



SOLID WASTE ADVISORY COMMITTEE (SWAC) MEETING
ISLAND COUNTY PUBLIC WORKS DEPT., SOLID WASTE DIVISION

Monday, September 19, 2022 from 10:00 a.m. to 11:30 a.m.

Via Microsoft Teams

<https://www.islandcountywa.gov/PublicWorks/solidwaste/Pages/AdvisoryCommitteeSW.aspx>

- A G E N D A -

Meeting Topics		Outcomes	
1.	Call to Order	10:00	Action
2.	Roll Call, Determination of Quorum, and Approval of Minutes	10:00 - 10:05	Action
3.	Public Comment Period	10:05 - 10:10	Information
4.	Operations Update	10:10 - 10:25	Discussion
5.	Solid Waste Rate Structure	10:25 - 10:40	Action
6.	SWAC Bylaws, Organization, and Meeting Schedule	10:40 - 10:55	Action
7.	Contamination Reduction Outreach Plan (CROP) Implementation	10:55 - 11:10	Action
8.	EPS Waste Stream Reduction Options	11:10 - 11:25	Discussion
9.	Open Session, Announcements, Agenda Items	11:25 - 11:30	Discussion
10.	Adjournment	11:30	Action

SOLID WASTE ADVISORY COMMITTEE

Discussion Form

September 19, 2022

AGENDA ITEM 2: Roll Call, Determination of Quorum, Approval of Minutes

PRESENTER: *Gynon Nash, Solid Waste Division Supervisor*

BOARD ACTION: Action Item Discussion Information

COMMITTEE ROLE / ACTION REQUESTED

Review and approve draft meeting minutes.

ATTACHMENT(S)

- Draft minutes:

SWAC made motion and approved the SWAC CROP (Contamination Reduction Outreach Plan) subcommittee recommendation to use the Department of Ecology Full CROP Template as a planning tool, to be incorporated by amendment into the 2020 Island County Solid Waste and Moderate Risk Waste Management Plan by July 1, 2020. SWAC also discussed committee process and procedures, and then made motion and approved recommendations to elect a committee Chair and Vice Chair, establish a regular quarterly meeting schedule, develop committee by-laws, and to post the meeting schedule and agenda packets on-line.

SOLID WASTE ADVISORY COMMITTEE
Discussion Form
September 19, 2022

AGENDA ITEM 4: Operations Update

PRESENTER: *Jeff Hegedus, Solid Waste Division Manager*

BOARD ACTION: **Action Item** **Discussion** **Information**

SIGNIFICANT POINTS OR EXECUTIVE SUMMARY

2021 compared to 2020	Customer Count			Garbage Tonnage		Recycling Tonnage		
	2020	2021		2020	2021		2020	2021
Public @ CV				17,695.77	18,721.48	↑6%		
ID & City of OH @CV				27,289.39	29,156.09	↑7%		
50%/No Charge				326.94	342.71	↑5%		
Coupeville	93,172	96,801	↑17.7%					
Bayview	16,850	15,799	↓6.2%	808.43	708.48	↓12%	1,479.42	1,412.74
N Whidbey	5,231	4,400	↓15.9%	263.36	233.24	↓11%	674.53	652.61
Camano	46,628	45,904	↓1.6%	11,602.73	11,166.36	↓4%	925.07	898.58
System Wide	161881	162,904	↑0.6%	57,986.62	60,328.36	↑4%		

	Customer Count			Garbage Tonnage		Garbage Tonnage		Recycling		Recycling Tonnage		
	July			July		Year to Date (Jan thru July)		Tonnage		Year to Date (Jan thru July)		
	2021	2022		2021	2022	2021	2022		2021	2022	2021	2022
Public @ CV				1879.84	1834.54	11367.90	10811.35	↓5%				
ID & City of OH @CV				2620.44	2403.71	16792.68	17108.95	↑2%				
50%/No Charge				32.14	34.58	228.11	175.36	↓23%				
Coupeville	10103	9519	↓5.8%									
Bayview	1674	1557	↓7.0%	66.23	55.04	431.03	363.71	↓16%	117.72	90.61	843.27	811.03
N Whidbey	440	384	↓12.7%	11.04	7.15	142.01	104.01	↓26%	50.55	60.90	397.20	398.00
Camano	5003	4652	↓7.0%	1065.53	1018.61	6616.45	6742.33	↑2%	85.66	71.65	551.27	488.06
System Wide	17720	16112	↓6.4%	5675.22	5353.63	35578.18	35306.28	↓1%				

Total solid waste tonnage for 2021 increased by 4% over 2020, while customer counts increased by 0.6% and recycling tonnage decreased by 3%. Year to date tonnages and customer counts are slightly down from 2021, potentially due to the two experienced temporary facility closures.

Island Recycling was acquired by DTG Recycle <https://www.dtgrecycle.com/> and named as successor for services rendered by the existing Island Recycling county contract. The 2020 Island County Solid and Moderate Risk Waste Management Plan amendment incorporating the required Contamination Reduction Outreach Plan (CROP) was approved by the cities of Oak Harbor, Coupeville and Langley, and subsequently adopted by the Board of County Commissioners. As per RCW 70A.515, *Architectural Paint Stewardship Program*, the Island County Moderate Risk Waste facilities are now participating as collection centers for the recycling of waste paint products with PaintCare, LLC <https://www.paintcare.org/> .

Landfill monitoring and maintenance proceeds routinely as required. Equipment repair and replacement has included a vacuum sweeper, front end loader, baler, compactor, main compactor repair, box truck, moderate risk waste collection sheds replacement, BARQ building renovation, and leachate collection system maintenance. The Bayview drop box facility is being refenced to increase operating area and capacity. A new hopper on the plastics compactor at the Oak Harbor drop box facility was installed to prevent repetitive motion injuries. In 2021 598,248 gallons of biosolids and 1,315,725 gallons of supernatant was treated and land applied. In 2022 458,000 gallons of biosolids and 1,613,861 gallons of supernatant have been treated and land applied.

In preparation for and in conjunction with the upcoming replacement of the main compactor, SCS Engineers has been contracted to assess the Coupeville Solid Waste Complex transfer station overall operational capacities. The main compactor at the Complex is currently being retrofitted with an electrical panel to allow for connection to a portable generator in the event of power outage.

Due to a regional shortage of shipping containers and the inability of BNSF to provide adequate transportation service Island County, along with other jurisdictions including Snohomish County and Skagit County, experienced two temporary solid waste facility closures. In response, county residents may now sign up for text or email alert notifications regarding facilities status. With Class 1 railroad unions currently attempting to finalize contract negotiations, with federal intervention, the issue remains current.

COMMITTEE ROLE / ACTION REQUESTED

ATTACHMENT(S)

- SCS Engineers Transfer Station Assessment
- Facility Closure Correspondence

April 27, 2022
File No. 040068222

Jeff Hegedus
Solid Waste Manager
Island County Public Works
P.O. Box 5000
Coupeville, WA 98239-5000

Transmitted via e-mail to: J.hegedus@co.island.wa.us

Subject: **Proposal for Transfer Station Assessment Study**
 Coupeville Solid Waste Facility
 Island County, WA

Dear Jeff:

Per our recent discussions, SCS Engineers (SCS) is pleased to present the following proposal to conduct a Transfer Station Assessment Study for the Coupeville Solid Waste Facility (CSWF). The proposed services will be performed as a Task Order (SCS-TA-4) under our existing Island County 2020-2022 Multi-Year Consultant Contract (PW-1920-138). This proposal is organized in five different sections: Background, Proposed Tasks, Proposed Schedule, Estimated Fee, and Closing.

BACKGROUND

The existing Transfer Station (TS) system consists of the following components:

- Scale house with two 70-feet weigh scales
- About 1,200 feet of on-site access roads
- A 4,500 square feet (SF) tipping floor enclosed in a metal building developed in early 1990
- A 3,300 SF adjacent tipping floor expansion area (with separate roof - developed around the 2009-2010 timeframe)
- Mechanical compactor with trailer loading capabilities
- An emergency truck loading bay
- Trailer storage area
- Employee facilities.

The TS has been observed with various issues/deficiencies that have been documented in the [September 2014 Plan](#) (Section 8.3.2), the [February 2020 Plan](#) (Sections 7.4 and 7.5), and a Technical Memorandum from SCS dated April 22, 2022. The nature of these issues ranges from: (a) an aging compactor unit with less than 2-years of useful life, and that is discontinued by the manufacturer; (b) capacity constraints; (c) efficiency constraints; and (d) health & safety risks for the County employees and the TS customers. Because of these issues, the [February 2020 Plan](#), Section 7.5, even recommended that a study be conducted in 2019 to examine the need for additional capacity at ICSWC. The SCS Memorandum, dated April 22, 2022 listed the same recommendation as an immediate next step. Therefore, this proposal has been developed to perform an overdue assessment study for the TS.

PROPOSED TASKS

Our proposed scope of work includes six tasks: Data Collection and Analysis; Site Visit/Observations; Capacity Evaluation; Compactor Replacement Due Diligence and Efficiency Evaluation; Benchmarking; and Transfer Station Assessment Study Report.

Task 1 – Data Collection and Analysis

As part of data collection and analysis, SCS will perform various activities listed below:

- SCS will provide a data request (via email) to the County. This data request will include such items as the past 5-years of data on number of customers (tickets), customer type (residential and commercial), quantities of solid waste currently managed through the transfer station (on hourly, daily, weekly, monthly, and annual basis), as-built drawings of the TS and compactor, maintenance records, regulatory permits (and associated applications, as available), standard operating procedures or operations plan (as available), copy of the waste transfer contract, population projections (as available), etc.
- SCS will forecast quantities of waste (by waste type) based on historical generation and population growth estimates, quantities that could be managed in the future (10-year assessment). Growth estimates and assumptions will be presented to the County for County input and approval.

Task 2 – Site Visit/Observations

In discussions with the County staff and based on data review under Task 1, SCS will identify the day and time period of the week representing peak throughput. Accordingly, SCS will visit the site (during the peak time period) to assess tipping floor usage and general site operations (trailer storage, equipment use, aesthetics, queuing, staffing, etc.). It is assumed that site observations will be performed within a four to six-hour window. SCS will develop a checklist prior to the site visit so that needed data can be collected during the site visit. Prior to the site visit, a draft version of the checklist will be shared with you so that the County can review and provide input.

During the site visit, SCS personnel will walk the site and visually observe general conditions of the current transfer station. Different site features to be observed include: the tipping floor, compactor operations, lighting, fire suppression systems, pavement (, signage, environmental systems (i.e., leachate and stormwater management), building features (visually observable without any special equipment) and other features as discussed with the County. Through these observations, SCS will evaluate whether the areas of review are well maintained, serviceable, require attention or deficient based on the age and typical wear and tear of these facilities of this capacity and age.

Task 3 – Capacity Evaluation

SCS will evaluate waste processing capacity based on space constraints (tipping floor area, vehicle unloading and loading areas, etc.), waste handling equipment, and permit requirements. The capacity evaluation will also focus on waste throughput rates, and adequacy of the existing TS facilities to meet the future demand. The capacity evaluation will focus on three broad categories:

- **Receiving Capacity:** Scale and tipping floor wait times are key parameters to determine whether the TS has adequate receiving capacity. Receiving capacity will be evaluated based on data collected under Tasks 1 and 2.

- **Storage Capacity:** Based on discussions with the County staff, storage capacity appears to be a pinch point for the efficient movement of waste at this facility. Especially when the compactor is down, storage capacity is further impacted. Storage capacity will be evaluated based on current conditions and future needs.
- **Throughput (loadout) capacity:** Lastly SCS will focus on loadout capacity and determine whether the TS has adequate throughput to meet future demands.

Task 4 – Compactor Replacement Due Diligence and Efficiency Evaluation

Once existing TS constraints and future capacity needs are established under Tasks 1 through 3, a compactor replacement due diligence and TS efficiency evaluation will be performed in parallel. The due diligence effort will focus on whether compactor replacement is in the best interest of the County given existing site constraints and other available options that can provide similar (or better) operational efficiencies. Other goals, that will be discussed with County staff and targeted through this efficiency evaluation, include: reducing queuing times, meeting future demand while improving customer experience, separating route trucks from small load customers to enhance general health and safety and TS efficiency, optimizing the existing footprint for TS operations, reprogramming the site, identifying future expansion areas, etc. Various data elements that will be reviewed during this task include:

- TS capacity and expansion needs.
- Waste throughput (including peak throughput) – current and future projections.
- Number of vehicles – current and future projections.
- Waste handling equipment – including compactor.
- Queuing time and queuing space constraints – current conditions and future needs.
- Area(s) identification to reprogram the site.
- Expansion area identification.

Task 5 – Benchmarking

In discussions with the County staff, SCS will select up to five similar TS facilities and develop benchmarking criteria. The benchmarking criteria elements may include: waste quantities; traffic flow and segregation by customer type; transfer station building(s) and ancillary support facilities; environmental controls (e.g., contact liquids management); tipping floor size; equipment used (compactor, loader etc.); waste unloading and loading procedures; and select contingency procedures (e.g., inclement weather conditions, etc.). Once the facilities are identified and benchmarking criteria has been established, SCS will collect needed data and benchmark CSWF against other identified facilities. SCS will meet the County staff to present and discuss benchmarking results. Discussions and decisions during this SCS/County meeting will shape some of the recommendations and strategies that will be included in the TS Assessment Study Report (Task 6).

Task 6 – TS Assessment Study Report

SCS will prepare a TS assessment summary report (draft and final versions). This report will provide holistic detail of the issues observed at the TS based on the capacity evaluation, compactor due diligence, efficiency evaluation, and benchmarking. The report will include recommendations, viable

Mr. Jeff Hegedus
April 27, 2022
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options and strategies to address these issues, and future solid waste management planning for the CSWF. Various aspects that will be covered by this report include:

- Forecasted quantities of solid waste (by waste type) that could be delivered to the TS.
- Site visit observations (TS condition/deficiencies etc.).
- TS capacity evaluation results (from Task 3).
- Compactor replacement due diligence results and future recommended strategies (Task 4).
- Efficiency evaluation results (from Task 4) with conclusions and recommendations for improved or expanded operations (if applicable) of the existing facility.
- Benchmarking study results from Task 5.
- Provide a site layout identifying: existing conditions, potential expansion areas, general demarcation of future buildings/compactor/facilities (reconfiguration or expansion as identified in efficiency evaluation).
- Develop a budgetary opinion of cost to provide the County an order of magnitude for construction of a reconfiguration or expansion (with compactor) – as identified in the efficiency evaluation task.

PROPOSED SCHEDULE AND FEE

A proposed schedule is provided below. We note that the schedule can be accelerated to meet County's needs.

Item	Proposed Schedule (in work/business days)
Notice to Proceed (NTP)	Assumed in May 2022
Project Initiation Call	Within 5 days of the NTP
Task 1 - Data Collection and Analysis	Within 5 weeks after the project initiation call (assuming the County provides requested documents within 5 days)
Task 2 – Site Visit/Observations	Site visit to be scheduled based on results of Task 1. It is assumed that the site visit will be scheduled in July-August timeframe.
Task 3 – Capacity Evaluation	Within 3 weeks of completing Tasks 1 and 2.
Task 4 – Compactor and Efficiency Evaluation	Within 3 weeks of completing Tasks 1, 2 and 3.
Task 5 – Benchmarking	Within 6 weeks of completing Tasks 1 and 2.
Task 6 – TS Assessment Report Draft Report County Review Final Report	Within 4 weeks of completing Tasks 1 through 5. Within 2 weeks Within 2 weeks after receipt of comments from the County.

April 13, 2022

MEMORANDUM

TO: Jeff Hegedus, Solid Waste Manager, Island County Public Works
FROM: SCS Engineers (SCS)
SUBJECT: Follow up to Site Visit Dated March 24, 2022

SCS submitted Island County (County) a proposal dated March 2022 (File #040057222). Task 4 of the proposal focused on the evaluation of the existing Transfer Station (TS or site) located at the Coupeville Solid Waste Facility (CSWF). Under this task, SCS committed to providing engineering support services to evaluate the current and projected future needs for the TS. Per this scope of work, SCS arranged a site visit, and three SCS professionals (Dan Venchiarutti, John Richards, and Karam Singh) visited the site on March 24, 2022. This Memorandum (Memo) details key observations from the site visit and proposed next steps necessary for a further needs evaluation of the TS. This Memo is organized in three sections: Existing Facility Description, Site Visit Observations, and Next Steps.

EXISTING TS FACILITY DESCRIPTION

The existing TS consists of a scale house with two 70-feet weigh scales, 1,200 feet of on-site access roads, a 4,500 square feet (SF) tipping floor enclosed in a metal building developed in early 1990s, a 3,300 SF adjacent tipping floor expansion area (with separate roof) developed around the 2009-2010 timeframe, a mechanical compactor with trailer loading capabilities, an emergency truck loading bay, a trailer storage area, and employee facilities. There are 20 unloading positions where self-haul waste generators may deposit waste materials into up to five open-top trailers away from the transfer station building (shown in Photo 1). For reference purposes, we have attached design drawings for the initial 4,500 SF tipping floor development (as Attachment A) and for the 3,300 SF tipping floor expansion development (as Attachment B). These tipping floors areas are also demarcated in Photo 2.



Photo 1. Scale house and Unloading Positions



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Photo 2. TS Tipping Floor (Initial and Expansion)

The existing compactor appears to be an Amfab TransPak Automatic Preload Waste Compactor (a brand now sold by Harris Waste Management Group Inc.). We understand that the existing compactor model has been discontinued by the manufacturer, and required maintenance has been performed by the County staff with parts previously procured and stocked on-site. Details on the existing compactor (capacity, dimensions etc.) were not readily available, and therefore, not included in this Memo. Recent Solid Waste Management Plans identified issues with this dated compactor unit, specifically:

- [February 2020 Plan](#), Section 7.4 states, “Alternative A considers a study for further analysis of the need for more capacity at the County’s primary transfer station. This study could include an examination of the need for a new compactor and building modifications that might be required for this.”
- [September 2014 Plan](#), Section 8.3.2 states, “Transfer Alternative B would develop additional storage capacity adjacent to the two transfer stations and upgrade the Amfab compactor at the Island County Solid Waste Complex. The additional storage capacity would provide the ability to hold three to four days’ worth of waste, depending on the number of available open-top trailers. Upgrading the compactor would provide more capacity and reliability. A concept-level capital cost estimate for Transfer Alternative B is \$1.2 million, mostly for the cost of a new compactor. Another option may be to re-design the compactor slot for direct loading and compaction with a stationary or mobile crane at an estimated cost of \$750,000.”

We understand that the County has budgeted for upgrading the existing compactor for the anticipated procurement of a [TP-250 compactor](#) unit in its approved capital budget (Fund 401, Solid Waste).

SITE VISIT OBSERVATIONS

Consistent with the recommendations of the 2020 Solid Waste Plan and SCS's aforementioned March 2022 proposal, SCS visited the TS to visually observe site operations, compactor's condition, and to identify potential areas of improvement. SCS's site visit and subsequent information review shed light on some of the key issues that require the County's attention. These issues are explained below:

- **Issue #1 – Compactor Issues:** Since the existing compactor model has been discontinued, spare parts are not readily available. The compactor's maintenance needs have increased with age; for example, the compactor cylinder required rebuilding recently. When the compactor is down for maintenance, alternate loading procedures are used in the recessed bay on the north side of the TS, and trailers are filled using an excavator bucket, a process that is inefficient, slow and poses operational challenges due to the wall separating the tipping floor from the recessed bay (see Photo 3). This alternate filling procedure has caused visible damage to the steel columns and the wall. In summary, compactor maintenance outages, which are anticipated to increase with time, impact solid waste transfer operations and lead to increased wait times for the customers.

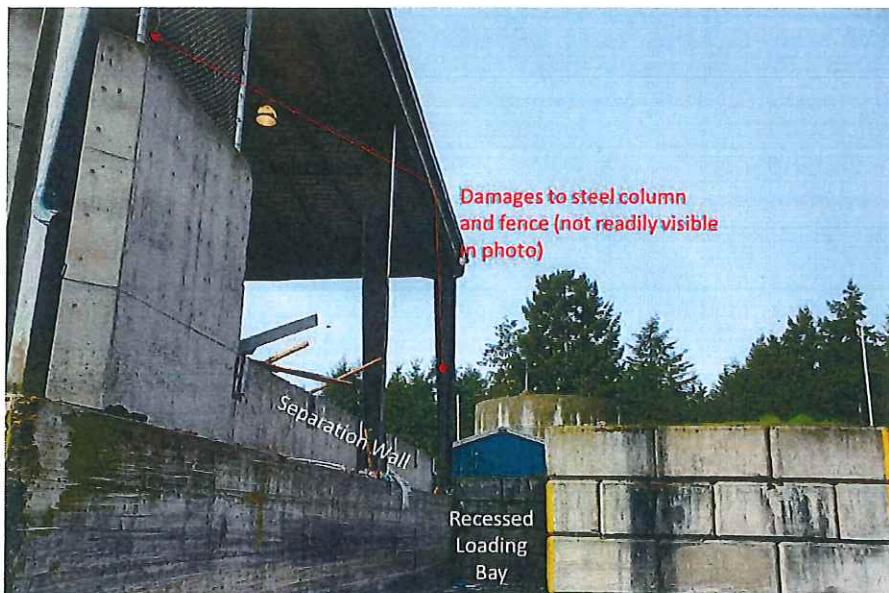


Photo 3. Alternate Loading Bay

In addition to on-going maintenance issues, the existing compactor has one to two years of remaining useful life (per discussions with the County staff and the age of the equipment). Therefore, it is imperative to perform compactor replacement due diligence as soon as possible to verify: (a) whether replacing the compactor is in the best interest of the County; and (b) whether replacing the compactor with a newer model is even feasible given some of the site constraints (such as available space and traffic movement).

- **Issue #2: Capacity Issues:** Three different factors impact capacity of a waste transfer facility:
 - **Receiving Capacity:** Scale and tipping floor wait times are key parameters to determine whether the TS has adequate receiving capacity. Based on discussions with the County

staff, it appeared that the receiving capacity of the scale is likely adequate; however, the receiving capacity of the tipping floor is a concern.

- **Storage Capacity:** Based on discussions with the County staff, storage capacity also appears to represent a pinch point for the efficient movement of waste at this facility. Especially when the compactor is down, and the recessed bay with excavator is used as an alternate trailer loading procedure, storage capacity is further impacted as transfer operations get slower. SCS personnel observed visible damage to the top fence that was likely caused by high stacking of waste against TS back wall (with fence on top) when the compactor was not operational or during periods of high waste acceptance.
- **Throughput (loadout) capacity:** Based on discussions with County staff, loadout capacity appears to be adequate unless loaded trailers cannot be moved by a contracted hauler (Republic Services, Inc.) due to inclement weather or other conditions that impact movement of the loaded containers to a disposal site.
- **Issue #3: Efficiency Issues:** When evaluating transfer efficiencies, capacity evaluation provides context, but looking between the lines of the operation sheds light on system choke or pinch points. Some of the factors that impact waste transfer efficiency are listed below:
 - **Scale house operations:** During the site visit, SCS did not observe scale house operations in detail. Based on discussions with the County staff, scale house operations appear to be adequate.
 - County staff have indicated that during periods when the number of self-haulers coming to the facility are high, the queue for the scales can reach the highway and has, in the past, backed up onto the highway.
 - **Tip floor operations: Operational/design issues that hinder efficient transfer of waste include:**
 - During the site visit, SCS witnessed that the initially developed 4,500 SF tipping floor is primarily used for waste unloading¹. Although this area is originally designed as a 6-bay unloading tipping floor, due to presence of the steel columns at tip floor entrance, the area maybe able to support unloading of only three garbage trucks at a time. The location of the office, right in front of the tipping floor, further hinders efficient traffic movement.
 - When three garbage trucks are concurrently unloading, there is little space for the front-end loader to move unloaded waste into the compactor inlet.
 - During the site visit, SCS noted the presence of some self-haulers that could have otherwise used the self-haul unloading bays (shown in Photo 1).
 - **Trailer loading operations:** SCS identified certain issues with the Trailer loading process (compactor and alternate procedure) as discussed under Issue #1 section of this Memo.
 - County staff noted that to close the trailer doors, the yard goat is required to move the trailer forward several feet to get past the concrete wall, often allowing waste to spill onto the ground and becoming a housekeeping issue.

¹ Although 3,300 SF tipping floor expansion added some receiving capacity, this tipping floor is only used for construction demolition debris unloading/storage because this tipping floor is NOT a straight contiguous run of the 4,500 SF tipping floor area, and is distant from the compactor inlet point.

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- **Signage:** SCS noted a lack of adequate signage at the site; a factor that forces customers to stop and ask for directions, and adds to operational inefficiencies.
- **Other Ancillary Issues:** Other issues that may impact TS operations time to time include damages to the building's steel columns, top fence (on top of TS back wall), and leachate trench/interceptor drain damages.

NEXT STEPS

As discussed above, the TS operations have been observed to have a variety of challenges, out of which some need immediate attention, such as compactor replacement due-diligence. SCS proposes following approach as next steps:

- **Step 1: TS Assessment Study.** As a first step, the County can benefit from initiating a TS feasibility/assessment study under which compactor replacement due-diligence will be performed. The scope of this planning study should include capacity and efficiency evaluation to plan for the future growth and upcoming challenges. Some of the anticipated scope elements of this proposed feasibility study include:
 - **Data Collection and Analysis:** Initially, information such as the past 5-years of data on the number of customers (tickets), customer types (residential and commercial) and quantities of solid waste currently managed through the TS (on hourly, daily, weekly, monthly, and annual basis). In addition, as-built drawings of the TS and compactor, permit and operations manual information should be collected by working closely with the County. Future projections (waste rates, customer needs/types, traffic etc.) should be performed under this task.
 - **Site Inspection/Observations:** A TS inspection checklist for the TS should be developed based on the preceding data analysis and considering the preliminary issues identified in this Memo. Using the data analysis, identify the day and time period of the week representing peak throughput. Accordingly, visit the site (during the peak time period) to assess tipping floor usage and general site operations (trailer storage, equipment use, aesthetics, queuing, transaction times, staffing, etc.). The site inspection/observation will fill any data gaps apparent from the prior collection and analysis.
 - **Capacity Evaluation:** Capacity will be evaluated based on space constraints (tip floor area, vehicle unloading and loading areas, etc.), waste handling equipment, and permit requirements. The capacity evaluation will also focus on waste throughput rates, and adequacy of current TS facilities to meet future demand.
 - **Compactor Replacement Due Diligence and Efficiency Evaluation:** Once the existing transfer station constraints and future capacity needs are established, compactor replacement due diligence and TS efficiency evaluation can be performed hand in hand. The due diligence effort will focus on whether compactor replacement is in the best interest of the County given existing site constraints and other available options that can provide similar (or better) operational efficiencies. Other goals that will be discussed with County staff and targeted through this efficiency evaluation include, reducing queuing times, meeting future demand while improving customer experience, separating route trucks from residential/small commercial tip areas,

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optimizing the existing footprint for TS operations, reprogramming the site, identifying future expansion areas, etc.

- **TS Assessment Study Report:** This report will provide holistic detail of the issues observed at the TS based on capacity evaluation, compactor due diligence and the efficiency evaluation. The report will also provide possible solutions/alternatives with conceptual layouts as appropriate. Each solution/alternative will be assigned a budgetary option of probable cost and need timeframe (immediate, short term, or long term).

Based on SCS's experience with similar projects, anticipated budget for this TS Assessment Study will be approximately \$85,000, and SCS can provide the County a formal proposal upon request.

- **Step 2: Options Selection.** SCS understands that based on the results of TS Assessment Study, the County will select options that align with County's solid waste management goals and constraints. As part of Step 2, SCS can assist the County with as-needed clarifications and, if and as needed, with a presentation to the Board of Island County Commissioners.
- **Step 3: Implementation:** Finally, the selected options will require implementation that may include traditional finance-design-build approach or alternatives (such as finance-design-build-operate). SCS can assist as needed based on selected options and implementation strategies.



Island County

Public Safety through Public Works

April 28, 2022

Solid Waste News

Island County Solid Waste Transfer Station Closures

Railway and supply chain Issues lead to temporary closures

Due to the inability of Burlington Northern Santa Fe Railroad (BNSF) to provide intermodal shipping containers, which are used to ship solid waste by rail to the regional landfill, Island County solid waste transfer stations have exceeded storage capacities and will be temporarily closed. BNSF has indicated that staffing and related supply chain issues are the cause of the delays, and that they are working to quickly resolve the issues.

Until further notice, the Coupeville transfer station, Camano Island transfer station, Oak Harbor drop box facility and the Bayview drop box facility will be closed to residential and commercial self-haul solid waste collection and disposal services. However, these facilities will still be open and available for self-haul recycling services.

As soon as shipping containers become available, and the facilities are able to remove excess stockpiled refuse, collection and disposal services will reopen.

For updates further information, please visit the [**Solid Waste website**](#)



April 13, 2022

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Ryan Dreier
Vice President – Industrial Products
BNSF Railway Company
2650 Lou Menk Drive
Forth Worth, TX 76131
ryan.dreier@bnsf.com

Dear Ryan:

Re: Rail Service for Essential Public Services

Snohomish County, Island County, and Skagit County (Counties) are located in the northern end of Puget Sound in Washington State. Combined our Counties have 1,044,337 residents per the 2020 census. We are responsible for the safe, efficient disposal of all municipal solid waste (MSW) generated in our respective Counties. We take this mandate seriously, as solid waste disposal is an essential public service to protect public health, safety and the environment. Our Counties entered into separate long-term waste export contracts with Republic Services, Inc. (Republic) to dispose of MSW in the Roosevelt Landfill, located in south central Washington. Republic in turn utilizes the services of BNSF to facilitate the safe, efficient waste-by-rail shipments, and the timely provision of empty containers, between our respective intermodal yards and the Roosevelt Intermodal Facility.

We appreciate BNSF's commitment to be a positive force in the communities you serve. We grew accustomed to years of consistent rail service that met our respective business needs. Starting in January 2022, however, we noticed a significant drop in rail service which has negatively impacted all our jurisdictions. For instance, Republic normally keeps a three (3) day supply of empty intermodal containers at the Everett Intermodal Facility to buffer against unforeseen circumstances which may delay rail service. When rail services are interrupted or delayed, Snohomish County utilizes these reserve containers to maintain a consistent level of service to our residents and businesses. Since January 1, 2022, Snohomish County has utilized *all* reserve containers and could not dispose of MSW on multiple occasions. In these events MSW was high-piled inside Snohomish County transfer stations which incurred additional handling costs and caused significant delays for its customers. Additionally, these events caused our recycled organics to become contaminated and thereby sent to a landfill, caused nuisance odors, increased vector activity, and significantly increased the risk of fire as the MSW heated through aerobic and anaerobic decomposition. As of the morning of April 13, 2022, Snohomish County's transfer stations have approximately 2,250 tons of refuse stored on our tipping floors. We have active fire watches inside our transfer stations as the refuse is getting close to spontaneous combustion temperatures. If Snohomish County does not have regular rail service restored by April 18, 2022, we will have to limit disposal service to residents and businesses of Snohomish County, causing significant hardships for our customers. In Island County, delays in rail service and the provision of containers have resulted in MSW overflowing outside of the transfer station, with the added impacts of surface and groundwater contamination, regulatory noncompliance, and the imminent possibility of shutting down operations. Island County has also incurred additional transportation costs due to the unavailability of empty intermodal containers at its normal location. Skagit County faced similar problems as the lack of rail service and containers meant that MSW was piled high within

the transfer station. This meant additional work for staff as material needed to be moved repeatedly, increased vector activity, and put Skagit County in regulatory noncompliance.

We understand that Republic met with BNSF corporate on March 2, 2022, to discuss the recent reduction in the level of rail service. Republic reported back to the Counties that you are experiencing staffing shortages. Our governments, like other businesses, experienced staffing shortages during the pandemic and made adjustments to maintain an acceptable level of service to our customers. We request BNSF prioritize this essential service when challenges arise, address these issues and return BNSF services back to its normal standard of excellence. Please let us and Republic know when you expect to resolve the issues which negatively impact the essential services we provide for our Counties and if there is anything that we might do to partner to ensure a quick resolution.

Sincerely,

Dave Schonhard

David Schonhard
Solid Waste Division Manager
Snohomish County Public Works
Snohomish County, WA
David.Schonhard@snoco.org

Margo Gillaspy

Margo Gillaspy (Apr 13, 2022 15:22 PDT)

Margo Gillaspy, LHg
Solid Waste Division Manager
Skagit County Public Works
Skagit County, WA
margog@co.skagit.wa.us

Jeffrey A. Hegedus

Jeffrey A. Hegedus (Apr 14, 2022 11:10 PDT)

Jeff Hegedus, RS, MS, MBA
Solid Waste Division Manager
Island County Public Works
Island County, WA
j.hegedus@islandcountywa.gov

cc:

Kathryn Farmer, President and Chief Executive Officer, BNSF (kathryn.farmer@bnsf.com)
Matt Igoe, Executive Vice President and Chief Operations Officer, BNSF (matt.igoe@bnsf.com)
Bradon Archambeau, General Manager, BNSF (brandon.archambeau@bnsf.com)
Roger Millar, Secretary of Transportation, State of Washington (roger.millar@wsdot.wa.gov)
Kelly Snyder, Public Works Director, Snohomish County (kelly.snyder@snoco.org)
Josh Shaw, General Manager WA Post Collections, Republic Services (jshaw2@republicservices.com)



Ryan C. Dreier
Vice President
Industrial Products

BNSF Railway Company
P.O. Box 961065
Fort Worth, TX 76161-0065

817-867-6724 Office
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April 21, 2022

Mr. David Schonhard
Solid Waste Division Manager
Snohomish County Public Works
Snohomish County, Wash.
David.Schonhard@snoco.org

Ms. Margo Gillaspy
Solid Waste Division Manager
Skagit County Public Works
Skagit County, Wash.
margog@co.skagit.wa.us

Mr. Jeff Hegedus, RS, MS, MBA
Solid Waste Division Manager
Island County Public Works
Island County, Wash.
j.hegedus@islandcountywa.gov

Dear Mr. Schonhard, Ms. Gillaspy and Mr. Hegedus:

I write in response to your April 13 letter addressing rail service issues involving the waste-by-rail business we handle on behalf of Republic Services, Inc. We understand the serious concerns you expressed regarding the safe and efficient disposal of municipal solid waste, and we have been working with Republic to address the recent service issues.

BNSF has openly communicated about rail service disruptions during the past several months due to several factors, including frequent extreme winter weather as well as ongoing global supply chain challenges. The highly variable fluctuations in shipment demands driven by the COVID-19 pandemic impacted our ability to effectively align resources, such as train crews and locomotive power, with freight volumes. As additional railcars were brought onto our network to counter slower velocity and reduced fluidity, we experienced increased congestion and further strain on resource availability in several key locations, including the Pacific Northwest. We are fully aware that we are not currently meeting many of our customers' service expectations, and we have been in frequent communication with them on the aggressive measures we are taking to drive step-level improvements.

In January and again in March, we met with Republic leaders to discuss our current service constraints in the face of rising freight demand, including waste shipments. Republic's waste-by-rail demand has increased significantly over the past several years and in the first quarter of 2022 alone we have already moved 714 more containers than the same period last year out of Republic's two facilities that handle waste disposal for Snohomish, Island and Skagit counties. In recent years, Republic has relied on BNSF to routinely perform extra switching events, which exceed the standard switch frequency plan prescribed for the origin intermodal facilities, to accommodate the growth in waste-by-rail shipments. As our overall freight demand in the region

increased beginning in late 2021, our ability to deploy the necessary resources to meet these additional switching service requests has been limited. We conveyed at the January and March meetings that, going forward, our ability to perform additional switching above the base weekly plan would be dependent on the availability of extra resources on a day-to-day basis.

To mitigate these constraints, both in the near-term and long-term, our ongoing collaboration with Republic has also focused on physical capacity expansions and other throughput improvement actions that can be taken to facilitate the higher demand for waste shipments. This includes expansion at the Everett Intermodal Facility to accommodate a higher number of containers departing on each rail switch, additions to Republic's rail waste container fleet, and improving train throughput times at the Roosevelt, WA unload facility.

In terms of BNSF's actions to improve our resource availability, we have implemented an ambitious plan to address current and future needs. With our goal of adding more than 1,700 people to our Train, Yard and Engine (TY&E) workforce this year across our system, over 400 new employees have already been deployed or are currently completing training classes. We have recalled all furloughed train crew employees in the Pacific Northwest, and at our Washington terminals that facilitate your waste movements, we have deployed temporary transfer crews from other operating divisions on our system. Additionally, we are offering hiring incentives for new train crews in the Pacific Northwest with a target of deploying more than 100 new TY&E employees to these Washington terminals in 2022, with new training classes graduating through the summer and fall. Lastly, to ensure adequate power is available to handle the volume seeking to move on our railroad, we added over 250 locomotives to our active fleet over the winter and an additional 100 units will join the active fleet in the weeks ahead.

I hope that you find this information helpful, and I look forward to discussing additional details during our scheduled conference call this afternoon. BNSF is committed to working non-stop until our network is fully restored and delivering on the essential services that your communities rely on. As always, safety is our highest priority.

Please do not hesitate to contact me if you wish to further discuss your concerns.

Sincerely,



Ryan Dreier
Vice President, Industrial Products
BNSF Railway

cc: Roger Millar, Secretary of Transportation, State of Washington
 Dave Somers, County Executive, Snohomish County
 Kelly Snyder, Public Works Director, Snohomish County
 Ryan Lawler, Area President Northwest, Republic Services
 Josh Shaw, General Manager WA Post Collections, Republic Services
 Kathryn Farmer, President and Chief Executive Officer, BNSF
 Matthew Igoe, Executive Vice President and Chief Operations Officer, BNSF
 Brandon Archambeau, General Manager, BNSF



Dave Somers
County Executive

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April 26, 2022

Ryan Dreier
Vice President – Industrial Products
BNSF Railway Company
P.O. Box 961065
Fort Worth, TX 76131-0065
ryan.dreier@bnsf.com

Dear Ryan:

Re: Rail Service for Essential Public Services

On April 21, 2022, I received a written response to the letter sent to the BNSF Railway Company (BNSF) from the Solid Waste Directors of Snohomish County, Skagit County, and Island County dated April 13, 2022. Additionally, we met with you on April 21, 2022, and we discussed short-term and long-term solutions to improve waste-by-rail shipments and the timely provision of empty containers, between our respective intermodal yards and the Roosevelt Intermodal Facility to our Counties. I appreciate the time and commitment BNSF has taken to respond to Snohomish County's solid waste disposal situation.

In your letter and in our meeting, BNSF mentioned that its ability to perform additional switching above the base weekly plan would be dependent on the availability of extra resources on a day-to-day basis. Although I appreciate your candor, I do not understand why you cannot maintain at least the 2021 level of service provided to Snohomish County by way of Republic Services. In FY 2021, BNSF provided 361 base level switches at the Everett Intermodal Yard. In addition, Republic Services received 69 "extra" switches at the Everett Intermodal Yard. The frequency of these extra switches generally corresponds to Snohomish County's demand in 2021. Since January 2022, the reduction of switching above the base weekly plan has been devastating to Snohomish County and has triggered a public health and safety emergency. Our facilities exceed maximum capacity and our solid waste piles are nearing spontaneous combustion temperatures.

Snohomish County requires an immediate solution to this public health and safety crisis. We respectfully request that you continue to look at *all* available options to temporarily or permanently reassign BNSF employees who can perform additional switching above the base weekly plan. If Snohomish County does not receive additional switches above the base weekly plan by April 27, 2022, we will need to close our facilities and take drastic emergency actions. These actions may include utilizing the Union Pacific Railroad Company to provide waste-by-rail shipments to landfills operated by Waste Management to alleviate the emergency situation.

Snohomish County may not be a significant customer, but I urge you to provide the necessary resources to protect the health and safety of Snohomish County's residents and businesses by providing the essential public service of safely disposing solid waste in a legally approved waste-by-rail landfill. Based on Snohomish County's 29 year business relationship of utilizing BNSF for waste-by-rail shipments, I am confident this situation can be resolved in a timely manner. Again, I wish to thank you for your time and offer to partner to resolve this health and safety crisis as soon as possible.

Sincerely,



David Schonhard
Solid Waste Director
Snohomish County Public Works
Snohomish County, WA
David.Schonhard@snoco.org

cc: Roger Millar, Secretary of Transportation, State of Washington (roger.millar@wsdot.wa.gov)
Dave Somers, County Executive, Snohomish County (dave.somers@co.snohomish.wa.us)
Kelly Snyder, Public Works Director, Snohomish County (kelly.snyder@snoco.org)
Margo Gillaspy, Solid Waste Director, Skagit County (margog@co.skagit.wa.us)
Jeffrey Hegedus, Solid Waste Director, Island County (j.hegedus@islandcountywa.gov)
Ryan Lawler, Area President Northwest, Republic Services (rlawler@publicservices.com)
Josh Shaw, General Manager WA Post Collections, Republic Services (jshaw2@publicservices.com)
Kathryn Farmer, President and Chief Executive Officer, BNSF (katie.farmer@bnsf.com)
Matthew Igoe, Executive Vice President and Chief Operations Officer, BNSF (matthew.igoe@bnsf.com)
Brandon Archambeau, General Manager, BNSF (brandon.archambeau@bnsf.com)

April 28, 2022

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Senator Patty Murray
154 Russell Senate Office Building
Washington, D.C. 20510

Senator Maria Cantwell
511 Hart Senate Office Building
Washington, D.C. 20510

Congressman Rick Larsen
2163 Rayburn House Office Building
Washington, D.C. 20515

Congresswoman Suzan DelBene
2330 Rayburn House Office Building
Washington, D.C. 20515

Congresswoman Pramila Jayapal
2346 Rayburn House Office Building
Washington, D.C. 20515

Dear Snohomish County Congressional Delegation,

I wanted to share with you the significant impacts rail service delays are having on the health, safety, and welfare of Snohomish County residents. Snohomish County is responsible for the safe and efficient disposal of all municipal solid waste (MSW) generated by Snohomish County's 820,000 residents and thousands of businesses. MSW disposal is an essential public service.

In June 1992, Snohomish County entered into a long-term waste export contract with Republic Services, Inc. (Republic) to dispose of MSW at the Roosevelt Landfill, located in south central Washington. Republic utilizes the services of Burlington Northern Santa Fe Railway (BNSF) to facilitate safe, efficient waste-by-rail shipments. MSW is directly hauled to the intermodal yard in Everett, from Snohomish County transfer stations or recycling facilities, via containers. The timely and consistent provision of empty containers is critical to this system.

Over the past three decades, Snohomish County has grown accustomed to consistent BNSF rail service that meets our community's needs. Starting in January 2022, however, there has been a significant decrease in consistent rail service, which has negatively impacted Snohomish County. When rail services are interrupted or delayed, Snohomish County utilizes reserve containers to maintain a consistent level of service to our residents and businesses. Since January 1, 2022, Snohomish County has utilized *all* reserve containers on multiple occasions, which has impacted our ability to dispose of MSW.

When the County is unable to haul MSW from its transfer stations, due to a lack of empty containers, the County is forced to temporarily store the accumulated MSW at the transfer station. The transfer stations are designed and permitted for the continual accumulation and timely removal of MSW, in order to minimize associated health and safety risks posed by the accumulated MSW. If Snohomish County does not have timely and consistent rail service restored in the near future, we may have to halt disposal services to the residents and businesses of Snohomish County, causing widespread hardships for our community and increasing health, safety, and environmental risks.

Republic met with BNSF representatives on March 2, 2022, to discuss the recent reduction in the level of rail service. Republic reported back to the counties involved (Snohomish, Island, and Skagit) that BNSF is experiencing staffing shortages. On April 21, 2022, Snohomish, Skagit, and Island Counties met with BNSF to communicate the looming public health, safety, and environmental crisis that is being caused by inadequate rail services. BNSF again reiterated that they are experiencing staffing shortages and cannot provide the level of service the Counties need to maintain adequate reserves of empty containers.

On April 26, we again forcefully requested that BNSF prioritize this essential service, address these issues, and return BNSF services back to the level of service to which the counties have become accustomed and necessary to address the public health, safety, and environmental crisis.

Snohomish County continues to work closely with Republic, BNSF, and local solid waste haulers to find an immediate resolution to this health, safety, and environmental crisis. Our staff members are prepared to provide a more in depth briefing if you'd like. I may also ask for your support to intervene with our partners should the resolution not come quickly.

Sincerely,



Dave Somers
Snohomish County Executive

cc: Roger Millar, Secretary of Transportation, State of Washington (roger.millar@wsdot.wa.gov)
Kelly Snyder, Public Works Director, Snohomish County (kelly.snyder@snoco.org)
Josh Shaw, General Manager WA Post Collections, Republic Services (jshaw2@republicservices.com)
Margo Gillaspy, Solid Waste Manager, Skagit County Public Works (margog@co.skagit.wa.us)
Jeff Hegedus, Solid Waste Manager, Island County Public Works (j.hegedus@islandcountywa.us)
Snohomish County Council

SOLID WASTE ADVISORY COMMITTEE
Discussion Form
September 19, 2022

AGENDA ITEM 5: *Solid Waste Rate Structure*

PRESENTER: *Jeff Hegedus, Solid Waste Division Manager*

BOARD ACTION: **Action Item** **Discussion** **Information**

SIGNIFICANT POINTS OR EXECUTIVE SUMMARY

The Solid Waste Division is funded through a user fee, known as a solid waste tipping fee, rather than through taxation. As an essential service, solid waste management enterprise fund revenue must increase as expenses increase. Currently, 'all items' inflation is 8.6%. Labor, materials, equipment, transportation, disposal, recycling and other expenses are outpacing revenue. Essential services will be impacted and curtailed if the enterprise fund is depleted.

In order to maintain levels of service, staff is proposing to annually adjust the 2023 solid waste rate structure (tipping fee) by the Bureau of Labor Statistics CPI for the 'Garbage and Trash Collection Services' expenditure category. Currently, this CPI index is 5.2% (July 2021-July 2022) as compared to the current CPI-U 'All Items' inflation rate of 8.5%, and is updated at <https://www.bls.gov/news.release/cpi.t02.htm#cpipress2.f.2>. The proposed adjustment would be for solid waste rates, but not septic rates, and a rate analysis would be conducted every 5 years.

COMMITTEE ROLE / ACTION REQUESTED

Motion to recommend approval of the proposed rate adjustment.

ATTACHMENT(S)

- Current approved solid waste rate structure resolution

Exhibit "A"

ISLAND COUNTY SOLID WASTE & SEPTAGE FEES

RATE STRUCTURE, 2020-2022

NOTES:

- 1) There is a 3.6% refuse tax (no sales tax) on Solid Waste Charges.
- 2) Fees may be rounded to the nearest twenty-five cents (\$0.25).

Coupeville, Camano, Oak Harbor, Bayview Solid Waste Facilities (c, f, h)
Freeland Recycle Park (d, j)

At sites with a scale, loads are normally weighed

First Can or Bundle of Municipal Solid Waste (b)	\$13.25
Additional Can or Bundle (b) includes 3.6% refuse tax	\$ 4.25 ea.

Segregated Recyclable Materials (d), Household Hazardous Waste, Used Motor Oil No Charge

Special Wastes (a, g, i)

Appliances, each	\$22.58
Auto and light truck tires, each	\$ 7.53

(Tires over 18" are accepted & charged by weight at Coupeville & Camano only)

Coupeville & Camano Transfer Stations (Note 1 & 2 above and a, c, f, h)

Municipal Solid Waste	\$155.00/ton
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Construction/Demo/Bulky (g)	\$164.00/ton
-----------------------------	--------------

Oversized, Hard-to-Handle waste (a)	\$170.60/ton
-------------------------------------	--------------

Yard/Garden Debris (e)	\$ 95.00/ton
------------------------	--------------

Franchise Haulers (except City of Oak Harbor) compacted route truck waste	\$147.00/ton
---	--------------

City of Oak Harbor (compacted route truck waste)	\$137.00/ton
--	--------------

The minimum for weighed materials is: \$ 13.25

Coupeville Transfer Station ONLY (Note 1 & 2 above)

The minimum for weighed materials is:	\$ 13.25
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Paper Shredding - $\frac{1}{2}$ lg. bag (provided) Municipal Solid Waste charges apply if not recyclable	\$ 1.51
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SEPTAGE (\$/GALLON)	\$ 0.279
---------------------	----------

Special rates for Treatment plant Class A and Class B liquid

Exhibit "A"

AVAILABLE DISCOUNTS: Low income @ 150% of the Federal Low Income Guidelines

Non-transferable, low income discount cards are available at the Opportunity Council, and Senior Centers on Whidbey and Camano Islands. Discount card and identification must be presented at each visit to a solid waste facility to receive the 50% discount. This discount is applicable to household waste similar to what would be collected by a franchise hauler at the curb from the card holder's residence only.

Disposal fees may be adjusted or waived on a case-by-case basis by the Solid Waste Manager, Public Works Director or through the Voucher Program administered by the Public Health Department. Discounts may be allowed for certain organized community clean-up by volunteers, roadside litter pickup by organized groups, certain activities by non-profit community or thrift institutions, and/or other special cases.

CREDIT: The general Public and most commercial accounts may use credit cards

No credit or "charge accounts" are available except as permitted by State law and pre-authorized by the Public Works Director, Solid Waste Manager, or Solid Waste Accountant. A heavy user may leave a blank, signed check to be completed with total charges at the end of each day. Frequent heavy users may set up a pre-paid or guaranteed charge account. A 1 ½ % per month fee is charged to accounts unpaid at the end of each month. An additional fee of \$10 is added to special temporary accounts established for customers who did not have enough money to pay after dumping – if not paid in full in 5 business days. A \$40 fee is added to NSF checks.

EXPLANATIONS AND FOOTNOTES

- (a) At Coupeville and Camano, items over six (6) feet may be charged at the oversized Hard to Handle rate due to special handling. Boats, trailers, and motor homes must have all appliances, metal and recyclable items removed prior to disposal. Specific questions should be phoned in prior to delivery at a facility. Special requests can often be accommodated when arranged ahead of delivery. Any loads from which appliances, tires, or Moderate Risk Waste have not been separated will be considered Hard to Handle.
- (b) Based on a standard 32-gallon container or bundle not exceeding fifty (50) pounds. Normally used at sites without a scale.
- (c) The Minimum fee Per Can, and for weighed materials is \$13.25.
- (d) "Recyclable materials" include only those materials identified as high or medium priority in the current Solid Waste and Moderate Risk Waste Management Plan, those identified/posted at the Recycle Parks, or those identified by the solid waste staff as acceptable.
- (e) Coupeville and Camano ONLY: Segregated Yard Waste or "clean green" includes yard debris up to 3 inches in diameter and less than 4 feet in length, grass clippings, leaves, bush/shrub clippings and similar materials. Must be free of any plastic bags/containers, metals (large spikes, fasteners, hinges, etc.) or other contamination not otherwise detailed. Yard Waste shall be residential in origin. Commercial or municipal grass clippings and/or yard/garden debris shall be

Exhibit "A"

accepted only upon prior approval of the Solid Waste Manager or Solid Waste Operations Supervisor. All loads are accepted at the discretion of the scale attendant.

- (f) Transfer Stations/Recycle Parks may periodically alter working hours, including holidays or in accordance with public demand.
- (g) Construction/Demolition/Bulky debris is accepted at Coupeville and Camano transfer stations only at the discretion of the station attendant. Camano transfer station should be notified in advance of large loads. Items may include furniture, non segregated wood waste, wood shingles, insulation, and other miscellaneous items that cause bridging and lighter bin weights. Construction/Demolition/Bulky debris shall not include moderate-risk or hazardous materials of any sort. Construction/Demolition/Bulky debris greater than four (4) feet in any dimension is not accepted at the Oak Harbor, Bayview, or Freeland Recycle parks.
- (h) Coupeville and Camano facilities will charge by estimated cans or weights when scales are temporarily out of order.
- (i) Fees for tires and appliances shall be charged separate from and not in addition to the tipping fee except for large tires over 18" which are charged by weight. Only minimal quantities of small appliances, tires, and/or steel may be accepted at the Oak Harbor or Bayview solid waste facilities at the discretion of the attendant or if prior arrangements have been made.
- (j) At present, Freeland is a recycling center. Batteries, fluorescent bulbs, metal, and lead are accepted. No other household or other hazardous wastes are accepted at the Freeland facility including appliances such as refrigerators/freezers, air conditioners which normally contain hazardous waste elements such as Freon.

SOLID WASTE ADVISORY COMMITTEE

Discussion Form

September 19, 2022

AGENDA ITEM 6: SWAC Bylaws, Organization, and Meeting Schedule

PRESENTER: *Jeff Hegedus, Solid Waste Division Manager*

BOARD ACTION: Action Item Discussion Information

SIGNIFICANT POINTS OR EXECUTIVE SUMMARY

Pursuant to RCW 70A.205.110(3) and as adopted by reference in ICC 13.02A.030:

*(3) Each county shall establish a local solid waste advisory committee to assist in the development of programs and policies concerning solid waste handling and disposal and to review and comment upon proposed rules, policies, or ordinances prior to their adoption. Such committees shall consist of a minimum of nine members and shall represent a balance of interests including, but not limited to, citizens, public interest groups, business, the waste management industry, agriculture, and local elected public officials. The members shall be appointed by the county legislative authority. A county or city shall not apply for funds from the state and local improvements revolving account, Waste Disposal Facilities, 1980, under RCW **43.83.350**, for the preparation, update, or major amendment of a comprehensive solid waste management plan unless the plan or revision has been prepared with the active assistance and participation of a local solid waste advisory committee.*

COMMITTEE ROLE / ACTION REQUESTED

- Elect committee Chair and Vice Chair
- Approve committee by-laws
- Establish regular quarterly meeting schedule
- Approve on-line posting of meeting schedules and agenda packets
- Update current membership information

ATTACHMENT(S)

- RCW 70A.205.110(3), *Local solid waste advisory committees*
- Draft committee bylaws
- Current membership

Solid waste disposal facility siting—Site review—Local solid waste advisory committees—Membership.

(1) Each county or city siting a solid waste disposal facility shall review each potential site for conformance with the standards as set by the department for:

- (a) Geology;
- (b) Groundwater;
- (c) Soil;
- (d) Flooding;
- (e) Surface water;
- (f) Slope;
- (g) Cover material;
- (h) Capacity;
- (i) Climatic factors;
- (j) Land use;
- (k) Toxic air emissions; and
- (l) Other factors as determined by the department.

(2) The standards in subsection (1) of this section shall be designed to use the best available technology to protect the environment and human health, and shall be revised periodically to reflect new technology and information.

(3) Each county shall establish a local solid waste advisory committee to assist in the development of programs and policies concerning solid waste handling and disposal and to review and comment upon proposed rules, policies, or ordinances prior to their adoption. Such committees shall consist of a minimum of nine members and shall represent a balance of interests including, but not limited to, citizens, public interest groups, business, the waste management industry, agriculture, and local elected public officials. The members shall be appointed by the county legislative authority. A county or city shall not apply for funds from the state and local improvements revolving account, Waste Disposal Facilities, 1980, under RCW **43.83.350**, for the preparation, update, or major amendment of a comprehensive solid waste management plan unless the plan or revision has been prepared with the active assistance and participation of a local solid waste advisory committee.

[2016 c 119 § 2; 2015 1st sp.s. c 4 § 49; 1989 c 431 § 11; 1984 c 123 § 4. Formerly RCW 70.95.165.]



ISLAND COUNTY SOLID WASTE ADVISORY COMMITTEE BYLAWS

The Island County Solid Waste Advisory Committee, hereinafter referred to as SWAC, is established by RCW 70A.205.110(3) and ICC 13.02A.030. SWAC shall be comprised of a county-wide group of representatives of citizens, public interest groups, business, the waste management industry, and local elected public officials or their appropriately appointed designees. SWAC shall provide coordination and information exchange between the groups and public input and advisory level recommendations and commentary to Island County staff and the Board of County Commissioners on solid waste management issues.

I. COMPOSITION

- A. **Members.** SWAC shall be composed of twelve members consisting of one Ex-Officio County Commissioner, as appointed by the Board of County Commissioners (BOCC); one representative from each of the cities of Oak Harbor, Coupeville and Langley; one Member-at-Large from North Whidbey Island, Whidbey Island, Central/South Whidbey Island and Camano Island; two representatives from each of Whidbey Island and Camano Island G-Permit holder service providers; one representative from the contracted Whidbey Island recycling services provider; and one representative representing agricultural interests.
- B. **Appointment.** At-Large and Agricultural members shall be appointed to SWAC by the BOCC.
- C. **Terms.** Terms of office for At-Large and Agricultural members shall be for two years, and shall be renewable for up to three terms.
- D. **Officers.** The officers of the Committee shall include a chair and vice-chair who shall be elected by the voting membership of the Committee. Elections shall be held at the first regularly scheduled meeting after January 1st of each year. The term of office for chair and vice-chair shall be one year. Chair and vice-chair may serve more than one term, but not more than three years consecutively. The chair shall preside over all meetings. The vice-chair assumes the responsibilities of the chair in his/her absence or disability. In the event the chair and vice-chair are absent, the meeting shall either be presided over by an acting chair elected by the members present, or be postponed. In the event of a vacancy in the office of chair, the vice-chair automatically succeeds to the chair. A vacancy occurring in the office of vice-chair for any reason, including succession, is filled by election of the voting Committee membership for a replacement to serve the unexpired portion of the term.
- E. **Vacancies.** Vacancies shall be filled as per county policy.
- F. **Attendance.** A member of SWAC who misses three (3) unexcused absences from meetings in any twelve (12) month period may be removed as per county policy.

II. STAFF

SWAC shall be staffed by the Island County Solid Waste Division, and the Island County Health Department, as necessary, to provide support to SWAC. The Solid Waste Division Manager, or their designee, shall serve in a professional capacity as its technical advisor and administrative officer.

III. MEETINGS

- A. **Schedule.** SWAC shall meet quarterly, and as may be necessary, to carry out the purposes of the Committee. Meetings may be held at various locations within the County with written notification to the membership and chairperson designating the time and place of such meetings.
- B. **Minutes/Agendas.** Minutes of all meetings shall be kept by staff and distributed to the members prior to the next regularly scheduled meeting. Meeting minutes shall be approved by a majority vote of members present. Agendas shall be prepared by staff, with verbal approval of the Chair, and distributed to the members at least seven (7) days in advance of any regularly scheduled meeting.
- C. **Public Access.** All meetings shall be open to the public. Approved agenda packets and meeting minutes shall be posted on-line and shall be made available to the public as a matter of public record.
- D. **Quorum.** A majority of the currently seated voting members of the Committee, but no less than five, shall constitute a quorum and shall have authority to transact Committee business.
- E. **Order of Business**
 - 1. Call to Order
 - 2. Roll call, Determination of Quorum, and Approval of Minutes
 - 3. Public Comment Period
 - 4. Introduction and Disposition of Posted Agenda Items
 - 5. Open Session, Announcements, Future Agenda Items
 - 6. Adjournment
- F. **Rules of Order.** The meetings will be governed by The Standard Code of Parliamentary Procedure (Sturgis) except as superseded by applicable law or these rules of procedure or otherwise determined by a majority of the voting membership of the Committee. The Committee shall be as clear and simple in its procedure as possible, and therefore, should avoid the finer points of parliamentary rules.
- G. **Voting.** An affirmative vote of a majority of the quorum is required for transaction of business. Votes on recommendations will only take place if background information has been given to SWAC at previous SWAC meetings, or if such information is included with the meeting agenda.

IV. SCOPE

SWAC shall advise and make recommendations on matters as provided for in Section 4 of the Ordinance.

V. AMENDMENTS

To the extent that such an amendment would not conflict with RCW 70A.205.110(3) and ICC 13.02A.030, these bylaws may be amended or repealed, and new bylaws may be adopted, by majority vote of the SWAC.

VI. SAVINGS CLAUSE

Should any portion of these Bylaws be declared unconstitutional or otherwise contrary to law, such decision shall not affect the validity of the remaining portion of these Bylaws.

These Bylaws are hereby amended and adopted in a duly noticed meeting held on September 19, 2022 by an affirmative vote by a majority of Committee members.

Committee Chair

Date


SOLID WASTE ADVISORY COMMITTEE
<https://www.islandcountywa.gov/PublicWorks/SolidWaste/Pages/Home.aspx>

POSITION	MEMBER	TITLE	REPRESENTING
1.	Melanie Bacon	Commissioner	Island County Board of Commissioners
2.	Chris Matochi	Environmental Health Specialist	Island County Health Department
3.	Gynon Nash	Interim Solid Waste Manager	Island County Public Works
4.	David Campbell	Owner, Island Recycling	Industry Representative
5.	Stan Berryman	Public Works Director	City of Langley
6.	Steve Beebe	Solid Waste Manager Cathy Rosen - Alternate	City of Oak Harbor
7.	Joe Crogan	Public Works Director	Town of Coupeville
8.	Diana Wadley	Regional Solid Waste Planner and Grant Officer	Department of Ecology
9.	Andrew Riggs	Manager, Island Disposal (Waste Connections)	G-Permit Holder
10.	Alan Schaible	District Manager, Waste Management – Burlington	G-Permit Holder
11.	Dar Christopherson		Member-at-Large, North Whidbey
12.	Scott Sebelsky		Member-at-Large, Camano
13.	Sarah Bergquist		Member-at-Large, Whidbey Island
14.	Liz Kennedy Ketcheson		Member-at-Large – Central/South Whidbey
15.	Deb Eidsness		Agricultural Interests

SOLID WASTE ADVISORY COMMITTEE

Discussion Form

September 19, 2022

AGENDA ITEM 7: *Contamination Reduction Outreach Plan (CROP) Implementation*

PRESENTER: *Jeff Hegedus, Solid Waste Division Manager*

BOARD ACTION: Action Item Discussion Information

SIGNIFICANT POINTS OR EXECUTIVE SUMMARY

COMMITTEE ROLE / ACTION REQUESTED

- Add CROP development and implementation to current WSU Extension Waste Wise contracted scope of work
- Reactivate the SWAC CROP subcommittee to support WSU CROP development

ATTACHMENT(S)

- Appendix G: Contamination Reduction and Outreach Plan (CROP) from the approved 2020 Island County Solid Waste and Moderate Risk Waste Management Plan

APPENDIX G:
CONTAMINATION REDUCTION AND OUTREACH PLAN (CROP)

The goal of the CROP is to reduce contamination of the materials collected in Island County's single-family, multi-family, drop box, and commercial recycling programs. This, in turn, helps Island County more fully realize the economic, environmental, social, and public health benefits of these programs. The CROP does not specifically include strategies to reduce contamination of other material streams such as organics or construction and demolition debris. However, many of the same strategies apply to these streams and may be included in future CROP updates.

The CROP intends to meet the requirement in RCW 70A.205.045(10) that counties with a population of more than 25,000, and cities within these counties with independent Solid Waste Management Plans (SWMP), include a CROP in their SWMP by July 1, 2021.

This CROP includes ten action steps and is a framework for developing a more detailed and customized implementation plan in the future. In addition, it also identifies the need to align the CROP with the SWMP, and secure and allocate funding for ongoing planning and implementation.

Step 1: Inventory current recycling collection services and programs

Island County will inventory single-family, multi-family, drop box, and commercial collection programs to identify what is accepted for recycling, where and how it is collected and by whom, and how it should be prepared for recycling.

This inventory may include, but is not limited to the following:

- Designated recyclables list in the SWMP
- Collection methods (single- or multi-stream, carts or stackable bins, etc.)
- Number of tons collected for recycling and customers for each type of program
- Types of materials accepted for recycling in each type of program
- Cart or container colors
- Minimum service-level or other ordinances, resolutions, or interlocal agreements
- Collection or material processing contracts
- Local government and recycling collector websites and social media sites
- Stickers and signs on containers, in businesses, etc.
- Brochures, newsletters, information shared at community events, etc.
- Recent media coverage

Island County will identify differences or inconsistencies across contracts and agreements for recycling programs, and in the information provided to residents and businesses about what to recycle and how it should be prepared for collection. Island County will use this data to identify opportunities for more consistent and aligned programs. The data will also be used to help determine what specific contamination reduction strategies to implement.

Step 2: Develop scope of work with stakeholders

Island County will work with key stakeholders to develop a scope of work for the CROP addressing the specific challenges and opportunities associated with local recycling contamination. To begin this scoping process, the information learned in Step 1 will be shared with the Solid Waste Advisory Committee (SWAC) and the SWAC's role in developing the CROP will be defined.

These stakeholders may include, but are not limited to:

- SWAC members
- Elected officials and key staff from other local governments, including potential regional partners in the same MRF-shed
- Garbage and recycling collection companies and their front-line staff
- Organizations representing homeowners, tenants, and multi-family and business interests
- Material recovery facilities (MRF) and transfer station operators
- End markets for recovered materials
- Island County's Ecology Regional Planner and grant manager
- Non-governmental organizations and community groups
- Regional, statewide, and national organizations that can provide technical assistance and/or financial support.

Step 3: Prioritize the recycling program(s) to focus on first

Together with key stakeholders, Island County will identify what recycling collection program(s) to focus on first. Driving this decision could be current knowledge of contamination levels and their estimated impact on costs and material quality, the number of customers, total quantity of material collected, etc.

Step 4: Establish acceptable materials lists

Starting with the highest-priority program(s), Island County will establish lists of acceptable materials. This effort will be coordinated with the SWAC, MRF operators, collectors, end markets, and other key stakeholders. Criteria for determining the acceptable materials lists may include, but are not limited to:

- Alignment with the SWMP mission and goals, and community values
- Degree of uniformity across local programs, regionally, and statewide
- Diversion potential
- Cost to collect and process relative to other management options
- Strength and long-term viability and stability of end markets
- Environmental, social, and other benefits and costs
- Potential to cross-contaminate or lower the value of other materials
- Potential to cause customer confusion

The Washington State Association of Counties Solid Waste Managers Affiliate, the Washington State Refuse and Recycling Association, and the Department of Ecology have supported the establishment of regional, and if possible, statewide uniformity in what materials are accepted

for recycling and how they should be prepared. More harmonization across programs reduces customer confusion and contamination. To that end, they identified these four priority materials for statewide recovery:

1. Paper (including office and notebook paper, newspaper, mail, catalogues, magazines, and cereal or cracker boxes)
2. Cardboard
3. Plastic bottles and jugs (clear, colored, and natural)
4. Steel and aluminum cans

The resources and guidelines developed by these organizations to establish their list of priority materials will help guide the development of Island County's acceptable materials list. Ecology's Resource Library contains this information and, along with Ecology's Best Management practices (BMPs) and Resources document, includes other resources to assist in developing an accepted materials list. This includes information on the specific challenges and opportunities associated with collecting glass and aseptic and polycoat containers, which some recycling programs in Washington accept.

Step 5: Define what data to collect to determine baseline levels of recycling contamination

Starting with the highest priority program(s), and based on the review completed in Step 1, Island County will identify what the acceptable materials are and what is considered contamination for the purposes of establishing a baseline recycling contamination rate. This data will also inform decisions about what, if any, changes to make to the accepted materials list in the future.

Step 6: Gather baseline recycling contamination data

Starting with the highest-priority program(s), Island County will establish baseline levels and types of recycling contamination. Recycling contamination rates can vary significantly across different programs and communities. Nationally, The Recycling Partnership (TRP) estimated an average contamination rate of about 17% across 197 programs that participated in their 2019 State of Curbside Survey. In Washington State, TRP's 2019 survey of seven MRFs found inbound levels of contamination from commingled recycling collection programs ranging from 5%-20% by weight. Recent drop-off programs and cart lid-lift audits in Washington showed rates as high as 40%. For this reason, it is important to gather data on local recycling contamination levels.

In discussions with stakeholders, and building on the information in the State CROP and Ecology's Resource Library, and on the work completed in Step 5 Island County will identify and develop ways to track specific contaminants. For example, tracking the number of carts containing plastic bags may be a more useful metric than an estimated overall percentage of contamination by volume.

Data collection methods may include, but are not limited to:

- Recycling stream composition studies
- Survey of transfer stations and MRF operators

- Tracking contamination using on-board truck or container-mounted cameras
- Drop box composition studies or visual audits
- Container lid-lift audits for residential, multi-family and commercial accounts
 - *Legal questions have been raised about lid-lift audits. The Measurement and Reporting section of Ecology's BMPs provides more details.*

Step 7: Identify key contaminants and their costs and impacts

Based on the data collected in Step 6 and collaborating with key stakeholders, Island County will identify the most problematic and costly contaminants starting with the highest-priority program(s). Although the types and impacts of contamination don't vary as much as the levels of contamination across different communities and programs, it is still important to gather locally specific data. This data is critical to designing outreach campaigns and other strategies targeting the most problematic materials. It can also be helpful in calculating the economic and other benefits of removing problematic materials from the recycling stream.

In recent surveys, such as the one conducted by the TRP in 2019, MRFs and cities in Washington identified the following recycling contaminants as the most problematic and costly to manage:

- Plastic bags and film
- Tanglers including rope, cords, chains, and hoses
- Food and liquids
- Shredded paper
- Bagged garbage
- Non-program plastics including clamshells and polystyrene foam
- Hypodermic needles

These contaminants can:

- Slow down the sorting and processing of materials
- Reduce the quality and value of secondary material feedstocks
- Result in costly shutdowns
- Damage collection, processing, and remanufacturing equipment
- Cause serious injuries to collection and processing facility staff.

According to TRP, the greatest costs associated with managing a contaminated recycling stream at MRFs nationally come from the following and represent 80% of total contamination-related costs:

- 40% for disposal of residuals
- 26% in value lost from contaminated recyclables
- 14% in labor to remove contamination from sorting equipment, etc.

Step 8: Develop and implement education and outreach strategies to reduce contamination
Island County will develop and implement education and outreach strategies based on best practices. This starts with addressing any inconsistencies in recycling information and messaging identified in Step 1. All new outreach materials and messages will be aligned and

consistent across all platforms.

Depending on the type of recycling program, outreach and education strategies may include, but are not limited to:

- Moving toward uniformity in cart and container colors (or at least lids)
 - blue for recycling, gray or black for garbage, and green for organics
- Visual, easy-to-understand signage using photos and universal pictures and symbols
- Cart-tagging and cart rejection
- On-route monitoring tools, including apps and cameras
- Pairing right-sized recycling and trash bins
- On-site assistance and outreach at drop-off sites
- Up-to-date, and easy-to-find and access websites with clear, consistent messaging
- Social media posts, campaigns, mailings, brochures, and other communications
- Online apps for residents and businesses to get answers to their recycling questions
- Community presentations, tabling, and activities at community events
- School presentations and activities focused on recycling right
- Translation and transcreation of educational materials and campaigns to ensure recycling information is clearly understood by all audiences
- Social marketing campaigns to effectively promote long-term behavior change

Where possible, free and customizable resources will be utilized, including Ecology's Recycle Right campaign materials and The Recycling Partnership's Anti-Contamination Kit. Ecology's Contamination Reduction Best Management Practices & Resources document and Resource Library have examples of successful anti-contamination programs.

Step 9: Evaluate the effectiveness of anti-contamination strategies and set next steps

Island County will conduct periodic assessments on the effectiveness of recycling contamination reduction programs and strategies, and share the results with key stakeholders and the public. These assessments will use, at least in part, the same methodology used in Step 6 to establish baseline contamination levels.

The assessment results inform what is working and what adjustments to make for better results. This includes reducing contamination in other recycling programs that were not a focus during the initial CROP implementation.

Step 10: Explore contamination reduction strategies beyond education and outreach

As part of a statewide effort, Island County will work with Ecology and other partners to explore strategies and solutions beyond education and outreach. These could address regional planning, operations and collection, contracting, incentives, pricing, policies, mandates, enhanced data collection, etc. Based on this evaluation, Island County will identify and pursue the most promising initiatives.

These options may include, but are not limited to:

- Regional planning and aligned or joint contracting for services to harmonize messaging, lower program costs, and improve program performance.
- Evaluating the costs and benefits of operational changes, including collection frequency, level of source-separation at the curb, and innovative drop-off container designs on contamination levels and overall program performance.
- Product bans or restrictions.
- Strengthening contracts with haulers and MRFs to include provisions focused on reducing contamination, collecting and reporting data on program performance and ensuring materials on the accepted materials list are responsibly recycled. Consult The Recycling Partnership's BMPs for MRF contracting and their supporting materials for guidance.

Ensure alignment of the CROP and SWMP and secure and allocate funding to implement the CROP: This work will occur throughout the process as needed. Updates to the CROP can occur during SWMP revisions, including the required five-year revision process.

This work includes involving key stakeholders in reviewing, and if necessary, updating related elements in the SWMP to ensure they are aligned and consistent with the contents of the CROP and implementation work. This information may include, but is not limited to:

- Designated recyclables list
- Recycling facilities including transfer stations, drop-off sites, and MRFs
- Recycling collection services and providers, and collection systems and fees
- Waste reduction and recycling education and outreach strategies
- Funding sources and mechanisms for recycling programs and services

During this process, Island County will also work with Ecology and other key stakeholders to identify and secure new and/or allocate existing funding, and forge partnerships with agencies and organizations to provide technical and financial assistance.

The State CROP and Ecology's Resource Library are tools to get started on implementing the CROP. The library includes contamination reduction best management practices, contracting guides, MRF-shed maps, materials from successful programs in Washington State and across the country, and more.

An initial 3-year implementation schedule for all ten steps in the CROP is included below. As Island County clarifies and defines the scope of work, and identifies the resources to complete the work, a more detailed and refined implementation plan, schedule and budget will be developed.

CROP Implementation Schedule

Year 1: 2021

- Step 1: Inventory current recycling collection services and programs
- Step 2: Develop scope of work with stakeholders
- Step 3: Prioritize the recycling program(s) to focus on first

Step 4: Establish acceptable materials list

Year 2: 2022

Step 5: Define what data to collect to determine baseline levels of recycling contamination

Step 6: Gather baseline recycling contamination data

Step 7: Identify key contaminants and their costs and impacts

Year 3: 2023

Step 8: Develop and implement education and outreach strategies to reduce contamination

Step 9: Evaluate the effectiveness of anti-contamination strategies and set next steps

Step 10: Explore contamination reduction strategies beyond education and outreach

Ensure alignment of the CROP and SWMP and identify and secure or allocate funding to implement the CROP – These are steps that will be addressed throughout the process as needed.