TITLE:</b>	Discussion and Update of the King County Solid Waste Comprehensive Plan		
<b>DEPARTMENT:</b>	Public Works		
<b>PRESENTED BY:</b>	Rika Cecil, Environmental Services Analyst		
<b>ACTION:</b>	<input type="checkbox"/> Ordinance	<input type="checkbox"/> Resolution	<input type="checkbox"/> Motion
	<input checked="" type="checkbox"/> Discussion	<input type="checkbox"/> Public Hearing	

**PROBLEM/ISSUE STATEMENT:**

As the population in King County increases, the only operating landfill in the County, Cedar Hills Regional Landfill, gets closer to its capacity as a solid waste disposal site. In response, King County is working with cities to develop strategies that slow the rate and amount of solid waste disposal in order to extend the life of the landfill and keep solid waste disposal rates low for as long as possible. King County is also working with cities to review and amend the Comprehensive Solid Waste Management Plan, of which the City is party.

Tonight, King County Solid Waste Division Director, Pat McLaughlin, and Solid Waste Division Recycling & Environmental Services Manager, Jeff Gaisford, will discuss these strategies and concept level options designed to explore potential Comprehensive Plan actions and strategic choices, including possible options to achieve 70% recycling by 2020.

**RESOURCE/FINANCIAL IMPACT:**

There are no costs available for the options at this time. When the updated Solid Waste Comprehensive Plan comes to Council for adoption, costs will be discussed. If Shoreline fully participates with the County to increase recycling, then our residents, businesses and the City will benefit from lower solid waste disposal fees for the longest period of time.

**RECOMMENDATION**

As this item is for discussion purposes only, no action is required. However, Council guidance on the preferred strategy to increase recycling is requested.

Approved By: City Manager **DT** City Attorney **MK**

## **BACKGROUND**

In August 1995, the City Council adopted Resolution No. 26 authorizing the execution of an Interlocal Agreement (ILA) between the City and King County for solid waste management services. The ILA designates King County as the entity to prepare a Comprehensive Solid Waste Management Plan (the Plan) to manage regional solid waste transfer and disposal for participating cities and unincorporated areas in the County. On November 28, 2001, the County transmitted the completed Plan to the City, which the City Council adopted on March 25, 2002. The 2001 Solid Waste Comprehensive Plan can be found on King County's website at the following link: <http://your.kingcounty.gov/solidwaste/about/planning/documents-planning.asp#comp>. It should also be noted that a draft update to this plan was worked on in 2013 (also linked on the County's website), but was never adopted by the County or the ILA cities.

Since the 2001 Plan was adopted, the Council has continued to work with the King County Solid Waste Division in approving solid waste management actions that help to protect our public health, natural environment and property values. In July 2009, the Council was presented with an update by King County staff on the progress of a required Plan update. Since then, the County has involved stakeholders, such as the King County Regional Policy Council, the Sound Cities Association, and the Metropolitan Solid Waste Management Advisory Committee (MSWMAC), among others. Former Councilmember Eggen served as the City's representative to MSWMAC from 2008 – 2015.

As well, in January 2011, the Council discussed the County's need for bonds in the near term to finance construction improvements beyond the term of the ILA. Council provided support of staff's recommendation to discuss the term of the ILA and other potential ILA amendments at MSWMAC meetings. The ILA was subsequently amended and approved by MSWMAC and the King County Council.

## **DISCUSSION**

The only operating solid waste disposal site where Shoreline's garbage can be disposed is King County's Cedar Hills Regional Landfill. In 1995, the King County Council passed Ordinance No. 11949, which established the policy that "Once the Cedar Hills Regional Landfill closes, it will not be replaced with another landfill in King County, and the County will pursue waste export as its long-term disposal option." Waste export is expected to be much more expensive than using the County's local landfill for solid waste disposal.

With the population in King County increasing, and the Cedar Hills Regional Landfill beginning to reach its capacity, King County is working with cities to review and amend the Plan, and to develop strategies that reduce the rate and amount of solid waste disposal in the landfill.

One strategy is to increase the recycling of recyclable materials at the curb, instead of disposing of them as garbage in the landfill. In that way, the life of the landfill would be extended, and solid waste disposal rates will remain low for the longest period of time.

To this end, King County will update the Plan to include policies to guide County and city recycling efforts over the next several years.

Tonight, King County Solid Waste Division Director, Pat McLaughlin, and Solid Waste Division Recycling & Environmental Services Manager, Jeff Gaisford, will discuss these strategies and concept level options designed to explore potential Plan actions and strategic choices, including possible options to achieve 70% recycling by 2020 (Attachment A).

The three options for increased recycling are as follows:

- Option A - An immediate implementation by the City and County of 70% recycling
- Option B - Jurisdictional self-determination where the City and County set recycling goals
- Option C - Regional push forward with the County leading in practices that lead to the 70% goal

### **RESOURCE/FINANCIAL IMPACT**

There are no costs available for the options at this time. When the updated Solid Waste Comprehensive Plan comes to Council for adoption, costs will be discussed. If Shoreline fully participates with the County to increase recycling, then our residents, businesses and the City will likely benefit from lower solid waste disposal fees for the longest period of time.

### **RECOMMENDATION**

As this item is for discussion purposes only, no action is required. However, Council guidance on the preferred strategy to increase recycling is requested.

### **ATTACHMENTS**

Attachment A: King County 70% Recycling Strategies

# 70% Recycling: A Case for Change

## Executive Summary

The cities and the county have been national leaders in waste prevention and recycling for over 25 years. With our private sector partners, we have built one of the best solid waste management system in the country. Our solid waste system provides residents, schools and businesses with a comprehensive set of services to reduce waste and recycle more. By working together for a common purpose, taking bold actions, and setting ambitious goals we have achieved a lot.

As of 2013, we've reached an overall recycling rate of 53%. While this represents true progress from our 18% starting point in the 1980s, it is far from the 65% goal that was to be achieved by 2000. In fact, recycling rates have moved very little in the last 8 years and are virtually flat for the last 3 years. The bold and innovative action that got us here is not capable of closing the gap.

The Comprehensive Solid Waste Management Plan (Comp Plan) update will include policies to guide county and city recycling efforts over the next several years. These policies could range from reaffirming the regional plan to achieve 70% recycling by 2020 to allowing regional participants to make their own independent recycling choices without firm performance targets.

This paper outlines three possible options for the Comp Plan that include different policy choices. The table below is a summary of the major elements of each option:

Major Elements	Option A Immediate Implementation of Roadmap to 70%	Option B Jurisdictional Self- Determination	Option C Regional Push Forward with County Leading
<b>County and City Actions</b>			
Require all single-family, multi-family and non-residential customers to separate recyclables and food scraps from garbage at the curb	✓		
Require self-haul customers to recycle all materials that can be separated at transfer stations	✓		
Require the cities and county to set an ambitious interim recycling goal(s)		✓	
Require the cities and county to select from a menu of actions to reach recycling goal(s)		✓	
Incentivize jurisdictions to take substantial action with repercussions for those who don't		✓	
Develop a contingency plan if selected actions are not enough to achieve an overall 70 percent recycling rate		✓	
Increase single family food scrap recycling through a 3-year educational cart tagging program			✓
Make recycling at multi-family complexes convenient by implementing best practices			✓
Increase food scrap collection from businesses, schools and other institutions			✓
Use existing and new grant funds to support effective efforts			✓
<b>County Actions</b>			
Require single family recycling and composting in the unincorporated areas			✓
Require self-haul recycling at new transfer stations			✓

# 70% Recycling: A Case for Change

## Background

From 1986 – 1988 there were plans to build several incinerators to manage our waste. Citizens and elected leaders said they wanted to invest in recycling instead. At that time our recycling rate was about 18%. As a region, we agreed to work together to achieve a 65% waste prevention and recycling rate by 2000.

In 1988, the legislature adopted changes to the state solid waste management law to establish a solid waste management hierarchy that prioritizes waste prevention and recycling over disposal (RCW 70.95).

### As a region we took bold steps.

- Late 1980s and early 1990s. Single family recycling and yard waste collection programs were implemented in cities and the unincorporated areas.
- 1989 – 2015. The county has provided grant funds to cities to support recycling activities since the adoption of the 1989 Comprehensive Solid Waste Management Plan(Comp Plan). That was the first plan developed after the cities signed interlocal agreements with the county.
- Late 1980s & early 2000s. The private sector invested in technology that increased the efficiency of our collection system as well as increasing the amount of material that can be recycled. Single stream recycling was introduced in the cities and the county in the early 2000s and recycling rates increased.
- Early 1990s. Multi-family recycling programs in cities and the unincorporated areas were initiated. Great effort has been made over the past 20 years to address participation and contamination issues at multi-family complexes through education.
- 1992. Zoning code standards requiring adequate space for garbage and recycling at multi-family and commercial buildings were developed and implemented.
- 1993. A prohibition on disposing yard waste in single family garbage cans was implemented. As a region, 97% of our single family yard waste is now recycled.
- Early 1990s – 2015. Considerable resources have been invested in recycling education campaigns aimed at residents, businesses and schools. Many partnerships have been formed with the private sector in an effort to influence recycling behaviors. The result of the educational efforts is that our programs produce clean, quality materials ready for market.
- 2005. System wide implementation of food scraps started giving 99% of single family households the opportunity to put food scraps in their curbside yard waste carts.
- 1993 (Enumclaw), 1999 (Vashon), 2008 (Shoreline), 2012 (Bow Lake). The county started rebuilding transfer stations. New stations are able to provide a wide range of recycling services that the older stations are not equipped to provide. The Shoreline Recycling and Transfer Station now accounts for 49% of all recyclables recovered from all county stations system wide. This success will be repeated at Bow Lake, Enumclaw, Vashon and the new Factoria.

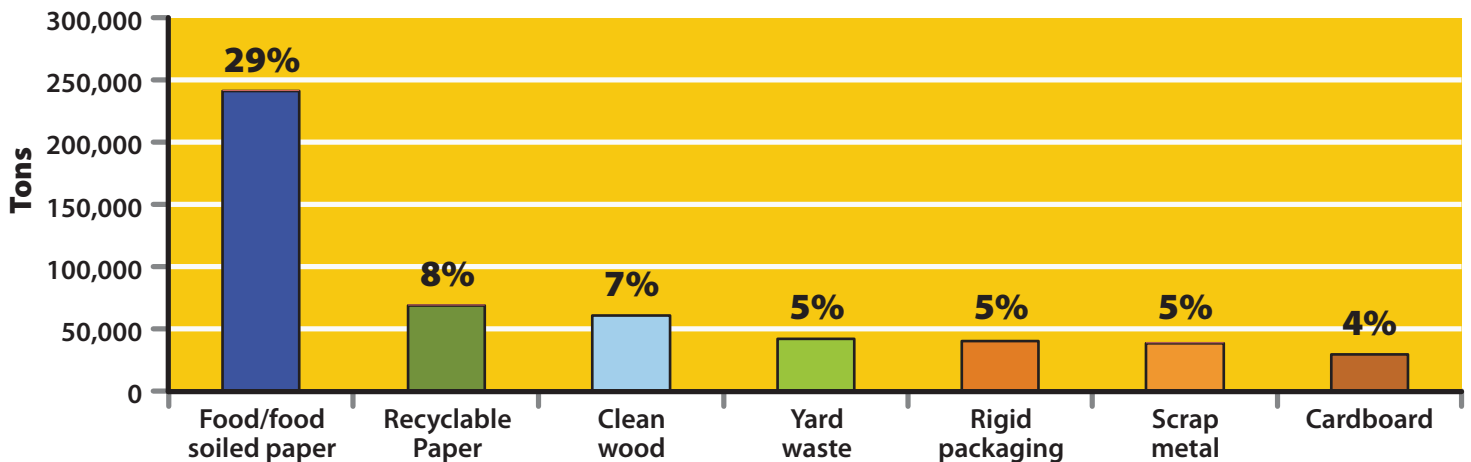
## Recycling Rates Have Stalled – New Bold Action Is Needed

As of 2013, we've achieved an overall recycling rate of 53%. While this represents true progress from our 18% starting point in the 1980s, it is far from the 65% goal that was to be achieved by 2000. In fact, recycling rates have moved very little in the last 8 years and are virtually flat for the last 3 years. The bold and innovative action that got us here is not capable of closing the gap.

# 70% Recycling: A Case for Change

## 78% of the Landfilled Materials Could Be Recycled Instead – A \$92 Million Value!

Today, a staggering 78% of what is taken to the landfill could be recycled instead. The most commonly disposed materials (shown in the bar chart below) could have been easily recycled have an estimated annual combined economic, environmental and health value of \$92 million, given current market prices. These material resources can be put directly back into the economy and used to manufacture new business and consumer products. Additional materials such as carpet, textiles, furniture and gypsum, have additional value but are less readily recyclable today and thus their value has not been calculated at this time.



## Precious Capacity is Being Unnecessarily Consumed– Maximizing Diversion from Disposal Is Key

The finite nature of Cedar Hills highlights the importance of diverting as many recyclables from disposal as possible. Potentially recyclable materials are unnecessarily consuming our capacity and will cause the region to implement other disposal options much sooner. All disposal solutions are costly, including developing new areas at Cedar Hills, waste export and waste-to-energy solutions.

## Existing Infrastructure is Available to Channel Resources to the Marketplace

Largely, the infrastructure is already in place to divert these materials from the landfill back into the economy. City collection contracts already have provisions for enforcement, education and assistance to multi-family and businesses. Materials commonly disposed in the garbage from homes, businesses, and institutions across King County should instead be placed in the curbside recycling and yard/food waste carts or transfer station drop boxes.

## Prevention and Recycling Actions Improve the Environment

Recycling and composting also protect our climate by reducing greenhouse gas emissions. Reaching the 2030 zero waste of resources goal would reduce greenhouse gas emissions by approximately 2.1 million MTCO<sub>2e</sub> (carbon equivalents) annually.

# 70% Recycling: A Case for Change

## Key Foundational Elements Are In Place to Support Bold Action

- Adopted 2001 Comprehensive Solid Waste Management Plan. The 2001 Plan includes the following policy: “The council finds that existing county policies for waste reduction and recycling have been valuable for guiding the efforts of King County, suburban cities and the private sector. These policies recognize that successful waste reduction and recycling efforts depend on changing the behavior of individuals and organizations rather than accommodating existing behavior. Based on these findings, the mission of King County’s waste reduction and recycling programs is to divert as much material as possible from disposal in a manner which reduces the overall costs of solid waste management to county residents and businesses, conserves resources, protects the environment and strengthens the county’s economy.”(WRR-1)
- Strategic Climate Action Plan (SCAP). The plan outlines a series of initiatives the Solid Waste Division will support including the development of frequency and separation policies for curbside collection of garbage, recyclables and organics in the unincorporated area. Additionally, the Division will consider the safety and effectiveness of banning recyclable materials from transfer stations.
- The King County – Cities Climate Collaboration (K4C). K4C agreed in July 2014 to ambitious countywide commitments including by 2020, achieving a 70% recycling rate countywide; and by 2030, achieving zero waste of resources that have economic value for reuse, resale and recycling.
- King County Commitment to Zero Waste of Resources. Since 2003, King County Code (10.14.020) has required King County to achieve zero waste of resources by the year 2030.

## How Do We Get There Together? Options

The Comp Plan update will include policies to guide county and city recycling efforts over the next several years. The following concept-level options are designed to explore cities’ interest in potential Comp Plan actions and strategic choices. These range from reaffirming the regional plan to achieve 70% recycling by 2020 to allowing regional participants to make their own independent recycling choices without firm performance targets.

### Option A. Immediate Implementation of Roadmap to 70%

The Comp Plan could recommend immediate implementation by the county and cities of all actions in the Roadmap, with an assumption that actions could be deployed and achieve expected results by the 2020 SCAP target date. The primary actions of the Roadmap to 70% are:

- Require all single family, multi-family and non-residential customers to separate recyclables and food scraps from garbage at the curb.
- Require self-haul customers to recycle at transfer stations that provide recycling services for scrap metal, clean wood, cardboard, and yard waste.
- As markets mature, require self-haul customers to recycle at transfer stations that provide recycling services for carpet, tires, mattresses, asphalt shingles and gypsum.

### Questions:

1. Are the county and cities ready to approve and implement Roadmap actions?
2. Could jurisdictions deploy and achieve full 70% recycling in five years?

# 70% Recycling: A Case for Change

## Option B. Jurisdictional Self-Determination

If a uniform plan of action is not possible, the Comp Plan could allow each jurisdiction to choose its own path. The cities and the county could choose to focus on a particular waste generator or material. To help make progress toward 70%, this option could:

- Require the county and each city to set an ambitious interim recycling goal(s).
- Require the county and each city to select from a menu of actions to reach the goal(s) by a specified date. The menu for actions to be implemented by the county and cities would include those actions described for implementation by King County in unincorporated areas and listed for collective action, both under Option C (see below). Additional menu items could include:
  - Expand efficient and affordable options for curbside collection of bulky items, to reduce reliance on recycling collection events.
  - Develop and implement projects that focus on reuse, sharing, and similar waste prevention strategies.
  - Pursue product stewardship strategies for products that contain toxic materials or are difficult and expensive to manage.
- Incentivize jurisdictions to take substantial action and have repercussions (such as higher disposal rates) for those that don't.
- Develop a contingency plan if selected actions are not enough. For example, develop a stand-alone materials recovery facility (MRF) for recovering recyclables and organics from garbage.

### Questions:

1. Will this option produce predictable recycling results?
2. What is the acceptance of a system of incentives and repercussions?
3. What is the date that our interim goals need to be met, 2020?
4. How ready are jurisdictions to support a facility, such as a MRF, if recycling rates aren't achieved by jurisdiction-specific action plans?

## Option C. Regional Push Forward with County Leading

King County is poised to lead the region on a path to 70% and zero waste of resources. The Comp Plan could recommend the county pursue aggressive tactics in the unincorporated areas and at transfer stations. In addition the cities and county would work together on collective voluntary action that includes single family cart tagging, best practices for multi-family, focusing on food and making the most of grant funds.

### King County Leads

The county will work with our policy makers to ask for support to take the following actions which could increase the overall recycling rate by nearly 5%:

- Maximize single family recycling in the unincorporated areas
  - Include the cost of organics in the garbage collection fee.
  - Collect garbage every-other-week and organics weekly.
  - Provide three years of extensive education through cart tagging.
  - Require customers to separate their recyclables and food scraps from their garbage, after the extensive education campaign.
- Maximize self-haul recycling at our new transfer stations
  - Provide easy, convenient opportunities for customers to recycle with a focus on scrap metal, clean wood, cardboard and yard waste.
  - Engage with customers and provide extensive education.
  - Require self-haul customers to recycle at transfer stations that provide recycling services for scrap metal, clean wood, cardboard and yard waste.
  - Expand resource recovery and recycling at transfer stations that have space. Examples of how this could be accomplished include providing additional recycling bins, floor and mechanical sorting or pick lines.
  - Analyze additional materials to collect at transfer stations, such as mattresses, carpet, asphalt shingles and tires.



# 70% Recycling: A Case for Change

## Option C. Regional Push Forward with County Leading Continued

### Collective Action

Both the cities and the county, working with our service providers, will take the following actions over the next six years:

- Increase single family food scrap recycling through a rigorous three-year regional educational cart tagging program in every city and unincorporated area. To increase recycling, carts will be tagged with educational messages to encourage customers to put the right materials in the right cart.
- Make recycling at multi-family complexes as convenient as disposing of garbage by implementing these best practices at all multi-family complexes in every city and unincorporated area:
  - Confirm that all multi-family complexes have recycling services.
  - Ensure recycling containers are adequate and are serviced frequently enough.
  - Ensure that recycling containers are as conveniently located as garbage.
  - Update zoning codes to ensure adequate space for recycling at all new buildings.
  - *Support organics collecting and processing infrastructure development.*
  - *Test alternative collection techniques and organics management technologies.*
- Focus on diverting food from businesses, schools and other institutions
  - Determine the businesses that generate a lot of food waste.
  - Provide extensive outreach and education to those businesses about food waste prevention and recycling.
  - Use existing collection and composting systems and develop alternatives such as anaerobic digestion and other technologies.
- Use grant funds to support effective, goal-oriented activities
  - Provide new grants that focus solely on actions that measurably increase landfill diversion
  - Update the existing grant program to more closely align with our goals

### Questions:

1. Are the cities supportive of taking collective actions that do not involve mandates?
2. Are the cities and the county willing to implement these strategies, knowing they will increase the recycling rates but will not likely get us to 70% but could increase recycling rates by about 5%?
3. Are we willing to take this hybrid of voluntary and mandatory actions?

**When we take collective action the results are amazing.  
Let's build on the region's success and commit to achieving  
a 70% recycling goal and zero waste of resources by 2030.**

