

FINAL



**Thurston County
Solid Waste Management Plan
For Years 2021-2026**



This page intentionally left blank.



Final Thurston County Solid Waste Management Plan For Years 2021-2026

January 2021

Prepared by:

**HDR, Inc.
600 University Street
Suite 500
Seattle, WA 98101-4132**

**with assistance from:
Cascadia Consulting Group**

ACKNOWLEDGMENTS

The Thurston County Department of Public Works, Solid Waste Division acknowledges the valuable contribution of the following organizations for their assistance in the development of this Plan:

Thurston County Solid Waste Advisory Committee Members

Washington State Department of Ecology Staff

Thurston County Public Health and Social Services Staff

Thurston County Public Works, Solid Waste Division Staff

Thurston County residents and businesses also contributed to this Plan through comments provided during public meetings and through various other channels. The Board of County Commissioners and Thurston County Public Works, Solid Waste Division gratefully acknowledge this input.

Table of Contents

| | | |
|------------|---|------------|
| 1.0 | Background | 1-1 |
| 1.1 | Introduction | 1-1 |
| 1.2 | Purpose | 1-1 |
| 1.3 | Goals and Objectives | 1-1 |
| 1.4 | Participants in the Planning Process | 1-3 |
| 1.5 | Planning Area | 1-3 |
| 1.6 | Planning Authority | 1-5 |
| 1.7 | Plan Development Process | 1-5 |
| 1.8 | Status of Previous Plans | 1-6 |
| 1.9 | Relationship to Other Plans | 1-6 |
| 1.9.1 | The State Solid and Hazardous Waste Plan – Moving Washington Beyond Waste and Toxics | 1-6 |
| 1.9.2 | Thurston County Planning | 1-6 |
| 1.9.3 | Thurston Regional Planning Council | 1-7 |
| 1.9.4 | City of Olympia Waste ReSources Management Plan (2015) Plan | 1-7 |
| 1.9.5 | Thurston County Hazardous Waste Management Plan (2014) | 1-8 |
| 1.9.6 | Solid Waste Facility Condition Assessment and Infrastructure Management Plan | 1-8 |
| 1.10 | Required Plan Elements | 1-9 |
| 1.11 | Regulatory Overview | 1-9 |
| 1.11.1 | Solid Waste Handling Standards | 1-9 |
| 1.11.2 | Hazardous Waste Management Act | 1-10 |
| 1.12 | Summary of Change in Solid Waste Regulation and Policy Since 2009 | 1-10 |
| 1.12.1 | Exemption from Solid Waste Handling Permit Requirements for Anaerobic Digesters | 1-10 |
| 1.12.2 | Tire Fee Reinstated | 1-10 |
| 1.12.3 | Mercury-Containing Lights Product Stewardship Program | 1-11 |
| 1.12.4 | Revenue-Sharing Agreements | 1-11 |
| 1.12.5 | County Comprehensive Solid Waste Management Plan | 1-11 |
| 1.12.6 | Develop and Establish Objectives and Strategies for the Reuse and Recycling of Construction Aggregate and Recycled Concrete Materials | 1-12 |
| 1.12.7 | Quarantine – Agricultural Pests | 1-12 |
| 1.12.8 | Local Solid Waste Financial Assistance | 1-12 |
| 1.12.9 | Secure Drug Take-Back | 1-13 |
| 1.12.10 | Sustainable Recycling | 1-13 |
| 1.12.11 | Food Waste | 1-13 |
| 1.12.12 | Paint Stewardship | 1-13 |
| 1.12.13 | Product Design Labeling | 1-13 |
| 1.12.14 | Plastic Package Stewardship | 1-14 |
| 1.12.15 | Reducing Pollution from Plastic Bags | 1-14 |
| 2.0 | Waste Stream | 2-1 |
| 2.1 | Introduction | 2-1 |
| 2.2 | Waste Stream and Population Projections | 2-1 |
| 2.2.1 | Population and Waste Generation Rates | 2-1 |
| 2.2.2 | Recycling Data | 2-3 |
| 2.2.3 | Composition of Disposed Municipal Solid Waste | 2-5 |

| | | |
|------------|--|------------|
| 3.0 | Collection, Transfer and Disposal..... | 3-1 |
| 3.1 | Introduction..... | 3-1 |
| 3.2 | Background | 3-1 |
| 3.2.1 | Collection..... | 3-1 |
| 3.2.2 | Transfer..... | 3-2 |
| 3.2.3 | Disposal..... | 3-2 |
| 3.3 | Existing Conditions..... | 3-2 |
| 3.3.1 | Collection..... | 3-2 |
| 3.3.2 | Transfer..... | 3-7 |
| 3.3.3 | Disposal..... | 3-11 |
| 3.4 | Status of Previous Recommendations..... | 3-14 |
| 3.5 | Alternatives and Evaluations..... | 3-15 |
| 3.5.1 | Collection..... | 3-15 |
| 3.5.2 | Transfer..... | 3-16 |
| 3.5.3 | Disposal..... | 3-18 |
| 3.6 | Recommended Actions..... | 3-18 |
| 4.0 | Education, Outreach and CROP..... | 4-1 |
| 4.1 | Background | 4-1 |
| 4.2 | Existing Education and Outreach Program Elements..... | 4-1 |
| 4.2.1 | Public Outreach Promotional Resources and Activities..... | 4-1 |
| 4.2.2 | Waste Reduction and Recycling Education..... | 4-2 |
| 4.2.3 | Household Hazardous/Small Quantity Generator Waste Education | 4-3 |
| 4.2.4 | Litter, Illegal Dumping and Secure Load Education..... | 4-3 |
| 4.2.5 | Non-County Outreach and Promotion Programs..... | 4-3 |
| 4.3 | Status of 2009 Recommendations | 4-4 |
| 4.4 | Planning Issues and Opportunities..... | 4-4 |
| 4.4.1 | Public Outreach Promotional Resources and Activities..... | 4-4 |
| 4.4.2 | Waste Reduction and Recycling Education..... | 4-5 |
| 4.4.3 | Litter, Illegal Dumping and Secure Load Education | 4-5 |
| 4.4.4 | Contamination Reduction and Outreach Program..... | 4-5 |
| 4.5 | Alternatives and Evaluations..... | 4-5 |
| 4.5.1 | General Education for Residents and Businesses..... | 4-5 |
| 4.5.2 | Residential Waste Prevention Education Campaigns | 4-8 |
| 4.5.3 | Single-Family Residents | 4-8 |
| 4.5.4 | Multi-family Residents | 4-9 |
| 4.5.5 | Businesses and Schools..... | 4-10 |
| 4.5.6 | Self-Haul Waste | 4-11 |
| 4.6 | Recommended Actions..... | 4-11 |
| 5.0 | Waste Reduction, Recycling and Organics..... | 5-1 |
| 5.1 | Introduction..... | 5-1 |
| 5.2 | Background | 5-1 |
| 5.2.1 | Waste Reduction and Recycling..... | 5-1 |
| 5.2.2 | Organics | 5-2 |
| 5.2.3 | Climate Change | 5-3 |
| 5.3 | Existing Conditions..... | 5-3 |
| 5.3.1 | Waste Reduction and Reuse..... | 5-3 |
| 5.3.2 | Designation of Recyclable Materials | 5-4 |
| 5.3.3 | Urban and Rural Area Residential Recycling..... | 5-6 |
| 5.3.4 | Commercial Recycling..... | 5-6 |
| 5.3.5 | Public Event Recycling..... | 5-6 |

| | | |
|------------|---|------------|
| 5.3.6 | Other Recycling Services | 5-6 |
| 5.3.7 | Incentives for Recycling | 5-7 |
| 5.3.8 | Monitoring and Evaluation..... | 5-7 |
| 5.3.9 | Processing Facilities | 5-7 |
| 5.3.10 | Markets..... | 5-7 |
| 5.3.11 | Market Overview..... | 5-7 |
| 5.3.12 | Organics | 5-9 |
| 5.3.13 | Climate Change | 5-12 |
| 5.4 | Status of Previous Recommendations..... | 5-12 |
| 5.5 | Alternatives and Evaluations..... | 5-12 |
| 5.5.1 | Recycling Rates by Material..... | 5-12 |
| 5.5.2 | Sham Recycling | 5-13 |
| 5.5.3 | Continue to Conduct Waste Composition Studies..... | 5-14 |
| 5.5.4 | Continue Support for Recycling at Public Events | 5-14 |
| 5.5.5 | Require New Buildings to Provide Adequate Space and Facilities for Recycling Storage and Collection..... | 5-14 |
| 5.5.6 | Ban Landfill Disposal of Readily Recyclable Materials | 5-14 |
| 5.5.7 | Adopt Mandatory Recycling for Readily Recyclable Materials | 5-15 |
| 5.5.8 | Expand Recycling Drop-off Opportunities | 5-15 |
| 5.5.9 | Facilitate Business Material Exchanges..... | 5-15 |
| 5.5.10 | Promote Existing Reuse Programs..... | 5-15 |
| 5.5.11 | Food Waste Prevention..... | 5-15 |
| 5.5.12 | Expand Self-Haul Yard Waste Collection Opportunities | 5-16 |
| 5.5.13 | Climate Action Response..... | 5-16 |
| 5.6 | Recommended Actions..... | 5-16 |
| 6.0 | Miscellaneous Wastes | 6-1 |
| 6.1 | Introduction..... | 6-1 |
| 6.2 | Background | 6-1 |
| 6.3 | Agricultural Waste..... | 6-1 |
| 6.3.1 | Regulations and Guidelines..... | 6-2 |
| 6.3.2 | Current Practice | 6-2 |
| 6.3.3 | Planning Issues..... | 6-2 |
| 6.4 | Animal Carcasses..... | 6-2 |
| 6.4.1 | Regulations and Guidelines..... | 6-2 |
| 6.4.2 | Current Practice | 6-2 |
| 6.4.3 | Planning Issues..... | 6-3 |
| 6.5 | Appliances..... | 6-3 |
| 6.5.1 | Regulations and Guidelines..... | 6-3 |
| 6.5.2 | Current Practice | 6-3 |
| 6.5.3 | Planning Issues..... | 6-4 |
| 6.6 | Asbestos | 6-4 |
| 6.6.1 | Regulations and Guidelines..... | 6-4 |
| 6.6.2 | Current Practice | 6-4 |
| 6.6.3 | Planning Issues..... | 6-4 |
| 6.7 | Biomedical/Infectious Waste..... | 6-4 |
| 6.7.1 | Regulations and Guidelines..... | 6-4 |
| 6.7.2 | Current Practice | 6-5 |
| 6.7.3 | Planning Issues..... | 6-5 |
| 6.8 | Carpet and Padding | 6-5 |
| 6.8.1 | Regulations and Guidelines..... | 6-6 |

| | | |
|--------|---|------|
| 6.8.2 | Current Practice | 6-6 |
| 6.8.3 | Planning Issues | 6-6 |
| 6.9 | Construction and Demolition Debris..... | 6-6 |
| 6.9.1 | Regulations and Guidelines..... | 6-6 |
| 6.9.2 | Current Practice | 6-7 |
| 6.9.3 | Planning Issues..... | 6-7 |
| 6.10 | Electronic Waste..... | 6-7 |
| 6.10.1 | Regulations and Guidelines..... | 6-7 |
| 6.10.2 | Current Practice | 6-8 |
| 6.10.3 | Planning Issues..... | 6-8 |
| 6.11 | Litter and Illegal Dumping..... | 6-8 |
| 6.11.1 | Regulations and Guidelines..... | 6-8 |
| 6.11.2 | Current Practice | 6-9 |
| 6.11.3 | Planning Issues..... | 6-9 |
| 6.12 | Mattresses..... | 6-9 |
| 6.12.1 | Regulations and Guidelines..... | 6-9 |
| 6.12.2 | Current Practice | 6-9 |
| 6.12.3 | Planning Issues..... | 6-10 |
| 6.13 | Petroleum Contaminated Soils..... | 6-10 |
| 6.13.1 | Regulations and Guidelines..... | 6-10 |
| 6.13.2 | Current Practice | 6-10 |
| 6.13.3 | Planning Issues..... | 6-10 |
| 6.14 | Pharmaceuticals | 6-10 |
| 6.14.1 | Regulations and Guidelines..... | 6-10 |
| 6.14.2 | Current Practice | 6-10 |
| 6.14.3 | Planning Issues..... | 6-11 |
| 6.15 | Street Sweepings/Vactor Waste..... | 6-11 |
| 6.15.1 | Regulations and Guidelines..... | 6-11 |
| 6.15.2 | Current Practice | 6-11 |
| 6.15.3 | Planning Issues..... | 6-12 |
| 6.16 | Tires | 6-12 |
| 6.16.1 | Regulations and Guidelines..... | 6-12 |
| 6.16.2 | Current Practice | 6-12 |
| 6.16.3 | Planning Issues..... | 6-12 |
| 6.17 | Disaster Debris Management..... | 6-12 |
| 6.17.1 | Regulations and Guidelines..... | 6-12 |
| 6.17.2 | Current Practice | 6-13 |
| 6.17.3 | Planning Issues..... | 6-14 |
| 6.18 | Moderate Risk Waste | 6-14 |
| 6.18.1 | Regulations and Guidelines..... | 6-14 |
| 6.18.2 | Current Practice | 6-15 |
| 6.18.3 | Planning Issues..... | 6-15 |
| 6.19 | Status of Previous Recommendations..... | 6-15 |
| 6.20 | Alternatives and Evaluations..... | 6-15 |
| 6.20.1 | General Alternatives..... | 6-15 |
| 6.20.2 | Construction and Demolition Debris Recycling Alternatives | 6-15 |
| 6.20.3 | Disaster Debris Management Alternatives | 6-16 |
| 6.20.4 | Evaluation of Alternative Strategies | 6-17 |
| 6.21 | Recommended Actions..... | 6-17 |

| | |
|---|------------|
| 7.0 Administration, Financing and Enforcement..... | 7-1 |
| 7.1 Introduction..... | 7-1 |
| 7.2 Background | 7-1 |
| 7.3 Existing Conditions..... | 7-1 |
| 7.3.1 Thurston County Public Works Department - Solid Waste Division..... | 7-1 |
| 7.3.2 Thurston County Solid Waste Advisory Committee | 7-3 |
| 7.3.3 Incorporated Cities..... | 7-3 |
| 7.3.4 Thurston County Public Health and Social Services Department..... | 7-4 |
| 7.3.5 Washington State Department of Ecology..... | 7-4 |
| 7.3.6 Washington Utilities and Transportation Commission | 7-5 |
| 7.3.7 United States Environmental Protection Agency | 7-6 |
| 7.4 Status of Previous Recommendations..... | 7-6 |
| 7.5 Alternatives and Evaluations..... | 7-6 |
| 7.5.1 Long-Term Funding Needs..... | 7-6 |
| 7.5.2 Collection and Disposal Districts | 7-7 |
| 7.5.3 Flow Control | 7-9 |
| 7.5.4 Data Tracking and Rate Study | 7-9 |
| 7.6 Recommended Actions..... | 7-10 |
| 8.0 Implementation Plan..... | 8-1 |
| 8.1 Recommended Strategies, Implementation Schedule and Budget..... | 8-1 |
| 8.2 State Environmental Policy Act | 8-4 |
| 8.3 Twenty-Year Implementation Program | 8-4 |
| 8.4 Draft Plan Review..... | 8-5 |
| 8.5 Procedures for Amending the Plan | 8-5 |

List of Tables

| | |
|--|------|
| Table 1-1. Thurston County Solid Waste Advisory Committee..... | 1-3 |
| Table 2-1. Thurston County Population Estimates..... | 2-1 |
| Table 2-2. Current Waste Generation Rate (2017) | 2-2 |
| Table 2-3. Projected Waste Quantities | 2-3 |
| Table 2-4. Recycled and Diverted Materials (2017) | 2-4 |
| Table 2-5. Thurston County Waste Stream Composition (2019)..... | 2-6 |
| Table 3-1. Collection Area Regulatory Oversight..... | 3-3 |
| Table 3-2. Collection Service Providers | 3-3 |
| Table 3-3. Curbside Collection Rates | 3-3 |
| Table 3-4. Solid Waste Infrastructure Plan Estimated Costs (in 2018 \$)..... | 3-17 |
| Table 5-1. List of Designated Recyclable Materials | 5-4 |
| Table 5-2. Markets for Recyclable Materials (as of June 2020)..... | 5-9 |
| Table 5-3. Potential Tonnage of Disposed Organics by Source (2019) | 5-10 |
| Table 5-4. Number of Mixed Organics Subscribers (2019)..... | 5-11 |
| Table 5-5. Recovery Rates for Specific Recyclable Materials..... | 5-13 |
| Table 6-1. Miscellaneous Wastes | 6-1 |
| Table 6-2. Potential Disasters and Resultant Debris | 6-13 |
| Table 7-1. Thurston County Solid Waste Financial Information..... | 7-3 |
| Table 7-2. Potential Funding Methods for Solid Waste Management..... | 7-6 |
| Table 8-1. Summary of Recommendations, Implementation Schedule and Budget..... | 8-1 |

List of Figures

| | |
|---|------|
| Figure 1-1. Thurston County Solid Waste Planning Area..... | 1-4 |
| Figure 2-1. 2014 Thurston County Waste Composition Study | 2-6 |
| Figure 3-1. LeMay - Lacey Collection..... | 3-6 |
| Figure 3-2. County Transfer Facilities..... | 3-7 |
| Figure 3-3. WARC Facility Layout..... | 3-8 |
| Figure 3-4. WARC Transfer Station | 3-9 |
| Figure 3-5. WARC Scale Plaza | 3-9 |
| Figure 3-6. Organics Processing Area..... | 3-9 |
| Figure 3-7. HazoHouse..... | 3-10 |
| Figure 3-8. Drop-Off Recycling Area | 3-10 |
| Figure 3-9. Annual Waste Disposed (in tons)..... | 3-11 |
| Figure 3-10. Roosevelt Regional Landfill..... | 3-12 |
| Figure 3-11. Gas Project..... | 3-13 |
| Figure 3-12. Hawks Prairie Closed Landfill..... | 3-13 |
| Figure 4-1. Talkin' Trash Newsletter..... | 4-2 |
| Figure 4-2. LeMay Brochure..... | 4-4 |
| Figure 5-1. EPA Waste Hierarchy..... | 5-1 |
| Figure 5-2. Organics Recycling | 5-10 |
| Figure 7-1. Thurston County Public Works Department - Solid Waste Division Organizational Structure..... | 7-2 |

List of Appendices

| |
|---|
| Appendix A – Interlocal Agreements |
| Appendix B – Resolutions of Adoption |
| Appendix C – SWAC By-Laws |
| Appendix D – Status of 2009 Recommendations |
| Appendix E – SEPA Checklist |
| Appendix F – WUTC Cost Assessment |
| Appendix G – Agency Comments & County Responses |
| Appendix H – Capital Projects |
| Appendix I – Contamination Reduction and Outreach Plan (CROP) |

Acronyms and Abbreviations

| | |
|--------------------------------|--|
| 2009 Plan | 2009 Thurston County Solid Waste Management Plan |
| BSE | Bovine Spongiform Encephalopathy |
| C&D | Construction and Demolition |
| CEMP | Comprehensive Emergency Management Plan |
| CFCs | Chlorofluorocarbons |
| Commerce | Department of Commerce |
| County | Thurston County, Washington |
| CPG | Coordinated Prevention Grant |
| CROP | Contamination Reduction and Outreach Plan |
| dba | doing business as |
| DDMP | Disaster Debris Management Plan |
| Department of Commerce | Washington State Department of Commerce |
| DES | Washington State Department of Enterprise Systems |
| Ecology | Washington State Department of Ecology |
| EIS | Environmental Impact Statement |
| EOW | Every Other Week |
| EPA | United States Environmental Protection Agency |
| ESHB | Engrossed Substitute House Bill |
| FEMA | Federal Emergency Management Agency |
| GHG | Greenhouse Gas |
| GMA | Growth Management Act |
| H5N1 | Highly Pathogenic Asian Avian Influenza A |
| HB | House Bill |
| HDPE | High-Density Polyethylene |
| HDR | HDR Engineering, Inc. |
| PHSS | Thurston County Public Health and Social Services Department |
| HHW | Household Hazardous Waste |
| Infrastructure Management Plan | Solid Waste Facility Condition Assessment and Infrastructure Management Plan |
| LDPE | Low-Density Polyethylene |
| LSWFA | Local Solid Waste Financial Assistance |
| MRW | Moderate Risk Waste |
| MSW | Municipal Solid Waste |
| MTCA | Model Toxics Control Act |
| MW | Megawatts |
| OFM | Office of Financial Management |
| PCS | Petroleum Contaminated Soils |
| PET | Polyethylene Terephthalate |
| Plan | Solid Waste Management Plan |
| RCRA | Resource Conservation and Recovery Act |
| RCW | Revised Code of Washington |
| RRL | Roosevelt Regional Landfill |

| | |
|-------|--|
| SEPA | State Environmental Policy Act |
| sf | square foot |
| SHB | Substitute House Bill |
| SWAC | Thurston County Solid Waste Advisory Committee |
| TPY | Tons per Year |
| TRPC | Thurston Regional Planning Council |
| UGA | Urban Growth Area |
| WAC | Washington Administrative Code |
| WARC | Waste and Recovery Center |
| WSDA | Washington State Department of Agriculture |
| WSPWB | Washington State Public Works Board |
| WUTC | Washington Utilities and Transportation Commission |

Executive Summary

This Solid Waste Management Plan (Plan) recommends strategies to manage solid waste generated in Thurston County over the next six- to twenty-years as required by the Revised Code of Washington (RCW) 70A.205. This Plan will guide the actions of Thurston County and the participating cities of Bucoda, Lacey, Olympia, Rainier, Tenino, Tumwater and Yelm and Waste Connections that provide curbside collection and processing and municipal solid waste and recyclable materials. It is the collaborative effort of participating cities' and industry representatives, thought leaders and subject matter experts in the solid waste field, and incorporates a balanced approach to solid waste management in Thurston County. The overriding mission statement for the Plan is:

“Thurston County and the participating jurisdictions provide citizens with efficient, reliable, and affordable solid waste collection, handling, recycling and disposal services in order to improve the quality of life while protecting and preserving human health, environmental quality and natural resources.”

To further this mission, the Plan proposes a comprehensive set of recommended strategies for implementation over the six-year planning period. Highlights include:

Facility Upgrades – The Plan recommends upgrades to the Rainier and Rochester Drop-Box Sites for scales, scalehouses and security enhancements. The Plan also recommends upgrades to the Waste and Recovery Center including site security, construction of a new public tipping area with scales and scalehouses, compactor overhaul, and a new administration operations building. Maintenance to the closed Hawks Prairie Landfill flare station, leachate pump system and site settlement differential repairs are also included as recommendations.

Recycling – Waste prevention, reduction and recycling are continuing priorities for this Plan. Promoting a variety of education and outreach initiatives, while dealing with changing recycling markets, will continue to be a priority through harmonization of programs and working cooperatively with jurisdictional and private partners.

System Enhancements – Providing for long-term system operations, maintenance, transport and disposal of waste through the issuance of a Request For Proposal (RFP) is recommended to ensure continuation of solid waste services at the County-owned facilities. The current collaborative system between the County and Cities has provided cost-effective, environmentally responsible waste handling and disposal for over 20 years and is expected to continue with the signing of interlocal agreements and implementation of flow control.

Long-range planning is essential to achieving a cost-effective and environmentally sound integrated solid waste system. To this end, this Plan facilitates a cooperative effort between partners and provides a framework for infrastructure planning, short-term and long-term management of solid waste and recyclables, policy making and funding for the system. This Plan is intended to be a “living document” to be revisited on a regular basis to evaluate progress, reassess initiatives and implementation plans, and consider potential updates to the Plan in response to emerging data and information and future conditions.

This page intentionally left blank.



Background

1

This page intentionally left blank.

1.0 Background

This section provides general information regarding the Solid Waste Management Plan (Plan), its development, and relationship to other State and Local documents.

1.1 Introduction

This Plan recommends strategies to manage solid waste and moderate risk waste (MRW) generated in Thurston County, Washington (County). Solid waste handling includes management, storage, collection, diversion, transportation, treatment, use, processing, and final disposal. This Plan includes recommendations for municipal solid waste (MSW), diversion, construction and demolition (C&D) debris, and miscellaneous wastes.

1.2 Purpose

Washington State law assigns primary responsibility for managing MSW and MRW to local governments. Revised Code of Washington (RCW) 70A.205 requires local government to maintain current solid waste management plans. RCW 70A.300.005 requires local government to develop plans for managing hazardous waste, to meet this requirement the County has a separate 2014 Thurston County Hazardous Waste Management Plan.

The purpose of this Plan is to develop recommended waste management strategies for the period years 2021 through 2026. The Plan also looks forward to ensure that sufficient processing and disposal options will be available for at least the next twenty years, or through year 2041.

Local plans must be complete and in good standing to receive grant monies from the Washington State Department of Ecology (Ecology) Local Solid Waste Financial Assistance (LSWFA), which is a funding source for non-disposal related programs and activities.

1.3 Goals and Objectives

The mission statement for this Plan is as follows:

Thurston County and the participating jurisdictions provide citizens with efficient, reliable, and affordable solid waste collection, handling, recycling and disposal services in order to improve the quality of life while protecting and preserving human health, environmental quality, and natural resources.

For each element of the Plan, goals were developed. An assessment of existing conditions relative to each element was made and then an identification of needs and opportunities followed. An evaluation of the alternatives was then performed and recommendations for specific programs, policies or actions were selected and adopted.

In summary, the goals for the Plan are as follows:

Infrastructure and System

- Manage wastes in a cost-effective manner that promotes, in order of priority, waste reduction, reuse and recycling.
- Enhance and improve the overall efficiency of waste and recyclables collection and transfer.
- Build the infrastructure needed to provide maximum recycling and waste diversion opportunities.
- Ensure collection infrastructure is flexible and adaptable to changing recycling and waste diversion practices.
- Ensure the County solid waste system is in full compliance with the appropriate rules and regulations.

Sustainability

- Manage waste as a resource to increase local job opportunities and support economic development.
- Consider environmental impacts to climate, air, water and land that are associated with waste generation, transportation, handling, recycling and disposal.
- Ensure County's solid waste system has an equitable and sustainable funding mechanism.
- The County's development community is aware of and invested in less wasteful and more sustainable building and development practices.
- In the County, edible food is eaten and inedible food is composted or processed into other value-added products.

Education

- Encourage people in the County to act on the basis of their understanding of the societal, environmental, health, and financial impacts of their consumption and disposal choices. This includes their impact on climate change.
- Encourage people and businesses to make responsible choices about what they produce and consume, and what they generate as waste.

Outside Influences

- Manage waste in a manner that promotes Washington State's waste management priorities presented in Ecology's Moving Washington Beyond Waste and Toxics document.
- Promote and support life cycle product stewardship and industry advancements in packaging standards that lead to less waste generation.
- Support changes to federal and State regulations and policies that support increased recycling opportunities and waste diversion.
- Incorporate principles of equity of social justice into solid waste system planning.

1.4 Participants in the Planning Process

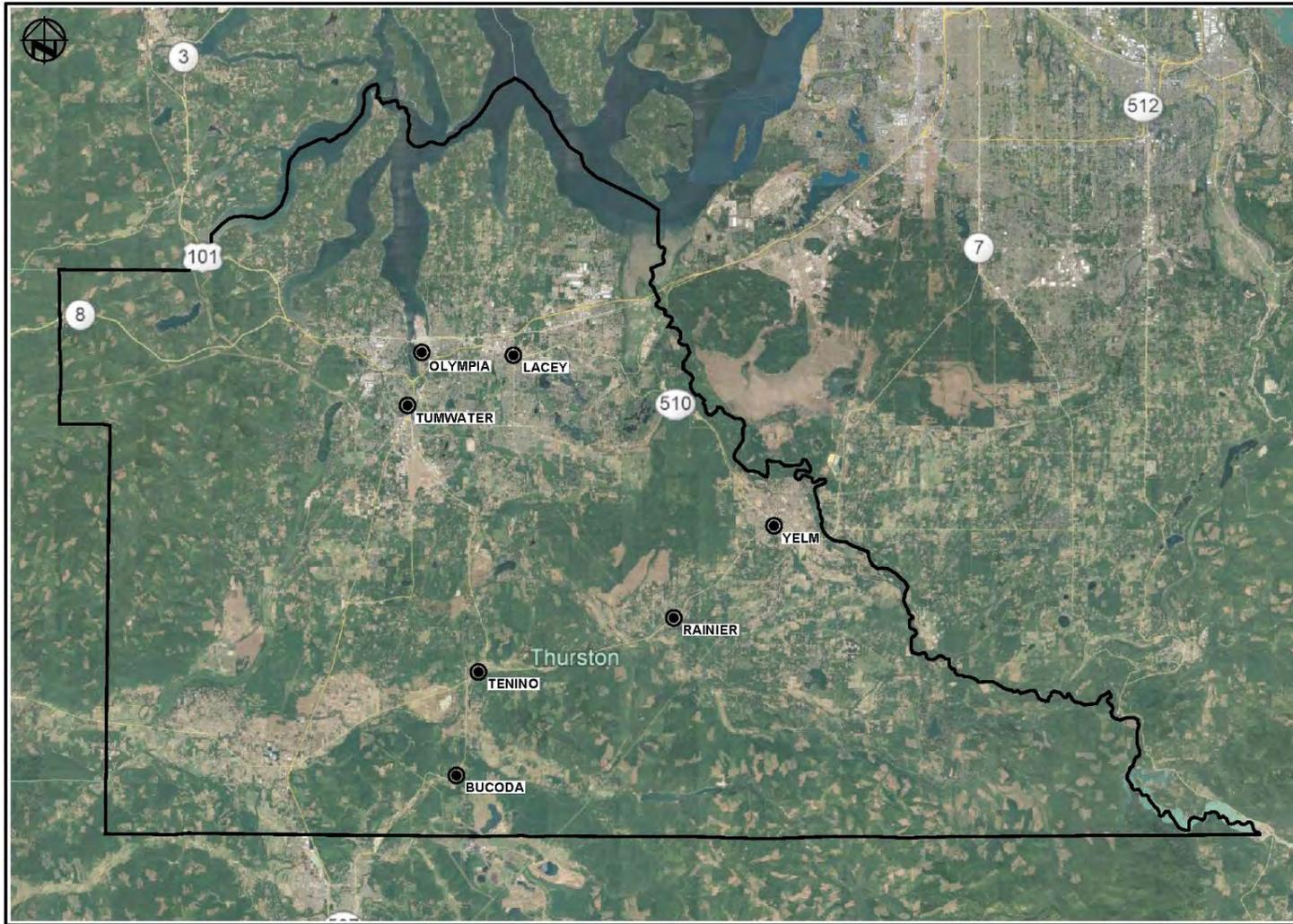
This document was developed with the guidance of the Thurston County Solid Waste Advisory Committee (SWAC) whose participation is gratefully acknowledged. Committee members and their affiliation are shown in Table 1-1.

| Table 1-1. Thurston County Solid Waste Advisory Committee | |
|---|--|
| Member | Affiliation/Title |
| Michael Steadman | City of Lacey |
| Jim Cooper, Chair | City of Olympia |
| Dave Watterson | City of Tenino |
| Joan Cathey, Vice Chair | City of Tumwater |
| James Blair | City of Yelm |
| Greg Schoenbachler | District #1, Citizen/Agricultural Representative |
| Burton Guttman | District #2, Citizen |
| Renee Radcliff Sinclair | District #3, Citizen |
| E.J. Zita | Port of Olympia Commissioner |
| Chad Sutter | Recycling Industry |
| Delroy Cox | Refuse Industry |
| Gary Edwards | Thurston County Commissioner |
| Vacant | Business Interest |
| Vacant | Town of Bucoda |
| Vacant | City of Rainier |

1.5 Planning Area

The planning area (see Figure 1-1) includes the incorporated and unincorporated areas of the County. This includes the cities and towns of Bucoda, Lacey, Olympia, Rainier, Tenino, Tumwater and Yelm.

The County-owned and operated solid waste facilities also serve the members of the Confederated Tribes of the Chehalis Reservation and the Nisqually Tribe. The Confederated Tribes of the Chehalis Reservation and the Nisqually Tribe are federally recognized tribes, and as such, their reservations and tribal governments have a sovereign status. In the absence of an agreement stating otherwise, Washington State solid waste regulations do not generally apply on tribal lands, and the tribal governments manage their own solid waste.



THURSTON COUNTY MAP
WASHINGTON SOLID WASTE
MANAGEMENT PLAN

FILENAME | 0017420_Figure 1.dwg | FIGURE
SCALE | NTS

Figure 1-1. Thurston County Solid Waste Planning Area

1.6 Planning Authority

This Plan is intended to satisfy the participating jurisdictions' responsibilities for maintaining a current solid waste management plan in accordance with RCW 70A.205.

Cities and counties share the responsibility for developing and maintaining a local solid waste management plan. RCW 70A.205.040 provides cities with three alternatives for satisfying their planning responsibilities:

- Prepare and deliver to the county auditor a city solid waste management plan for integration into the county solid waste plan;
- Enter into an agreement with the county to prepare a joint city-county plan; or
- Authorize the county to prepare a plan for the city for inclusion in the county plan.

The incorporated communities of Bucoda, Lacey, Olympia, Rainier, Tenino, Tumwater and Yelm executed interlocal agreements with the County regarding solid waste management. The agreements authorize the County to prepare a countywide solid waste management plan that includes each of these cities and towns. Participating cities and towns have both the opportunity and responsibility to participate in Plan development, review and comment on the draft Plan, and to adopt the final Plan.

Executed Solid Waste Interlocal Agreements can be found in Appendix A. Resolutions of Adoption for this Plan can be found in Appendix B.

1.7 Plan Development Process

The Plan was developed over a period of approximately six months. The process began in February 2020 with the contract execution for HDR Engineering, Inc. (HDR), as the team that would assist with starting the update process. During the six months, technical research, analysis, and recommendations were prepared by HDR and the County Public Works Solid Waste staff and discussed with the Thurston County Public Health and Social Services Department (PHSS), the SWAC, stakeholders, interested members of the public, and interest groups. This participatory, interactive process was undertaken in order to prepare and build support for the Plan.

The public participation process was largely focused on the SWAC. The Board of County Commissioners appoints SWAC members. Members are selected to represent a balance of interests including citizens, public interest groups, business, the waste management industry, local elected public officials, and the agricultural industry. The SWAC provides guidance to the Thurston County Public Works Department Solid Waste Division in the development of programs and policies concerning solid waste handling and disposal. The SWAC reviews and comments on rules, policies, resolutions, and ordinances before they are proposed for adoption. SWAC meetings are open to the public and meeting notices are published beforehand. For additional information on the SWAC please refer to Appendix C.

The anticipation is the Plan will be adopted by each participating city or town and by the Board of County Commissioners in meetings open to the public.

1.8 Status of Previous Plans

This Plan supersedes previous solid waste management plans including the 2009 Thurston County Solid Waste Management Plan (2009 Plan). The status of the 2009 Plan recommendations can be found in Appendix D.

1.9 Relationship to Other Plans

This section provides information on how this Plan is related to other state and local documents.

1.9.1 The State Solid and Hazardous Waste Plan – Moving Washington Beyond Waste and Toxics

Ecology released a waste and toxics reduction plan in June 2015. Moving Washington Beyond Waste and Toxics focuses on reducing waste and toxics by adopting a sustainable materials management approach, which is also used by the United States Environmental Protection Agency (EPA). This approach looks at the full life cycle of materials from the design and manufacturing, through use, to disposal or recycling. The EPA believes a sustainable materials management approach can help identify more sustainable ways to produce products that are less impactful to the environment.

Moving Washington Beyond Waste and Toxics' vision is as follows: "We can transition to a society where waste is viewed as inefficient, and where most wastes and toxic substances have been eliminated. This will contribute to economic, social and environmental vitality." The following four priorities are included in Moving Washington Beyond Waste and Toxics:

- Increase our focus on manufacturing and use phases, not just on end-of-life issues;
- Reduce toxic threats in products and industrial processes;
- Increase efficiency of recycling (including organic processing) systems, and maximize effectiveness of existing solid and hazardous waste infrastructure; and
- Mitigate climate change through waste reduction, reuse, and recycling.

The State plan can be found at:

<https://fortress.wa.gov/ecy/publications/documents/1504019.pdf>.

1.9.2 Thurston County Planning

RCW 36.70A.040 provides counties with planning requirements as required under the Growth Management Act. The County, in 2019, adopted the Comprehensive Plan under this authority and the Planning Commission Act (RCW 35.63) which provides for the procedures to be followed in guiding and regulating the physical development of the County. The Comprehensive Plan guides the growth of unincorporated Thurston County (areas outside of the cities). It details policies and goals for zoning and development regulations, and addresses requirements of Washington State's Growth Management Act (GMA). It includes specific guidelines for the subareas of Grand Mound, Rochester and Nisqually, as well as Joint Plans for the Urban Growth Areas (UGAs) of Lacey, Olympia, Rainier, Tenino, Tumwater, and Yelm. The GMA also requires a Capital

Facilities Plan to identify specific facilities, a realistic financing plan and adjustments to the plan if funding is inadequate. The capital facilities covered in the plan are primarily those owned or managed by Thurston County government, including the Solid Waste Division. Improvements to solid waste facilities are included in the plan and can be viewed at:

<https://www.thurstoncountywa.gov/planning/Pages/capital-improvements.aspx>.

The Comprehensive Plan can be viewed at:

<https://www.thurstoncountywa.gov/planning/Pages/comp-plan.aspx>.

1.9.3 Thurston Regional Planning Council

In 2018, the Thurston Regional Planning Council (TRPC) adopted the Thurston Climate Adaptation Plan which recommends actions to assist the County and the broader South Puget Sound region prepare for and adjust to adverse climate change impacts and bolster resilience. In April 2018, the TRPC, City of Lacey, City of Olympia, City of Tumwater and the County began work on a climate mitigation plan with actions to reduce regional emissions 45 percent below 2015 levels by 2030 and 85 percent below 2015 levels by 2050. This Plan, and future Plans, will consider climate change impacts when planning future programs facilities and operations. At a regional level, the County and its planning participants continue to implement waste reduction and recycling programs that incorporate positive environmental effects with tangible reductions in greenhouse gas emissions, resource conservation and energy savings. The Thurston Climate Adaptation Plan can be viewed at: <https://www.trpc.org/580/Thurston-Climate-Adaptation-Plan>. The TRPC and participating cities and the county are currently in the review process for the Thurston County Climate Mitigation Plan.

1.9.4 City of Olympia Waste ReSources Management Plan (2015) Plan

In June 2006, the Olympia City Council adopted a Zero Waste Resolution that set forth a new direction for the City Waste ReSources Utility and guided the development of the Toward Zero Waste: Olympia's Waste ReSources Plan, 2008-2013, which was a six year strategic and operational plan. In 2015, the City Waste ReSources Utility updated the plan for the period 2015-2020 built around four goals:

- Reduce the quantity of waste generated and disposed in Olympia.
- Increase the quantity of recyclable and compostable materials diverted from the landfill.
- Operate collection services safely and efficiently.
- Manage the Utility's finances responsibly, with fair equitable rates that promote waste reduction and recycling.

The City of Olympia Waste ReSources Management Plan can be viewed at:

<https://www.codepublishing.com/WA/Olympia/?wr/OlympiaWRNT.html>.

1.9.5 Thurston County Hazardous Waste Management Plan (2014)

The County and participating jurisdictions adopted the Thurston County Hazardous Waste Management Plan in 2014 which can be viewed at:

<https://www.co.thurston.wa.us/health/ehhw/hwPlan/index.html>.

The Hazardous Waste Management Plan is intended to assist the County in achieving its vision of an environment and community free of health concerns stemming from hazardous material production, use and disposal. The Hazardous Waste Management Plan includes the following:

- Describes local conditions and programs for hazardous waste management.
- Presents a comprehensive program for reducing quantities of hazardous materials used by homes and small businesses.
- Describes safe handling and proper disposal methods of hazardous waste.
- Builds on coordination between the County’s Hazardous Waste Program and efforts by other jurisdictions, agencies and local organizations.

1.9.6 Solid Waste Facility Condition Assessment and Infrastructure Management Plan

The County conducted a solid waste facility condition assessment in 2018 to perform a capital needs analysis of its solid waste facilities and prepare a Solid Waste Facility Condition Assessment and Infrastructure Management Plan. The solid waste facilities included as part the assessment included the Waste and Recovery Center, the closed Hawks Prairie Landfill, the Rainier Drop-Box Site and the Rochester Drop-Box Site. As part of the effort the assessment:

- Provides an overview of the current waste handling facilities that the County operates;
- Provides populations and tonnage projections through 2040;
- Determines the condition of existing infrastructure;
- Evaluates whether existing capital infrastructure meets current and future service needs and operational and regulatory requirements; and
- Develops a 20-year strategic, coordinated and fiscally responsible Infrastructure Management Plan that prioritizes recommendations to maintain, repair, replace, renovate and construct capital infrastructure to provide continue high-quality delivery of public solid waste services.

The Solid Waste Facility Condition Assessment and Infrastructure Management Plan can be viewed at:

<https://www.co.thurston.wa.us/solidwaste/swac/swac-home.htm>.

1.10 Required Plan Elements

This Plan is intended to meet or exceed applicable requirements set by Washington State. RCW 70A.205.045 establishes requirements for local solid waste management plans. Local plans are required to include the following elements:

- An inventory and description of solid waste handling facilities including any deficiencies in meeting current needs;
- The projected 20-year needs for solid waste handling facilities;
- A program for the development of solid waste handling facilities that meets applicable laws and regulations, takes into account the comprehensive land use plans of participating jurisdictions, contains a six-year construction and capital acquisition program and a plan for financing both capital costs and operational expenditures;
- A program for surveillance and control (to avoid or mitigate the negative impacts of improper waste handling);
- An inventory and description of solid waste collection operations and needs within each jurisdiction, including state collection certificate holders and municipal operations;
- A comprehensive waste reduction and recycling element;
- An assessment of the Plan's impact on the costs of solid waste collection; and
- A review of potential areas that meet state criteria for land disposal facilities.

1.11 Regulatory Overview

The statutes and regulations that govern solid waste handling are briefly summarized below.

1.11.1 Solid Waste Handling Standards

A rule governing solid waste facilities and handling practices, Washington Administrative Code (WAC) 173-350, also known as *Solid Waste Handling Standards* went into effect in 2003. This rule replaced WAC 173-304. WAC 173-350 sets out standards of operation and permitting requirements for solid waste handling facilities for recycling, intermediate handling (i.e., transfer), composting, MRW, and tires (unless exempted by definition or due to beneficial use). The rule regulates landfill disposal of a new category of wastes called "inert" wastes. In 2013, Ecology began the development of a rule update proposal to WAC 173-350. As of June 2017, Ecology is evaluating comments received on the proposed rule update.

WAC 173-350 also places importance on local solid waste management plans (such as this document) by requiring solid waste handling facilities (whether exempt or requiring a permit) to conform to local solid waste plans. WAC 173-350 also states a facility's exemption for handling only recyclable materials is contingent on meeting the definition of a recyclable material as designated in a local solid waste management plan.

Landfill disposal of solid waste is regulated under a separate rule, WAC 173-351, *Criteria for Municipal Solid Waste Landfills*. This rule was last revised in October 2015.

1.11.2 Hazardous Waste Management Act

In 1982, Ecology adopted rules that combined the state and federal regulation of hazardous wastes. These rules, as amended several times in the ensuing years, are contained in WAC 173-303 and are the main body of regulations for hazardous wastes in this State. In 1983, the state legislature adopted a hierarchy of hazardous waste management methods in RCW 70A.300.260. In descending order of priority for management, the hierarchy is waste reduction; waste recycling; physical, chemical, and biological treatment; incineration; solidification/ stabilization treatment; and landfill.

Amendments to RCW 70.105 in 1985 and 1986 defined MRW and required that local governments (counties) develop plans for the proper management of MRW. As stated in RCW 70A.300.007(3), the legislature's intent was "to promote cooperation between state and local governments by assigning responsibilities for planning for hazardous waste to the state and planning for MRW to local government." In 1987, the legislature appropriated funds for grants to counties to assist in their planning efforts and clarified the schedule.

The legislature enacted the Used Oil Recycling Act, RCW 70A.224 in 1991. This statute requires local governments to manage used oil in conjunction with their MRW programs and to submit annual reports to Ecology. Local governments were required to adopt used oil recycling amendments to their MRW management plans by July 1, 1993.

New Solid Waste Handling Standards (WAC 173-350) were developed by Ecology and became effective February 10, 2003. These standards address MRW facilities (including construction, record keeping and reports).

The *Dangerous Waste Regulations* (WAC 173-303) have been amended several times to address new issues and to incorporate new provisions of state and federal regulations.

1.12 Summary of Change in Solid Waste Regulation and Policy Since 2009

Several new rules have been adopted since the previous Plan was developed. Important new rules and regulations for consideration in the Plan development are shown below (not in order of priority).

1.12.1 Exemption from Solid Waste Handling Permit Requirements for Anaerobic Digesters

Effective July 1, 2009, a new state law (RCW 70A.205.290) allows certain anaerobic digesters an exemption from obtaining a solid waste handling permit provided they meet specified criteria.

1.12.2 Tire Fee Reinstated

In 2009, RCW 70A.205 was amended to reinstate the tire fee and to remove the sunset (expiration) date for the fee. The original tire fee, which expired in 1994, was used to clean up tire dumps, fund a special study of tires and conduct other activities. The new

fee also intended to clean-up unauthorized tire dumps and to help prevent the future accumulation of tires.

1.12.3 Mercury-Containing Lights Product Stewardship Program

WAC 173-910 requires establishment of a product stewardship program for mercury-containing lights throughout Washington State. Producers of mercury-containing lights sold for residential use must finance and participate in the product stewardship program by doing the following:

- Funding its producer share cost of the standard plan and program operated by the department-contracted stewardship organization or operating, either individually or jointly, an independent plan and program approved by Ecology.
- Pay administrative and operational costs associated with the standard program or the independent program in which they participate, except for the collection costs associated with curbside and mail-back collection programs. For curbside and mail-back programs, a stewardship organization must finance the costs of transporting and processing mercury-containing lights from the point of accumulation. For collection locations, including household hazardous waste (HHW) facilities, charities, retailers, government recycling sites, or other suitable locations, a stewardship organization must finance the costs of collection, transportation, and processing of mercury-containing lights collected at the collection locations.
- Submit market share data to Ecology to determine market share in the event more than one approved product stewardship plan is operating.
- Meet its financial obligations to the plan, which includes Ecology's annual fee.
- Comply with producers' requirements.
- Participate in a fully implemented plan.
- Take actions required to correct violations.

1.12.4 Revenue-Sharing Agreements

An update to RCW 81.77.185 allows waste collection companies to retain up to fifty percent of the revenue paid to the companies for the material if the companies submit a plan to the Washington Utilities and Transportation Commission (WUTC) that is certified by the appropriate local government authority as being consistent with the local government solid waste plan and that demonstrates how the revenues will be used to increase recycling. The remaining revenue shall be passed to residential customers.

1.12.5 County Comprehensive Solid Waste Management Plan

In 2010, RCW 70A.205.040 was updated to indicate that when updating a solid waste management plan, after June 10, 2010, each local comprehensive plan must, at a minimum, consider methods that will be used to address the following:

- C&D waste for recycling or reuse;
- Organic material including yard debris, food waste, and food contaminated paper products for composting or anaerobic digestion;
- Metals, glass, and plastics for recycling; and
- Waste reduction strategies.

1.12.6 Develop and Establish Objectives and Strategies for the Reuse and Recycling of Construction Aggregate and Recycled Concrete Materials

Effective January 1, 2016, RCW 70A.205.700 requires that local governmental entities with a population of one hundred thousand residents or more must, as part of their contracting process, request and accept bids that include the use of construction aggregate and recycled concrete materials for each transportation, roadway, street, highway, or other transportation infrastructure project. Prior to awarding a contract for a transportation, roadway, street, highway, or other transportation infrastructure project, the local governmental entity must compare the lowest responsible bid proposing to use construction aggregate and recycled concrete materials with the lowest responsible bid not proposing to use construction aggregate and recycled concrete materials, and award the contract to the bidder proposing to use the highest percentage of construction aggregate and recycled concrete materials if that bid is the same as, or less than, a bidder not proposing to use construction aggregate and recycled concrete materials or proposing to use a lower percentage of construction aggregate and recycled concrete materials.

1.12.7 Quarantine – Agricultural Pests

Effective January 1, 2017, the Washington State Department of Agriculture (WSDA) amended WAC 16-470 by adding MSW, yard debris, organic feedstocks, organic materials, and agricultural wastes to the list of commodities regulated under the apple maggot quarantine. Special permits are required for the following:

- Transportation and disposition of MSW from an area under quarantine for disposal at a solid waste landfill or disposal facility in the apple maggot and plum curculio pest-free area.
- Transportation and disposition of yard debris, organic feedstocks, organic materials, and agricultural wastes from the area under quarantine for disposal at a solid waste landfill or treatment at a composting facility in the apple maggot and plum curculio pest-free area.

Refer to Chapter 5 Waste Reduction, Recycling and Organics for additional information regarding how these rules affect solid waste in the County.

1.12.8 Local Solid Waste Financial Assistance

In September 2017, WAC 173-312 was updated to replace the Coordinated Prevention Grant (CPG) program. The purpose of WAC 173-312 is to provide financial assistance for local programs related to hazardous waste planning and implementation, local solid waste planning and implementation, and enforcement of rules and regulations governing solid waste handling. Planning, implementation and enforcement are designed to prevent, or minimize, environmental contamination resulting from improper management or disposal of waste. WAC 173-312 established a structure for the administration of local solid waste financial assistance.

1.12.9 Secure Drug Take-Back

Washington’s Safe Medication Return program, also known as the Drug Take-Back program was established in 2018 under RCW 69.48. This program will create a unified, statewide, medication return program that will give Washington residents free, convenient, and environmentally responsible options for disposing of unwanted medication. Drug manufacturers will fund the program at no cost to taxpayers. It will be operated by an approved program operator(s). The PHSS will oversee the establishment of the program, monitor on-going operations, manage enforcement when compliance issues arise, and evaluate program effectiveness.

1.12.10 Sustainable Recycling

House Bill (HB) 1543 Sustainable Recycling, was signed by Governor Inslee on April 29, 2019. This act took effect July 1, 2019. This act creates a Recycling Development Center within Ecology. Ecology will work with the Department of Commerce (Commerce) on recycling market research and development. Ecology and Commerce will appoint an advisory board and enter into an interagency agreement. Ecology was directed to create a state recycling Contamination Reduction and Outreach Plan (CROP) by July 1, 2020. Local jurisdictions will need to create their own CROP or adopt the state CROP by July 1, 2021. Counties with populations of fewer than 25,000 are exempt from this requirement. Local governments may use LSWFA Grants and Waste Reduction and Recycling Education Grants to support CROPs.

1.12.11 Food Waste

HB 1114 bill established a goal for the state to reduce by 50 percent the amount of food waste generated annually by 2030. Ecology will work with the Washington State Departments of Agriculture and Health to develop a state wasted-food reduction and diversion plan by October 1, 2020. Ecology will gather feedback from the public and stakeholders. The three agencies will consider recommending changes to state law that will achieve the reduction goal and report to the legislature by December 1, 2020.

1.12.12 Paint Stewardship

Substitute HB (SHB) 1652 requires producers of architectural paint sold in Washington to participate in an approved paint stewardship plan. This bill prohibits a producer or retailer of paint from selling or offering for sale architectural paint unless the producer or brand of paint is participating in a stewardship plan. A paint stewardship organization will implement this bill with Ecology providing oversight.

1.12.13 Product Design Labeling

Engrossed SHB (ESHB) 1569 authorizes the state’s attorney general and local governments to pursue false or misleading environmental claims and “greenwashing” for plastic products claiming to be “compostable” or “biodegradable” when in fact they are not. The bill also requires clear and easy to understand labeling on compostable products sold for use in Washington.

1.12.14 Plastic Package Stewardship

In 2019, SB 5397 was authorized which would create data reports that could lead to legislation (in 2021) to improve the recycling system in Washington by creating a stewardship program paid for by the plastic packing manufacturers.

1.12.15 Reducing Pollution from Plastic Bags

In 2020, ESHB 5323 was authorized which prohibits a retail establishment from the following:

- Providing to a customer or a person at an event a single-use plastic carryout bag; or a paper carryout bag or reusable carryout bag made of film plastic that does not meet recycled content requirements.
- Using or providing certain polyethylene or other non-compostable plastic bags.
- Authorizes a retail establishment to provide a reusable carryout bag or a recycled content paper carryout bag of any size to a customer at the point of sale.
- Requires a retail establishment to collect a pass-through charge of not less than ten cents for every recycled content paper carryout bag or reusable carryout bag made of film plastic it provides.
- Prohibits a city, town, county, or municipal corporation from implementing a local carryout bag ordinance.

This page intentionally left blank.



2 Waste Stream

This page intentionally left blank.

2.0 Waste Stream

This section provides information on population, waste generation, and future waste quantities.

2.1 Introduction

The data in this chapter is used in various ways in the following chapters, such as assessing the need for or determining the impact of a proposed new program.

2.2 Waste Stream and Population Projections

This section presents information regarding past, present and future projections as they relate to waste generated in Thurston County.

2.2.1 Population and Waste Generation Rates

POPULATION

Current population levels and future population growth are important factors to consider for solid waste management plans. People create solid waste and in general, the more people there are (now and in the future), the more waste is created.

Table 1-1 provides past, current, and future estimates of the County population. This table uses population figures produced by the Washington State Office of Financial Management (OFM), which OFM based on Census 2010 results and adjustments made through 2019. For future population projections, the OFM produces three different sets of forecasts for population growth: a low, medium, and high series. The medium series figures are used in this Plan.

| Table 2-1. Thurston County Population Estimates | | | | | |
|---|-------------------|-------------------|-------------------|-------------------|-------------------|
| Area | 2010 ¹ | 2019 ¹ | 2025 ² | 2030 ² | 2040 ² |
| Thurston County, Total | 252,264 | 285,800 | 316,508 | 335,965 | 370,699 |
| Unincorporated Areas | 135,123 | 144,035 | 159,520 | 169,326 | 186,832 |
| Incorporated Areas | 117,141 | 141,765 | 156,988 | 166,639 | 183,867 |
| Cities: | | | | | |
| Bucoda | 562 | 580 | 627 | 667 | 736 |
| Lacey | 42,393 | 51,270 | 56,830 | 60,323 | 66,560 |
| Olympia | 46,478 | 52,770 | 58,400 | 61,990 | 68,399 |
| Rainier | 1,794 | 2,110 | 2,198 | 2,333 | 2,574 |
| Tenino | 1,695 | 1,840 | 2,041 | 2,166 | 2,390 |
| Tumwater | 17,371 | 24,060 | 26,845 | 28,495 | 31,441 |
| Yelm | 6,848 | 9,135 | 10,047 | 10,665 | 11,767 |

¹Data for these years are from the Office of Financial Management's "April 1, 2019 Population of Cities, Towns, and Counties, 2010-2019," <http://www.ofm.wa.gov/pop/april1/default.asp>. (OFM 2019).

²Total population data for the years 2025 through 2040 is from the OFM's "Projections of the Total Resident Population for the Growth Management Act (GMA), Medium Series: 2010 to 2040 by five year intervals," <https://www.ofm.wa.gov/washington-data-research/population-demographics/population-forecasts-and-projections/growth-management-act-county-projections>. Population figures by area and city for the years 2025 through 2040 assume the same breakdown as 2019.

According to the OFM, April 2019 Population Changes and Rank Report, the County is the sixth most populated county in Washington State and incurred a 13% growth in population from April 2010 to April 2019.

WASTE GENERATION RATES

Washington State defines solid waste as “all putrescible and non-putrescible solid and semisolid wastes including, but not limited to, garbage, rubbish, ashes, industrial wastes, swill, sewage sludge, demolition and construction wastes, abandoned vehicles or parts thereof, contaminated soils and contaminated dredged material, and recyclable materials” (WAC 173-350-100).

This Plan focuses primarily on MSW, consisting of those wastes generated by residential and commercial sources that are meant to be handled by the County’s solid waste disposal system. Wastes generated by industrial and agricultural sources are generally included to the extent that these are similar to what is disposed through the County’s system and they do not require special handling. Miscellaneous wastes handled separately by these sources are only addressed briefly in this Plan.

Table 2-2 shows the 2017 solid waste disposed of in the County or taken to other facilities. This table also shows the amount of materials recycled or diverted through various drop-off and collection programs in the County as well as the amounts of C&D debris and other miscellaneous wastes disposed of in the County or taken to other facilities in 2017. These materials are accounted for in developing a waste generation rate because tonnages may shift from one facility to another in the future due to new programs, changes in rates, or other factors. 2017 data is utilized in the below Table 2-2, as that is the most current data available from Ecology.

| Table 2-2. Current Waste Generation Rate (2017) | |
|---|----------------|
| Facility and Waste Stream | Annual Amount |
| MSW Disposed Tonnage at Roosevelt Regional Landfill | 196,730 |
| Materials Tonnage to Other Landfills/Facilities | 3,503 |
| Total MSW Tonnage Disposed | 200,233 |
| Recycling Tonnages | 163,103 |
| Additional Diverted Materials Tonnages | 1,496 |
| Total Materials Tonnage Recycled/Diverted | 164,599 |
| Grand Total Tonnage, All Solid Waste | 364,832 |
| Population (2017 Estimate) ¹ | 276,900 |

| Table 2-2. Current Waste Generation Rate (2017) | |
|---|---------------|
| Facility and Waste Stream | Annual Amount |
| Waste Generation Rate, per person per year | 2,635 pounds |
| Waste Generation Rate, per person per day | 7.22 pounds |

Notes: MSW and Recycling tonnages are 2017 figures from Ecology records.
¹2017 Population estimate from OFM GMA Projections – Medium Series

In Table 2-3, waste quantities have been projected using the most current (2017) available per capita generation rate multiplied by population forecasts for the County. The current generation rate was calculated by combining the tons disposed in 2017 with the tons recycled, diverted, or sent to special landfills in 2017 and then dividing by the population in 2017. By applying the current per capita rate to future years, the projected figures for 2025 through 2040 assume no change in waste generation or disposal practices, or in the percentage of material recycled and reduced. This approach also assumes no change in the amount of waste migrating to out-of-county facilities and other factors (such as the ratio of annual tourists and migrant workers to the general County population).

| Table 2-3. Projected Waste Quantities | | | | | | |
|---------------------------------------|-------------------------------|----------------------------------|-----------------------|----------------------------------|----------------------------------|-------------------------------|
| Year | Total Population ¹ | Waste Generated TPY ² | Waste Generation Rate | Amount Recycled TPY ³ | Amount Diverted TPY ³ | MSW Disposed TPY ³ |
| Actual Amounts | | | | | | |
| 2017 | 276,900 | 364,832 | 7.22 | 164,174 (45%) | 3,648 (1%) | 197,010 (54%) |
| Projected Amounts | | | | | | |
| 2025 | 316,508 | 417,047 | 7.22 | 187,671 | 4,170 | 225,206 |
| 2030 | 335,965 | 442,684 | 7.22 | 199,208 | 4,427 | 239,049 |
| 2040 | 370,699 | 488,452 | 7.22 | 219,803 | 4,885 | 263,764 |

¹ Figures, except the year, population and generation rate, are shown as tons per year (TPY). The waste generation rate is shown as pounds per person per day. Population figures are from Table 2-1.

² Projected waste generation figures for 2020 through 2040 are based on the estimated waste generation rate for 2017 (7.22 pounds per person per day) and population forecasts.

³ The projected amounts of recycling, other diversion, disposed MSW and other wastes assume the same percentage of the total waste generated as in Table 2-2.

Additional information on quantities of MSW handled through the County facilities can be found in Chapter 3.0 Collection, Transfer and Disposal.

2.2.2 Recycling Data

The most recent recycling survey conducted by Ecology suggests that 45% of the County's MSW was recycled or composted (see Table 2-4). This figure is generally

called a *recycling* rate, and includes composting and reuse as well. For comparison purposes, Ecology reports that the state recycling rate for the same time period is 49%.

Ecology also defines a diversion rate, which includes several additional materials shown in Table 2-4 that are not included in the stricter recycling rate. These diverted materials include specific materials such as agricultural organics and tires, which are still being put to a beneficial use but simply do not count as recycling as defined by Washington State. Diverted materials also include miscellaneous wastes sent to other facilities. Including these other wastes equates to an overall diversion rate of 45% of the total tons generated.

| Table 2-4. Recycled and Diverted Materials (2017) | | | |
|---|-------------|---------------------------------|---------------------------|
| Materials | Annual Tons | % of Total Tons of MSW Disposed | % of Total Tons Generated |
| Recycled | | | |
| Aluminum Cans | 573 | <1% | <1% |
| Cardboard | 16,811 | 8% | 5% |
| Electronics | 339 | <1% | <1% |
| Fluorescent Light Bulbs | 29 | <1% | <1% |
| Grease, Other Rendering | 894 | <1% | <1% |
| High-Density Polyethylene (HDPE) Plastics | 225 | <1% | <1% |
| Low-Density Polyethylene (LDPE) Plastics | 269 | <1% | <1% |
| Polyethylene Terephthalate (PET) Plastics | 692 | <1% | <1% |
| Metals/White Goods | 17,472 | 9% | 5% |
| Mixed Paper | 17,231 | 9% | 5% |
| Other Plastics/Plastic Film | 246 | <1% | <1% |
| Tires | 1,015 | <1% | <1% |
| Tin Cans | 550 | <1% | <1% |
| Used Motor Oil | 980 | <1% | <1% |
| Vehicle Batteries | 793 | <1% | <1% |
| Wood Waste/Yard Debris/Food Waste | 27,962 | 14% | 8% |
| Glass | 5,904 | 3% | 2% |
| Ash/Sand/Dust/Asphalt | 58,933 | 29% | 16% |
| Concrete | 143 | <1% | <1% |
| Antifreeze | 105 | <1% | <1% |
| Household Batteries | 8 | <1% | <1% |

| Table 2-4. Recycled and Diverted Materials (2017) | | | |
|---|----------------|---------------------------------|---------------------------|
| Materials | Annual Tons | % of Total Tons of MSW Disposed | % of Total Tons Generated |
| Oil Filters | 39 | <1% | <1% |
| C&D/Landclearing Debris | 11,890 | 6% | 3% |
| Tons Recycled/Composted | 163,103 | - | - |
| Recovered/Diverted | | | |
| Tires (Energy Recovery, Baled, and Reuse) | 260 | - | - |
| C&D (Energy Recovery) | 1,236 | - | - |
| Tons Diverted | 1,496 | - | - |
| Tons Diverted or Recycled/Composted | 164,599 | - | - |
| Tons Disposed | 200,233 | - | - |
| Total Tons Generated | 364,832 | - | - |
| Overall Diversion Rate | 45% | - | - |

Notes: Data for recycled and diverted materials, and for the amount of “other wastes,” are from the 2017 annual survey conducted by Ecology.

2.2.3 Composition of Disposed Municipal Solid Waste

In 2014, the County conducted a waste composition study for the entire County. Figure 2-1 presents an overview of the 2014 Thurston County Waste Composition Study by material type disposed and percentage of the waste stream.

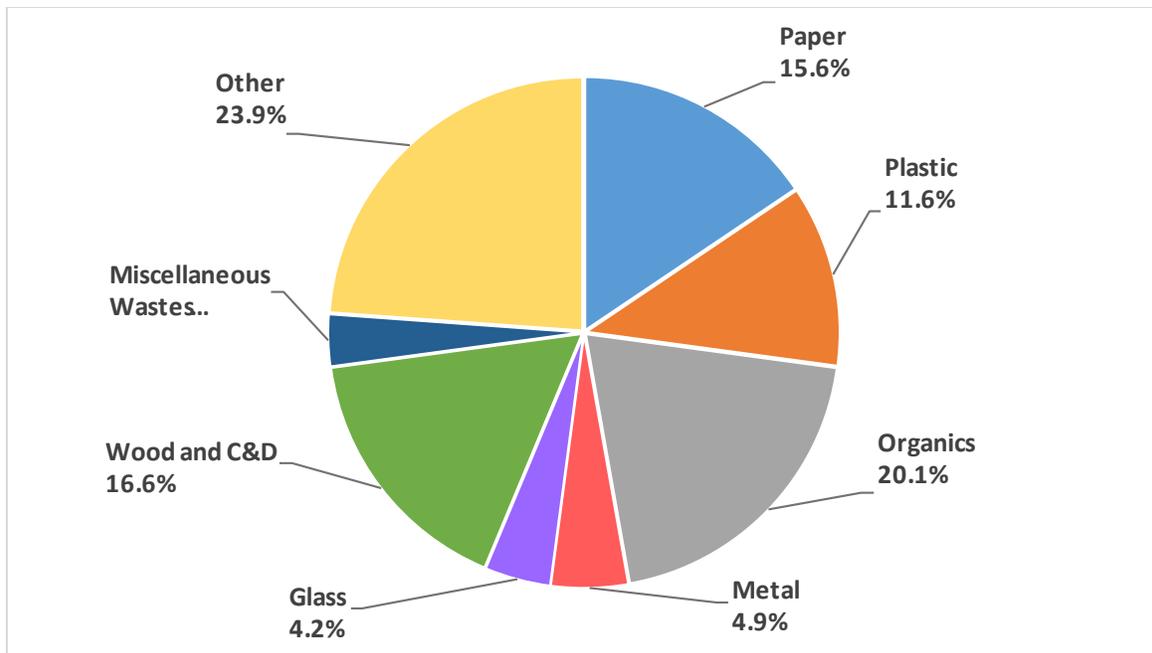


Figure 2-1. 2014 Thurston County Waste Composition Study

Waste composition can be expected to change in the future due to changes in consumption patterns, packaging, disposal habits, tourism and other factors. These changes are difficult to predict in the long term. Furthermore, implementation of this Plan may affect waste composition in the County by changing purchasing and disposal habits. Utilizing the compositional analysis derived from 2014 Thurston County Waste Composition Study and tonnage disposed in 2019, Table 2-5 illustrates composition of the total measured County waste stream.

| Table 2-5. Thurston County Waste Stream Composition (2019) | | |
|--|-------------------|------------------|
| Materials | Waste Stream | |
| | Percent by Weight | Tons of Material |
| Paper | 15.6% | 31,252 |
| Cardboard | 3.3% | 6,611 |
| Newspaper | 0.5% | 1,002 |
| Mixed Paper | 5.2% | 10,417 |
| Compostable Paper | 3.8% | 7,613 |
| Non-Recoverable Paper | 2.4% | 4,808 |
| Milk Cartons | 0.3% | 601 |
| Phone Books | 0.1% | 200 |

| Table 2-5. Thurston County Waste Stream Composition (2019) | | |
|--|-------------------|------------------|
| Materials | Waste Stream | |
| | Percent by Weight | Tons of Material |
| Plastic | 11.6% | 23,238 |
| Polyethylene Terephthalate Bottles | 0.8% | 1,603 |
| HDPE Bottles | 0.5% | 1,002 |
| Other Plastic | 5.8% | 11,618 |
| Recyclable Film | 4.5% | 9,015 |
| Glass | 4.2% | 8,414 |
| Clear Containers | 1.3% | 2,604 |
| Brown Containers | 1.1% | 2,204 |
| Green Containers | 0.3% | 601 |
| Non-Recyclable Glass | 1.5% | 3,005 |
| Metals | 4.9% | 9,816 |
| Aluminum Cans | 0.4% | 801 |
| Tin Cans | 0.7% | 1,402 |
| Other Ferrous | 1.0% | 2,003 |
| Other Non-Ferrous | 2.6% | 5,209 |
| Non-Recyclable Metal | 0.2% | 401 |
| Organics | 20.1% | 40,267 |
| Food Waste | 16.9% | 33,856 |
| Yard Debris | 3.2% | 6,411 |
| Other Materials | 27.1% | 54,291 |
| Carpeting | 4.5% | 9,015 |
| Textiles | 3.7% | 7,412 |
| Furniture | 2.3% | 4,608 |
| Disposable Diapers | 2.8% | 5,609 |
| Recoverable Hazardous / Special Wastes | 0.3% | 601 |
| Other Hazardous / Special Wastes | 3.0% | 6,010 |
| Other Non-Recoverable Materials | 10.5% | 21,036 |
| Construction Debris | 16.5% | 33,055 |
| Clean Wood | 9.3% | 18,631 |

| Table 2-5. Thurston County Waste Stream Composition (2019) | | |
|--|-------------------|----------------------------|
| Materials | Waste Stream | |
| | Percent by Weight | Tons of Material |
| Recoverable C&D Debris | 7.2% | 14,424 |
| Total 2019 Tons Disposed (in tons) | | 200,333¹ |

¹2019 tonnage disposed at Roosevelt Regional Landfill.

This page intentionally left blank.



3 Collection, Transfer & Disposal

This page intentionally left blank.

3.0 Collection, Transfer and Disposal

3.1 Introduction

This chapter discusses existing programs and facilities, identifies relevant planning issues, and develops/evaluates alternative strategies for MSW collection, transfer and disposal.

3.2 Background

This section provides information on the regulations and authorities that govern MSW collection, transfer and disposal.

3.2.1 Collection

Ecology, WUTC, the County and cities and towns, share the legal authority for solid waste collection. RCW 70A.205.010 assigns primary responsibility for solid waste handling (management) to local government. Private industry's role in waste management is reflected in the legislative language: "It is the intent of the legislature that local governments are encouraged to use the expertise of private industry and to contract with the same to the fullest extent possible to carry out solid waste recovery and recycling programs" (RCW 70A.205.010).

3.2.1.1 Incorporated Areas

Cities and towns have three options for collecting solid waste within their boundaries:

- Municipal collection: Collect waste using municipal employees.
- Contract collection: The municipality conducts a competitive procurement process and selects a private company to provide collection services.
- Permitted Solid Waste Carriers: If a city does not wish to be involved in managing garbage collection within its boundaries, a WUTC certified hauler for the area can provide those services. The city may pass an ordinance requiring that certain services be provided. A city may also require a permitted hauler to secure a license from the city.

3.2.1.2 Unincorporated Areas

Waste collection companies are included as a regulated transportation industry. As such, the WUTC grants exclusive rights to specific haulers, referred to as "Solid Waste Carriers", in unincorporated areas. RCW 81.77.030 allows the WUTC to supervise and regulate waste collection companies by the following:

1. Fixing and altering its rates, charges, classifications, rules and regulations;
2. Regulating the accounts, service, and safety of operations;
3. Requiring the filing of annual and other reports and data;
4. Supervising and regulating such persons or companies in all other matters affecting the relationship between them and the public which they serve;
5. Requiring compliance with local solid waste management plans and related implementation ordinances; and

6. Requiring certificate holders under RCW 81.77 use rate structures and billing systems consistent with the solid waste management priorities set forth under RCW 70A.205.005 and the minimum levels of solid waste collection and recycling services pursuant to local comprehensive solid waste management plans.

WAC 480-70 implements RCW 81.77 by establishing standards for public safety; fair practices; just and reasonable charges; nondiscriminatory application of rates; adequate and dependable service; consumer protection; and compliance with statutes, rules and commission orders. At the time of this writing, there is one solid waste carrier with authority to operate in the County, Certificate G-98 as issued to Waste Connections doing business as (dba) Harold Lemay Enterprises, Inc.

3.2.1.3 Local Regulations

The following local regulations govern collection and recycling within the County:

- Thurston County Code, Chapter 8.24 Solid Waste Management, Reduction and Recycling.
- Thurston County Ordinance 13696 defines the minimum levels of service for curbside recycling and yard waste collection within the urban and rural areas of the County.
- Article V – Rules and Regulations of the Thurston County Board of Health govern solid waste handling.
- Olympia Municipal Code, Chapter 13.12, provides the City of Olympia’s public works department with the exclusive authority to collect residential and commercial garbage in the City of Olympia, and establishes mandatory garbage service.

3.2.2 Transfer

The siting, design and operation of transfer facilities are addressed in WAC 173-350-310, which regulates intermediate solid waste handling facilities.

3.2.3 Disposal

The waste disposal system is regulated by RCW 70A.205 Solid Waste Management, RCW 36.58 Solid Waste Disposal, WAC 173-350 Solid Waste Handling Standards, and WAC 173-351 Criteria for Municipal Solid Waste Landfills.

3.3 Existing Conditions

The following sections provide information on the existing collection, transfer and disposal operations.

3.3.1 Collection

Collection of MSW and recyclables are conducted by the City of Olympia within its city limits and Waste Connections for other areas, both incorporated and unincorporated within the County. Table 3-1 summarizes the forms of collections service within the County.

| Table 3-1. Collection Area Regulatory Oversight | | | |
|---|--|------------------|---------------------|
| Municipality | Hauler | Arrangement | Rate Setting |
| Bucoda | Waste Connections dba Joe's Refuse | Contract | Collection Contract |
| Lacey | Waste Connections dba Pacific Disposal | WUTC Certificate | WUTC |
| Olympia | City of Olympia Waste ReSources Utility | Municipal | Ordinance |
| Rainier | Waste Connections dba Joe's Refuse | Contract | Collection Contract |
| Tenino | Waste Connections dba Joe's Refuse | Contract | Collection Contract |
| Tumwater | Waste Connections dba Pacific Disposal | WUTC Certificate | WUTC |
| Yelm | Waste Connections dba Rural Garbage | WUTC Certificate | WUTC |
| Unincorporated County | Waste Connections dba Pacific Disposal, Butler's Cove, Joe's Refuse, Rural Garbage | WUTC Certificate | WUTC |

Table 3-2 provides contact information and population served for the service providers operating in the County.

| Table 3-2. Collection Service Providers | | |
|---|---|--------------------------------|
| Company | Address | Population Served ¹ |
| City of Olympia | P.O. Box 1967, Olympia, WA 98507 | 52,770 |
| Waste Connections | 2910 Hogum Bay Road NE, Lacey, WA 98516 | 233,030 |
| Total | | 285,800 |

¹Population from OFM April 1, 2019 Population of Cities, Towns and Counties.

Table 3-3 provides an overview of the rates charged for single-family and commercial garbage and organics noting that single-family garbage collection includes every-other week (EOW) curbside recycling in some instances. Curbside rates vary county-wide by base rate model selected, refuse tax and authorized method of collection implemented.

| Table 3-3. Curbside Collection Rates | | | | | |
|--------------------------------------|---------|--------|---------|--------|---|
| Customer Type and Service | Olympia | Bucoda | Rainier | Tenino | Lacy/ Tumwater/ Yelm/ Unincorporated |
| Single-Family¹ | | | | | |
| Weekly Garbage, 20 gallon can | - | - | \$21.28 | - | \$18.15 |

| Table 3-3. Curbside Collection Rates | | | | | |
|--------------------------------------|----------------------|----------|----------|----------|--|
| Customer Type and Service | Olympia | Bucoda | Rainier | Tenino | Lacey/ Tumwater/ Yelm/ Unincorporated |
| Weekly Garbage, 35 gallon can | - | - | \$25.30 | - | \$22.17 |
| Weekly Garbage, 65 gallon can | - | \$39.82 | \$32.50 | \$36.27 | \$29.02 |
| Weekly Garbage, 95 gallon can | - | \$52.69 | \$42.08 | \$47.72 | \$37.15 |
| EOW Garbage, 20 gallon can | \$11.35 ² | - | - | - | - |
| EOW Garbage, 35 gallon can | \$19.60 ² | - | - | - | - |
| EOW Garbage, 65 gallon can | \$26.76 ² | \$26.65 | - | \$24.79 | - |
| EOW Garbage, 95 gallon can | \$46.37 ² | \$38.77 | - | \$40.97 | - |
| Monthly Garbage, 35 gallon can | - | - | - | - | \$15.22 |
| Monthly Garbage, 65 gallon can | - | \$20.57 | \$15.43 | \$16.90 | \$16.55 |
| Monthly Garbage, 95 gallon can | - | \$25.01 | \$18.80 | \$19.48 | \$18.64 |
| Mixed Organics, EOW | - | \$9.80 | \$9.65 | \$9.65 | \$15.20 |
| Commercial³ | | | | | |
| Weekly Garbage, 35 gallon can | \$21.66 | - | \$13.97 | - | \$13.79 |
| Weekly Garbage, 65 gallon can | \$33.02 | - | \$26.72 | \$28.12 | \$21.00 |
| Weekly Garbage, 95 gallon can | \$62.12 | - | \$37.76 | \$40.39 | \$28.10 |
| 1 yard, Weekly pickup | \$122.14 | \$109.12 | \$103.58 | \$109.97 | \$82.19 |
| 2 yard, Weekly pickup | \$200.62 | \$215.20 | \$181.26 | \$199.37 | \$137.60 |
| 4 yard, Weekly pickup | \$356.88 | - | \$311.55 | \$319.19 | \$237.81 |
| 6 yard, Weekly pickup | \$518.20 | - | \$417.40 | \$520.58 | \$324.16 |
| Mixed Organics, 1 yard | \$21.18 | - | - | - | - |

Notes: Rates effective April 2020. Rates shown for Olympia include the 6% utility tax whereas the Lacey and Tumwater rates do not include the 6% utility tax, and none of the rates shown include the 3.6% State Refuse Tax.

¹ Single-family garbage collection service includes EOW curbside recycling.

² Includes EOW Recycling and Organics service.

³ Commercial service rates shown are for permanent service (i.e., not for temporary container service)

3.3.1.1 City of Olympia

The City of Olympia operates its own solid waste collection services with municipal crews and equipment. Rates are set by the Olympia City Council. Olympia also has its own education and outreach staff which complement the collection operation. Garbage collection is compulsory for Olympia residents and businesses. The City utilizes a combination of collection methods including side-load, front-load, rear-load and roll-off solid waste collection vehicles.

Olympia provides residential, commercial and public place collection services for all waste streams, with the exception of a full-scale cart- and dumpster-based commercial recycling program, although some limited cart/dumpster commercial recycling does occur, and the City does provide commercial recycling with its roll-off container service. A more robust commercial recycling service has been considered and evaluated and could be added in the future.

Commercial recyclables, including mixed organics, Styrofoam, and C&D debris brought to the appropriate processing facilities for composting and recycling, are “open market” materials that can be collected by others as well.

The City also operates a Saturday drop-off site for yard waste, commingled recycling, scrap metal recycling, source separated cardboard and source separated glass. Corrugated cardboard and glass recycling are available 24/7 at the Saturday drop-off location, as well as Yauger Park and Concrete Recyclers. Additional services include collection of garbage, recycle and organics for both permitted and non-permitted events, C&D hauling, and temporary container services to residential and commercial customers for C&D, rubble, yard waste, and garbage. Olympia also owns and manages two shared compactor sites in its downtown core for the purpose of reducing the number of individual dumpsters, and improving sanitation and operational efficiency.

Residential customers receive collection of garbage and commingled recycling on an alternating EOW basis. Garbage cart sizes include 20, 35, 65, and 95 gallons. Recycle carts come in 35, 65, and 95 gallons. Residents set out garbage one week, from Tuesday through Friday, and the following week they set out recycling. Mixed organics collection is conducted on Mondays, with half of the City of Olympia collected each week. Two cart sizes are offered for organics; 35- and 95-gallons at the same cost. The City of Olympia is the only jurisdiction within the state that provides this type of alternating week collection service for all waste streams using the same trucks and drivers, which eliminates redundant vehicles. Other cities (Renton, for example) also provide EOW garbage collection. Many cities offer EOW week recycle collection. In addition to garbage and recycling, residents may subscribe to EOW collection of mixed organics (yard debris and food scraps). About 57 percent of the 15,350 (April, 2020) residential customers subscribe to this service. Improved efficiency in residential collection since 1998 has resulted in a 60 percent decrease in the number of trucks and staff required, despite a nearly 30 percent increase in the number of customers. Olympia has also implemented one-side road collection for about 3,500 of its customers, which furthers collection efficiency.

Commercial and multi-family customers have the option, depending on the amount of waste generated, of receiving either a cart, front or rear load container, or roll-off compactor or drop box for storage and collection of garbage. Collection of commingled recycling is provided to multi-family complexes either on a weekly basis or EOW basis depending on the needs of the customer. Mixed organics is also available to multi-family properties. Commercial organics is available as a separate charge in carts, dumpsters, and customer-owned compactors. Collection can be weekly or twice weekly for carts and dumpsters, and the fee for organics is less than for garbage.

Collection of residential recycling is optional; however, the assessed collection fees are lower for customers that choose to participate in recycling and higher for those with garbage only. Single-family residents also have the option of subscribing to weekly garbage collection (at a significantly higher cost). In 2020 only 9 customers (out of more than 15,000 total customers) were subscribed to this option. These are mostly customers with waste disposal needs that fall outside the typical household generation norm.

Approximately 138 businesses subscribe to the Waste ReSources Utility's commercial organics collection program. The Waste ReSources Utility utilizes 95-gallon carts as well as 1-, 1.5-, and 2-yard containers for storage and collection of organic waste. Customer-owned compactors for mixed organics are also hauled.

3.3.1.2 Waste Connections

Waste Connections (dba Harold LeMay Enterprises, Pacific Disposal, Rural Refuse, Butler's Cover Refuse and Joe's Refuse) collects garbage in all areas of the County and municipalities excluding the City of Olympia. Waste Connections has contracts with four cities and towns, Bucoda, Rainier, Tenino and Yelm. Collection rates are specified in the contracts, except for Rainier and Yelm that utilize the WUTC certificated rates. Bucoda and Rainier require residents and business to subscribe to curbside collection while the rest of the cities and towns and the unincorporated area have a voluntary system for curbside collection.

Residential collection services vary slightly from area to area, but most areas include both weekly and monthly service options for 35-, 65-, and 95-gallon garbage cans or carts. In the County (south of 142nd Street), EOW service is provided due to the tariff filed for Joe's Refuse. A weekly collection service for a 20-gallon mini-can is available in the County. Residential rates are charged for a two-month period and commercial customers are billed monthly.



Figure 3-1. LeMay - Lacey Collection

County Ordinance 13696 requires minimum service levels that collection companies are required to provide to residential customers. Recycling is collected EOW on the same day as garbage collection. Mixed organics collection is provided on an EOW schedule to residents in the Urban Growth Area (UGA) and in major housing developments on a subscription basis.

Commercial garbage collection is provided and customers can select container size and collection frequency based on the amount of waste generated. Commercial customers also have the option to subscribe to recycling and mixed organics collections. Dumpsters and roll-off containers are also available on a temporary basis for C&D debris and other special projects.

3.3.1.3 Other Collection

Residential and non-residential customers visit the WARC and the two rural drop box sites to dispose of waste. Two of these users, the Washington State Department of Enterprise Systems (DES) and Panorama City are large enough to be considered collection services. DES made the choice, as a governmental agency, to provide for their own daily garbage collection service for dumpsters for buildings at the Capitol campus and subscribes for collection of recyclables and organic from these buildings. Panorama City is a large retirement community (over 850 homes on 140 acres) in Lacey that includes single-family homes, apartments and other living arrangements. Panorama City collects solid waste within their community and transports it to the WARC.

3.3.2 Transfer

The transfer system for the County consists of a transfer station facility (Waste and Recovery Center (WARC)), and two rural drop box facilities, the Rainier Drop-Box facility and the Rochester Drop-Box facility. Figure 3-2 presents the locations of the three facilities.

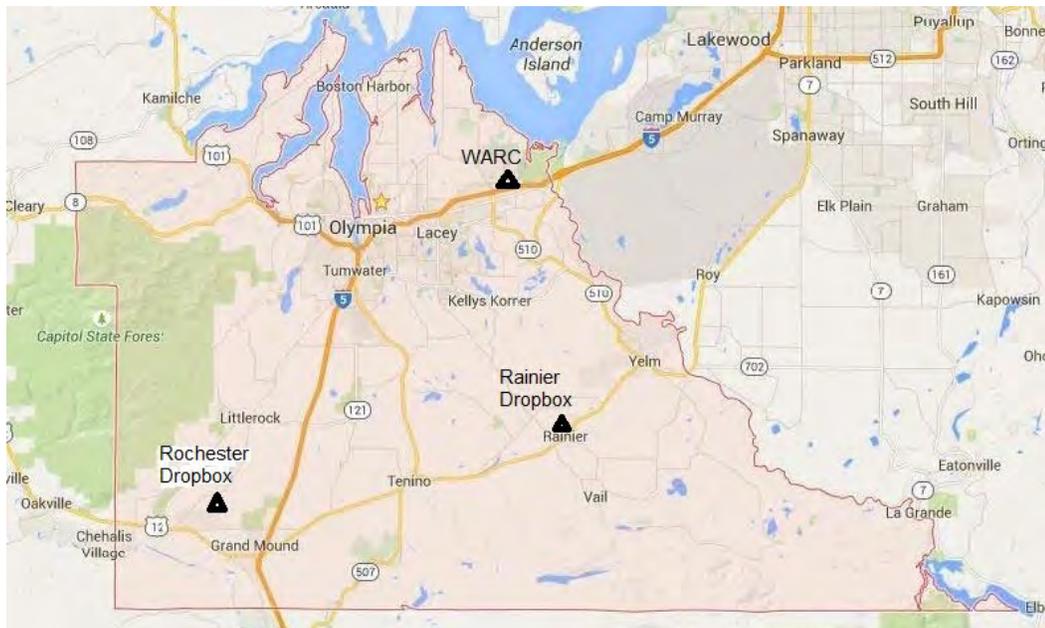


Figure 3-2. County Transfer Facilities

3.3.2.1 Waste and Recovery Center (WARC)

The County owns the WARC site, located at 2420 Hogum Bay Road NE, Lacey, WA 98516, on which the following facilities are located:

- Transfer Station

- HazoHouse
- Hawks Prairie Closed Landfill
- Closed Loop Park
- Off-Leash Dog Park
- Decant Facility

The WARC, which operates as the main transfer station for the County, accepts MSW from municipal, commercial, and self-haul (public) customers. Commercial haulers are directed to the transfer building where waste is placed on a tipping floor for compaction into shipping containers and transported by truck and rail to Roosevelt Regional Landfill (RRL) in Klickitat County for disposal. Self-haulers are directed to a separate disposal area on site, where MSW is placed in drop boxes, hauled to the tipping floor in the transfer building, and compacted with the commercially hauled waste.

The WARC offers opportunities for the public to drop off recyclable materials in an area separate from the disposal area. An area for collection of HHW (HazoHouse) is available in a separate building on site. Organics (green waste) are also processed in a separate area on site where they are ground and transported off-site for composting. Figure 3-3 provides the current WARC facility layout.



Figure 3-3. WARC Facility Layout

The WARC site is located on a 127-acre parcel in the northern portion of the County, adjacent to I-5. The property is zoned Light Industrial with a portion of the western end of the property zoned Limited Development 3-6 and located in the Lacey UGA which provides for single-family residential areas of low density. The Hawks Prairie Park & Ride is also located on an 8-acre portion of the closed landfill which is owned by Thurston County and managed by the Intercity Transit Agency, a municipal corporation that provides public transportation for people in the cities of Olympia, Lacey, Tumwater, and Yelm. The following provides detailed information regarding various facilities located on-site.

3.3.2.2 Transfer Station

The 17,000-square foot (sf) transfer station was constructed in 2000 and consists of a flat tipping floor, an elevated customer disposal wall, a Keith Walking Floor mechanical sort line (currently not operational), one top load chute, one compactor load out chute, one SSI 4500 compactor (installed in 2016), an office, an employee lunch room, and utility services. Exterior to the transfer station is a trailer staging area and stormwater collection system. The operations of the transfer station are currently contracted to Republic Services who subcontracts to Waste Connections. The transfer station operations contract was renewed in 2020 with a three-year renewal through May 2023 and includes the option for an additional two-year extension. The operations contract required Waste Connections to deliver all curbside MSW collection in the County to the WARC for the term of the contract. As part of the operations contract, an operations plan is prepared and submitted to the PHSS for approval. The operations plan provides direction on surveillance and control of waste handled at the facility.



Figure 3-4. WARC Transfer Station

3.3.2.3 Scales and Scalehouses

Scales and scalehouses were constructed in 2000 and consist of two 80-foot inbound scales with a scalehouse and unattended kiosk and two 80-foot outbound scales with a scalehouse and unattended kiosk. There is a separate building on site (Green Roof Building) that houses the computer hardware for transmitting of data back to the main Public Works offices on Tilley Road. The scalehouses are staffed by County Solid Waste Division employees.



Figure 3-5. WARC Scale Plaza

3.3.2.4 Public Drop-Off Area

The public drop-off area is an uncovered, 45,000-sf asphalt paved area with below-grade drop boxes for the general public to unload their MSW.

3.3.2.5 Organics Processing Area

The organics processing area is an uncovered, 109,000-sf asphalt paved area for both commercial and the general public to unload yard and food waste. A portable grinder is located in the processing area to grind the received material for reload into trailers for transport to the composting facility. The organics area is currently operated under a separate contract with Waste Connections which expires in May 2023. Additional information regarding organics can be found in Chapter 5, Waste Reduction, Recycling & Organics.



Figure 3-6. Organics Processing Area

3.3.2.6 HazoHouse

The County opened a fixed facility, HazoHouse, to collect HHW from County residents and small quantity generators. The 2,870-sf facility opened in 2011 and accepts household and business HHW, free of charge. The 2,870-sf facility is in good condition and is currently accessed by a separate ingress and egress from the transfer building. The HazoHouse is operated by County staff. Additional information regarding the HazoHouse and HHW can be found in Chapter 5, Waste Reduction, Recycling & Organics.



Figure 3-7. HazoHouse

3.3.2.7 Recycling Area

The recycling area is an uncovered area for the general public to unload acceptable recyclable materials into drop boxes for transport off-site. The area is currently accessed by a separate ingress and egress from the transfer building. The recycling area is managed under the operations contract between the County and Republic Services.



Figure 3-8. Drop-Off Recycling Area

3.3.2.8 Closed Loop Park

The Closed Loop Park was established in 1994 to educate residents about “closing the loop” on recycling. The Park is approximately two acres in size and is located on a portion of the closed landfill. The Park is maintained by volunteers from the Washington State University Thurston County Master Gardener and Master Recycler Composter Programs and consists of a paved pathway, gazebo, picnic tables, and a compost center.

3.3.2.9 Off-Leash Dog Park

The Off-Leash Dog Park is located within the boundaries of the WARC. The Off-Leash Dog Park features a special area for small dogs, water stations, a sand and gravel area for digging, paths and fencing. There is an associated parking lot inside the gate to the WARC. The Off-Leash Dog Park is maintained by County staff.

3.3.2.10 Decant Facility

The Decant Facility is a 0.7-acre asphalt paved area located within the boundaries of the WARC. It is an uncovered facility that accepts vector truck materials generated from County street sweeping and cleaning of catch basin operations. Liquids, including precipitation, flow through a treatment train that allows suspended solids to settle out in the facility settling bays, drain through sedimentation structures and flow into the permitted pre-treatment aeration pond prior to discharge to the City of Lacey sanitary sewer for final treatment at the LOTT Wastewater Treatment Plant.

3.3.2.11 Drop-Box Facilities

The Rainier and Rochester sites accept MSW from self-haul customers. MSW is currently deposited into 40-cubic yard containers and transported to the WARC transfer station for compaction into shipping containers. These sites offer separate designated areas for drop-off recyclable materials and collection containers for used oil and used vehicle batteries. County staff currently operate the Rainier and Rochester sites with the haul of waste to the WARC managed under the operations contract between Republic Services and the County.

3.3.3 Disposal

This section describes existing MSW waste export, closed landfills and current technologies available for MSW disposal. There are no operational landfill sites located in the County at this time.

3.3.3.1 Waste Export - Roosevelt Regional Landfill

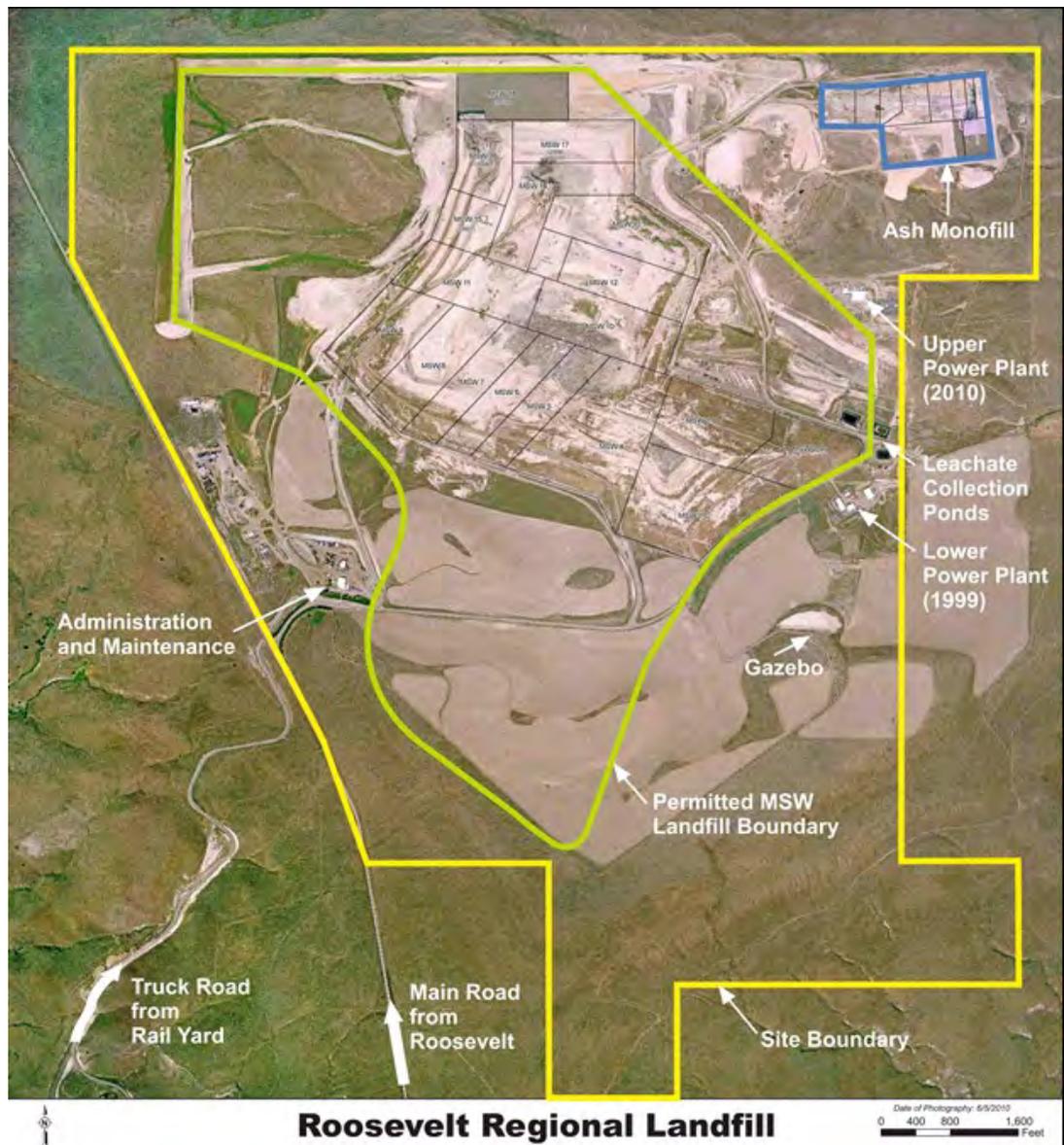
In 1998, the County contracted with Regional Disposal Company (now Republic Services) to export waste to RRL. The Waste Export and Disposal Agreement was executed in 1998 for two initial 10-year terms that began with the start of transfer station operations on May 1, 2000. This agreement was extended beginning in May 2020 through May 2023 with an option to renew for an additional two-year period. Figure 3-9 provides an overview of County annual tonnage disposed at the RRL 2006-2019.



Figure 3-9. Annual Waste Disposed (in tons)

As part of this agreement, an alternate operating plan is required that enables Republic Services to perform its obligations in the event that RRL or the normal transportation system becomes unavailable.

The RRL is located at 500 Roosevelt Grade Road, Roosevelt, Washington, 99356, and is owned and operated by Republic Services. The RRL currently receives waste from many counties in Washington State by the largest waste by rail system in the country, and waste from out of state including British Columbia. Figure 3-10 provides an aerial view of RRL.



The RRL began receiving wastes on November 1, 1990. Since that time, the RRL has been maintained and improved in a number of ways. A site expansion was authorized in 2002, which expanded the total capacity from 180 million cubic yards to 245 million cubic yards and the annual limit from 3 million TPY to 5 million TPY. In 2003, a geosynthetic

clay liner was approved for new cells as an alternative liner to the previously permitted clay liner.

In collaboration, Klickitat Public Utility District and Republic Services, partnered on a power plant that was built in 1998 to convert methane gas generated in the landfill to electrical power. Methane is collected in a network of gas wells and transported through pipes. The H.W. Hill Landfill Gas Project was initially designed with four Waukesha reciprocating engines converted to run on methane. Phase 1 capacity was 8.4 megawatts (MW) with a fifth engine added at the end of the plant's first year of operations boosting capacity to 10.5 MW. Phase II of the H.W. Hill Landfill Gas Project began in 2009 with commercial operation commencing in 2011. Phase II added two 10 MW combustion turbines with an additional capacity of 6 MW through a heat recovery steam generator and steam turbine. Phase 1 was shutdown at this time due to the more modern facility operating at a 26 MW power generation rate.



Figure 3-11. Gas Project

In 2017, the Klickitat Public Utility District authorized contracts to begin the production and selling of renewable natural gas from methane utilized for transportation fuel. Agreements were reached with IGI Resources and its parent company, British Petroleum North America, for a guaranteed, fixed revenue stream for the natural gas sold. The facility is expected to produce more than 22 million gallons of ethanol gallon equivalents annually and is the largest renewable natural gas projects in the United States. Formal dedication of the renewable natural gas plant was in September 2019. In 2020, Puget Sound Energy signed a contract with Klickitat Public Utility District to purchase renewable gas through June 2040.

A separate ash monofill was added to the RRL in 1991 and serves the disposal of incinerator ash received from the City of Spokane. In 2016, Republic Services and Lab USA unveiled an ash metal recovery facility. The facility processes newly delivered ash as well as systematically processing ash previously buried. Recovered metals are recycled, shipped and repurposed to make new metal products. The facility recovers and recycles an estimated 46,200 tons of ferrous metals and 42,900 tons of non-ferrous metals annually.

3.3.3.2 Closed Landfills

Hawks Prairie Landfill is located at the WARC and was owned and operated by the County until closure in 2000. The Hawks Prairie Landfill was closed in compliance with WAC 173-351-350 which requires post-closure monitoring for 30 years (May 1, 2030) at which time the PHSS is expected to make a determination that the landfill meets the



Figure 3-12. Hawks Prairie Closed Landfill

criteria for a stabilized facility and closure care requirements can be terminated.

In addition to the Hawks Prairie Landfill, there are 17 other historical disposal sites that have been identified in the County. The majority of these closed landfill sites (14) were utilized for MSW and ceased operations prior to 1972. Three disposal sites were closed in 1990 that accepted wood waste and/or C&D debris.

3.3.3.3 Waste Processing and Conversion Technologies

Waste processing and conversion technology options can be grouped into the following main technology classes:

- Thermal Technologies
 - Direct Combustion (various forms of traditional waste-to-energy)
 - Gasification
 - Plasma Arc Gasification
 - Pyrolysis
- Biological Technologies
 - Aerobic Composting
 - Anaerobic Digestion with biogas production for electricity or fuel generation
- Chemical Technologies
 - Hydrolysis
 - Catalytic and Thermal Depolymerization
- Mechanical Technologies
 - Autoclave/Steam Classification
 - Advanced Materials Recovery
 - Refused Derived Fuel Production

There are also waste conversion technologies that are a combination of two or more technology classes. For example, Mechanical Biological Treatment technologies combine mechanical separation and treatment with biological processing, while Waste-to-Fuel Technologies combine mechanical pre-processing with thermal and chemical conversion processes.

Conversion technology vendors have proposed various projects to the County, but there is still limited experience applying these technologies to solid waste in the United States. Solid waste is a highly variable mix of materials and is more difficult to process than more homogeneous waste streams such as wood chips, agricultural waste or certain industrial wastes. Conversion technologies have a sparse track record of successful full-scale projects with demonstrated long-term economic feasibility from the sale of energy and/or byproducts in the United States. In addition, conversion technologies need to meet regulatory compliance and environmental protection standards to gain public acceptance. The County is currently well-served by its waste export and disposal program to the RRL. Additional information on the RRL gas to energy projects can be found in Section 3.3.3 Disposal.

3.4 Status of Previous Recommendations

The status of the recommendations made by the 2009 Plan can be found in Appendix D.

3.5 Alternatives and Evaluations

Existing service gaps and other issues connected to the collection, transfer and disposal components of solid waste management are evaluated below.

3.5.1 Collection

3.5.1.1 Solid Waste Collection

Curbside solid waste collection programs appear to be operating satisfactorily in both the urban and suburban areas.

3.5.1.2 Curbside Recycling

Participation and the quantity and quality of materials recycled per household could be increased. The relationship between collection and recycling is addressed in greater detail in Chapter 5 Waste Reduction, Recycling and Organics.

3.5.1.3 General Collection

Options to continue to support the County’s overall solid waste system, while promoting proper handling of materials, are described below:

A. Require Waste to be Routed through the County-owned Facilities

Waste collected in the County is currently required to be routed through the WARC as part of the operations and maintenance contract with Republic Services and their subcontractor Waste Connections. As the County proceeds with the issuance of a Request for Proposals for operations and maintenance of solid waste facilities, the County needs to consider the adoption of a flow control ordinance for the unincorporated areas that requires waste to be routed through the WARC in order to ensure continuation of waste transfer and disposal services at an affordable rate for system users.

B. Update County Ordinance No. 13696 - Minimum Levels of Service for Residential Recycling and Yard Waste Collection

In December 2006, the County adopted Ordinance No. 13696 which set minimum levels of service for recycling and yard waste collection in the unincorporated urban and rural areas of the County. The intent of the Ordinance is to complete the following:

- Establish residential recycling programs as an integral component of the collection of solid waste, incorporating the state’s goals to make “source separation of waste a fundamental strategy” and to “make recycling at least as affordable and convenient to the ratepayer as mixed waste disposal”.
- Increase diversion of recyclables and yard waste from single-family and multi-family residences, mobile home parks, and condominiums in the County.
- Expand residential recycling programs to collect additional types of materials.
- Make recycling easier and more convenient for residents through use of efficient collection systems.
- Retain low-cost strategies to encourage participation.

- Encourage the private sector to develop and operate recycling facilities that are needed to process and market recyclables collected in the County and its cities and towns.
- Establish model residential collection programs suitable for cities and towns to adopt or modify to suit their needs.

A number of changes to recycling have occurred recently, most notably the import ban in China initiated in 2017 on low-grade plastics and unsorted paper. Additional information on this ban is located in Chapter 5, Waste Reduction Recycling and Organics. The County should review and update Ordinance 13696 to reflect current conditions as they relate to curbside recycling in the County.

3.5.2 Transfer

The current contract for WARC operations, between the County and Republic Services, has been extended until May 1, 2023 with the option to extend for an additional two-year period. The County intends to issue a Request for Proposals in 2021 for long-term operations and maintenance of the WARC and haul from the Rainier and Rochester Drop Box Sites to ensure the rate-payers are receiving the most cost-effective operations and maintenance of facilities available for the next twenty years.

3.5.2.1 Update Interlocal Agreements

RCW 35.21.152 recognizes a city's authority over solid waste handling, including the authority to designate disposal sites for solid waste collected within its boundaries and also authorizes a city to enter into contracts with the County for purposes of solid waste handling. It is to the mutual advantage of the County and the Cities and Towns of Bucoda, Rainier, Tenino, Lacey, Olympia, Tumwater and Yelm and their citizens to contract to provide for continued, integrated solid waste management planning and solid waste programs, including the designation of solid waste handling systems and facilities.

The Cities and Towns of Bucoda, Rainier, Tenino, Lacey, Olympia, Tumwater and Yelm and the County are currently cooperatively planning, under interlocal agreements signed in 2013, for solid waste management and handling and considering adopting flow control to designate the County solid waste facilities as disposal sites for MSW collected within their municipal boundaries. Additional information on interlocal agreements can be found in Chapter 7 – Administration, Financing and Enforcement.

3.5.2.2 Adopt Flow Control Ordinance for Unincorporated Area of the County

RCW 36.58 authorizes the County to designate a disposal site or sites for all solid waste generated and collected in the unincorporated areas of the County. In accordance with RCW 70A.205, the County also adopts and maintains a Comprehensive Solid Waste Management Plan to regulate the County's system of solid waste handling for the unincorporated areas of the County and the incorporated areas of the cities participating in the Comprehensive Solid Waste Management Plan. The Comprehensive Solid Waste Management Plan, together with the implementing laws and regulations, establishes policies and procedures for managing and funding solid waste handling within the system.

The integrity of the system and the system disposal sites and their effective administration are essential to reduce waste, control pollution and protect and promote the public health, safety and general welfare of the County. Consistent with the Comprehensive Solid Waste Management Plan and state law, the County should designate the system disposal sites as the exclusive disposal sites for all MSW generated and collected within the system area through County ordinance. Additional information on flow control can be found in Chapter 7 – Administration, Financing and Enforcement.

3.5.2.3 Solid Waste Facility Condition Assessment and Infrastructure Management Plan

In 2016, the County contracted with HDR Engineering, Inc. (HDR) to conduct a facility conditions assessment, perform a capital needs analysis of its solid waste facilities and prepare a Solid Waste Facility Condition Assessment and Infrastructure Management Plan (Infrastructure Management Plan). The purpose of the Infrastructure Management Plan was to:

- Describe the general condition of solid waste infrastructure, including structures, grounds and major components; and
- Develop a 20-year strategic, coordinated and fiscally responsible management plan that provides for the timing, estimated cost, and prioritization of recommendations needed to maintain, repair, replace, renovate and construct infrastructure to correct deficiencies and meet operational needs, regulatory requirements and public demand for services into the future.

The Infrastructure Management Plan recommended scheduled implementation of 32 solid waste capital infrastructure maintenance, repair and replacement upgrades to the facilities over the planning horizon to align with the County’s budgeting process. The estimated 20-year Infrastructure Management Plan costs (in 2018 dollars) by project facility are shown in Table 3-4.

| Project Facility | Estimated 20-Year Project Cost |
|----------------------------------|---------------------------------------|
| WARC Site | \$18,694,435 |
| Hawks Prairie Closed Landfill | \$3,990,910 |
| Rainier/Rochester Drop Box Sites | \$3,618,980 |
| Total All | \$26,304,325 |

Recommendations from the Infrastructure Management Plan were adopted in December 2019 for inclusion in the Thurston County Capital Facility Plan 2021-2026 which are updated on an annual basis for approval by the Board of County Commissioners. Additional information on the Solid Waste Division capital facility costs can be found in Appendix H. The Thurston County Solid Waste Facility Assessment and Infrastructure

Management Plan can be found at:

<https://www.co.thurston.wa.us/solidwaste/regulations/docs/SWFAIMP.pdf>.

Additional information on the Thurston County 2021-2026 Capital Facility Plan can be found at:

<https://www.thurstoncountywa.gov/planning/Pages/capital-improvements.aspx>.

3.5.3 Disposal

Given current technology and disposal patterns, landfills are and will remain a necessary and important component of MSW management. For now, the Republic Services owned RRL has capacity well beyond the timeframe addressed by this Plan to handle the County's MSW disposal needs.

The current contract for disposal between the County and Republic Services has been extended until May 1, 2023 with the option to extend for an additional two-year period. The County intends to issue a Request for Proposals in 2021 for long-term disposal of MSW to ensure the rate-payers are receiving the most cost-effective disposal service available for the next twenty years.

3.6 Recommended Actions

The following recommendations were selected for implementation:

- CTD1) Continue to require MSW to be routed through the County-owned facilities in future interlocal agreements.
- CTD2) Review and update County Ordinance 13696 related to minimum service levels for residential recycling collection.
- CTD3) The WARC, Rainier Drop Box Site, and Rochester Drop Box Site will comprise the designated disposal system for all MSW generated in the County.
- CTD4) Implement proposed improvements to the WARC, Rainier Drop Box Site and Rochester Drop Box Site, from the County Capital Facility Plan, as appropriate to ensure high-quality service delivery in a fiscally responsible manner.
- CTD5) Issue a Request for Proposals for operations, maintenance, transportation and disposal, that includes sustainability criteria as an evaluation factor as appropriate, to ensure continuation of solid waste services at the County-owned facilities.
- CTD6) Monitor developments and progress in waste processing and conversion technologies utilized at RRL and support the continued use of landfill gas to energy operations at the site.
- CTD7) Proposals for disposal facilities, anaerobic digestion, incinerators and other waste conversion technologies should be evaluated on a case-by-case basis for consistency with the Plan, cost to benefits and environmental compliance.



Education,
Outreach
& CROP

4

This page intentionally left blank.

4.0 Education, Outreach and CROP

This chapter discusses existing education and outreach programs related to solid waste management, identifies relevant planning issues, and evaluates alternative education and outreach strategies developed to potentially improve these programs.

4.1 Background

Public education and outreach are important elements for solid waste management systems and understanding who lives in the County, what businesses operate here, and what recoverable materials are currently disposed of as garbage helps identify topics and waste generators who may need additional education and outreach.

The County is facing shifts in the demographics and dynamics of its population. Though still a small part of the population, nine percent of households utilize Spanish as the most common language spoken at home, as estimated by TRPC. In addition, the population is slowly aging, with older residents requiring access to different outreach methods than younger residents.

County residents and businesses need to be informed as to the proper and available methods for waste reduction, recycling and disposal. The education and outreach strategies described in this chapter encourage residents and businesses to take the extra steps to reduce, recycle or properly dispose appropriate waste streams.

In 2019, HB 1543 Sustainable Recycling, was signed which took effect July 1, 2019. The act requires Ecology to create a state recycling CROP by July 1, 2020, with local jurisdictions with a population of greater than 25,000 creating their own CROP or adopting the state CROP by July 1, 2021. This chapter provides information on the County's approach to CROP development.

4.2 Existing Education and Outreach Program Elements

This section provides background information on existing education and outreach programs.

4.2.1 Public Outreach Promotional Resources and Activities

County staff offer resources online and at disposal sites. Resources and outreach materials available on the website, include general information on disposal locations, volunteer opportunities, and youth programs as well as the following:

- The “Where Do I Take My?” online database for accepted recyclables.
- A C&D debris recycling brochure.
- A flyer promoting classroom presentations on recycling and waste reduction for 4th through 8th graders.

Rack cards at disposal sites detail the hours, rates, locations, and prohibited items for the Rainier and Rochester Drop-Box facilities and the WARC.

County staff has also offered two newsletters – “Talkin’ Trash” released every fall and spring for adults and “Trash Talk” for students. Both newsletters cover a range of topics from food rescue to free and safe medicine disposal. The Trash Talk newsletter engages students through mini exercises, including question sets, clue games, and word-scramble exercises that also often incorporate math and grammar lessons. The Talkin’ Trash newsletter was last updated for release in fall 2016 and the Trash Talk in summer 2019.

Externally, County staff promote recycling behavior with videos through its “ThurstonSolidWaste” YouTube channel on topics including food rescue.

County staff also provide outreach to schools and local events; assist interested event planners planning zero-waste events; and lends recycling bins, signs, and bags for local events.



Figure 4-1. Talkin' Trash Newsletter

4.2.2 Waste Reduction and Recycling Education

County staff emphasize educating students of all ages to form recycling and waste reduction habits at a young age. The County offers a library of curriculum guides authored by different organizations and governments agencies on topics such as garbage and litter, HHW, environmental awareness, and composting. The County offers a variety of educational presentations to youth on recycling and reduction strategies.

The Reduce, Reuse, Recycle Patch Program works with youth groups based in the County to complete a set amount of sustainable activities to meet the requirement to receive an honorary patch.

The Master Recycler Composter Program invites adults, including college students, to receive training and volunteer a minimum of 25 hours of service to increase public awareness about recycling, reducing, and composting.

Technical assistance programs serve businesses and multi-family property managers. For businesses, the County offers site visits, hands out tip sheets and bin

signs; coaches' employee green teams; and assists in marketing green efforts to customers. The tip sheets provide information on waste reduction topics focused on specific industries (e.g., agricultural or construction) and settings (e.g., general business, conference, and events). To further motivate businesses, the County grants public recognition of any progress or achievement through the Thurston Green Business Program created in partnership with the Cities of Olympia, Lacey, and Tumwater.

Similarly for multi-family property managers, County staff offer a "Recycling Toolkit for Property Managers," which includes tips on creating an effective recycling program and resources to offer residents who are moving out. County staff offer general recycling brochures in English and Spanish that property managers can distribute to the tenants.

County staff also focus education efforts for reducing specific wastes, including C&D debris and organics. For C&D debris, the County website provides a brochure and links to recycling and reuse locations and self-haul locations, and refers people to Recovery1, a private C&D debris recycler in Tacoma. Regarding organic material management, the Waste Less Program utilizes TV and radio ads, videos, signs and coloring sheets, presentations upon request, volunteering opportunities, quizzes, online workshops, and challenges to measure one's own food waste.

4.2.3 Household Hazardous/Small Quantity Generator Waste Education

Current programs around household hazardous and small quantity generator waste are addressed in the Thurston County 2014 Hazardous Waste Plan and therefore not included in this Plan.

4.2.4 Litter, Illegal Dumping and Secure Load Education

Currently the County participates in statewide litter cleanup programs, such as the Ecology Youth Corps that encourages teen and young adult volunteers to clean up over a million pounds of litter. County staff also include reminders for residents to secure their loads in websites and education resources intended for self-haulers.

In the past, corrections crews from the Thurston County Correction Facility participated in a Litter Control Program. Also, as a separate part of the program, an environmental educator provided community presentations to schools and community groups about the impacts of littering and illegal dumping.

4.2.5 Non-County Outreach and Promotion Programs

In addition to the County's efforts, other government and non-governmental entities conduct outreach and promotion programs that can support, be supported by, or otherwise expand the reach of waste reduction and recycling education. Examples of these activities are described below.

Private solid waste service providers conduct their own outreach in various degrees. LeMay Pacific Disposal, the certificated solid waste collector in the County, offers a curbside recycling guide and a curbside yard and food waste guide. These guides are also available on the County’s website. On its own website, LeMay Pacific Disposal has an online database called the “Waste Wizard” that customers can use to learn how to recycle or dispose of certain items and provides links to state programs, online material exchange sites, e-waste recycling organizations, and the Washington Refuse and Recycling Association.



Figure 4-2. LeMay Brochure

Within the County, the City of Olympia conducts several separate outreach efforts, particularly regarding differences in accepted materials. For instance, Olympia no longer accepts glass bottles and jars, poly-coated materials, and aseptic containers. The City uses the Recycle Coach app to provide detailed recycling information and offers posters and promotional materials for commercial organics collection.

Ecology implements numerous educational programs and offers online resources, including the Recycle Right campaign that emphasizes the responsibility of recyclers to reduce contamination by remembering to empty, clean, and dry their recyclables. The campaign comes with a partner toolkit that offers website headers, banners, print materials, and multimedia templates to promote Recycle Right messaging in local communities.

Product stewardship organizations implementing programs to meet requirements of extended producer responsibility laws also provide education and outreach regarding managing materials through their programs.

4.3 Status of 2009 Recommendations

The status of recommended actions from the 2009 Plan can be found in Appendix D.

4.4 Planning Issues and Opportunities

Currently, County staff provide the majority of the promotion, education and outreach programs conducted county-wide. The subsections below address the planning issues associated with each of the existing program categories.

4.4.1 Public Outreach Promotional Resources and Activities

County staff must consider the accessibility of educational materials for certain groups within the population.

- More people access their news and information online, but some groups, including older generations and low-income groups, tend to be digitally isolated.
- Outreach materials provided only in English are not effective for residents, business owners, and employees, who are English-language learners.

4.4.2 Waste Reduction and Recycling Education

Waste reduction and recycling education should address the most impactful topics and be relevant for intended audiences.

- According to Thurston's 2014 Waste Characterization Study, organics made up the greatest portion of waste disposed by most residential and commercial waste generators. Waste characterization studies can inform County staff on which topics of waste reduction and recycling to focus.
- Different industries need technical assistance and education around waste more commonly disposed of in their field. For example, an area of focus can be healthcare plastics for hospitals.

4.4.3 Litter, Illegal Dumping and Secure Load Education

Identifying and educating those responsible for litter and illegal dumping is an ongoing process that requires participation from a number of entities in the County.

- Litterers and illegal dumpers cannot be easily identified, thereby requiring a broad outreach approach.
- Secure-load education will be more effective when it includes information on how to secure loads (avoiding common mistakes) and when it is combined with financial incentives, such as fines for unsecured loads.

4.4.4 Contamination Reduction and Outreach Program

With the adoption of HB 1543, Sustainable Recycling, the County is required to implement a CROP prior to July 1, 2021.

4.5 Alternatives and Evaluations

Potential gaps and improvements to the existing education and outreach programs are presented in this section.

4.5.1 General Education for Residents and Businesses

General education programs for residents and businesses are discussed below.

4.5.1.1 Refresh Educational Materials and Seek to Harmonize Messaging

Education and outreach initiatives have greater impact if messaging is consistent throughout the County. To achieve this, County staff can coordinate between departments and with cities, including the City of Olympia. As mandated by the Thurston County Curbside Recycling Ordinance No. 13696, the County must work with collection

companies to unify their messaging on waste prevention, recycling, private recycling options, and extended producer responsibility options. Harmonization can involve:

- Standardizing a list of accepted materials.
- Setting similar priorities for education objectives in terms of material and content.
- Maintaining consistency in labeling, use of picture-based icons, color coding, and – when applicable – translations for bin decals and signage.
- Communicating across agencies (e.g., with PHSS) to jointly work on overlapping objectives, such as MRW.

Unified messaging includes using one set of materials (e.g., decals, flyers, brochures, pamphlets, mailings), which can be co-branded or individually branded by the agency or collection company distributing them.

County staff can also review and selectively refresh its library of existing materials or newly create materials to reflect priority recycling and composting topics; objectives around waste reduction; and key littering, illegal dumping, and MRW issues. Building on materials and resources, such as for open-source photos for recyclables, from other jurisdictions and organizations can be cost effective. For example, Ecology offers a Recycle Right toolkit and The Recycling Partnership offers free images for signage.

Unified messaging materials can be tailored to specific generator types with relevant resources according to the specific challenges presented to the group, such as food waste prevention, edible food recovery, and composting for grocery and food-service businesses.

When feasible, materials should also have translated versions. Adapting already-translated external resources, with permission, or partnering with nearby cities and counties, such as City of Olympia and King County, could be a cost-effective way of obtaining translated informational material.

4.5.1.2 Distribute Informational Mailings to Households and Businesses

Targeted mailings could be sent to households and businesses, potentially in partnership with the certificated hauler. These mailings should have easy-to-follow general information about what, how, where, and when to recycle and compost. For easy access, the mailings should include a collection calendar with information regarding weeks recycling or composting are collected; highly visual lists of materials accepted for recycling and composting; and links to online resources with additional waste prevention, recycling, and composting information.

Periodically as needed, County staff could also distribute special mailings on specific topics or tailored to specific audiences. Examples include, but are not limited to, the following:

- Preventing food waste and donating edible food.
- Increasing recovery of materials with low capture rates, such as food waste (residents and businesses), mixed paper (residents and businesses), cardboard (businesses and self-haul), clean wood (self-haul), and metals (self-haul).

- Minimizing contamination by keeping specific problematic materials out of recycling and compost containers.
- Minimizing C&D debris through building material reuse, salvaging, and deconstruction and recycling unavoidable C&D debris.
- Properly disposing of and using safer alternatives to hazardous household and moderate risk waste products.
- Minimizing littering and illegal dumping through information about the “Secure Your Load” state regulation and disposal opportunities.

4.5.1.3 Update and Expand on Digital Education

County staff’s efforts to reach younger or more digitally inclined groups can include updating existing digital materials and expanding on digital education campaigns through social media, the County’s website, and email newsletter subscriptions. At a minimum, the County should refresh its website to remove outdated information, add updated information, make it more visual, and make it easier for different types of users (e.g., single-family residents, multi-family tenants, multi-family property managers, businesses, and self-haulers) to find applicable information related to their needs.

The website should include information on what, where, and how to recycle and compost and on how to reduce waste generation. The County website can add depth and details to briefer informational mailings on recycling, composting, hazardous waste, food waste prevention, C&D, and littering and illegal dumping. For instance, a digital campaign for C&D may emphasize the value of reusing building material and reducing waste. The County website can then include a list of building material reuse options with relevant links, tips on reducing waste during construction from green building organizations, and directories of recycling providers. The website can provide user-friendly databases that inform C&D debris self-haulers on how to separate and prepare specific materials.

Social media campaigns are a low-cost supplement to other education and outreach efforts and can build on free resources provided by organizations such as the social media toolkit from The Recycling Partnership. This toolkit provides a schedule for various content, including text and images to align with season and holidays, throughout the year. Social media campaigns also offer flexibility in topics that can be covered, including promoting upcoming events and addressing seasonal or emerging issues (such as backyard composting in spring or collection schedule changes during weather events).

An important consideration when using social media, newsletters, or blogs is that individual posts and articles about a small subset of products can lead to an overload of unorganized information. If adopted, these digital methods should direct users to resources on the County website, so they are organized and easy to find by residents and businesses.

4.5.1.4 Household Hazardous/Small Quantity Generator Waste Education

Education and outreach alternatives related to household hazardous and small quantity generator waste are detailed in the 2014 Thurston County Hazardous Waste Management Plan and therefore not included in this Plan.

4.5.1.5 Contamination Reduction and Outreach Program

The County needs to create its own CROP or adopt the state CROP by July 1, 2021. The County has opted to evaluate Ecology's CROP when released, and determine whether to write its own or adopt Ecology's CROP.

4.5.2 Residential Waste Prevention Education Campaigns

Education programs specific to residents are discussed below.

4.5.2.1 Refresh Residential Food Waste Prevention Campaigns

For both multi-family and single-family residents, food waste organics accounts for 17 percent of their respective total waste streams. County staff can build on the existing food waste reduction program, which was one of the first participants of the EPA's Food Too Good To Waste campaign. County staff can refresh the campaign with updated tip sheets and additional tools to help residents shop smarter, store better, and use up leftovers. To refresh and expand these resources cost effectively, County staff could draw on campaigns by Pierce County, King County, and the National Resource Defense Council as well as Washington State's forthcoming food waste prevention plan.

County staff can promote the campaign through its website, online newsletters, social and earned media, mailings, outreach at grocery stores and farmers' markets, presentations to interested community groups, and booths at community events.

4.5.2.2 Conduct New Waste Prevention Campaigns

County staff could conduct additional waste prevention campaigns on materials such as clothing and reusable cups and food containers.

Clothing waste prevention campaigns can address purchasing (buying less, second-hand, and/or higher quality clothing) as well as caring for and repairing clothing to extend its lifespan. A campaign could also include organizing repair events for clothing as well as other household products. To develop this campaign, County staff could build on resources from King County and the Oregon Department of Environmental Quality.

Many coffee shops allow customers to bring their own cups, and Washington State's Department of Health is in the process of adopting new provisions allowing customers to bring their own refillable containers for bulk items. A campaign by County staff could include promotions on social media and at participating businesses as well as outreach during business technical assistance on allowing customers to bring their own containers.

4.5.3 Single-Family Residents

Education programs specific to single-family residents are discussed below.

4.5.3.1 Collaborate with the Certificated Hauler to Develop and Implement a Residential Education Program

A Revenue Sharing Agreement (RSA) allows certificated collection companies to retain 50% of recycling commodity revenue, instead of returning all revenue back to the customers, as long as the collection company and the County agree on a plan to use the

retained revenue to further improve recycling and composting. RSAs can be used to fund special research and pilot studies to promote resident recycling education for which funding may not otherwise exist. King County, Pierce County, and Snohomish County have used RSAs to fund multi-family recycling pilots and research, Spanish-language recycling campaigns, improvements to online information about collection, waste-free cooking demonstrations, and school curricula. Working with the County's certificated hauler, Waste Connections, the County can establish residential education programs funded by this revenue source.

4.5.3.2 Partner around Backyard Composting and Grasscycling

County staff can partner with Thurston County Stream Team and City of Olympia to reduce yard waste generation from single family households. Together they can coordinate messaging and share resources on tips for backyard composting and grasscycling (mulch mowing) for single-family residents. County staff can help Stream Team initiatives by including these tips and resources, including information on any related events, in its website resources and mailings.

4.5.4 Multi-family Residents

Education programs specific to multi-family residents are discussed below.

4.5.4.1 Expand the Multi-family Toolkit

County staff can expand the existing toolkit for multi-family property managers with additional details and resources such as the following:

- Printed and downloadable guide with best practices for setting up recycling and composting containers, selecting appropriate capacity, conveniently co-locating them with garbage containers, and using clear signage and color-coding.
- Downloadable signage for waste collection areas.
- Downloadable templates for educational materials that property managers can use with tenants, such as factsheets and emails on what and how to recycle, instructions regarding breaking down boxes when moving in, signage for when collection areas experience issues, and instructions regarding donating items when moving out.
- Downloadable sample language for lease agreements encouraging or requiring tenants to recycle and compost.

4.5.4.2 Provide Multi-family Technical Assistance

The multi-family toolkit will be more effective when delivered through on-site technical assistance and combined with tenant outreach. This alternative can include the following:

- Site visits to assess and make recommendations regarding collection containers, capacity, and conditions in relation to best practices.
- Assistance requesting service-level changes to optimize container capacity and convenience.
- Assistance applying decals, signage, and color-coding in container areas.

- Provision of printed flyers and/or magnets for tenants with recycling information.
- Provision of reusable, washable recycling collection bags printed with recycling instructions that tenants can use to collect recyclables in their units and deliver to collection containers.
- Door-to-door outreach to tenants to provide information on recycling and to deliver recycling collection bags or informational door hangers.

4.5.5 Businesses and Schools

Outreach programs specific to businesses and schools are discussed below.

4.5.5.1 Expand Business Technical Assistance

County staff can refresh and expand its business outreach and technical assistance program with the following:

- Refreshed and reorganized webpages with updated information and resources.
- Hotline and email assistance to answer businesses' questions about waste prevention, recycling, and composting.
- On-site technical assistance including customized recommendations for waste prevention and increasing recycling and composting, support implementing recommendations, and employee trainings.
- Business toolkits and business tip sheets for preventing waste, increasing recycling and composting, and minimizing contamination.

To promote business technical assistance, County staff could focus efforts on:

- Businesses that already participate in environmental programs, such as the Thurston Green Business program, that may be more open to reducing waste.
- Businesses in a specific sector, such as food service or small retail, to create a customized campaign or focus on specific topics such as food waste.

This technical assistance program could coordinate with the PHSS on hazardous waste reduction efforts to identify opportunities for businesses to reduce their use of toxics.

County staff could also join the statewide EnviroStars Green Business Program, which offers member agencies an existing platform on which to build the County business technical assistance program. EnviroStars offers a web portal, business recognition program, and joint marketing program.

4.5.5.2 Offer School Technical Assistance

Schools present important opportunities to prevent waste, especially food waste, and increase recycling. Technical assistance to schools could include the following:

- On-site technical assistance including customized recommendations for prevention waste and increasing recycling and composting.
- Assistance and/or grants to support implementation of waste reduction strategies such as switching to reusable dishes and trays, setting up a sharing table or bin for

students to trade unopened food and drinks and uneaten whole fruit with peels, setting up a school swap day at the end of the school year when students are cleaning out lockers, installing water-bottle filling stations, and donating edible food.

- Assistance implementing recommendations regarding green purchasing, waste collection practices, and waste collection infrastructure.
- Promoting a school's student green team to implement a food waste audit and prevention campaign, an on-site composting demonstration project, or a waste audit and recycling/composting education campaign.

County staff can draw on programs developed by Clark County, Clackamas County (Oregon), King County, and the Washington Green Schools program. The Washington Green Schools also offers recognition for a school's performance in multiple environmental categories.

4.5.6 Self-Haul Waste

Outreach programs specific to self-haul waste are discussed below.

4.5.6.1 Provide Information at Disposal Sites and Disposal Site Websites

County staff could place educational messages on disposal site websites (where self-haul customers look for information about hours, fees, and accepted materials), updated signage near the entrance of disposal sites and in the recycling areas and flyers handed out by customer service staff when self-haulers enter the sites. Topics could include separating materials for recovery, using donation sites that accept reusable household and construction items, properly disposing of hazardous materials, and securing loads to comply with Washington law RCW 46.61.655 and prevent litter. These outreach methods, focused on self-haulers, can reinforce messaging in other methods such as social media or special mailings.

4.5.6.2 Provide Education Materials for C&D Debris Prevention and Diversion

County staff can update its webpage on C&D debris with additional information on reducing waste generation, using deconstruction and salvage techniques, donating or using reused building materials, recycling C&D debris, and other green building topics. Permit counters and a partnership with the Thurston County Building Development Center can provide an opportunity to reach residents and businesses that will be generating C&D debris. The Building Development Center already has a green building webpage that County staff links to.

4.6 Recommended Actions

In addition to continuing current existing public education and outreach activities, the following recommendations are made for additions or adjustments to education and outreach programs:

- EO1) Refresh educational materials and harmonize messaging through digital education, social media, websites, targeted mailings, updated site signage and social media marketing practices.

- EO2) Refresh residential food waste prevention campaigns.
- EO3) Collaborate with the certificated hauler to develop and implement a residential education program funded by a Revenue Sharing Agreement.
- EO4) Enhance the multi-family toolkit and provide targeted technical assistance.
- EO5) Promote business technical assistance through toolkits and targeted messaging and outreach.
- EO6) Continue to support school waste reduction and recycling strategies and develop measurement metrics.
- EO7) Provide education materials online and at the permit counter for reducing C&D debris prevention and diversion.
- EO8) Adopt a CROP by July 1, 2021 and maintain and update the document, as needed, during this Plan cycle.



5 Waste Reduction, Recycling & Organics

This page intentionally left blank.

5.0 Waste Reduction, Recycling and Organics

5.1 Introduction

This chapter discusses existing waste reduction, reuse and recycling programs, organics and climate change and identifies relevant planning issues to meet local and state goals, and develops and evaluates alternative strategies.

5.2 Background

This section provides information on the regulations and authorities that govern waste reduction, recycling, organics and climate change programs and issues.

5.2.1 Waste Reduction and Recycling

Chapter 5 provides an update of the County’s methods to divert waste away from landfill disposal and to comply with Washington State requirements regarding waste reduction and recycling opportunities and programs. The State’s requirements are based in the “Waste Not Washington Act” (ESHB 1671), which declared that waste reduction and recycling must become a fundamental strategy for solid waste management in Washington State. This law is reflected in various sections of the RCW and WAC. RCW 70A.205 includes the following goals (among others) and requires that solid waste management plans demonstrate how these goals will be met:



Figure 5-1. EPA Waste Hierarchy

- Washington State is to achieve a statewide recycling rate of 50 percent by 2007.
- Source separation of waste (at a minimum, separation into recyclable and non-recyclable fractions) must be a fundamental strategy of solid waste management.
- Steps should be taken to make recycling at least as affordable and convenient to the ratepayer as disposal of mixed solid waste. The County adopted a service level ordinance, Ordinance No. 13696, which sets service level standards for curbside recycling and organics and promotes waste reduction and recycling. This Ordinance is described in more detail in Section 5.2.1.1.

Other applicable State requirements are as follows:

- Develop clear criteria for designating areas as urban or rural for the purpose of providing solid waste and recycling services (RCW 70A.205.050).
- Collect recyclables from homes and apartments in urban areas (RCW 70A.205.045).

- Monitor the collection of source-separated waste from non-residential sources when there is sufficient density to economically sustain a commercial collection program (RCW 70A.205.045).

RCW 70A.205.050 also requires that counties develop clear criteria for designating areas as urban or rural for the purpose of providing solid waste and recycling services. RCW 70A.205.045 requires recyclables to be collected from homes and apartments in urban areas (with some exceptions), whereas drop-off centers and other methods can be used in rural areas.

RCW 70A.205.045 requires a monitoring program for collection of source-separated waste from non-residential sources when there is sufficient density to economically sustain a commercial collection program. The County achieves this by working cooperatively with Ecology and using the data Ecology collects through the annual Washington State Recycling Survey.

In summary, the County's existing urban and rural collection programs and the non-residential monitoring program meet or exceed the recycling service requirements in RCW 70A.205.

HB 1543, Sustainable Recycling, was signed by Governor Inslee on April 29, 2019. This act took effect July 1, 2019, and creates a Recycling Development Center within Ecology. Ecology is tasked with working with the Washington State Department of Commerce (Department of Commerce) on recycling market research and development. Ecology and the Department of Commerce appointed an advisory board and have entered into an interagency agreement. Ecology is also tasked with creating a state recycling CROP by July 1, 2020 with local jurisdictions creating their own CROP or adopting the state CROP by July 1, 2021. Additional information on the County CROP can be found in Chapter 4 – Education, Outreach and CROP.

5.2.1.1 Local Regulations

In December 2006, the County adopted Ordinance No. 13696 which defined minimum levels of service for curbside recycling and yard waste collection for single-family residences, and multi-family complexes and mobile home parks in the urban and rural areas of the County excluding the City of Olympia and the Town of Rainier.

Effective July 1, 2014, single-use carryout bags were banned from distribution and use at local retail locations in Olympia, Lacey, Tumwater and the unincorporated areas of the County through ordinance adoption. Retail locations are required to charge a minimum five cents for large paper bags. The purpose of the ban is to promote waste reduction through the use of reusable bags in place of disposable bags. In 2020, utilization of single-use carryout bags were required state-wide for sanitary purposes related to the Covid-19 pandemic.

5.2.2 Organics

Effective January 1, 2017, the WSDA amended WAC 16-470 as follows:

- Adding MSW, yard debris, organic feedstocks, organic materials and agricultural wastes to the list of commodities regulated under the apple maggot quarantine;

- Establishing a special permit to allow transportation and disposition of MSW from the areas under quarantine for disposal at a solid waste landfill or disposal facility in the apple maggot and plum curculio pest-free area; and
- Establishing a special permit to allow transportation and disposition of yard debris, organic feedstocks, organic materials and agricultural wastes from the area under quarantine for disposal at a solid waste landfill or treatment at a composting facility in the apple maggot and plum curculio pest-free area.
- The County, as a designated apple quarantine area, is prohibited from the transport of commodities regulated by the WSDA rule to non-quarantined apple growing areas.

RCW 70A.205 requires that collection programs for yard debris be addressed in areas where there are adequate markets or capacity for composted yard debris within or near the service area and also includes a statement encouraging yard debris be eliminated from landfills by 2012 in those areas where alternatives exist.

5.2.3 Climate Change

The County, through the Thurston Regional Planning Council (TRPC), adopted the Thurston Climate Adaptation Plan in 2018 which recommended actions to assist the County and the broader South Puget Sound Region prepare for and adjust to adverse climate change impacts. As part of this effort, the County and the planning participants are tasked with continuing to implement waste reduction and recycling programs that incorporate positive environmental effects that can demonstrate reductions in greenhouse gas emissions, resource conservations, and energy savings.

The County and the cities of Lacey, Olympia and Tumwater are working with the TRPC to craft a Climate Mitigation Plan as a strategic roadmap for reducing climate polluting greenhouse gases while maintaining and improving the quality of life within the County. The Climate Mitigation Plan is expected to be complete and approved in the fall of 2020.

5.3 Existing Conditions

The following sections provide background information regarding waste reduction, recycling and organics and discuss the County's existing programs.

5.3.1 Waste Reduction and Reuse

Waste reduction is the highest priority for solid waste management according to RCW 70A.205 and is preferred over recycling and composting because the social, environmental, and economic costs are typically lower for avoiding the creation of waste.

Waste collection fees can be used to encourage waste reduction (and recycling) through existing “pay as you throw” rates in which single-family households are charged according to the amount of garbage they discard. Avid recyclers or households that minimize waste can also choose a smaller cart, instead of 95-gallon cart, for a reduced collection cost where available in Thurston County (refer to Chapter 3 – Collection, Transfer and Disposal for additional information). Businesses and multi-family properties are generally already charged according to the amount of garbage disposed.

On-site composting reduces the amount of yard debris disposed of as garbage or composted commercially. The County provides educational materials for on-site

composting and works with several groups (such as the Master Gardeners) to encourage these practices.

Other opportunities for reuse and waste reduction that are available in the County include a non-profit Habitat for Humanity reuse store for building materials, and organizations such as the Salvation Army and Goodwill accepting gently used clothes, furniture, and home goods.

The County and participating jurisdictions have also banned single-use carry out bags at retail locations as a waste reduction strategy through replacement of disposable bags with reusable ones.

5.3.2 Designation of Recyclable Materials

Table 5-1 shows the list of “designated recyclable materials,” required by WAC 173-350, which should be used for guidance as to the materials to be recycled. This list is based on existing conditions (collection programs and markets), so future markets and technologies may warrant changes in this list. Because market conditions for recyclables can change rapidly, the list of designated materials is accompanied by a description of the process for its revision, if needed, before the next major Plan update.

This list is not intended to create a requirement that recycling programs in the County collect every designated material. Instead, the intent is that if materials become feasible for recycling, the County will review the feasibility of collection in respect to markets, ease of collection, size of waste stream, special events or removal of collection limitations and consider programs for collection so that residents and businesses have an opportunity to recycle the designated materials listed through at least one program.

| Table 5-1. List of Designated Recyclable Materials | |
|--|--|
| Priority Level | Material |
| Tier 1 - Routine Collection: Materials feasible to be collected by curbside collection and/or drop-off programs throughout the County. | 1. Aluminum 2. Tin Cans 3. Cardboard 4. High Grade Paper 5. Mixed Paper 6. Newspaper 7. Plastics, #1 and #2 8. Approved compostable products 9. Organics (Yard Waste/Food Waste) |

| Table 5-1. List of Designated Recyclable Materials | |
|--|--|
| Priority Level | Material |
| Tier 2 - Limited Collection: Materials that can be recycled but that have collection or marketing limitations in the County. | 10. Electronics covered by E-Cycle Washington |
| | 11. Mercury-Containing Lights covered by LightRecycle Washington |
| | 12. Glass |
| | 13. Textiles |
| | 14. Ferrous Metals |
| | 15. Non-Ferrous Metals |
| | 16. Vehicle Batteries |
| | 17. Wood Waste |
| | 18. Cell Phones |
| | 19. Ink Cartridges |
| | 20. Motor Oil |
| | 21. Antifreeze |
| 22. Tires | |
| Tier 3 - Potentially Recyclable: Hard to recycle materials that could be recycled if markets are available. | 23. Latex Paint |
| | 24. Plastics, #3 through #7 |
| | 25. Plastic Containers (Non-Bottle) |
| | 26. Plastic Film |
| | 27. Poly-Coated Paper |
| | 28. Extruded polystyrene foam |
| | 29. Carpet and padding |
| | 30. Mattresses |
| | 31. C&D materials |

The following conditions are grounds for additions or deletions to the priority level list of designated materials:

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

Due to changes in the marketing of recyclable materials, County Ordinance 13696, which was adopted in 2006, will need to be updated based on the List of Designated Recyclable Materials. Proposed changes to the list of designated materials should be submitted to the Solid Waste Division Manager for review and may be forwarded to the SWAC for concurrence. Unless there are objections from the SWAC, the Public Works Department - Solid Waste Division Manager, can make minor changes in the list. These will be adopted depending on the schedule of SWAC meetings without formally

amending the Plan. Should the Solid Waste Division Manager conclude the proposed change is a “major change” (what constitutes a “major change” is expected to be self-evident at the time, although criteria such as opposition by the SWAC or difficulty in achieving consensus for adoption could be used as indicators of a “major change”), then an amendment to the Plan would be necessary (a process that could take 120 days or longer to complete). In either case, Ecology should be notified of changes made to the List of Designated Recyclable Materials or of the initiation of an amendment process.

5.3.3 Urban and Rural Area Residential Recycling

The City of Olympia and Waste Connections provide curbside recycling collection services in the cities, town and unincorporated areas of the County. These programs collect materials as outlined in County Ordinance 13696 and Tier 1 Materials as outlined in Table 5-1. Table 5-1 is not intended to create a requirement that every recycling program in the County collect every designated material but is intended to offer the opportunity that through a combination of programs, residents and businesses will have the ability to recycle all of the designated materials through at least one program in the County. Tier 1 is meant to be consistent with the County minimum service level Ordinance No. 13696. Additional information on curbside recycling is located in Chapter 3 – Collection, Transfer and Disposal.

5.3.4 Commercial Recycling

Commercial-sector recycling collection is available county-wide. The County offers technical assistance services to businesses on request. The City of Olympia and Waste Connections provide recycling collection service to commercial customers.

5.3.5 Public Event Recycling

To help events comply with Washington State law requiring public event recycling (RCW 70A.200.100 adopted in 2007), the County offers recycling bins at no charge for use at such events. The recyclables collected at these events can be delivered to WARC, Rainier and Rochester Drop Box Sites or recycled through the City of Olympia and Waste Connections.

5.3.6 Other Recycling Services

Appliances and tires are also accepted for a fee at the WARC and at a few private locations.

E-Cycle Washington and LightRecycle Washington are two statewide programs that allow residents and some small businesses or agencies to recycle electronics and mercury-containing lights, respectively, for free at collection sites in the County.

A few private facilities specialize in metals recycling, such as Calbag Metals, Regency Technologies, Sutter Metals and South Sound Steel and Recycling. The City of Olympia also offers a Saturday Drop-Off Site from March to November accepting metals and yard waste.

A directory of other businesses and the materials that they will accept for recycling is available at Thurston County's website:

<https://www.co.thurston.wa.us/solidwaste/database/index.asp>.

5.3.7 Incentives for Recycling

The County provides recycling bins at its three solid waste sites, WARC and Rainier and Rochester Drop Box Sites as an incentive to its self-haul customers by accepting source-separated recyclables at no cost in advance of weighing vehicles at the scale plazas. Moderate risk waste is also accepted at no cost to residential customers at WARC.

Recycling can enable residents and businesses to reduce their garbage service volumes, and even get paid when recyclable materials such as aluminum or copper are taken to a private recycling facility. Residents and businesses that subscribe to recycling collection services may be able to reduce their garbage service to a smaller size cart and lower their costs for garbage service.

5.3.8 Monitoring and Evaluation

The County relies on Ecology for information on recycled quantities and an estimate of Thurston's countywide recycling rate. Annual figures for recycled tonnages are reported on a voluntary basis by both public- and private-sector entities.

5.3.9 Processing Facilities

The private sector handles the processing of the materials collected for recycling:

- There are private facilities that process specific waste streams, such as Calbag Metals, Regency Technologies, Sutter Metals and South Sound Steel and Recycling, all of which sort and process metals.
- Recyclables collected at the curb and drop box sites are currently taken to Waste Connections and transported to an out-of-county facility for processing and marketing (Pioneer Recycling Services).

5.3.10 Markets

Washington State regulations (RCW 70A.205.045) require "a description of markets for recyclables," which is provided below. This description is intended to be only a brief report of current conditions, and it should be noted that market conditions for recyclables can change drastically and rapidly.

5.3.11 Market Overview

In July 2017, China's government announced that it would ban 24 recyclables, including "unsorted mixed paper" and "mixed plastics," starting in 2018. This ban originates from China's "National Sword" campaign to crackdown on smuggling and contaminated scrap imports.

China applied a strict new contamination standard for other recyclables. Starting in March 2018, scrap materials imported into China may not exceed 0.5 percent contamination. This is below typical processing standards of 3-5 percent at Washington recycling facilities and it risks excluding domestic recyclables from sale in China.

With a few exceptions, China has frozen the approval of scrap paper import permits. As a result, most scrap paper companies cannot import any scrap paper into China, causing a total suspension of imports since September 2017. This has created market uncertainty, even for materials not covered by the restrictions.

In 2018, China's government implemented new restrictions on what recyclables may be imported into the country, significantly impacting Washington's recycling programs. China was a major buyer of Washington's recyclables.

China no longer allows the importation of low-grade plastics and unsorted paper. The regulations aim to increase the quality of recyclables entering China by requiring a low amount of contamination in recyclables it imports.

The import ban is creating a major disruption in Washington and throughout the region. Material recovery facilities in Washington, which receive mixed recyclables and sort them for resale to commodities brokers, have been slowing down their processing of recyclable materials in an attempt to reduce contamination. This slowdown has reduced the amount of material that can be processed. The amount of material collected in Washington currently exceeds the processing capacity at these slower processing rates. In the short term, some materials may not be able to be processed and recyclable materials may need to be disposed of as MSW.

An important factor for marketing of recyclable materials collected in the County is the cost of transporting them to end-markets, some of which are outside of Washington State. The low market value of many recyclable materials limits the number of materials that can be cost-effectively moved to markets. Primary markets for specific materials and comments on factors that affect them are shown in Table 5-2.

In November 2018, Waste Connections implemented commodity pricing adjustments on customer bills, with the approval of the WUTC, due to China import regulations and the increased costs for processing recyclable materials and the decreased market value. A "Recycling Program Adjustment" charge was implemented to cover the cost for collection pickup of recyclables at the curb and haul to the processing facilities. A "Recyclables Value" charge was also implemented due to the stricter quality requirements of recyclable materials from the new domestic markets, sorting facilities having to slow down sorting lines and additional staffing costs. These charges resulted in an approximate five percent increase on customer bills in the County.

Since January 1, 2020, the City of Olympia is no longer accepting glass bottles and jars, poly-coated materials and aseptic containers in their curbside recycling program. Acceptance of these materials from the program occurred due to the recycling changes in China and issues with glass and poly-coated papers handled through the paper pulping process.

Glass continues to be accepted at sites, including WARC, Rainier and Rochester Drop Box Sites, where it is segregated and taken to Concrete Recyclers where it is crushed and utilized for road and construction based materials.

As the markets continue to change, new facilities are being proposed locally to handle commodities. In 2019, Norpac, which is located in Longview, WA pledged to bring in an additional 400,000 tons per year of recycled paper as it shifts one-third of its production

capacity into packaging production. This expansion, when complete, is predicted to have the ability to consume available waste and mixed paper grades in Washington, Oregon and Idaho.

| Table 5-2. Markets for Recyclable Materials (as of June 2020) | | |
|---|---|---|
| Material | Primary Market(s) | Comments |
| Paper | | |
| Cardboard | Regional paper markets, paper mills and export | The markets for cardboard (used in packaging) have recently been improving and may be stabilizing. |
| Mixed Waste Paper and Newspaper | Regional paper markets, paper mills and export | The markets are fluctuating due to supply and demand from overseas markets and processors. |
| Plastics | | |
| Bottles #1 through #7 | Regional markets in Western Washington, Oregon, and export | The markets for PET and HDPE bottles are currently weak to non-existent (#1 and #2), and even weaker for bottles #3 through #7. |
| Other Plastics | Primarily export | Markets are volatile and sometimes unreliable. |
| Metals | | |
| Aluminum | Regional markets in Western Washington and Oregon; can manufacturing in St. Louis | Aluminum prices were weak in 2019 and are expected to continue to slow in 2020. |
| Tin cans, appliances, and ferrous and non-ferrous scrap | Regional markets in Western Washington and Oregon | Steel has fluctuated heavily, and the market is currently weak. |
| Glass | | |
| Clear Glass | Regional markets in Western Washington and Oregon | Prices are poor for clear glass. |
| Brown and Green Glass | Regional markets in Western Washington and Oregon | Prices for brown and green glass are low or negative (i.e., the glass is recycled for a charge). |
| Organics | | |
| Wood | Hog fuel, mulch (clean wood only) | Hog fuel prices are fluctuating. |
| Yard Debris | Compost | Yard Debris is currently composted for a fee. |

5.3.12 Organics

The sections below describe existing collection and processing activities for organic materials.

5.3.12.1 Disposed Quantities of Organics

The results of the 2014 Waste Composition Study studied the amount of organics disposed of by specific residential and non-residential sources. Utilizing the 2014 Waste Composition Study and the 200,333 tons of MSW disposed in 2019, Table 5-3 illustrates the organics potentially disposed in 2019. As shown in Table 5-3, disposed organics represents 31.4% of the County waste stream with food waste representing 16.9% or 33,856 tons followed by clean wood at 7.8% or 15,626 tons.

| Table 5-3. Potential Tonnage of Disposed Organics by Source (2019) | | | | | | |
|--|--|------------------------|-------------------|-------------------------|----------------|---|
| Source | Organics in Waste Streams By Source, percent by weight | | | | | Disposed Organics, tons per year ² |
| | Yard Debris | Edible & Inedible Food | Compostable Paper | Clean Wood ¹ | Total Organics | |
| Residential: | | | | | | |
| Residential Self-Haul | 2.1% | 11.1% | 1.5% | 15.8% | 30.4% | 8,356 |
| Rural Drop-box | 3.7% | 7.7% | 1.3% | 12.4% | 25.1% | 1,393 |
| Single-Family | 7.3% | 22.9% | 4.0% | 2.3% | 36.5% | 21,587 |
| Multi-Family | 2.2% | 22.4% | 3.5% | 2.9% | 31.0% | 3,482 |
| Subtotal | 5.1% | 19.1% | 3.1% | 6.4% | 33.7% | 34,818 |
| Non-Residential: | | | | | | |
| Non-Res. Self-Haul | 1.1% | 0.6% | 0.5% | 23.1% | 25.3% | 5,697 |
| Commercial | 1.0% | 19.0% | 5.8% | 4.5% | 30.3% | 22,790 |
| Subtotal | 1.0% | 14.6% | 4.5% | 9.0% | 29.1% | 28,487 |
| Total All Sources | 3.1% | 16.9% | 3.8% | 7.8% | 31.4% | |
| Total Annual Tons | 6,210 | 33,856 | 7,613 | 15,626 | | 63,305 |

¹ The figures shown for wood have been adjusted to show only clean wood that could potentially be composted or used for hog fuel and mulch.

² Table utilizes 2019 disposed tonnage of 200,333 and the 2014 Waste Composition Study percentages to determine disposed organics tons per year.

5.3.12.2 Organics Collection Programs

Curbside and commercial collection of yard waste has been available in the County since the 1990s. The City of Olympia began curbside collection of yard waste from residential customers in 1994. Waste Connections began offering yard waste collection in 1997. With the opening of a composting facility in the County in 2008, Silver Springs Organics, food, food-soiled paper and some types of compostable plastics were added to the yard waste collection programs provided by the City of Olympia and Waste Connections. This mixed organics collection service provided opportunities to divert larger quantities of organic materials from landfilling. Additional information on the Silver Springs Organics facility is included in Section 5.3.12.4.



Figure 5-2. Organics Recycling

In most areas of the County, single-family homes, multi-family complexes and commercial customers have access to collection services for mixed organics. Subscription to these services is voluntary. Additional information on organics collection

and costs can be found in Chapter 3 – Collection, Transfer and Disposal. Table 5-4 provides information on the number of organics collection subscribers in 2019.

| Table 5-4. Number of Mixed Organics Subscribers (2019) | | | |
|--|-----------------|-------------------|---------------|
| Type of Service | City of Olympia | Waste Connections | Totals |
| Mixed Organics: | | | |
| Residential | 8,619 | 21,255 | 29,874 |
| Multi-Family and Commercial | 173 | 180 | 353 |
| Total Mixed Organics Subscribers | 8,792 | 21,435 | 30,227 |

Since 2008, the County and the City of Olympia staff have provided support to public and private K-12 schools to assist with the development and implementation of mixed organics diversion programs through the County’s Food to Flowers program and the City’s WasteWise school program. These programs have helped participating schools reduce waste, foster environmental stewardship, and save money.

5.3.12.3 Organics Drop-Off Collection Sites

The County has been involved in the collection of organics since the opening of the Compost Center at the WARC in 1993. The Compost Center, which accepted yard and garden waste for shredding and composting on-site, was operated until 2002.

Currently, self-haul customers at the WARC can drop off yard debris and clean wood at a reduced rate in a separate area where the material is ground and transported off-site for composting. Curbside collection trucks unload in a separate area for mixed organics that are collected from both commercial and residential customers. This material is also ground and transported off-site for composting. In 2019, 30,317 tons of organics were accepted at the WARC, 9,859 tons from self-haulers and 20,458 tons from curbside collection.

The City of Olympia has operated a drop-off site for City residents for yard debris since 1988. The Saturday Drop-Off site accepts yard debris and clean lumber for a fee that is dependent on the type and amount of material. The yard debris collected is transported to the WARC for processing. Additional information on the City of Olympia site is included in Chapter 3.0 – Collection, Transfer and Disposal.

5.3.12.4 Organics Processing

In 2009, Waste Connections purchased Silver Springs Organics facility and expanded and upgraded the site. After the new facility opened in 2012, a restriction was placed on the types of materials accepted including food-soiled papers and compostable plastics.

The County currently contracts with Waste Connections to operate the organics drop-off area at the WARC where the collected organics are processed through a grinder, blended and transported to the Silver Springs Organics facility for composting and sale of finished materials or distributed as mulch to customers at the WARC.

5.3.13 Climate Change

The primary role of the County Public Works- Solid Waste Division is to ensure the sound management of MSW produced within the County. To accomplish this, the Solid Waste Division adopts and implements policies and programs that positively affect the environmental health of the region. These policies and programs are based on ecologically sound principles that reflect the values of County residents and that preserve and improve their quality of life.

Greenhouse gases (GHG) produced by human activity contribute to climate change and global warming. Because of the public's concern about the impacts of global warming on environmental and human health, governmental bodies including Thurston County and the State of Washington have adopted policies to reduce their emissions of GHG and reduce their contribution to global warming.

The Solid Waste Division can play a key role in executing the County's policies and programs to reduce GHG emissions and promote sustainability. The Solid Waste Division currently transports MSW to the RRL which has unique resources that create opportunities and partnerships to provide energy while reducing emissions of methane and carbon dioxide into the environment.

The Solid Waste Division continues to develop and offer, new programs that encourage the recovery and reuse of materials and the reduced use of virgin materials. In addition, the Solid Waste Division regularly reviews its operations, programs, and facilities to ensure that its decisions and policies help to reduce GHG emissions and support changing business practices that are cost-effective. This will be accomplished by maintaining and growing current programs as well as establishing new programs and partnerships throughout the County.

5.4 Status of Previous Recommendations

The status of the recommendations made by the 2009 Plan can be found in Appendix D.

5.5 Alternatives and Evaluations

Existing service gaps and other issues connected to waste reduction, recycling, organics and climate change are evaluated below.

5.5.1 Recycling Rates by Material

Overall, the County's waste diversion rate is estimated to be 45 percent. In 2017, a total of 164,599 tons was reported as recycled, composted, or otherwise diverted. Refer to Chapter 2 for data sources.

Recovery rates in the County appear to be highest for yard/food waste, cardboard, mixed paper and metals. Businesses tend to generate and recycle large amounts of cardboard through on-site, source-separated collection. Ferrous metal, non-ferrous metal, and white goods recycling may include vehicles and heavy appliances, increasing the recycled tonnages. Providing residents the opportunity to recycle at the curb in the County has shown to increase recycling rates on collected materials.

Table 5-5 uses data from the most recent Ecology survey (see Table 2-4) and the 2014 waste composition study (as applied to 2019 disposal tonnages, see Table 2-5) to calculate the recovery rates for specific materials. As seen in Table 5-5, recovery rates vary depending on the material. The recovery rates for cardboard and metals are the highest of the materials shown, consistent with the availability of several programs offering on-site collection of these materials, particularly from large commercial generators.

| Select Materials | Recycled Tonnages ¹ | Disposed Tonnages ² | Recovery Rate ³ |
|------------------------------|--------------------------------|--------------------------------|----------------------------|
| Cardboard | 16,811 | 6,611 | 72% |
| Other Metals and White Goods | 17,472 | 7,212 | 71% |
| Mixed Paper | 17,231 | 19,032 | 48% |
| Aluminum Cans | 573 | 801 | 42% |
| Glass | 5,904 | 8,414 | 41% |
| Yard/Food Waste | 27,962 | 40,267 | 41% |
| Electronics | 339 | 601 | 36% |
| Tin Cans | 550 | 1,402 | 28% |
| #1 and #2 Plastics | 692 | 2,605 | 21% |

¹ See Table 2-4 for recycling data. These are figures for 2017.

² See Table 2-5 for disposed tonnages. These figures were calculated using the County's 2019 total disposed tonnage (200,333 tons) and the percentage breakdown from the 2014 waste composition study.

³ Recovery rates are calculated by dividing the recycled tonnages by the sum of the recycled and disposed tonnages.

Focusing recycling and diversion efforts on those waste streams, such as yard and food waste, glass, and mixed paper, that represent significant tonnage remaining in the waste stream over this planning period, could have positive results to meet the proposed 49 percent recycling and diversion goal.

5.5.2 Sham Recycling

Some facilities may claim they are recycling a material without actually doing so. Others haul mixed garbage they claim constitutes recyclable materials to avoid flow control policies in areas with high transfer station or landfill tip fees. These practices can both be considered “sham recycling.” Though Washington State’s 2005 “Sham Recycling Bill” and the Recyclable Materials Transporter and Facility Requirements (WAC 173-345) limit this practice by requiring recycling haulers to register with Washington State and prohibiting delivery of recyclable materials to transfer stations and landfills, sham recycling may still occur. To date, no sham recycling has been documented in the County.

Sham recycling may affect the County through collectors or haulers who transport waste from within the County with the claim that they will process recyclables and instead

landfill a substantial portion of the materials. The County has an adopted policy of only accepting in-County solid waste at the facilities it owns.

5.5.3 Continue to Conduct Waste Composition Studies

The County conducted a waste composition study in 2014. The County could repeat this study around 2022 to provide an updated assessment of recycling and MRW program performance and provide useful information on waste generation rates by source (residential and non-residential). With the changes in recycling brought about through waste bans in China and residents' consumption patterns, waste composition will have changed since the 2014 study was conducted. With additional funding from signatory cities, a future study could also be designed to assess results separately for individual cities and unincorporated areas, which would be helpful for monitoring the performance of various programs. Such a study is recommended to be conducted over the course of a year to address seasonal variations.

5.5.4 Continue Support for Recycling at Public Events

Washington State law requires public events to provide recycling containers (RCW 70A.200.100). To support this requirement, Thurston County Public Services Solid Waste Division operates a program that provides bins and other support for these events. This program is a low-cost public service with high visibility that provides a positive benefit for those involved. Signatory cities could partner with the County to support and increase promotion of this program.

5.5.5 Require New Buildings to Provide Adequate Space and Facilities for Recycling Storage and Collection

The County and signatory cities could develop clear guidelines to help developers and permit review staff comply with WAC 51-50-009, which mandates that local jurisdictions require new buildings to provide adequate space for recycling. The County and signatory cities could also update building codes to require adequate space for recycling infrastructure with minimum specified capacity per residential unit or per square foot of building space and include an assessment of recycling capacity in the permit review process.

5.5.6 Ban Landfill Disposal of Readily Recyclable Materials

The County could ban landfill disposal of readily recyclable materials, such as yard waste, food debris, mixed paper, newspaper, cardboard, clean wood, electronics covered by E-Cycle Washington, plastic bottles, aluminum cans, and tin cans. To enforce the ban, the County could assess a surcharge for loads that contain more than a minimal amount of prohibited materials (such as 5%). As an alternative, the County could implement a surcharge on self-haul loads containing materials that can be recycled at drop-off sites without formally adopting a disposal ban.

Before implementing a ban or charging a surcharge, the County would need to evaluate whether residents and businesses have the option to subscribe to a recycling service and have adequate access to drop-off recycling sites.

5.5.7 Adopt Mandatory Recycling for Readily Recyclable Materials

Signatory cities that contract for or directly provide garbage collection service could adopt a disposal ban requiring residential and commercial customers to recycle readily recyclable materials. Readily recyclable materials may include yard waste, food waste, mixed paper, newspaper, cardboard, plastic bottles, aluminum cans, tin cans, electronics covered by E-Cycle Washington, and clean wood.

Before adopting mandatory recycling policies, signatory cities would need to ensure residents and businesses have the option to subscribe to a recycling service and have adequate access to drop-off recycling sites.

5.5.8 Expand Recycling Drop-off Opportunities

Recycling drop-off sites must be sufficiently available to meet minimum requirements set forth in RCW 70A.205.045. The County provides recycling drop boxes at each of its facilities and the City of Olympia provides recycling opportunities on Saturdays at its drop off site, making recycling just as convenient as drop-off garbage disposal for self-haul customers. The County could continue to accept recycling for free to provide an incentive for self-haul customers to recycle.

Signatory cities in the County could provide drop-off recycling opportunities at city facilities to expand the network of available drop-off sites. They could also partner with reuse organizations, private stores, non-profit and community organizations, private waste facilities, or sites already participating in E-Cycle Washington and LightRecycle Washington for these private sites to host recyclables drop-off stations at their existing stores or staffed sites.

5.5.9 Facilitate Business Material Exchanges

The County and signatory cities could promote or financially support forums or other methods to facilitate regional business material exchanges (such as the IMEX program in King County available at www.hazwastehelp.org/imex). Such programs help businesses find and connect to markets for surplus materials and items that might otherwise become waste.

5.5.10 Promote Existing Reuse Programs

The County and signatory cities could promote and support expansion of existing reuse and material exchange opportunities in the County, such as the Habitat for Humanity Store, Salvation Army and Goodwill. Residential options include providing information on reuse organizations or supporting reuse events focused on specific products (such as bike swaps). Promotion could involve maintaining and publishing a resource guide in local newspapers, a stand-alone guide with a map, or a web page listing organizations that promote waste reduction activities such as thrift shops, repair services, and tool rental businesses and other social media and marketing methods.

5.5.11 Food Waste Prevention

The County and signatory cities can continue to promote and support the existing food collection and distribution programs operating within the County through the Thurston

Food Rescue program. This program assists community partners to safely collect surplus edible food for those in need. The County maintains a website for this program at: <https://www.co.thurston.wa.us/solidwaste/wastedfood/recovery/index.html>.

5.5.12 Expand Self-Haul Yard Waste Collection Opportunities

The County could consider expanding opportunities at the Rainier and Rochester Drop Box facilities to include a separate area for collection of yard waste, if warranted, upon the completion of a Waste Characterization Study. Once segregated, this material could be transferred either to the WARC for processing or directly to Silver Spring Organics.

5.5.13 Climate Action Response

The County is pursuing several efforts to make the region more sustainable. In 2007, the County adopted a sustainability policy, Resolution No. 13755, that encourages departments to reduce waste, increase recycling, conserve energy and water, use green building techniques and practice environmentally preferable purchasing. As a result of policy, the County is continually looking for ways to reduce workplace hazards and protect environmental and financial resources by reviewing the products we are currently buying, and directing dollars toward more environmentally responsible alternatives.

The Washington State Public Works Board (WSPWB) administers the funding of local county public works projects, and as a state agency required to comply with the mandates in RCW 70A.45.070 to meet the statewide GHG emission limits, opted to meet its obligations for taking action by requiring all jurisdictions receiving funding through the WSPWB to adopt their own GHG policies. The TRPC adopted Thurston Climate Adaptation Plan establishes a sustainable report card with a goal related to solid waste to “Plan and act toward zero waste in the region” and has adopted the following targets:

- 15% reduction in per capita landfill waste by 2020.
- 32% reduction in per capita landfill waste by 2035.

5.6 Recommended Actions

The following recommendations are being made for waste reduction and recycling programs:

- WRR1) Adopt the updated list of designated materials and maintain it through periodic review and updates.
- WRR2) Focus recycling and diversion efforts on organics, glass, mixed paper and waste streams that represent significant tonnage disposed.
- WRR3) Conduct a waste composition study to provide data that tracks progress towards waste reduction and diversion program performance, refines existing programs and identifies new program opportunities.
- WRR4) Continue to provide support for recycling at public events.
- WRR5) Expand recycling drop-off opportunities in signatory cities, County sites and private sites.

- WRR6) Support private sector programs, forums or other methods, such as existing reuse and reusable materials exchange programs to facilitate material exchanges.
- WRR7) Increase promotion of existing reuse programs through social media and marketing.
- WRR8) Promote and support food collection and distribution programs in the County.
- WRR9) Support the Thurston Climate Adaptation Plan, and additional climate action plans adopted by local jurisdictions, through programs that target a per capita reduction in landfill waste, reduction in transportation, improved handling methods, and recycling.

This page intentionally left blank.



6 Miscellaneous Wastes

This page intentionally left blank.

6.0 Miscellaneous Wastes

6.1 Introduction

This chapter discusses existing programs, identifies relevant planning issues, and develops and evaluates alternative strategies for the management of miscellaneous wastes.

6.2 Background

Miscellaneous wastes have some similarities to “normal” MSW and can be managed in a similar fashion with some additional precautions or special handling procedures. Each type of miscellaneous waste is governed by slightly different regulations, based on its physical and chemical characteristics and the degree of environmental, health, or safety risk it poses. This Chapter is subdivided into the sections shown in the below table to describe regulations, current programs, and planning issues for each type of miscellaneous waste.

| Section | Miscellaneous Waste Type |
|---------|--------------------------------|
| 6.3 | Agricultural waste |
| 6.4 | Animal carcasses |
| 6.5 | Appliances |
| 6.6 | Asbestos |
| 6.7 | Biomedical/infectious waste |
| 6.8 | Carpet and Padding |
| 6.9 | Construction/Demolition Debris |
| 6.10 | Electronic waste |
| 6.11 | Litter and Illegal Dumping |
| 6.12 | Mattresses |
| 6.13 | Petroleum contaminated soils |
| 6.14 | Pharmaceuticals |
| 6.15 | Street sweepings/vector waste |
| 6.16 | Tires |
| 6.17 | Disaster Debris Management |
| 6.18 | Moderate Risk Waste |

6.3 Agricultural Waste

This section addresses disposal of agricultural waste within Thurston County.

6.3.1 Regulations and Guidelines

WAC 173-350-100 defines agricultural wastes as, “wastes on farms resulting from the raising or growing of plants and animals including, but not limited to, crop residue, manure from herbivores and non-herbivores, animal bedding, and carcasses of dead animals.” WAC 173-350-230 addresses land application, the beneficial use of solid waste applied to land for its agronomic value or soil-amending capability.

6.3.2 Current Practice

As defined above, little of the agricultural waste generated is disposed of within Thurston County. Hence, agricultural wastes are not under the purview of this Plan. Agricultural wastes, whether crop residues or animal manures, can be returned to the land where these were generated. Exceptions to this are the disposal of animal carcasses which is addressed below in Section 6.4.

Note that empty pesticide and herbicide containers may be disposed of as MSW at the WARC following triple rinsing.

6.3.3 Planning Issues

Current agricultural waste management and disposal practices are generally adequate and should be maintained.

6.4 Animal Carcasses

This section addresses disposal of animal carcasses within Thurston County.

6.4.1 Regulations and Guidelines

Animal carcass disposal requirements generally differ according to cause of death, as follows:

1. Animals that die of natural causes (but not an infectious disease) can be buried on site (typically on a farm) in accordance with state and local regulations, taken to a rendering facility, or taken to the WARC for disposal.
2. Animals killed by collision with motor vehicles (“road kill”) are also taken to the WARC or disposed through the County Public Works Roads and Transportation Division for disposal.
3. The carcasses of animals that die from an infectious disease must be treated to destroy the disease-causing agent to prevent it from infecting other animals or humans. This involves coordination with the PHSS.

6.4.2 Current Practice

Thurston County’s policy and procedures for disposal of animals can be summarized as follows:

- Animal carcasses are accepted at the WARC.
- Customers are charged the same rate as for garbage disposal.

- Customers wishing to dispose of infectious and/or diseased animals are directed to the PHSS for further instructions.

6.4.3 Planning Issues

Because they can potentially infect humans, two of the most important animal diseases are Bovine Spongiform Encephalopathy (BSE) and avian flu.

BSE-infected cattle must be buried in a lined landfill. In addition, BSE-infected cattle cannot be disposed in a landfill where the leachate goes to a sewage treatment plant, because chlorination also does not deactivate prions. Incineration is also an accepted method of BSE-cow disposal.

Highly Pathogenic Asian Avian Influenza A (H5N1) or “avian flu” is caused by bird influenza viruses. Since 1997, H5N1 has infected and killed humans who had close contact with infected poultry. There is concern the H5N1 virus could mutate and eventually acquire the ability to spread easily from one person to another, without birds as the carrier. On-site composting has been proven to be an effective mass disposal method for dead poultry, as the avian influenza virus is deactivated after 10 days of composting at 60° Celsius (140° Fahrenheit). Single birds may also be accepted as MSW if they are double bagged. In larger quantities, the birds are required to be disposed of at a lined landfill or incinerated.

6.5 Appliances

This section addresses disposal of appliances generated within Thurston County.

6.5.1 Regulations and Guidelines

Major appliances, also known as white goods, are considered to be a miscellaneous waste because their size make it difficult to handle them in the “normal” garbage collection system, and because some types of appliances contain chlorofluorocarbons (CFCs, or “Freon”) that must be removed prior to disposal. On the federal level, the Clean Air Act prohibits the release of CFCs, and state law (RCW 70A.15, the Washington Clean Air Act) also requires that CFCs be handled in a manner that prevents release into the atmosphere. Furthermore, CFCs and hydro chlorofluorocarbons are designated as dangerous wastes under WAC 173-303, although they are exempt from these rules if recycled properly.

6.5.2 Current Practice

Appliances are composed mainly of steel, copper, plastic, and rubber, but are typically recycled as ferrous scrap metal. As a service to customers, some appliance dealers recycle the old appliance when a new one is delivered. Appliances are accepted for a fee at the following:

- WARC, 2420 Hogum Bay Road NE, Lacey.
- Regency Technologies, 7827 Arab Drive SE, Olympia.
- South Sound Steel & Recycling Inc., 9546 Lathrop Drive SW, Tumwater.

All facilities confirm the “Freon” refrigerants from refrigerators, freezers, air conditioners, and similar devices are removed. Various companies haul and recycle the appliances based on price and availability.

6.5.3 Planning Issues

Current appliance management and disposal practices are generally adequate and should be maintained.

6.6 Asbestos

This section addresses asbestos disposal within Thurston County.

6.6.1 Regulations and Guidelines

Asbestos is a naturally occurring crystalline material that breaks down into small particles that float in air, and once inhaled these particles can become lodged in a person’s lungs and cause cancer. Several federal laws address asbestos removal and disposal, including the Toxic Substances Control Act, the Occupational Safety and Health Act, the Clean Air Act, and the Clean Water Act. There are also several state laws that address asbestos through worker training and protection requirements as well as disposal rules under the Dangerous Waste Regulations (WAC 173-303). The Olympic Region Clean Air Agency regulates the removal and disposal of asbestos through regulation WSR 16-15-066.

6.6.2 Current Practice

Customers with asbestos containing materials are referred to the WARC for disposal.

6.6.3 Planning Issues

Current asbestos waste management and disposal practices are generally adequate and should be maintained.

6.7 Biomedical/Infectious Waste

This section addresses disposal of biomedical waste generated within Thurston County.

6.7.1 Regulations and Guidelines

Washington State’s definition of biomedical waste (RCW 70A.228.010) includes the following waste types:

Animal waste: animal carcasses, body parts and bedding of animals that are known to be infected with, or have been inoculated with, pathogenic microorganisms infectious to humans.

Biosafety level 4 disease waste: contaminated with blood, excretions, exudates, or secretions from humans or animals who are isolated to protect others from highly communicable infectious diseases that are identified as pathogenic organisms assigned to biosafety level 4 by the Center for Disease Control and Prevention.

Cultures and stocks: wastes infectious to humans, including specimen cultures, cultures and stocks of etiologic agents, wastes from production of biologicals and serums, discarded live and attenuated vaccines, and laboratory waste that has come into contact with cultures and stocks of etiologic agents or blood specimens. Such waste includes, but is not limited to, culture dishes, blood specimen tubes, and devices used to transfer and inoculate cultures.

Human blood and blood products: discarded waste human blood and blood components, and materials containing free flowing blood and blood products.

Pathological waste: human source biopsy materials, tissues, and anatomical parts that emanate from surgery, obstetrical procedures and autopsy. Does not include teeth, human corpses, remains and anatomical parts that are intended for interment or cremation.

Sharps waste: all hypodermic needles, syringes and intravenous tubing with needles attached, scalpel blades, and lancets that have been removed from the original sterile package.

The WUTC regulates transporters of biomedical wastes. Its regulations also allow regular solid waste haulers to refuse to haul wastes that they observe to contain infectious wastes as defined by the WUTC.

6.7.2 Current Practice

Stericycle, Inc., collects biomedical/infectious wastes in Thurston County. Due to privacy considerations, Stericycle does not provide information about where these wastes are generated.

Sharps, when properly prepared are currently accepted at the WARC for disposal.

6.7.3 Planning Issues

The list of potential generators of biomedical waste includes medical and dental practices, hospitals and clinics, veterinary clinics, farms and ranches, as well as individual residences. Some of these may not always dispose of biomedical wastes properly. There is no definitive estimate of the quantity of syringes and other biomedical wastes that are improperly disposed locally, but haulers in other areas often report seeing syringes sticking out of garbage bags. This problem is expected to increase due to an aging population and additional medications delivered via syringe that have become available for home use (for human immunodeficiency virus, arthritis, osteoporosis, and psoriasis).

In 2020, the Coronavirus pandemic was confirmed in the United States and a Public Health Emergency was declared in Washington State with the Governor issuing a Stay at Home order. It is expected that biomedical and infectious waste disposal will increase due to the pandemic and other waste streams may be affected as well.

6.8 Carpet and Padding

This section addresses carpet and padding disposal within Thurston County.

6.8.1 Regulations and Guidelines

In 2019, the legislature passed HB 1543 concerning sustainable recycling and directing Ecology to create a recycling development center to research, incentivize and develop new markets and expand existing markets for recycled commodities and recycling facilities. One of the materials that can be investigated for potential recycling opportunities is carpet and padding.

6.8.2 Current Practice

Customers with carpet and padding are referred to the WARC for disposal. In addition, Recovery 1, located in Tacoma, provides additional capacity to recycle carpet and padding in the region. The system grinds the backing and face fibers from the polypropylene backing, allowing options for recycling most parts of the carpet. The facility accepts both carpet and carpet padding that is not excessively dirty, worn out or contaminated.

6.8.3 Planning Issues

Current carpet and padding waste management and disposal practices are generally adequate and should be maintained.

6.9 Construction and Demolition Debris

This section addresses disposal of C&D debris within Thurston County.

6.9.1 Regulations and Guidelines

Construction, demolition and land clearing wastes are a solid waste resulting from the construction, renovation, and demolition of buildings, roads and other manmade structures. Construction wastes generally include wood scraps, drywall scraps, and excess concrete, as well as cardboard boxes and other packaging used to hold materials or products prior to installation. Demolition wastes typically contain concrete, brick, wood, drywall and other materials. Land clearing debris (tree stumps, brush and soil) is often included with C&D wastes, but little of this material is actually sent to disposal facilities. Another component of C&D wastes are reusable building materials, which are salvaged materials from construction or demolition that would otherwise be landfilled.

C&D wastes are generated by construction companies, homeowners and others. Large amounts of C&D wastes generated by construction companies and contractors are more likely to be collected separately from normal garbage and brought to special disposal sites. Homeowners are more likely to bring small, mixed loads containing both C&D wastes and garbage to Thurston County disposal facilities.

WAC 173-350-400 allows many types of C&D wastes to be disposed in limited purpose landfills. In addition, state law prohibits the open or unregulated burning of “treated wood, metal and construction debris.”

The Olympic Regional Clean Air Agency also provides guidance on proper handling of C&D waste.

Ecology released an updated waste and toxics reduction plan in September 2015. Moving Washington Beyond Waste and Toxics focuses on reducing C&D waste through design and recycling. Moving Washington Beyond Waste and Toxics Plan provides the following goals pertaining to C&D waste:

- Waste generation will be reduced throughout the system by both businesses and residents (GOAL SWM 4)
 - Advance building salvage and building material reuse to reduce construction and demolition waste by promoting design for deconstruction principles, sharing model contract language that requires salvage, and other related efforts.

The state legislature passed the “Sham Recycling Bill” in 2005, requiring transporters of recyclable materials to register with Washington, and requiring certain recycling facilities to notify the state before commencing operation. A new state rule, the Recyclable Materials Transporter and Facility Requirements (WAC 173-345), was developed in response to this legislation. Although originally directed at C&D recycling issues, the new rule covers all types of recyclable materials (all materials designated as recyclable in this Plan). The new rule prohibits delivery of recyclable materials to transfer stations and landfills. The rule does not apply to several entities, including self-haulers, cities and city contractors, and charities.

6.9.2 Current Practice

There are no operational C&D recycling/processing facilities in Thurston County at this time. C&D debris is currently accepted, for disposal, at the County facilities. Recovery 1, located in Tacoma, accepts C&D materials for recycling from the region.

6.9.3 Planning Issues

Current construction and demolition debris management and disposal practices are generally adequate and should be maintained.

6.10 Electronic Waste

This section addresses disposal of electronic and electronic equipment waste, commonly referred to as “e-waste,” generated within Thurston County.

6.10.1 Regulations and Guidelines

Electronic products contain heavy metals and other chemicals at hazardous levels that make them difficult to dispose of safely. The Electronic Product Recycling law (Chapter 70A.500 RCW) requires manufacturers of computers, monitors, laptops and portable computers to provide recycling services throughout the state at no cost to households, small businesses, small local governments, charities and school districts. This law led to the E-Cycle Washington program developed by Ecology. Names and locations of collection sites can be obtained by calling 1-800-RECYCLE or going to www.ecyclewashington.org.

6.10.2 Current Practice

The E-Cycle Washington program allows for the collection and recycling of televisions, desktop computers, laptop computers, tablet computers, e-readers, portable video disc players, and computer monitors. However, peripherals such as keyboards, mice, and printers are not covered by the program. Over 330 collection sites (statewide) have been established since January 2009. In the first five years of its existence, E-Cycle Washington has collected more than 200 million pounds of discarded electronics.

Thurston County currently has seven sites which accept electronic wastes. These sites are identified on the E-Cycle Washington website listed above.

6.10.3 Planning Issues

Based on the E-Cycle statistics of pounds collected through the program, the statewide program is working well.

6.11 Litter and Illegal Dumping

This section addresses litter and illegal dumping within Thurston County.

6.11.1 Regulations and Guidelines

The Waste Reduction, Recycling, and Model Litter Control Act (WRRMLCA), or RCW 70A.200, is the primary law that guides and directs litter programs in Washington State. Originally passed by the Washington State legislature in 1971 as the Model Litter Control Act, the law was the first of its kind anywhere. Voters ratified the law in the 1972 general election as an alternative to beverage container deposits. Amendments in 1979 added a youth employment program and public awareness activities concerning recycling.

Concern over the litter problem increased in 1997. The Department of Ecology (Ecology) convened a Litter Task Force to examine the effectiveness of litter control in Washington State. The Task Force made several recommendations for improving the existing system and moving toward a standard of zero litter. These recommendations formed the basis of the 1998 Litter Act (Second Substitute House Bill 3058), amending Chapter 70A.200 RCW.

The Act included several changes. Most significantly, it put Ecology in a leadership role overseeing funds from the Waste Reduction, Recycling, and Litter Control Account.

In 2018, the Thurston County Board of Health declared homelessness a public health crisis, pledging action to alleviate the growing crisis. The Thurston County Homeless Crisis Response Plan is a living document that will be updated annually to track progress and consider needs, gaps, or opportunities for flexible and innovative responses to emerging as well as issues as they relate to homelessness and human health crisis. One of the issues faced as the County considers this human health crisis is the availability of grant funding to clean up homeless encampments and dispose of waste appropriately.

6.11.2 Current Practice

6.11.2.1 Litter

Thurston County has had a Community Litter Cleanup Program in place since 1990. The program removes illegal dumping and litter from County and State right-of-way, County recreational trails and County Park's property. The Litter Program has a crew supervisor and utilizes a three-person crew consisting of inmates from the County Jail and sanctions from the DUI Court.

The program is funded by the Public Works Department and grant money from the Department of Ecology. The Department of Ecology funding is received through a dedicated account, the Waste Reduction, Recycling, and Model Litter Control Account (RCW 70A.200.140) which is from a tax on industries whose products tend to contribute to the litter problem.

6.11.2.2 Illegal Dumping

The PHSS investigates illegal dumping and nuisances throughout the County. Additional information regarding the PHSS investigation and enforcement program can be found in Chapter 7 – Administration, Financing and Enforcement. The Community Litter Cleanup Program removes illegal dump sites from County and State right-of-way and County property if the offender cannot be identified.

6.11.3 Planning Issues

Funding for the Community Litter Control Program is received from the Department of Ecology grant. If the grant funding continues to be reduced, the Community Litter Control Program would have to identify other funding sources or discontinue the program. In addition, funding for the PHSS illegal dumping enforcement program is also received from grant funding from the Department of Ecology. Additional grant funding will also be necessary to assist with homeless encampment cleanup.

6.12 Mattresses

This section addresses mattress disposal within Thurston County.

6.12.1 Regulations and Guidelines

Mattresses represent a small part of the waste stream, but can be problematic due to their bulk and size. The Thurston County Department of Corrections operated a mattress recycling program which was discontinued due to concerns about competition with the private sector.

6.12.2 Current Practice

Customers with mattresses are referred to the WARC for disposal.

6.12.3 Planning Issues

Current mattress waste management and disposal practices are generally adequate and should be maintained. Additional opportunities for recycling of mattresses should be considered if they become available.

6.13 Petroleum Contaminated Soils

This section addresses disposal of petroleum contaminated soils (PCS) within Thurston County.

6.13.1 Regulations and Guidelines

PCS can contain fuel oil, gasoline, diesel, or other volatile hydrocarbons in concentrations below dangerous waste levels, but greater than cleanup levels established by Ecology. Small amounts of PCS may be disposed of as a solid waste in an approved landfill. Depending on the contamination levels, large amounts may need to be treated by a process that removes or destroys the contamination. Treatment processes include aeration, bioremediation, thermal stripping, and incineration.

6.13.2 Current Practice

Thurston County refers PCS to the Roosevelt Regional Landfill for disposal.

6.13.3 Planning Issues

Current management and disposal practices are generally adequate to handle the volume of PCS generated within Thurston County.

6.14 Pharmaceuticals

This section addresses disposal of pharmaceuticals within Thurston County.

6.14.1 Regulations and Guidelines

Generally, two types of pharmaceuticals are of interest to Thurston County waste management: 1) controlled substances (prescription drugs and illegal drugs) and 2) over-the-counter, nonprescription substances (e.g., aspirin, vitamins, other health supplements, cold medicines, etc.). Controlled substances are covered by their own regulations, which do not address disposal other than to prevent their reuse. Over-the-counter substances are not specifically addressed by solid waste regulations.

6.14.2 Current Practice

Disposal of unused or outdated prescription and nonprescription substances occurs in an informal and inconsistent fashion. Historically, people have been told to flush unwanted prescription drugs and other medicines down the toilet. However, some of these compounds are only partially broken down (if at all) in wastewater treatment plants, and eventually show up as contaminants in ground and surface waters. Therefore, Washington State has established temporary drop-off locations while it develops a statewide take-back program. A list of temporary drop-off locations is available online (see www.takebackyourmeds.org).

If a collection program for unwanted medicines is not conveniently available to residents, people are currently being encouraged to dispose of these in their trash after mixing the medicines with an undesirable substance, such as used cat litter or coffee grounds, and putting the mixture into a container with a lid.

Thurston County encourages giving pharmaceutical waste to available community drug take-back programs to provide proper disposal rather than mixing with trash.

6.14.3 Planning Issues

Currently, the EPA lists pharmaceuticals and personal care products as “contaminants of emerging concern.” For household pharmaceuticals, the EPA’s interim recommendation is to not flush medications to the sewer or septic tank. Rather, the EPA recommends that residents double bag medications and place them directly into exterior garbage cans to avoid children or pets accessing them.

Take Back Your Meds is a group of over [270 organizations](#) in Washington State that support creation of a statewide program for the safe return and disposal of unwanted medicines. Resources for this can be found at www.takebackyourmeds.org.

In 2018, ESHB 1047 was passed which requires pharmaceutical manufacturers to establish and implement a drug take-back program in the state. In 2020, the Washington State Department of Health approved the plan from MED-Project to offer convenient secure medicine statewide with the program expected to be operational in by the end of 2020.

Current pharmaceutical waste management and disposal practices are generally adequate.

6.15 Street Sweepings/Vactor Waste

This section addresses disposal of wastes generated from maintaining paved areas within Thurston County.

6.15.1 Regulations and Guidelines

Street sweepings and vactor wastes, which include liquids and solids from stormwater conveyance structures, may be contaminated with a variety of materials, depending on the locale, unauthorized or accidental discharges, and frequency of cleaning. Both street sweepings and vactor waste may contain small amounts of petroleum hydrocarbons from motor oil that leaks from vehicles traveling on public streets. Currently, vactor wastes can be classified as clean fill, solid waste, or dangerous wastes, depending upon the level of contamination.

6.15.2 Current Practice

Currently, the County operates a decant facility at the WARC for acceptance of street sweepings and vactor waste. Additional information on the decant facility can be found in Chapter 3 – Collection, Transfer and Disposal.

6.15.3 Planning Issues

Current waste management and disposal practices for street sweepings and vector waste are generally adequate.

6.16 Tires

This section addresses tire disposal within Thurston County.

6.16.1 Regulations and Guidelines

WAC 173-350-100 defines waste tires as any tires that are no longer suitable for their original intended purpose because of wear, damage or defect. WAC 173-350-350 imposes restrictions on outdoor piles of more than 800 tires.

6.16.2 Current Practice

Many tire shops and auto repair shops recycle the tires they replace (typically for a fee). Waste tires are also accepted at the WARC for a fee.

6.16.3 Planning Issues

Recycling and disposal practices for tires are generally adequate. The areas of primary concern are large tire stockpiles, loads of tires that are illegally dumped on public or private property, and small quantities of tires stored by residents and businesses for disposal at some indeterminate future date.

6.17 Disaster Debris Management

This section addresses management and disposal of wastes generated during disasters within Thurston County.

6.17.1 Regulations and Guidelines

Natural and man-made disasters can result in a surge of unanticipated debris that can inhibit or obstruct emergency services and overwhelm normal Thurston County Department of Public Works capabilities. It is critical to clear debris immediately after a disaster to allow emergency vehicles to respond to life-threatening situations. Once the debris is cleared from the right-of-way and vehicle access is achieved, the removal and disposal of debris are important for the community's recovery from a disaster.

Being prepared with a plan to address the increased quantity and potential types of disaster debris can help to protect the health and safety of the community. Successful implementation of that plan can positively affect speed and cost of recovery, and the ability to obtain financial assistance for the recovery efforts.

Numerous resources that provide guidance for the development of disaster debris management plans (DDMPs) are available. The EPA in March 2008 developed *Planning for Natural Disaster Debris* (EPA 2008) as a tool for local communities to create such a plan. Another guidance tool is the Federal Emergency Management Agency's (FEMA) *Public Assistance Program and Policy Guide, Appendix D: Debris Management Plan Job*

Aid (FEMA 2016). Both of these documents are available online and provide guidance that could assist Thurston County in developing a DDMP.

6.17.2 Current Practice

Thurston County has an Emergency Management Department that has prepared a Comprehensive Emergency Management Plan (CEMP).

Recently, Thurston County has had a number of declared disasters affecting the County:

- Drought Declaration – 2019.
- Storm Damage – 2019.
- Flood – 2020.
- Covid-19 Pandemic – 2020.

Thurston County is historically at risk primarily for storm, flood and fire disasters. Table 6-2 summarizes the types of disasters most likely to occur in or near Thurston County and the types of debris likely to be generated. Evaluation of potential disasters and resultant debris can help prepare for disaster response and recovery.

| Debris | Biodisaster/ Epidemic | High Winds | Floods | Wildfires | Winter Storms | Pandemic |
|---|--------------------------|------------|--------|-----------|---------------|----------|
| C&D Material: concrete, asphalt, metal, wallboard, brick, glass, wood | | XX | X | X | X | |
| Personal Property: appliances, e-waste, MRW, furniture, other personal belongings | | XX | X | X | | X |
| Vehicles and vessels | | X | X | X | | |
| Vegetative Debris: trees, yard debris, woody debris | | X | XX | X | XX | X |
| Animal carcasses, bedding, manure, contaminated items | XX | | | | | |
| Displaced Sediments: sand, soil, rock, sediment | | | XX | X | | |
| Mixed other debris | | X | X | X | | X |
| MSW and medical waste | | | | | | XX |

Note: X = smaller quantity XX = significant quantity

Planning for debris management would enable Thurston County to consider and evaluate alternative debris management options before a natural disaster occurs. Adequate preparation assists with making disaster debris management more cost-effective and meet community concerns, which typically include:

- Public health and safety.
- Prioritizing response activities to target resources in an appropriate manner.
- Preserving property and the environment.
- Minimal impact or disruption of normal solid waste services.
- Cost.
- Compliance with regulations governing specific waste streams such as asbestos and hazardous waste.
- Availability of facilities permitted to accept specific waste streams.
- Ability to recycle portions of the waste stream.
- Eligibility for cost-recovery funds through FEMA or other government programs.

6.17.3 Planning Issues

In an emergency, timely response, saving lives, and minimizing property damage are the primary goals. Following the initial response, disaster debris handling becomes important. A DDMP can be used to coordinate between emergency responders and Thurston County agencies that provide various services. Following the DDMP during and after an emergency is likely to allow for a speedier response and recovery and assist in reducing the financial impact. The DDMP is a supplement to the CEMP by elaborating on debris clearance and demolition activities. Following are issues the DDMP could address:

- Forecast of type and quantity of debris;
- Types of equipment required to manage debris;
- Description of critical local accessibility routes;
- Plan for public debris collection and removal and debris removal from private property;
- Plan for informing the public regarding debris handling;
- Health and safety requirements for emergency workers;
- List of environmental considerations and regulatory requirements;
- Temporary debris management sites and disposal locations, including any necessary permits or variances;
- Potential resources, such as contractors or Thurston County staff, and their responsibilities; and
- Plan for monitoring debris removal and disposal operations.

6.18 Moderate Risk Waste

This section addresses moderate risk waste disposal within Thurston County.

6.18.1 Regulations and Guidelines

Hazardous waste is defined in RCW 70A.300.005 and are excluded from the definition of solid waste. The County and the participating jurisdictions adopted the 2014 Thurston County Hazardous Waste Plan to address hazardous waste handling needs in the County.

6.18.2 Current Practice

The County owns and operates a fixed facility, HazoHouse, to collect Household Hazardous Waste (HHW) from residents and small quantity generators. This facility offers residents the opportunity to safely dispose of their HHW at no cost and eligible businesses can all dispose of waste for a small fee. The HazoHouse also provides a materials exchange (Swap Shop) area where the general public can obtain still-usable materials, such as paint and household cleaners. Informational handouts on recycling and proper waste disposal are available at the facility. The facility operates seven days per week and in 2019 accepted 190 tons of waste from 19,133 customers. Additional information on the HazoHouse can be found in the Thurston County Hazardous Waste Plan.

6.18.3 Planning Issues

Current moderate risk waste management and disposal practices are generally adequate and should be maintained.

6.19 Status of Previous Recommendations

The status of the recommendations made by the 2009 Solid Waste Management Plan can be found in Appendix D.

6.20 Alternatives and Evaluations

Existing service gaps and other issues connected to the Miscellaneous Waste component of solid waste management are discussed below.

6.20.1 General Alternatives

Collection programs may be required or desired in the future for materials that cannot be fully anticipated at this time. As these needs arise or are identified, options should be evaluated and feasible cost-effective solutions implemented as necessary. Possible steps that could be taken include the following:

- **Increased education:** additional education for generators who are the sources of the waste stream could be conducted to promote safe handling and disposal practices.
- **Collection programs:** additional or new collection programs could be developed or existing ones expanded to include additional materials or sources.
- **Product stewardship:** new product stewardship programs could be considered or supported to address specific waste materials.

6.20.2 Construction and Demolition Debris Recycling Alternatives

There are currently few opportunities for C&D recycling, although specific types of C&D materials (such as clean wood, cardboard, metals, and reusable building materials) can be diverted to various recovery operations. In general, reuse and recycling options for C&D wastes could include:

- **Salvage for on-site and off-site reuse:** This option generally applies to demolition projects, although a small amount of reusable materials and products are also generated at construction sites. To be effective, salvaging requires pre-demolition removal of reusable materials and hence requires some additional time and steps in a project's schedule. Off-site reuse could be accomplished through a variety of means, including reuse stores and private efforts.
- **On-site crushing and grinding for reuse and recycling:** This generally applies to concrete and asphalt, which could be crushed to serve as road base or replace other basic materials, although in some cases wood and other materials could also be handled on-site.
- **Source-separation for off-site processing:** Source separation at C&D sites could allow recycling of wood, cardboard and other materials.
- **Mixed C&D processing off-site:** This option would require a significant investment in one or more facilities that are properly equipped and operated to process and market C&D waste.
- **Central site for recycling and reuse:** An ideal option could be a facility, or a series of local facilities, that combine reuse and recycling as appropriate for the material. These facilities could sell salvaged products (such as doors, windows, and cabinets), as well as crush or grind other materials (such as concrete and wood) for use as aggregate or hog fuel.
- **Collection depots at disposal facilities:** Collection containers for reusable and/or recyclable C&D materials at solid waste facilities could allow these materials to be transferred to a central processing or salvage facility. Transportation costs can be a significant barrier, however, since the recovered materials typically have only a low monetary value.

Thurston County could partner with the South Puget Sound Habitat for Humanity to salvage and divert recyclable materials received at facilities. Materials that could be recycled and resold through the Habitat for Humanity ReStore could be set aside for pickup or customers could be redirected to the Habitat for Humanity ReStore.

Contractors and homeowners could benefit from more information about the potentially hazardous materials that can be uncovered during demolition activities. Information could include proper handling and disposal, as well as the potential health impacts. Disposers of C&D waste can most easily identify potential hazards if they separate their demolished waste. Others can learn about the hazards they are exposing themselves to with Thurston County-provided brochures. Contractors and homeowners could be given a brochure when they apply for a permit.

6.20.3 Disaster Debris Management Alternatives

Thurston County Solid Waste Division could coordinate with Thurston County Emergency Management and the Thurston PHSS to determine details regarding debris removal and disposal activities that could provide better guidance for disaster debris management activities and preparedness. A portion of the details should be describing critical lines of communication related to debris removal and disposal. This would facilitate a quicker response and reduce the number of decisions that need to be made during a disaster while the extent of damage and possible options for addressing them

were being assessed. Any revisions to the CEMP would best be done on the normal schedule for updating this document.

The Thurston County Solid Waste Division can develop a separate DDMP. In this case, both the CEMP and a DDMP together would be used for guidance in the event of a disaster. The DDMP could either be a separate plan or added as an appendix to the CEMP. The DDMP could provide the detail for critical lines of communication specific to debris management activities, identify disasters that would most likely impact the solid waste system, the type of debris that would be generated from each one, address the need for temporary staging areas including potential locations, contain forms and brochures that could be easily modified for use in such an event, and have identified reuse/recycle activities that would minimize disposal at landfills. The level of detail for this plan could range from simple plans consisting largely of checklists and an outline of procedures to more complex plans that would be reviewed and approved by FEMA.

Thurston County Public Works completed a Debris Management Plan in March of 2019. On October 8, 2019 a table top exercise was held involving Thurston County Emergency Management and the Public Works Divisions of Solid Waste, Road Operations and Engineering. The scope of the exercise was to familiarize participants with the Debris Management Plan and provide discussion on how debris operations would be carried out for a regional flooding incident. An After Action Report Improvement Plan was subsequently developed in December 2019 and is actively being worked on to address the identified areas for improvement.

6.20.4 Evaluation of Alternative Strategies

For the most part, management practices for miscellaneous wastes in Thurston County are adequate. Emerging regulations and guidance regarding pharmaceutical waste may require future action.

6.21 Recommended Actions

The following options were selected by the SWAC for recommended implementation:

- SW1) Continue to dispose miscellaneous wastes through a cooperative effort with the PHSS, Thurston County Public Works Solid Waste Division and Ecology.
- SW2) Monitor EPA and Washington State guidance regarding pharmaceutical waste and implement changes as needed to comply with statewide medicine take-back program.
- SW3) Promote proper reuse, recycling and disposal of C&D.
- SW4) Implement the After Action Report – Improvement Plan developed in December 2019 as a result of a table top exercise as part of the Thurston County Debris Management Plan.

This page intentionally left blank.



Administration,
Financing &
Enforcement

7

This page intentionally left blank.

7.0 Administration, Financing and Enforcement

7.1 Introduction

This chapter addresses the administrative, financing and enforcement activities related to solid waste.

7.2 Background

The County, cities, towns and several other organizations and agencies are responsible for providing enforcement of federal, state, and local laws and regulations that guide the planning, operation, and maintenance of the region's solid waste management system. This local enforcement authority ensures the County system meets applicable standards for the protection of human health and environmental quality in the region.

7.3 Existing Conditions

Administrative responsibility for solid waste handling systems in the County is currently divided among several agencies and jurisdictions in local, county, and state government. Each organization involved in the County solid waste management system is described below.

7.3.1 Thurston County Public Works Department - Solid Waste Division

The Washington State Solid Waste Management Act, Chapter 70A.205 RCW assigns local government the primary responsibility for managing solid waste. Solid waste handling, as defined in Chapter 70A.205 RCW, includes the "management, storage, collection, transportation, treatment, utilization, processing, and final disposal of solid wastes, including the recovery and recycling of materials from solid wastes, the recovery of energy resources from solid wastes or the conversion of the energy in solid wastes to more useful forms or combinations thereof."

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

The County has entered into interlocal agreements with incorporated cities and towns prior to starting the Plan review, update and adoption process. These agreements address the Plan participation.

The County exercises its solid waste responsibilities through the Public Works Department - Solid Waste Division. The specific administrative functions performed include the following:

- Administering, staffing and operating the Rainier and Rochester Drop Box Sites, the HazoHouse, the WARC scales and scalehouse and managing the closed Hawks Prairie Landfill.

- Administering and staffing public education programs for waste reduction and recycling.
- Administering contracts.
- Maintaining the Plan as adopted relating to public health, safety, and sanitation, and providing regulations to govern the storage, collection, transfer, transportation, processing, use, and final disposal of solid waste by all persons in the County.
- Providing staff support for the SWAC.

Figure 7-1 illustrates the County Public Works Department - Solid Waste Division organizational structure. The County Public Works - Solid Waste Division is staffed by 29 employees who handle administration, operations, coordination, education and outreach activities.

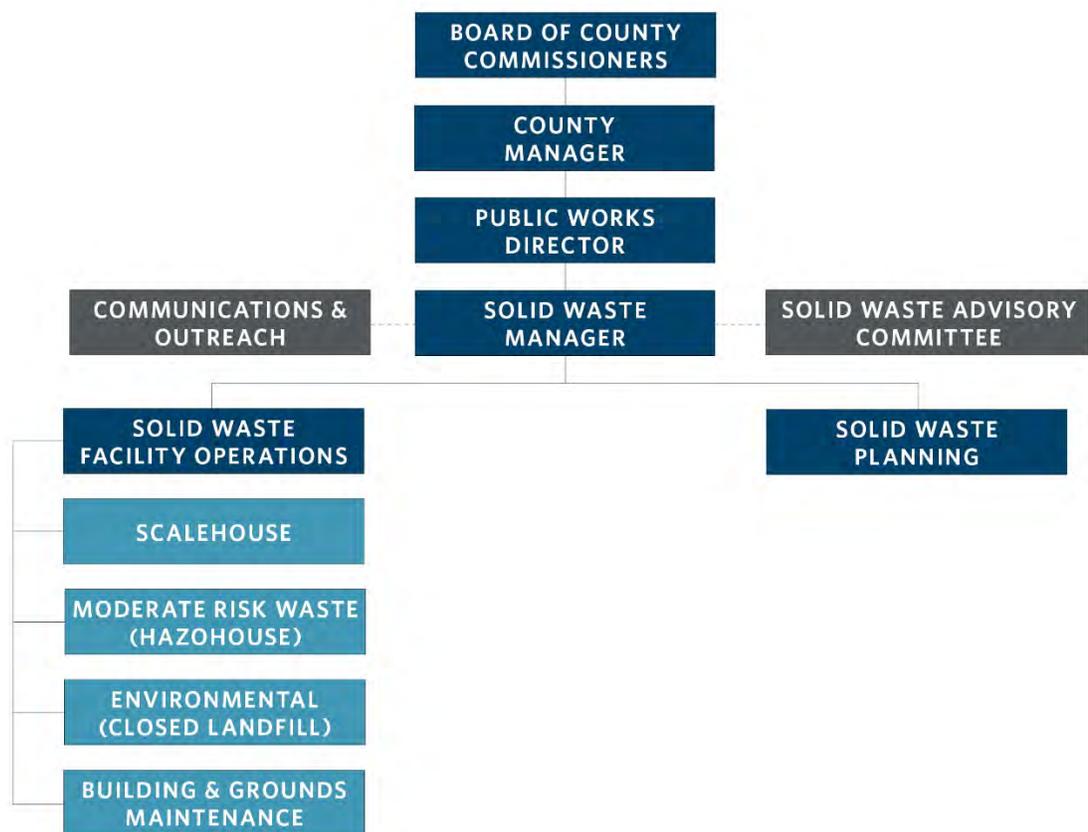


Figure 7-1. Thurston County Public Works Department - Solid Waste Division Organizational Structure

The County Public Works - Solid Waste Division is funded by the fees collected at the scalehouses located at the WARC, and the Rainier and Rochester Drop Box sites. The County also receives grant monies from Ecology for solid waste management planning activities, litter clean up and pilot projects. Table 7-1 shows the actual expenses for 2018 and 2019 and current budget (2020) for the County Solid Waste Division.

| Table 7-1. Thurston County Solid Waste Financial Information | | | |
|---|---------------------|---------------------|----------------------|
| | 2018 Actual | 2019 Actual | 2020 Budgeted |
| Revenues | | | |
| Solid Waste Fees | \$25,158,655 | \$25,970,549 | \$25,923,000 |
| Miscellaneous | \$3,390 | \$135,137 | \$11,400 |
| Grant Revenues | \$91,710 | \$58,858 | \$51,000 |
| From Other Funds | \$88,033 | \$40,370 | \$3,040,499 |
| Total Revenues | \$25,341,788 | \$26,204,914 | \$29,025,899 |
| Expenses | | | |
| Personnel | \$2,824,767 | \$2,591,133 | \$3,458,733 |
| Internal Services | \$1,556,459 | \$2,020,372 | \$2,115,443 |
| Professional Services | \$16,192,630 | \$17,144,365 | \$17,696,292 |
| Operating Costs | \$923,490 | \$887,946 | \$1,314,851 |
| Capital Expenses | - | \$18,770 | \$2,620,757 |
| Transfer To Other Funds | \$1,440,440 | \$1,455,340 | \$1,436,196 |
| Total Expenses | \$22,937,786 | \$24,147,926 | \$28,642,272 |
| Total Balance/(Deficiency) | \$2,404,002 | \$2,056,988 | \$383,627 |
| Solid Waste Reserve Fund | \$9,220,328 | \$10,399,146 | \$8,554,106 |
| Fund Balance | \$32,550,355 | \$35,789,161 | \$34,324,748 |

7.3.2 Thurston County Solid Waste Advisory Committee

Per RCW 70A.205.110, the Board of County Commissioners has appointed the SWAC to help develop solid waste handling programs and policies. The SWAC has adopted bylaws that can be amended by the SWAC at any time, subject to approval by the Board of County Commissioners. The term of the SWAC members is three years and members can be re-appointed by the Board of County Commissioners to serve consecutive terms. The SWAC consists of a minimum of nine members each with one vote and membership is outlined in the bylaws to include: citizens, public interest groups, business, the waste management industry, agriculture and local elected officials. Additional information regarding the SWAC by-laws can be found in Appendix C.

7.3.3 Incorporated Cities

RCW 35.21.152 empowers cities to develop, own, and operate solid waste handling systems and to provide for solid waste collection services within their jurisdictions. There are seven incorporated cities and towns in Thurston County.

One municipality (City of Olympia) operates their own collection program with one private hauler (Waste Connections) operating within the County boundary. The City of Olympia collection program is operated within the city boundaries, as adjusted periodically by

annexations. Waste Connections operates in the unincorporated areas and in the other municipalities. Fees charged for the service cover the expenses of the system, although some cities also charge a “utility tax” that assists in funding other city functions. Detailed information about collection in individual cities is included in Chapter 3 Collection, Transfer and Disposal.

7.3.4 Thurston County Public Health and Social Services Department

The County PHSS works with the public, cities, County, and state agencies to develop and implement plans for the safe storage, collection, transportation, and final disposal of solid waste. The PHSS works to assure compliance with Chapter 70A.205 RCW and WAC 173-304 - Minimum Functional Standards for Solid Waste Facilities. The PHSS is responsible for the following:

- Permitting solid waste facilities operating in the County.
- Assuring that permits are consistent with the Plan, local ordinances and appropriate Washington State and Federal regulations.
- Providing oversight of existing permitted facilities.
- Responding to complaints regarding improper storage and disposal of solid waste.
- Investigating illegal dumping and non-permitted dump sites.

The PHSS works cooperatively with other County agencies to receive and investigate illegal dumping and nuisances’ county-wide and establishes and maintains a surveillance and control program.

Solid waste facility permits are required in accordance with Chapters 173-303, 173-350, and 173-351 of the WAC. Facilities are required to obtain solid waste handling permits from the PHSS.

The State Environmental Policy Act (SEPA), Chapter 43.21C RCW, requires all governmental agencies to consider the environmental impacts of a proposal before making decisions. An environmental impact statement (EIS) must be prepared for all proposals with probable significant adverse impacts on the quality of the environment. In order to determine if an EIS is necessary, an environmental checklist must be completed.

7.3.5 Washington State Department of Ecology

Chapter 70A.205 RCW provides for a comprehensive, statewide solid waste management program and assigns primary responsibility for solid waste handling to local governments. This regulation gives each county, in cooperation with its cities, the task of setting up a coordinated solid waste management plan that places an emphasis on waste reduction and recycling programs. Enforcement and regulatory responsibilities are assigned to cities, counties, or jurisdictional PHSSs (like the County PHSS), depending on the specific activity and local preferences, but Ecology issues permits for land application of biosolids.

Ecology has promulgated Chapter 173-350 WAC, Solid Waste Handling Standards, which addresses the operational and other requirements for recycling and composting facilities as well as inert and special purpose landfills. Chapter 173-351 WAC, Criteria for Municipal Solid Waste Landfills, contains the current standards for MSW landfills.

The Model Litter Control and Recycling Act (RCW 70A.200.060) prohibits depositing garbage on any property not properly designated as a disposal site. There is also a “litter fund” that has been created through a tax levied on wholesale and retail businesses, and the monies from this fund are being used for education, increased litter cleanup efforts, and contracts to eligible county entities for illegal dump cleanup activities.

Under the Model Toxics Control Act (MTCA) (RCW 70A.305), grants are available to local governments for solid waste management plans and programs, hazardous waste management plans and programs, and remedial actions to clean up existing hazardous waste sites. Solid and hazardous waste planning and programs are funded through the Local Solid Waste Financial Assistance Grants program administered by Ecology’s Solid Waste and Financial Assurance Program. The state rule that governs this program is Chapter 173-312 WAC – Local Solid Waste Financial Assistance.

7.3.6 Washington Utilities and Transportation Commission

The WUTC regulates privately owned utilities that provide public services such as electric power, telephone, natural gas, private water, transportation, and refuse collection. WUTC’s authority over solid waste collection is established in Chapter 81.77 RCW. This authority does not extend to companies operating under contract with any city or town, or to any city or town that undertakes solid waste collection. WUTC regulates solid waste collection companies by granting “certificates of convenience and necessity” that permit collection companies to operate in specified service areas. WUTC also regulates solid waste collection, under authority of RCW 81.77.030, by performing the following functions:

- Fixing collection rates, charges, classifications, rules, and regulations.
- Regulating accounts, service, and safety of operations.
- Requiring annual reports and other reports and data.
- Supervising collection companies in matters affecting their relationship to their customers.
- Requiring collection companies to use rate structures consistent with Washington State waste management priorities.

The WUTC requires certificate holders to provide the minimum levels of solid waste collection and recycling services established by a local solid waste management plan and enacted through an ordinance. Solid waste companies operating in the unincorporated areas of a county must comply with the local solid waste management plan (RCW 81.77.040).

At its option, the County may notify the WUTC of its intention to have the G-certificate holder bid on the collection of source-separated recyclable materials from residences in unincorporated areas. Commercial recycling is also regulated by the WUTC, under laws that apply in general to motor freight carriers (Chapter 81.80 RCW), although their oversight is limited to requiring a permit and also to require companies to carry insurance, conduct drug testing of employees, and conduct a few other activities.

This Plan contains a cost assessment (see Appendix F) prepared according to the *WUTC Cost Assessment Guidelines for Local Solid Waste Management Planning*

(WUTC October 2019). RCW 70A.205/065 grants the WUTC 45 days to review the Plan’s impact on solid waste collection rates charged by solid waste collection companies regulated under Chapter 81.77 RCW, and to advise the County and Ecology of the probable effects of the Plan’s recommendations on those rates.

7.3.7 United States Environmental Protection Agency

At the Federal level, the Resource Conservation and Recovery Act (RCRA) of 1976, as amended by the Solid Waste Disposal Act Amendments of 1980 (42 United States Code 6901-6987), is the primary body of legislation addressing solid waste. Subtitle D of RCRA deals with non-hazardous solid waste disposal and requires the development of a state comprehensive solid waste management program that outlines the authorities of local, state and regional agencies. Subtitle D requires the state program prohibit “open dumps” and provides that solid waste is handled in an environmentally sound manner.

7.4 Status of Previous Recommendations

The status of the recommendations made by the 2009 Plan can be found in Appendix D.

7.5 Alternatives and Evaluations

Existing service gaps and other issues connected to Administration, Financing and Enforcement components of solid waste management are discussed below.

7.5.1 Long-Term Funding Needs

Financial resources are necessary to provide for the continuation of recycling and hazardous waste diversion and education programs, for repairs, maintenance and construction of solid waste facilities and for complying with new and more stringent rules and regulations governing solid waste management. These resources may be provided by taxes, solid waste tipping fees, grants, or any combination of these sources.

Solid waste funding for recycling and educational programs in the County are currently reliant on the tipping fees assessed at the solid waste facilities and on occasion LSWFA grant funding. Additional funding options (grouped by category) and the associated implementation entity are provided in Table 7-2.

| Table 7-2. Potential Funding Methods for Solid Waste Management | | | | |
|---|---------------------------------|--------|-------|----------------|
| Possible Funding Methods | Potential Implementation Entity | | | |
| | Cities/Towns | County | State | Private Sector |
| User Fees, Rates, Surcharges | | | | |
| 1. Cost-of-Service-Based Rates | X | X | | X |
| 2. Other Volume-Based Rates | X | | | |
| 3. Fixed Per-Customer Service Rates | X | | | X |
| 4. Collection Rate Surcharges | X | | | |

| Table 7-2. Potential Funding Methods for Solid Waste Management | | | | |
|---|---------------------------------|--------|-------|----------------|
| Possible Funding Methods | Potential Implementation Entity | | | |
| | Cities/Towns | County | State | Private Sector |
| 5. Planning Fees | | X | | |
| 6. Weight or Volume-Based Disposal Fees | X | X | | X |
| 7. Fixed Per-Customer Disposal Fees | X | X | | X |
| 8. Disposal Surcharges | X | X | | |
| Taxes | | | | |
| 9. MTCA Funds, Hazardous Substance Tax | | (x) | X | |
| 10. State Litter Tax | | (x) | X | |
| 11. Disposal Department Excise Tax | | X | | |
| 12. Mandatory Collection | | X | | |
| 13. Franchise Fees | X | | X | |
| Other | | | | |
| 16. Enforcement Fines/Penalties | | X | | |
| 17. Sales of Recyclable Materials | X | X | | X |
| 18. Recycling Fees/Charges | X | X | | X |
| 19. Sales of Recovered Energy | | X | | X |
| 20. Utility Tax | X | | | |
| 21. General Fund Revenues | X | X | | |
| 22. Bond Financing | | X | | (x) |
| 23. Public Works Assistance Account ¹ | X | X | | |

Note: X = Implementing authority, (x) = potentially benefits from funding method but cannot implement it.

¹ Public Works Assistance Account, commonly known as the Public Works Trust Fund, was established by WAC 43.155 to be used by the Public Works Board to finance local government infrastructure loans.

7.5.2 Collection and Disposal Districts

Chapter 36.58 RCW, Solid Waste Disposal, establishes counties' rights and responsibilities regarding solid waste management, including the authority to establish solid waste disposal districts. The authority to establish solid waste collection districts is provided in Chapter 36.58A. Either district can include the incorporated areas of a city or town only with the city's consent. A solid waste district (for collection or disposal) could centralize functions that are now handled by a variety of county and city agencies, but it may be difficult to develop a consensus on the formation and jurisdiction of either type of district. Either type of district may be able to alleviate illegal dumping and other problems

through the institution of mandatory garbage collection (for a collection district only) and different financing structures.

The establishment of a solid waste collection district that can act in a similar capacity is allowed by RCW 36.58A. A collection district can be created following the adoption of a SWMP; however a collection district does not appear to possess taxing authority. According to RCW 36.58A.040, the revenue-generating authority of a collection district is limited.

A solid waste disposal district is a quasi-municipal corporation with taxing authority set up to provide and fund solid waste disposal services. A disposal district has the usual powers of a corporation for public purposes, but it does not have the power of eminent domain. A county legislative authority (i.e., the Board of County Commissioners) would be the governing body of the solid waste disposal district.

RCW 36.58.130 allows the creation of a disposal district to provide for all aspects of solid waste disposal. This includes processing and converting waste into useful products, but specifically does not allow the collection of residential or commercial garbage. A disposal district may enter into contracts with private or public agencies for the operation of disposal facilities, and then levy taxes or issue bonds to cover the disposal costs. Thus, a disposal district established in the County could assess each resident or business (in incorporated areas only with the city's approval) a pro rata share of the cost of disposal. This could help to discourage illegal dumping by covering at least part of the disposal cost through mandatory payments, so that the additional expense for proper disposal would be lower than it is currently. In other words, the assessment by the disposal district would be paid regardless of where the resident or business dumped the waste or whether it was self-hauled or transported by a commercial hauler, and the latter two options would be less expensive by the amount of disposal costs already paid.

RCW 36.58.140 states that a disposal district may “collect an excise tax on the privilege of living in or operating a business in the solid waste disposal taxing district, provided that any property which is producing commercial garbage shall be exempt if the owner is providing regular collection and disposal.” The district has a powerful taxing authority, since it may attach a lien to each parcel of property in the district for delinquent taxes and penalties, and these liens are superior to all other liens and encumbrances except property taxes.

The funds obtained by a disposal district tax may be used “for all aspects of disposing of solid wastes...exclusively for district purposes” (RCW 36.58.130). Potential uses include:

- Cleanup of roadside litter and solid wastes illegally disposed of on unoccupied properties within the district.
- Public information and education about waste reduction and recycling.
- Defraying a portion of the cost of disposal.
- Subsidizing waste reduction/recycling activities.
- Subsidizing the HazoHouse and collection events.
- Closure and post-closure costs for the old landfill and for other solid waste facilities.
- Solid waste planning.

7.5.3 Flow Control

Solid waste flow control is the legal provision that allows local government to designate the places where MSW is taken for processing, treatment or disposal.

In recent years, there have been two landmark flow control legal decisions. The first was the Supreme Court's 1994 decision in *C&A Carbone Inc. v. Oneida-Herkimer Solid Waste Management Authority*, in which the court found that a municipality could not force a private waste hauler to dispose of waste at a disposal facility of the municipality's choosing, which essentially made flow control unconstitutional.

However, in 2007, the Supreme Court ruled in *United Haulers Association v. Oneida-Herkimer Solid Waste Management Authority*, by a 6-3 decision, that municipalities, specifically those in Oneida and Herkimer counties, were within their rights to force haulers to direct waste to municipality-controlled disposal sites. This ruling re-opened the door to flow control mandates all over the country.

In the County, flow control is currently managed through the Transfer Station Development and Service Agreement with Republic Services. The current contract for operations, which expires in May 2023, requires Waste Connections, as a subcontractor to Republic Services, to deliver all waste collected within the County to the WARC facility. MSW flow control through the contract would cease at the termination of the Transfer Station Development and Service Agreement.

RCW 36.58.040 allows a county, by ordinance, to provide for the establishment of a system of solid waste handling for all unincorporated areas of the county, allowing for the designation of disposal sites for all solid waste collected in the unincorporated areas in accordance with the provisions in an adopted solid waste management plan. Solid waste flow control ordinances allow governments to require private waste haulers to deliver curbside garbage to a specific disposal facility, such as a county-owned transfer station, to ensure a steady stream of revenue in the form of tipping fees.

RCW 39.34 permits a local government to enter into interlocal agreements with other public agencies in the interest of cooperatively sharing resources for their mutual benefit. In Washington State, solid waste interlocal agreements are utilized to cooperatively manage MSW, maintain and periodically update the Comprehensive Solid Waste Management Plan, support goals of Waste Prevention and Recycling and designate facilities for disposal of MSW and other waste streams such as organics and household hazardous waste. Solid Waste Interlocal Agreements are an accepted practice between counties and cities to guarantee waste streams into facilities from municipalities that have the option to direct waste by regulation.

7.5.4 Data Tracking and Rate Study

Data tracking and reporting will be an important consideration as tonnages of waste and recyclables change. A solid waste data tracking dashboard, that is accessible through the County website, and maintained by staff, would provide an opportunity to centralize data as it relates to per capita waste generation rates, tonnage disposed, tonnage recycled and other pertinent information could be made available to the public.

Adequate funding should be provided to maintain services, facilities and programs for the primary responsibility for solid waste management in the County. The last rate study was completed in 2010 with the last rate increase implemented in 2012. A rate study provides the opportunity for decision-makers to review rates by commodity and adjust as necessary.

7.6 Recommended Actions

The following options were selected by the SWAC for recommended implementation:

- AE1) Consider pursuing some of the additional funding strategies listed in Table 7-2 that can be implemented by the County directly and independently from other alternatives.
- AE2) Adopt a county-wide flow control ordinance for MSW to promote consistent service and funding levels for management of the solid waste facilities.
- AE3) Adopt interlocal agreements between the County and the Cities and Towns to provide for flow control of MSW to promote consistent service and funding levels for management of the solid waste facilities.
- AE4) Develop a dashboard report to centralize solid waste data and make it accessible to the public.
- AE5) Conduct a rate study to ensure rates are covering system costs at an adequate level.



Implementation Plan

8

This page intentionally left blank.

8.0 Implementation Plan

This chapter of the Plan provides information about the cost and schedule for implementing the recommendations made in this Plan. Information is also provided on monitoring progress and maintaining the Plan.

8.1 Recommended Strategies, Implementation Schedule and Budget

The recommendations made in previous chapters of this Plan are repeated below for convenient reference. Table 8-1 provides the approximate budget for Plan recommendations that incur additional costs above and beyond current status quo costs and programs, proposed implementation schedule and primary responsibility. More details about specific recommendations can be found in the respective chapters.

| Table 8-1. Summary of Recommendations, Implementation Schedule and Budget | | | |
|--|-----------------------------------|---------------------------|-------------------------|
| Recommendation | Implementation Responsibility | Projected Additional Cost | Implementation Schedule |
| 3. Collection, Transfer and Disposal | | | |
| CTD1) Continue to require MSW to be routed through the County-owned facilities in future interlocal agreements. | Thurston County, Cities and Towns | \$0 | Ongoing |
| CTD2) Review and update County Ordinance 13696 related to minimum service levels for residential recycling collection. | Thurston County | \$0 | Ongoing |
| CTD3) The WARC, Rainier Drop Box Site, and Rochester Drop Box Site will comprise the designated disposal system for all MSW generated in the County. | Thurston County | \$0 | Ongoing |
| CTD4) Implement proposed improvements to the WARC, Rainier Drop Box Site and Rochester Drop Box Site from the County Capital Facility Plan, as appropriate to ensure high-quality service delivery in a fiscally responsible manner. | Thurston County | | |
| Rainier and Rochester Drop Box Site Improvements | | \$3,400,000 ¹ | 2021-2026 |
| WARC Site Security | | \$600,000 ¹ | 2021-2026 |
| WARC Site Improvements | | \$20,500,000 ¹ | 2021-2026 |
| CTD5) Issue a Request for Proposals for operations, maintenance, transportation and disposal, that includes sustainability criteria as an evaluation factor as appropriate, to ensure continuation of solid waste services at the County owned facilities. | Thurston County | \$20,000 ² | 2021 |

| Table 8-1. Summary of Recommendations, Implementation Schedule and Budget | | | |
|--|--------------------------------------|----------------------------------|--------------------------------|
| Recommendation | Implementation Responsibility | Projected Additional Cost | Implementation Schedule |
| CTD6) Monitor developments and progress in waste processing and conversion technologies utilized at RRL and support the continued use of landfill gas to energy operations at the site. | Thurston County | \$0 | Ongoing |
| CTD7) Proposals for disposal facilities, anaerobic digestion, incinerators and other waste conversion technologies should be evaluated on a case-by-case basis for consistency with the Plan, cost to benefits and environmental compliance. | Thurston County | \$0 | Ongoing |
| 4. Education, Outreach and CROP | | | |
| EO1) Refresh educational materials and harmonize messaging through digital education, social media, websites, targeted mailings, updated site signage and social media marketing practices. | Thurston County | \$0 | Ongoing |
| EO2) Refresh residential food waste prevention campaigns. | Thurston County | \$0 | Ongoing |
| EO3) Collaborate with the certificated hauler to develop and implement a residential education program funded by a Revenue Sharing Agreement. | Thurston County | \$0 | Ongoing |
| EO4) Enhance the multi-family toolkit and provide targeted technical assistance. | Thurston County, Waste Connections | \$0 | Ongoing |
| EO5) Promote business technical assistance through toolkits and targeted messaging and outreach. | Thurston County | \$0 | Ongoing |
| EO6) Continue to support school waste reduction and recycling strategies and develop measurement metrics for success of programs. | Thurston County | \$0 | Ongoing |
| EO7) Provide education materials online and at the permit counter for reducing C&D debris prevention and diversion. | Thurston County, Cities and Towns | \$0 | Ongoing |
| EO8) Adopt a CROP by July 1, 2021 and maintain and update the document, as needed, during this Plan cycle. | Thurston County | \$0 | 2021 |
| 5. Waste Reduction, Recycling and Organics | | | |
| WRR1) Adopt the updated list of designated materials and maintain it through periodic review and updates. | Thurston County | \$0 | Ongoing |
| WRR2) Focus recycling and diversion efforts on organics, glass, mixed paper and waste streams that represent significant tonnage disposed. | Thurston County, Cities and Towns | \$0 | Ongoing |

| Table 8-1. Summary of Recommendations, Implementation Schedule and Budget | | | |
|--|---|----------------------------------|--------------------------------|
| Recommendation | Implementation Responsibility | Projected Additional Cost | Implementation Schedule |
| WRR3) Conduct a waste composition study to provide data that tracks progress towards waste reduction and diversion program performance, refines existing programs and identifies new program opportunities. | Thurston County, Cities and Towns | \$100,000 ² | 2022 |
| WRR4) Continue to provide support for recycling at public events. | Thurston County City of Olympia | \$0 | Ongoing |
| WRR5) Expand recycling drop-off opportunities in signatory cities, County sites and private sites. | Thurston County, Cities and Towns | \$20,000 ² | 2024 |
| WRR6) Support private sector programs, forums or other methods, such as existing reuse and reusable materials exchange programs to facilitate material exchanges. | Thurston County, Cities, Towns and Private Sector | \$0 | Ongoing |
| WRR7) Increase promotion of existing reuse programs through social media and marketing. | Thurston County, Cities and Towns | \$0 | Ongoing |
| WRR8) Promote and support food collection and distribution programs in the County. | Thurston County | \$0 | Ongoing |
| WRR9) Support the Thurston Climate Adaptation Plan, and additional climate action plans adopted by local jurisdictions, through programs that target a per capita reduction in landfill waste, reduction in transportation, improved handling methods and recycling. | Thurston County, Cities and Towns | \$0 | Ongoing |
| 6. Miscellaneous Wastes | | | |
| SW1) Continue to dispose miscellaneous wastes through a cooperative effort with the PHSS, Thurston County Public Works Solid Waste Division and Ecology. | Thurston County | \$0 | Ongoing |
| SW2) Monitor EPA and Washington State guidance regarding pharmaceutical waste and implement changes as needed to comply with statewide medicine take-back program. | Thurston County | \$0 | Ongoing |
| SW3) Promote proper reuse, recycling and disposal of C&D. | Thurston County | \$0 | Ongoing |
| SW4) Implement the After Action Report – Improvement Plan developed in December 2019 as a result of a table top exercise as part of the Thurston County Debris Management Plan. | Thurston County | \$5,000 ² | 2021 |
| 7. Administration, Financing and Enforcement | | | |
| AE1) Consider pursuing some of the additional funding strategies listed in Table 7-2 that can be implemented by the County directly and independently from other alternatives. | Thurston County | \$0 | Ongoing |

| Table 8-1. Summary of Recommendations, Implementation Schedule and Budget | | | |
|--|-----------------------------------|---------------------------|-------------------------|
| Recommendation | Implementation Responsibility | Projected Additional Cost | Implementation Schedule |
| AE2) Adopt a County-wide flow control ordinance for MSW to promote consistent service and funding levels for management of the solid waste facilities. | Thurston County | \$0 | Ongoing |
| AE3) Adopt interlocal agreements between the County and the Cities and Towns to provide for flow control of MSW to promote consistent service and funding levels for management of the solid waste facilities. | Thurston County, Cities and Towns | \$0 | Ongoing |
| AE4) Develop a dashboard report to centralize solid waste data and make it accessible to the public. | Thurston County | \$0 | Ongoing |
| AE5) Conduct a rate study to ensure rates are covering system costs at an adequate level | Thurston County | \$60,000 ² | 2021-2026 |
| | Total | \$24,705,000 | |

¹ Funding from Solid Waste Division Reserves.

² Funding from Solid Waste Division Tip Fees.

Capital construction projects anticipated during this six-year planning process are provided in Appendix H – Capital Projects.

8.2 State Environmental Policy Act

Ecology requires the potential impacts of this Plan be evaluated according to the SEPA process. The checklist has been prepared to fulfill that requirement and is included as Appendix E. The SEPA checklist is a “non-project proposal” intended to address new programs recommended by the Plan. As a non-project proposal SEPA checklist, it is unable to fully address the potential impacts of facilities proposed in this Plan. Any new facility will need to undergo its own SEPA review process.

Thurston County issued a determination of non-significance that the recommendations in the Plan will not have a probable significant adverse impact on the environment. A copy of this determination is included in Appendix E.

8.3 Twenty-Year Implementation Program

Solid waste management in Thurston County will continue to evolve based on changes in population, demographics, the local, state, and national economy, regulations, and advancements in waste handling and recycling. Fortunately, Thurston County’s current solid waste management system is functioning effectively.

The current process of solid waste rate reviews and adjustments provides adequate funding for solid waste programs and facilities. If in the future it becomes advisable to

seek additional sources of funding, Chapter 7 provides a list of potential funding sources. Potential capital projects anticipated beyond this 6-year planning period are included in Appendix H – Capital Projects.

8.4 Draft Plan Review

Thurston County provided the draft 2021 Plan for review to stakeholders. Comments were received from Ecology, WSDA, WUTC and stakeholders. Comments received and responses to comments by the County are included as Appendix G.

8.5 Procedures for Amending the Plan

The Solid Waste Management-Reduction and Recycling Act (Chapter 70A.205 RCW) requires local governments to maintain their solid waste plans in current condition. Plans must be reviewed and revised, if necessary, at least every five years. This Plan should be reviewed in 2025. Before that time, the Plan can be kept in current condition through amendments. An “amendment” is defined as a simpler process than a revision. If there is a significant change in the solid waste system, however, a revision may be necessary before the five-year period is done.

Changes in the Plan may be initiated by the County, working with the SWAC to develop and review proposed changes, or by outside parties. For the latter, individuals or organizations wishing to propose plan amendments before the scheduled review must petition the County’s Solid Waste Manager in writing. The petition should describe the proposed amendment, its specific objectives, and explain why immediate action is needed prior to the next scheduled review. The Solid Waste Manager will investigate the basis for the petition and prepare a recommendation for the Director of the Public Works Department.

If the Public Works Director determines the petition warrants further consideration, the petition will be referred to the SWAC for review and recommendation. The Solid Waste Manager will draft the proposed amendment together with the SWAC. Whether the proposed amendment has been initiated by the County or an outside party, the proposed amendment must be submitted to the legislative bodies of all participating jurisdictions and Ecology for review and comment. Adoption of the proposed amendment will require the concurrence of all affected jurisdictions.

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

Minor changes may occur in the solid waste management system, whether due to internal decisions or external factors. These can be adopted without going through a formal amendment process. If there is uncertainty about whether or not a change is “minor,” it should be discussed by the SWAC and a decision made based on the consensus of that committee.

Implicit in the development and adoption of this Plan is the understanding that in the future, the County may need to take emergency action for various reasons, and that these actions can be undertaken without the need to amend this Plan beforehand. In that case, the Solid Waste Manager will endeavor to inform the SWAC and other key stakeholders as soon as feasibly possible, but not necessarily before new actions are implemented. If the emergency results in permanent and significant changes to the solid waste system, an amendment to this Plan will be prepared in a timely fashion. If, however, the emergency actions are only undertaken on a temporary or short-term basis, an amendment may not be considered necessary. Any questions about what actions may be considered “temporary” or “significant” should be brought to the SWAC for their advice.

Similar to the allowance for emergency action discussed above, the County will need to make operational decisions and expenditures to comply with future regulatory changes and update permit requirements as applicable. Plan update and coordination with the SWAC will not be required or initiated for these future actions, as they are considered operational activities.



Appendices

This page intentionally left blank.

Appendix A – Interlocal Agreements

This page intentionally left blank.

APPENDIX A: INTERLOCAL AGREEMENTS

Introduction

The current interlocal agreements between Thurston County and the seven cities and towns are shown in the following pages.

Discussion

The interlocal agreements shown in the following pages were adopted by the municipalities in 2021. The duration of these agreements varies from ten to twenty years or until replaced by another such agreement. The primary intent of these agreements is to guide the involvement of the cities, towns and counties in preparing a solid waste management plan and to address implementation activities. These agreements also address the financing of the system, through an enterprise fund managed by Thurston County.

This page intentionally left blank.

INTERLOCAL AGREEMENT FOR THURSTON COUNTY
SOLID WASTE MANAGEMENT, AND SOLID WASTE MANAGEMENT PLAN AND
HAZARDOUS WASTE PLAN UPDATES
BETWEEN THURSTON COUNTY AND TOWN OF BUCODA

WHEREAS, RCW 35.21.152 recognizes the Town's authority over solid waste handling, including the authority to designate disposal sites for solid waste collected within its boundaries. RCW 35.21.152 also authorizes the Town to enter contracts with the County for purposes of solid waste handling; and

WHEREAS, The County owns, operates and manages solid waste handling programs and system (collectively "System") under Chapter 36.58 RCW. RCW 36.58.040 recognizes the County's authority over solid waste handling, including the authority to designate disposal sites for solid waste collected within its boundaries. RCW 36.58.040 also authorizes the County to enter contracts with the Town for purposes of solid waste handling; and

WHEREAS, The Solid Waste Management Act, Chapter 70A.205 RCW, and the Hazardous Waste Management Act, Chapter 70A.300 RCW, provides for cooperative planning among cities and counties. The County and Town have participated in the past in the development and implementation of the 2013 Thurston County Comprehensive Solid Waste Management Plan and the integrated County Hazardous Waste Plan (collectively, the "Plan"); and

WHEREAS, It is to the mutual advantage of the County and the Town and their citizens to contract to provide for continued, integrated solid waste and hazardous waste management planning and solid waste programs, including the designation of solid waste handling systems and facilities;

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

1. AGREEMENT. THIS INTERLOCAL AGREEMENT FOR THURSTON COUNTY SOLID WASTE MANAGEMENT, AND SOLID WASTE MANAGEMENT PLAN AND HAZARDOUS WASTE PLAN UPDATES ("Agreement") is made and entered into by and between Thurston County, a political subdivision of the State of Washington ("County") and the Town of Bucoda, a Washington municipal corporation ("Town"). The County and Town are each a "Party" and collectively the "Parties" to this Agreement. The Parties agree as follows. The above-recitals and findings are hereby incorporated in this Agreement by this reference.

2. PURPOSE. The purpose of this Agreement is to authorize the County under chapters 70A.205 and 70A.300 RCW to prepare and adopt updates to the Plan with the participation of the Town, and for the County to provide certain solid waste management planning and handling services.

3. FINANCING, FUNDS AND BUDGET.

3.1 The costs of Plan administration and implementation shall be through the County Solid Waste Fund ("Fund"). The Fund is established by the County and maintained through user fees, grants, gifts, loans and other lawful funding sources as outlined in the Plan. The Fund is *Intergovernmental Agreement with Town of Bucoda for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates*

dependent on the support of the Town through this Agreement. The County shall maintain the Fund as a dedicated fund within the County budget. All revenues and expenditures in connection with the Plan subject to this Agreement shall be budgeted and accounted for through this Fund.

3.2 The County may from time-to-time adopt by motion, resolution or ordinance, such rates and charges necessary to recover all costs of the County's solid waste planning, management and handling activities, including for solid waste processing and disposal, defense and payment of claims, capital improvements, landfill closure and post closure costs, waste reduction, recycling and public education relating to solid waste handling, waste reduction and recycling.

4. SOLID WASTE AND HAZARDOUS WASTE MANAGEMENT PLAN ADMINISTRATION.

4.1 The County shall provide solid waste planning and management services for solid waste generated within the Town. The County shall plan for hazardous waste planning and management within the Town. The County shall serve as the planning authority for the Plan, except for such planning that is the responsibility of federal or state governments. The Town shall participate in the Plan, as may be updated from time-to-time. Under RCW 70A.205.040(3) and RCW 70A.300.350, the Town authorizes the County to include in the Plan provisions for the management of solid waste and hazardous waste generated within the Town.

4.2 After adoption of the Plan by the County following the process under Chapters 70A.205 and 70A.300 RCW, and by the Town pursuant to this Agreement, the County shall administer the Plan and shall have full authority to implement solid and hazardous waste management programs and services consistent with the Plan, for the Town and the residents within the Town boundaries. County management shall be conducted in conformance with all state and federal laws and regulations. Notwithstanding the foregoing, the County has no responsibility for the regulation or management of solid waste collection within the Town corporate limits, or for hazardous waste handling or disposal. The County may maintain a program for collection and disposal of hazardous household substances.

5. EDUCATION. The County shall provide support and technical assistance to the Town for educational resources and materials related to waste reduction and recycling strategies.

6. SOLID WASTE DISPOSAL. The County shall continue to provide for the efficient disposal of solid waste generated within the unincorporated areas of the County and the Town, consistent with the Plan. The County shall be the operating authority for processing, transfer and disposal of solid waste generated within the unincorporated areas of the County and the Town. The County shall not be responsible for solid waste that has been eliminated through recycling activities consistent with the Plan and lawfully permitted.

7. FLOW CONTROL. The Town shall by ordinance designate the County system for the disposal of all solid waste generated and/or collected within the Town. The Town authorizes the County to designate disposal sites for the disposal of solid waste. No solid waste generated or collected within the Town shall be diverted from the County's designated disposal site(s) without the County's prior approval. PROVIDED, HOWEVER, the Town may continue to deliver or direct all residential, multi-family, mixed-use, and commercially generated recyclable and

Intergovernmental Agreement with Town of Bucoda for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

compostable materials to any permitted or permit exempt material recovery or composting facility that is operating consistent with all applicable laws. The designation of the County for solid waste disposal shall not otherwise affect the Town's control over solid waste collection.

8. ENFORCEMENT. The County shall have primary responsibility for enforcement of laws and regulations requiring solid waste disposal at sites designated by the County. The Town shall cooperate with County in enforcement efforts, and by ordinance shall provide that it is a violation of Town law to dispose of waste outside of the System without County approval. When legally feasible, the County shall bring enforcement actions to relating to solid waste handling under this Agreement Sections 7 and 8. However, when the County lacks legal authority to bring an enforcement action, the County may request in writing that the Town bring such an enforcement action. The County shall provide all such information as may be necessary to support the action. The Town shall comply with such a request or otherwise take action to ensure that all solid waste generated and/or collected within the Town is disposed at the County designated disposal site(s). The County shall pay all reasonable attorney fees and costs incurred by the Town in taking such enforcement actions.

9. ACCOUNTING. The County shall maintain accounts for the solid waste management program and the hazardous waste program in accordance with the requirements of the Washington State Auditor. Authorized representatives of the Town shall have the right to inspect the accounting concerning the County solid and hazardous waste management programs at any reasonable time.

10. PROPERTY. Title to all property acquired with funds from the Fund shall vest in the County. In the event of sale of any property acquired using the Fund, the proceeds from the sale shall be deposited in the Fund or as otherwise required or permitted by law, regulation, grant or contract.

11. INSURANCE AND INDEMNIFICATION.

11.1 Consistent with its management responsibilities under this Agreement, the County shall maintain public liability insurance with limits in accordance with standard practice for its solid waste system, programs and operations.

11.2 The County hereby indemnifies and holds harmless the Town and shall defend the Town against any claims for personal injury or property damage arising out of the County's management and operations of the solid waste system, including those set out in the Plan. The County's indemnification, hold harmless, or defense obligations under this Section do not apply to any claims arising out of the actions of the Town or any activities under a Town's control.

12. GENERAL.

12.1 No Third Party Beneficiaries. This Agreement shall not benefit any person who is not a Party, and there are no third party beneficiaries of this Agreement.

12.2 Governing Law; Venue. This Agreement is governed by the laws of the State of Washington. The venue for any action arising out of or relating to this Agreement shall be the Superior Court of Washington for Thurston County.

Intergovernmental Agreement with Town of Bucoda for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

12.3 Effect on Preceding Contract. This Agreement, upon its execution by the Parties, supersedes any prior Intergovernmental Agreement for the Thurston County Comprehensive Solid Waste Management Plan and Hazardous Waste Management Plan, or related agreement.

12.4 Entire Agreement. This Agreement constitutes the entire Agreement between the Parties. Any written or verbal agreements that are not set out in this agreement are expressly excluded.

12.5 No Separate Legal Entity Created; No Property to Be Jointly Held. No separate legal entity is created by this Agreement. In carrying out this Agreement, the Parties will not jointly acquire, hold, or dispose of real or personal property. Any real or personal property used by a Party in carrying out this Agreement remains the property of that Party.

12.6 Recording. Prior to its entry into force, the County shall file this Agreement with the Thurston County Auditor's Office.

13. DEFINITIONS.

13.1 "County drop box facilities" means the Rainier Drop-Box Facility located at 13010 Rainier Acres Road, Rainier, Washington, the Rochester Drop-Box Facility located at 16500 Sargent Road, Rochester, Washington, and such other drop box facilities designated from time to time by the County or in the SWMP as facilities for the placement of a detachable container to receive solid waste from off site, including the area adjacent for necessary entrance and exit roads, unloading and turn around areas.

13.2 "County transfer stations" means the Thurston County Waste and Recovery Center transfer station located at 2420 Hogum Bay Road Northeast, Lacey, Washington, and such other transfer station facilities designated from time to time by the County or in the SWMP as facilities for receipt of solid waste from off-site from persons or route collection vehicles for consolidation into transfer vehicles, vessels or containers for transport to a solid waste handling facility.

13.3 "Department" means the Thurston County Department of Public Works, or such other department or division of County government as may be designated from time-to-time.

13.4 "Director" means the Director of the Department, or designee.

13.5 "Ecology" means the Washington Department of Ecology.

13.6 "Hazardous Waste Management" means the management and handling of certain material under Chapter 70A.300 RCW. "Hazardous waste" means the following, as set forth in RCW 70A.300.010, as now or hereafter amended:

13.6.1 "Hazardous household substances" means those substances identified by Ecology as hazardous household substances in the guidelines developed by Ecology.

13.6.2 "Hazardous substances" or "hazardous materials" means those substances or materials identified as such under regulations adopted pursuant to the federal hazardous

Intergovernmental Agreement with Town of Bucoda for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

materials transportation act, the toxic substances control act, the resource recovery and conservation act, the comprehensive environmental response compensation and liability act, the federal insecticide, fungicide, and rodenticide act, the occupational safety and health act hazardous communications standards, and the state hazardous waste act.

13.6.3 "Moderate risk waste" means (a) any waste that exhibits any of the properties of dangerous waste but is exempt from regulation under chapter 70A.300 RCW solely because the waste is generated in quantities below the threshold for regulation and (b) any household wastes that are generated from the disposal of substances identified by Ecology as hazardous household substances.

13.7 "Inert waste" means the following solid waste if it has not been tainted, through exposure from chemical, physical, biological or radiological substances, such that it presents a threat to human health or the environment greater than that inherent to the material: cured concrete, asphaltic materials, brick and masonry, ceramic materials produced from fired clay or porcelain, glass and stainless steel and aluminum, or as otherwise authorized for disposal at an inert waste facility as described in WAC 173-350-410.

13.8 "Participating City" means any city or the Town that authorizes the County to prepare its solid waste management plan for inclusion in the SWMP, including any city that may in the future participate in preparing a joint plan for solid waste management, and any city or town that participates in the system.

13.9 "Person" means an individual, firm, association, partnership, political subdivision, government agency, municipality, industry, public or private corporation or any other entity whatsoever, including any affiliate that directly, or indirectly through one or more intermediaries, controls, is controlled by or is under common control with such person.

13.10 "Solid waste" or "wastes" means all putrescible and nonputrescible solid and semisolid wastes including, but not limited to MSW, garbage, rubbish, ashes, commercial waste, industrial wastes, demolition and construction wastes, inert wastes, abandoned vehicles or parts thereof, recyclable materials, and unrecovered residues from reclamation operations. See WAC 173-350-021 to determine if material is a solid waste.

13.11 "Solid waste handling" means the storage, collection, transportation, treatment, utilization, processing and final disposal of solid waste. See WAC 173-350-100 for expanded definition.

13.12 "System" means the comprehensive County-wide system or systems of solid waste handling, and any successor solid waste system or systems, established under chapter 36.58 RCW and other state laws, which includes without limitation the operation and maintenance of the system disposal sites under this chapter, the regulation of solid waste handling facilities under Title 15 TCC, the SWMP and the rules and regulations of the Board of Health, and the designation of system disposal sites for, and the method or methods of transfer and disposal of, all solid waste generated and collected in the system areas, as established, designated, identified or otherwise provided by the County.

Intergovernmental Agreement with Town of Bucoda for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

13.13 “System areas” means all unincorporated areas of the County, all incorporated areas of the participating cities and towns and, subject to separate agreement with the County, the areas of any other local government entities.

13.14 “System disposal sites” means the County transfer stations, the County drop box facilities and such other sites designated from time to time by the County or the SWMP as disposal sites of the system.

13.15 “Thurston County Code” or “TCC” is the codification of County ordinances.

14. EFFECTIVE DATE; TERM; TERMINATION; EXECUTION.

14.1 This Agreement shall be in force and remain in effect from the date of the last signature from each of the Town and County (“Effective Date”). The Agreement term is to the earlier of twenty (20) years from the Effective Date or the Agreement’s amendment or replacement by a new agreement.

14.2 This Agreement may be terminated other than under Agreement Section 14.1, as follows:

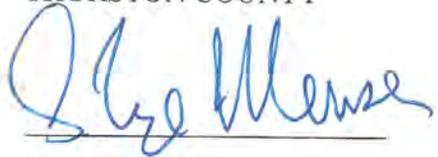
14.2.1 By Town. After Town adoption and Ecology approval of a Town Comprehensive Solid Waste Management Plan that provides for management of solid waste outside of the County system, the Town may terminate this Agreement following twenty-four (24) months’ notice in writing to County.

14.2.2 By County. After 2026, upon County adoption and Ecology approval of a County Comprehensive Solid Waste Management Plan that does not provide for management of solid waste originating within the Town, the County may terminate this Agreement following twenty-four (24) months’ notice in writing to Town.

14.2.3 By Both Parties. This Agreement may be terminated at any time upon mutual agreement of the Parties.

14.3 This Agreement has been executed by each Party on the date set forth below.

THURSTON COUNTY

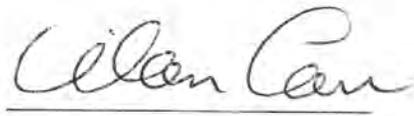


Tye Menser

Chairman, Board of County
Commissioners

Date: 8-18-21

TOWN OF BUCODA



Alan Carr

Mayor

Date: 6/10/2021

ATTEST:



Amy Davis

Clerk of the Board

ATTEST:



Town Clerk

APPROVED AS TO FORM:

JON TUNHEIM

PROSECUTING ATTORNEY

APPROVED AS TO FORM:

By: 

Rick Peters

Deputy Prosecuting Attorney

Town Attorney

Intergovernmental Agreement with Town of Bucoda for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

INTERLOCAL AGREEMENT FOR THURSTON COUNTY
SOLID WASTE MANAGEMENT, AND SOLID WASTE MANAGEMENT PLAN AND
HAZARDOUS WASTE PLAN UPDATES
BETWEEN THURSTON COUNTY AND CITY OF LACEY

WHEREAS, RCW 35.21.152 recognizes the City's authority over solid waste handling, including the authority to designate disposal sites for solid waste collected within its boundaries. RCW 35.21.152 also authorizes the City to enter contracts with the County for purposes of solid waste handling; and

WHEREAS, The County owns, operates and manages solid waste handling programs and system (collectively "System") under Chapter 36.58 RCW. RCW 36.58.040 recognizes the County's authority over solid waste handling, including the authority to designate disposal sites for solid waste collected within its boundaries. RCW 36.58.040 also authorizes the County to enter contracts with the City for purposes of solid waste handling; and

WHEREAS, The Solid Waste Management Act, Chapter 70A.205 RCW, and the Hazardous Waste Management Act, Chapter 70A.300 RCW, provides for cooperative planning among cities and counties. The County and City have participated in the past in the development and implementation of the 2013 Thurston County Comprehensive Solid Waste Management Plan and the integrated County Hazardous Waste Plan (collectively, the "Plan"); and

WHEREAS, It is to the mutual advantage of the County and the City and their citizens to contract to provide for continued, integrated solid waste and hazardous waste management planning and solid waste programs, including the designation of solid waste handling systems and facilities;

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

1. AGREEMENT. THIS INTERLOCAL AGREEMENT FOR THURSTON COUNTY SOLID WASTE MANAGEMENT, AND SOLID WASTE MANAGEMENT PLAN AND HAZARDOUS WASTE PLAN UPDATES ("Agreement") is made and entered into by and between Thurston County, a political subdivision of the State of Washington ("County") and the City of Lacey, a Washington municipal corporation ("City"). The County and City are each a "Party" and collectively the "Parties" to this Agreement. The Parties agree as follows. The above-recitals and findings are hereby incorporated in this Agreement by this reference.

2. PURPOSE. The purpose of this Agreement is to authorize the County under chapters 70A.205 and 70A.300 RCW to prepare and adopt updates to the Plan with the participation of the City, and for the County to provide certain solid waste management planning and handling services.

3. FINANCING, FUNDS AND BUDGET.

3.1 The costs of Plan administration and implementation shall be through the County Solid Waste Fund ("Fund"). The Fund is established by the County and maintained through user fees, grants, gifts, loans and other lawful funding sources as outlined in the Plan. The Fund is *Intergovernmental Agreement with City of Lacey for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates*

dependent on the support of the City through this Agreement. The County shall maintain the Fund as a dedicated fund within the County budget. All revenues and expenditures in connection with the Plan subject to this Agreement shall be budgeted and accounted for through this Fund.

3.2 The County may from time-to-time adopt by motion, resolution or ordinance, such rates and charges necessary to recover all costs of the County's solid waste planning, management and handling activities, including for solid waste processing and disposal, defense and payment of claims, capital improvements, landfill closure and post closure costs, waste reduction, recycling and public education relating to solid waste handling, waste reduction and recycling.

4. SOLID WASTE AND HAZARDOUS WASTE MANAGEMENT PLAN ADMINISTRATION.

4.1 The County shall provide solid waste planning and management services for solid waste generated within the City. The County shall plan for hazardous waste planning and management within the City. The County shall serve as the planning authority for the Plan, except for such planning that is the responsibility of federal or state governments. The City shall participate in the Plan, as may be updated from time-to-time. Under RCW 70A.205.040(3) and RCW 70A.300.350, the City authorizes the County to include in the Plan provisions for the management of solid waste and hazardous waste generated within the City.

4.2 After adoption of the Plan by the County following the process under Chapters 70A.205 and 70A.300 RCW, and by the City pursuant to this Agreement, the County shall administer the Plan and shall have full authority to implement solid and hazardous waste management programs and services consistent with the Plan, for the City and the residents within the City boundaries. County management shall be conducted in conformance with all state and federal laws and regulations. Notwithstanding the foregoing, the County has no responsibility for the regulation or management of solid waste collection within the City corporate limits, or for hazardous waste handling or disposal. The County may maintain a program for collection and disposal of hazardous household substances.

5. EDUCATION. The County shall provide support and technical assistance to the City for educational resources and materials related to waste reduction and recycling strategies.

6. SOLID WASTE DISPOSAL. The County shall continue to provide for the efficient disposal of solid waste generated within the unincorporated areas of the County and the City, consistent with the Plan. The County shall be the operating authority for processing, transfer and disposal of solid waste generated within the unincorporated areas of the County and the City. The County shall not be responsible for solid waste that has been eliminated through recycling activities consistent with the Plan and lawfully permitted.

7. FLOW CONTROL. The City shall by ordinance designate the County system for the disposal of all solid waste generated and/or collected within the City. The City authorizes the County to designate disposal sites for the disposal of solid waste. No solid waste generated or collected within the City shall be diverted from the County's designated disposal site(s) without the County's prior approval. Residential self-haul of solid waste generated or collected within or outside of the City is not subject to penalties of this provision. For purposes of this

Intergovernmental Agreement with City of Lacey for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

subsection, "residential self-haul" means the transport and disposal of solid waste by individual County residents and not waste handling for fee or other consideration. The designation of the County for solid waste disposal shall not otherwise affect the City's programs for and control over solid waste collection, waste reduction and recycling. PROVIDED, HOWEVER, the City may continue to deliver or direct all residential, multi-family, mixed-use, and commercially generated recyclable and compostable materials to any permitted or permit exempt material recovery or composting facility that is operating consistent with all applicable laws. The designation of the County for solid waste disposal shall not otherwise affect the City's control over solid waste collection.

8. ENFORCEMENT. The County shall have primary responsibility for enforcement of laws and regulations requiring solid waste disposal at sites designated by the County. The City shall cooperate with County in enforcement efforts, and by ordinance shall provide that it is a violation of City law to dispose of waste outside of the System without County approval. When legally feasible, the County shall bring enforcement actions to relating to solid waste handling under this Agreement Sections 7 and 8. However, when the County lacks legal authority to bring an enforcement action, the County may request in writing that the City bring such an enforcement action. The County shall provide all such information as may be necessary to support the action. The City shall comply with such a request or otherwise take action to ensure that all solid waste generated and/or collected within the City is disposed at the County designated disposal site(s). The County shall pay all reasonable attorney fees and costs incurred by the City in taking such enforcement actions.

9. ACCOUNTING. The County shall maintain accounts for the solid waste management program and the hazardous waste program in accordance with the requirements of the Washington State Auditor. Authorized representatives of the City shall have the right to inspect the accounting concerning the County solid and hazardous waste management programs at any reasonable time.

10. PROPERTY. Title to all property acquired with funds from the Fund shall vest in the County. In the event of sale of any property acquired using the Fund, the proceeds from the sale shall be deposited in the Fund or as otherwise required or permitted by law, regulation, grant or contract.

11. INSURANCE AND INDEMNIFICATION.

11.1 Consistent with its management responsibilities under this Agreement, the County shall maintain public liability insurance with limits in accordance with standard practice for its solid waste system, programs and operations.

11.2 The County hereby indemnifies and holds harmless the City and shall defend the City against any claims for personal injury or property damage arising out of the County's management and operations of the solid waste system, including those set out in the Plan. The County's indemnification, hold harmless, or defense obligations under this Section do not apply to any claims arising out of the actions of the City or any activities under a City's control.

12. GENERAL.

Intergovernmental Agreement with City of Lacey for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

12.1 No Third Party Beneficiaries. This Agreement shall not benefit any person who is not a Party, and there are no third party beneficiaries of this Agreement.

12.2 Governing Law; Venue. This Agreement is governed by the laws of the State of Washington. The venue for any action arising out of or relating to this Agreement shall be the Superior Court of Washington for Thurston County.

12.3 Effect on Preceding Contract. This Agreement, upon its execution by the Parties, supersedes any prior Intergovernmental Agreement for the Thurston County Comprehensive Solid Waste Management Plan and Hazardous Waste Management Plan, or related agreement.

12.4 Entire Agreement. This Agreement constitutes the entire Agreement between the Parties. Any written or verbal agreements that are not set out in this agreement are expressly excluded.

12.5 No Separate Legal Entity Created; No Property to Be Jointly Held. No separate legal entity is created by this Agreement. In carrying out this Agreement, the Parties will not jointly acquire, hold, or dispose of real or personal property. Any real or personal property used by a Party in carrying out this Agreement remains the property of that Party.

12.6 Recording. Prior to its entry into force, the County shall file this Agreement with the Thurston County Auditor's Office.

13. DEFINITIONS.

13.1 "County drop box facilities" means the Rainier Drop-Box Facility located at 13010 Rainier Acres Road, Rainier, Washington, the Rochester Drop-Box Facility located at 16500 Sargent Road, Rochester, Washington, and such other drop box facilities designated from time to time by the County or in the SWMP as facilities for the placement of a detachable container to receive solid waste from off site, including the area adjacent for necessary entrance and exit roads, unloading and turn around areas.

13.2 "County transfer stations" means the Thurston County Waste and Recovery Center transfer station located at 2420 Hogum Bay Road Northeast, Lacey, Washington, and such other transfer station facilities designated from time to time by the County or in the SWMP as facilities for receipt of solid waste from off-site from persons or route collection vehicles for consolidation into transfer vehicles, vessels or containers for transport to a solid waste handling facility.

13.3 "Department" means the Thurston County Department of Public Works, or such other department or division of County government as may be designated from time-to-time.

13.4 "Director" means the Director of the Department, or designee.

13.5 "Ecology" means the Washington Department of Ecology.

13.6 "Hazardous Waste Management" means the management and handling of certain material under Chapter 70A.300 RCW. "Hazardous waste" means the following, as set forth in RCW 70A.300.010, as now or hereafter amended:

13.6.1 "Hazardous household substances" means those substances identified by Ecology as hazardous household substances in the guidelines developed by Ecology.

13.6.2 "Hazardous substances" or "hazardous materials" means those substances or materials identified as such under regulations adopted pursuant to the federal hazardous materials transportation act, the toxic substances control act, the resource recovery and conservation act, the comprehensive environmental response compensation and liability act, the federal insecticide, fungicide, and rodenticide act, the occupational safety and health act hazardous communications standards, and the state hazardous waste act.

13.6.3 "Moderate risk waste" means (a) any waste that exhibits any of the properties of dangerous waste but is exempt from regulation under chapter 70A.300 RCW solely because the waste is generated in quantities below the threshold for regulation and (b) any household wastes that are generated from the disposal of substances identified by Ecology as hazardous household substances.

13.7 "Inert waste" means the following solid waste if it has not been tainted, through exposure from chemical, physical, biological or radiological substances, such that it presents a threat to human health or the environment greater than that inherent to the material: cured concrete, asphaltic materials, brick and masonry, ceramic materials produced from fired clay or porcelain, glass and stainless steel and aluminum, or as otherwise authorized for disposal at an inert waste facility as described in WAC 173-350-410.

13.8 "Participating City" means any city or the City that authorizes the County to prepare its solid waste management plan for inclusion in the SWMP, including any city that may in the future participate in preparing a joint plan for solid waste management, and any city or town that participates in the system.

13.9 "Person" means an individual, firm, association, partnership, political subdivision, government agency, municipality, industry, public or private corporation or any other entity whatsoever, including any affiliate that directly, or indirectly through one or more intermediaries, controls, is controlled by or is under common control with such person.

13.10 "Solid waste" or "wastes" means all putrescible and nonputrescible solid and semisolid wastes including, but not limited to MSW, garbage, rubbish, ashes, commercial waste, industrial wastes, demolition and construction wastes, inert wastes, abandoned vehicles or parts thereof, recyclable materials, and unrecovered residues from reclamation operations. See WAC 173-350-021 to determine if material is a solid waste.

13.11 "Solid waste handling" means the storage, collection, transportation, treatment, utilization, processing and final disposal of solid waste. See WAC 173-350-100 for expanded definition.

13.12 "System" means the comprehensive County-wide system or systems of solid waste handling, and any successor solid waste system or systems, established under chapter 36.58 RCW

Intergovernmental Agreement with City of Lacey for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

and other state laws, which includes without limitation the operation and maintenance of the system disposal sites under this chapter, the regulation of solid waste handling facilities under Title 15 TCC, the SWMP and the rules and regulations of the Board of Health, and the designation of system disposal sites for, and the method or methods of transfer and disposal of, all solid waste generated and collected in the system areas, as established, designated, identified or otherwise provided by the County.

13.13 "System areas" means all unincorporated areas of the County, all incorporated areas of the participating cities and towns and, subject to separate agreement with the County, the areas of any other local government entities.

13.14 "System disposal sites" means the County transfer stations, the County drop box facilities and such other sites designated from time to time by the County or the SWMP as disposal sites of the system.

13.15 "Thurston County Code" or "TCC" is the codification of County ordinances.

14. EFFECTIVE DATE; TERM; TERMINATION; EXECUTION.

14.1 This Agreement shall be in force and remain in effect from the date of the last signature from each of the City and County ("Effective Date"). The Agreement term is to the earlier of twenty (20) years from the Effective Date or the Agreement's amendment or replacement by a new agreement.

14.2 This Agreement may be terminated other than under Agreement Section 14.1, as follows:

14.2.1 By City. After City adoption and Ecology approval of a City Comprehensive Solid Waste Management Plan that provides for management of solid waste outside of the County system, the City may terminate this Agreement following twenty-four (24) months' notice in writing to County.

14.2.2 By County. After 2026, upon County adoption and Ecology approval of a County Comprehensive Solid Waste Management Plan that does not provide for management of solid waste originating within the City, the County may terminate this Agreement following twenty-four (24) months' notice in writing to City.

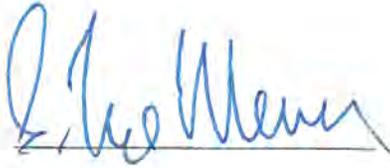
14.2.3 By Both Parties. This Agreement may be terminated at any time upon mutual agreement of the Parties.

14.3 This Agreement has been executed by each Party on the date set forth below.

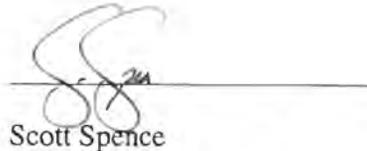
THURSTON COUNTY

CITY OF LACEY

Intergovernmental Agreement with City of Lacey for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates



Tye Menser
Chairman, Board of County
Commissioners



Scott Spence
City Manager

Date: 6/10/2021

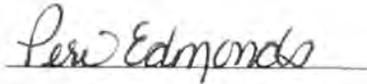
Date: 6/17/2021

ATTEST:

ATTEST:



Amy Davis
Clerk of the Board



Peri Edmonds
City Clerk

APPROVED AS TO FORM:

APPROVED AS TO FORM:

JON TUNHEIM
PROSECUTING ATTORNEY



By: _____
Rick Peters
Deputy Prosecuting Attorney



City Attorney

Intergovernmental Agreement with City of Lacey for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

INTERLOCAL AGREEMENT FOR MUNICIPALITIES TO PARTICIPATE IN
DRAFTING THE 2021 THURSTON COUNTY SOLID WASTE MANAGEMENT PLAN
AND HAZARDOUS WASTE PLAN UPDATES

WHEREAS, The Solid Waste Management Act, Chapter 70A.205 RCW, and the Hazardous Waste Management Act, Chapter 70A.300 RCW, provides for cooperative planning among cities and counties; and

WHEREAS, It is to the mutual advantage of Thurston County (“County”) and the City of Olympia (“City”) and their community members to provide for continued, integrated solid waste and hazardous waste management planning and solid waste programs, and

WHEREAS, the County and City have participated in the past in the development and implementation of the 2013 Thurston County Comprehensive Solid Waste Management Plan and integrated Hazardous Waste Plan (collectively, the “Plan”); and

WHEREAS, the City has been operating under an Intergovernmental Agreement for Solid Waste Management with the County and other local municipalities dated May 24, 2012; and

WHEREAS, 70A.205.075(2)(c) states that the Plan shall be reviewed and revised, if necessary, every five (5) years; and

WHEREAS, RCW 35.21.152 recognizes the City’s authority over solid waste handling, including solid waste collection and associated educational programs; and

WHEREAS, The County owns, operates, and manages solid waste handling programs and system (collectively “System”) under Chapter 36.58 RCW. RCW 36.58.040 recognizes the County’s authority over solid waste handling, including the authority to designate disposal sites for solid waste collected within its boundaries; and

WHEREAS, the City has the opportunity to reaffirm its inclusion in the joint plans;

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

1. AGREEMENT.

THIS AGREEMENT FOR THURSTON COUNTY SOLID WASTE MANAGEMENT, AND SOLID WASTE MANAGEMENT PLAN AND HAZARDOUS WASTE PLAN UPDATES (“Agreement”) is made and entered into by and between Thurston County, a political subdivision of the State of Washington, and the City of Olympia, a Washington municipal corporation. The County and City are each a “Party” and collectively the “Parties” to this Agreement. The Parties agree as follows. The above-recitals and findings are hereby incorporated in this Agreement by this reference.

2. PURPOSE.

The purpose of this Agreement is to authorize the County under chapters 70A.105 and 70A.300 RCW to prepare and adopt an update to the Plan with the participation of the City, and for the County to provide certain solid waste management planning and handling services.

3. FINANCING, FUNDS, AND BUDGET.

3.1 The costs of Plan administration and implementation are through the County Solid Waste Fund ("Fund"). The Fund is established by the County and maintained through user fees, grants, gifts, loans, and other lawful funding sources. The Fund is dependent on the support of the City through this Agreement. The County shall maintain the Fund as a dedicated fund within the County budget. The County shall budget and account for all revenues and expenditures in connection with the Plan subject to this Agreement through this Fund.

3.2 The County may from time-to-time adopt by motion, resolution, or ordinance, such rates and charges necessary to recover all costs of the County's solid waste planning, management, and handling activities, including for solid waste processing and disposal, defense and payment of claims, capital improvements, landfill closure and post closure costs, public education relating to solid waste handling, and waste reduction and recycling.

4. SOLID WASTE AND HAZARDOUS WASTE MANAGEMENT PLAN ADMINISTRATION.

4.1 The County shall provide solid waste planning and management services for solid waste generated within the City. The County shall plan for hazardous waste planning and management within the City. The County shall serve as the planning authority for the Plan, except for such planning that is the responsibility of federal or state governments. The City shall participate in the Plan, as may be updated from time-to-time. Under RCW 70A.205.040 and RCW 70A.300.350, the City authorizes the County to include in the Plan provisions for the management of solid waste and hazardous waste generated within the City.

4.2 After adoption of the Plan by the County following the process under chapters 70A.205 and 70A.300 RCW, and by the City pursuant to this Agreement, the County shall administer the Plan and has full authority to implement solid and hazardous waste management programs and services consistent with the Plan, for the City and the residents within the City boundaries. The County shall conduct such management in conformance with all state and federal laws and regulations. Notwithstanding the foregoing, the County has no responsibility for the regulation or management of solid waste collection within the City corporate limits, or for hazardous waste handling or disposal. The County may maintain a program for collection and disposal of hazardous household substances.

5. EDUCATION.

The County shall provide support and technical assistance to the City for educational resources and materials related to waste reduction and recycling strategies.

6. SOLID WASTE DISPOSAL.

The County shall continue to provide for the efficient disposal of solid waste generated within the unincorporated areas of the County and the City, consistent with the Plan. The County is the operating authority for processing, transfer, and disposal of solid waste generated within the unincorporated areas of the County and the City and the City hereby designates the County System for the processing, transfer, and disposal of solid waste generated in the City. The County is not responsible for solid waste that has been eliminated through recycling activities consistent with the Plan and lawfully permitted.

8. ENFORCEMENT.

The County has primary responsibility for enforcement of laws and regulations requiring solid waste disposal at sites designated by the County.

9. ACCOUNTING.

The County shall maintain accounts for the solid waste management program and the hazardous waste program in accordance with the requirements of the Washington State Auditor. Authorized representatives of the City may inspect the accounting concerning the County solid and hazardous waste management programs at any reasonable time.

10. PROPERTY.

Title to all property acquired with funds from the Fund vests in the County. In the event of sale of any property acquired using the Fund, the County shall deposit proceeds from the sale in the Fund or as otherwise required or permitted by law, regulation, grant, or contract.

11. INSURANCE AND INDEMNIFICATION.

11.1 Consistent with its management responsibilities under this Agreement, the County shall maintain public liability insurance with limits in accordance with standard practice for its solid waste system, programs, and operations.

11.2 The County shall indemnify, hold harmless, and defend the City and its officers and employees against any claims for personal injury or property damage arising out of the County's management and operations of the solid waste system, including those set out in the Plan. The County's indemnification, hold harmless, and defense obligations under this Section do not apply to any claims arising out of the actions of the City or any activities under the City's control.

12. GENERAL.

12.1 No Third Party Beneficiaries. This Agreement does not benefit any person who is not a Party, and there are no third party beneficiaries of this Agreement.

12.2 Governing Law; Venue. This Agreement is governed by the laws of the State of Washington. The venue for any action arising out of or relating to this Agreement is the Superior Court of Washington for Thurston County.

12.3 Effect on Preceding Contract. This Agreement, upon its execution by the Parties, supersedes any prior Intergovernmental Agreement for the Thurston County Comprehensive Solid Waste Management Plan and Hazardous Waste Management Plan, or related agreement.

12.4 Entire Agreement. This Agreement, along with the Plan as adopted by the Parties, constitutes the entire Agreement between the Parties. Any written or verbal agreements that are not set out in this agreement are expressly excluded.

12.5 No Separate Legal Entity Created; No Property to Be Jointly Held. No separate legal entity is created by this Agreement. In carrying out this Agreement, the Parties will not jointly acquire, hold, or dispose of real or personal property. Any real or personal property used by a Party in carrying out this Agreement remains the property of that Party.

12.6 Recording. Prior to its entry into force, the County shall file this Agreement with the Thurston County Auditor's Office.

13. PLAN ADOPTION

13.1 The County and the City shall both adopt the final Plan through resolution of their governing bodies. The Plan shall be reviewed and, if deemed necessary, revised, at least once every five (5) years following approval of the Plan by the Washington State Department of Ecology (Ecology). Any necessary revisions or amendments to the Plan will be accomplished through a process defined in the Plan.

14. DEFINITIONS.

14.1 "County drop box facilities" means the Rainier Drop-Box Facility located at 13010 Rainier Acres Road, Rainier, Washington, the Rochester Drop-Box Facility located at 16500 Sargent Road, Rochester, Washington, and such other drop box facilities designated from time to time by the County or in the SWMP as facilities for the placement of a detachable container to receive solid waste from off site, including the area adjacent for necessary entrance and exit roads, unloading, and turn around areas.

14.2 "County transfer stations" means the Thurston County Waste and Recovery Center transfer station located at 2420 Hogum Bay Road Northeast, Lacey, Washington, and such other transfer station facilities designated from time to time by the County or in the SWMP as facilities for receipt of solid waste from off-site from persons or route collection vehicles for consolidation into transfer vehicles, vessels, or containers for transport to a solid waste handling facility.

14.3 "Department" means the Thurston County Department of Public Works, or such other department or division of County government as may be designated from time-to-time.

14.4 "Director" means the Director of the Department, or designee.

14.5 "Ecology" means the Washington Department of Ecology.

14.6 "Hazardous Waste Management" means the management and handling of certain material under Chapter 70A.300 RCW. "Hazardous waste" means the following, as set forth in RCW 70A.300.010, as now or hereafter amended:

14.6.1 "Hazardous household substances" means those substances identified by Ecology as hazardous household substances in the guidelines developed by Ecology.

14.6.2 "Hazardous substances" or "hazardous materials" means those substances or materials identified as such under regulations adopted pursuant to the federal hazardous materials transportation act, the toxic substances control act, the resource recovery and conservation act, the comprehensive environmental response compensation and liability act, the federal insecticide, fungicide, and rodenticide act, the occupational safety and health act hazardous communications standards, and the state hazardous waste act.

14.6.3 "Moderate risk waste" means (a) any waste that exhibits any of the properties of dangerous waste but is exempt from regulation under chapter 70A.300 RCW solely because the waste is generated in quantities below the threshold for regulation and (b) any household wastes that are generated from the disposal of substances identified by Ecology as hazardous household substances.

14.6.4 "Inert waste" means the following solid waste if it has not been tainted, through exposure from chemical, physical, biological or radiological substances, such that it presents a threat to human health or the environment greater than that inherent to the material: cured concrete, asphaltic materials, brick and masonry, ceramic materials produced from fired clay or porcelain, glass and stainless steel and aluminum, or as otherwise authorized for disposal at an inert waste facility as described in WAC 173-350-410.

14.7 "Participating City" means any city that authorizes the County to prepare its solid waste management plan for inclusion in the SWMP, including any city that may in the future participate in preparing a joint city-County plan for solid waste management, and any city or town that participates in the system.

14.8 "Person" means an individual, firm, association, partnership, political subdivision, government agency, municipality, industry, public or private corporation, or any other entity whatsoever, including any affiliate that directly, or indirectly through one or more intermediaries, controls, is controlled by or is under common control with such person.

14.9 "SWMP" means the comprehensive solid waste management plan adopted and amended from time to time by the County and approved by the Washington State Department of Ecology pursuant to chapter 70A.205 RCW, providing for, among other items, planning for solid waste handling within the County. The SWMP also includes the separate Hazardous Waste Management Plan adopted by the County under chapters 70A.205 and 70A.300 RCW.

14.10 "Solid waste" or "wastes" means all putrescible and nonputrescible solid and semisolid wastes including, but not limited to MSW, garbage, rubbish, ashes, commercial waste, industrial wastes, demolition and construction wastes, inert wastes, abandoned vehicles or parts thereof, recyclable materials, and unrecovered residues from reclamation operations. See WAC 173-350-021 to determine if material is a solid waste.

14.11 "Solid waste handling" means the storage, collection, transportation, treatment, utilization, processing and final disposal of solid waste. See WAC 173-350-100 for expanded definition.

14.12 "System" means the comprehensive County-wide system or systems of solid waste handling, and any successor solid waste system or systems, established under chapter 36.58 RCW and other state laws, which includes without limitation the operation and maintenance of the system disposal sites under this chapter, the regulation of solid waste handling facilities under Title 15 TCC, the SWMP and the rules and regulations of the Board of Health, and the designation of system disposal sites for, and the method or methods of transfer and disposal of, all solid waste generated and collected in the system areas, as established, designated, identified, or otherwise provided by the County.

14.13 "System areas" means all unincorporated areas of the County, all incorporated areas of the participating cities and, subject to separate agreement with the County, the areas of any other local government entities.

14.14 "System disposal sites" means the County transfer stations, the County drop box facilities and such other sites designated from time to time by the County or the SWMP as disposal sites of the system.

14.15 "Thurston County Code" or "TCC" is the codification of County ordinances.

15. COUNTERPARTS

This Agreement may be executed in a number of identical counterparts which, taken together, constitute collectively one Agreement; but in making proof of this Agreement, it is not necessary to produce or account for more than one such counterpart. Additionally, (i) the signature pages taken from separate individually executed counterparts of this Agreement may be combined to form multiple fully executed counterparts; and (ii) a facsimile signature or an electronically scanned signature, or an electronic or digital signature where permitted by law, must be deemed to be an original signature for all purposes. All executed counterparts of this Agreement are originals, but all such counterparts, when taken together, constitute one and the same Agreement.

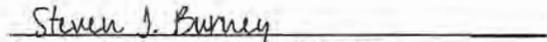
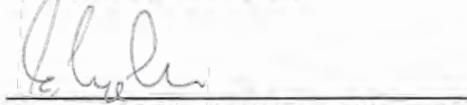
16. EFFECTIVE DATE; TERM; EXECUTION.

This Agreement is in force and remains in effect from the date of the last signature from each of the City and County ("Effective Date"). This Agreement expires the earlier of ten (10) years from the Effective Date or the upon the Agreement's amendment or replacement by a new agreement, unless earlier terminated as provided in this Agreement. Prior to its expiration, this Agreement may be terminated by mutual written agreement of the parties, or this agreement may be terminated by the City, upon sixty (60) days' written notice, if the County ceases to operate its

waste and recovery facility at Hawks Prairie, or reduces or changes its operation of that facility in a manner substantially detrimental to the City's solid waste program.

THURSTON COUNTY

CITY OF OLYMPIA



Chairman, Board of County Commissioners

Steven J. Burney, City Manager

Dated: 05/25/2021

Dated: 03/31/2021

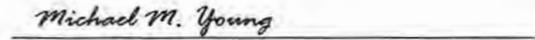
ATTEST:



APPROVED AS TO FORM:

Clerk of the Board

APPROVED AS TO FORM:
JON TUNHEIM
PROSECUTING ATTORNEY


Deputy City Attorney

By: Rick Peters
Deputy Prosecuting Attorney

1

INTERLOCAL AGREEMENT FOR THURSTON COUNTY
SOLID WASTE MANAGEMENT, AND SOLID WASTE MANAGEMENT PLAN AND
HAZARDOUS WASTE PLAN UPDATES
BETWEEN THURSTON COUNTY AND CITY OF RAINIER

WHEREAS, RCW 35.21.152 recognizes the City's authority over solid waste handling, including the authority to designate disposal sites for solid waste collected within its boundaries. RCW 35.21.152 also authorizes the City to enter contracts with the County for purposes of solid waste handling; and

WHEREAS, The County owns, operates and manages solid waste handling programs and system (collectively "System") under Chapter 36.58 RCW. RCW 36.58.040 recognizes the County's authority over solid waste handling, including the authority to designate disposal sites for solid waste collected within its boundaries. RCW 36.58.040 also authorizes the County to enter contracts with the City for purposes of solid waste handling; and

WHEREAS, The Solid Waste Management Act, Chapter 70A.205 RCW, and the Hazardous Waste Management Act, Chapter 70A.300 RCW, provides for cooperative planning among cities and counties. The County and City have participated in the past in the development and implementation of the 2013 Thurston County Comprehensive Solid Waste Management Plan and the integrated County Hazardous Waste Plan (collectively, the "Plan"); and

WHEREAS, It is to the mutual advantage of the County and the City and their citizens to contract to provide for continued, integrated solid waste and hazardous waste management planning and solid waste programs, including the designation of solid waste handling systems and facilities;

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

1. AGREEMENT. THIS INTERLOCAL AGREEMENT FOR THURSTON COUNTY SOLID WASTE MANAGEMENT, AND SOLID WASTE MANAGEMENT PLAN AND HAZARDOUS WASTE PLAN UPDATES ("Agreement") is made and entered into by and between Thurston County, a political subdivision of the State of Washington ("County") and the City of Rainier, a Washington municipal corporation ("City"). The County and City are each a "Party" and collectively the "Parties" to this Agreement. The Parties agree as follows. The above-recitals and findings are hereby incorporated in this Agreement by this reference.

2. PURPOSE. The purpose of this Agreement is to authorize the County under chapters 70A.205 and 70A.300 RCW to prepare and adopt updates to the Plan with the participation of the City, and for the County to provide certain solid waste management planning and handling services.

3. FINANCING, FUNDS AND BUDGET.

3.1 The costs of Plan administration and implementation shall be through the County Solid Waste Fund ("Fund"). The Fund is established by the County and maintained through user *Intergovernmental Agreement with City of Rainier for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates*

fees, grants, gifts, loans and other lawful funding sources as outlined in the Plan. The Fund is dependent on the support of the City through this Agreement. The County shall maintain the Fund as a dedicated fund within the County budget. All revenues and expenditures in connection with the Plan subject to this Agreement shall be budgeted and accounted for through this Fund.

3.2 The County may from time-to-time adopt by motion, resolution or ordinance, such rates and charges necessary to recover all costs of the County's solid waste planning, management and handling activities, including for solid waste processing and disposal, defense and payment of claims, capital improvements, landfill closure and post closure costs, waste reduction, recycling and public education relating to solid waste handling, waste reduction and recycling.

4. SOLID WASTE AND HAZARDOUS WASTE MANAGEMENT PLAN ADMINISTRATION.

4.1 The County shall provide solid waste planning and management services for solid waste generated within the City. The County shall plan for hazardous waste planning and management within the City. The County shall serve as the planning authority for the Plan, except for such planning that is the responsibility of federal or state governments. The City shall participate in the Plan, as may be updated from time-to-time. Under RCW 70A.205.040(3) and RCW 70A.300.350, the City authorizes the County to include in the Plan provisions for the management of solid waste and hazardous waste generated within the City.

4.2 After adoption of the Plan by the County following the process under Chapters 70A.205 and 70A.300 RCW, and by the City pursuant to this Agreement, the County shall administer the Plan and shall have full authority to implement solid and hazardous waste management programs and services consistent with the Plan, for the City and the residents within the City boundaries. County management shall be conducted in conformance with all state and federal laws and regulations. Notwithstanding the foregoing, the County has no responsibility for the regulation or management of solid waste collection within the City corporate limits, or for hazardous waste handling or disposal. The County may maintain a program for collection and disposal of hazardous household substances.

5. **EDUCATION.** The County shall provide support and technical assistance to the City for educational resources and materials related to waste reduction and recycling strategies.

6. **SOLID WASTE DISPOSAL.** The County shall continue to provide for the efficient disposal of solid waste generated within the unincorporated areas of the County and the City, consistent with the Plan. The County shall be the operating authority for processing, transfer and disposal of solid waste generated within the unincorporated areas of the County and the City. The County shall not be responsible for solid waste that has been eliminated through recycling activities consistent with the Plan and lawfully permitted.

7. **FLOW CONTROL.** The City shall by ordinance designate the County system for the disposal of all solid waste generated and/or collected within the City. The City authorizes the County to designate disposal sites for the disposal of solid waste. No solid waste generated or collected within the City shall be diverted from the County's designated disposal site(s)

Intergovernmental Agreement with City of Rainier for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

without the County's prior approval. PROVIDED, HOWEVER, the City may continue to deliver or direct all residential, multi-family, mixed-use, and commercially generated recyclable and compostable materials to any permitted or permit exempt material recovery or composting facility that is operating consistent with all applicable laws. The designation of the County for solid waste disposal shall not otherwise affect the City's control over solid waste collection.

8. ENFORCEMENT. The County shall have primary responsibility for enforcement of laws and regulations requiring solid waste disposal at sites designated by the County. The City shall cooperate with County in enforcement efforts, and by ordinance shall provide that it is a violation of City law to dispose of waste outside of the System without County approval. When legally feasible, the County shall bring enforcement actions to relating to solid waste handling under this Agreement Sections 7 and 8. However, when the County lacks legal authority to bring an enforcement action, the County may request in writing that the City bring such an enforcement action. The County shall provide all such information as may be necessary to support the action. The City shall comply with such a request or otherwise take action to ensure that all solid waste generated and/or collected within the City is disposed at the County designated disposal site(s). The County shall pay all reasonable attorney fees and costs incurred by the City in taking such enforcement actions.

9. ACCOUNTING. The County shall maintain accounts for the solid waste management program and the hazardous waste program in accordance with the requirements of the Washington State Auditor. Authorized representatives of the City shall have the right to inspect the accounting concerning the County solid and hazardous waste management programs at any reasonable time.

10. PROPERTY. Title to all property acquired with funds from the Fund shall vest in the County. In the event of sale of any property acquired using the Fund, the proceeds from the sale shall be deposited in the Fund or as otherwise required or permitted by law, regulation, grant or contract.

11. INSURANCE AND INDEMNIFICATION.

11.1 Consistent with its management responsibilities under this Agreement, the County shall maintain public liability insurance with limits in accordance with standard practice for its solid waste system, programs and operations.

11.2 The County hereby indemnifies and holds harmless the City and shall defend the City against any claims for personal injury or property damage arising out of the County's management and operations of the solid waste system, including those set out in the Plan. The County's indemnification, hold harmless, or defense obligations under this Section do not apply to any claims arising out of the actions of the City or any activities under a City's control.

12. GENERAL.

12.1 No Third Party Beneficiaries. This Agreement shall not benefit any person who is not a Party, and there are no third party beneficiaries of this Agreement.

Intergovernmental Agreement with City of Rainier for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

12.2 Governing Law; Venue. This Agreement is governed by the laws of the State of Washington. The venue for any action arising out of or relating to this Agreement shall be the Superior Court of Washington for Thurston County.

12.3 Effect on Preceding Contract. This Agreement, upon its execution by the Parties, supersedes any prior Intergovernmental Agreement for the Thurston County Comprehensive Solid Waste Management Plan and Hazardous Waste Management Plan, or related agreement.

12.4 Entire Agreement. This Agreement constitutes the entire Agreement between the Parties. Any written or verbal agreements that are not set out in this agreement are expressly excluded.

12.5 No Separate Legal Entity Created; No Property to Be Jointly Held. No separate legal entity is created by this Agreement. In carrying out this Agreement, the Parties will not jointly acquire, hold, or dispose of real or personal property. Any real or personal property used by a Party in carrying out this Agreement remains the property of that Party.

12.6 Recording. Prior to its entry into force, the County shall file this Agreement with the Thurston County Auditor's Office.

13. DEFINITIONS.

13.1 "County drop box facilities" means the Rainier Drop-Box Facility located at 13010 Rainier Acres Road, Rainier, Washington, the Rochester Drop-Box Facility located at 16500 Sargent Road, Rochester, Washington, and such other drop box facilities designated from time to time by the County or in the SWMP as facilities for the placement of a detachable container to receive solid waste from off site, including the area adjacent for necessary entrance and exit roads, unloading and turn around areas.

13.2 "County transfer stations" means the Thurston County Waste and Recovery Center transfer station located at 2420 Hogum Bay Road Northeast, Lacey, Washington, and such other transfer station facilities designated from time to time by the County or in the SWMP as facilities for receipt of solid waste from off-site from persons or route collection vehicles for consolidation into transfer vehicles, vessels or containers for transport to a solid waste handling facility.

13.3 "Department" means the Thurston County Department of Public Works, or such other department or division of County government as may be designated from time-to-time.

13.4 "Director" means the Director of the Department, or designee.

13.5 "Ecology" means the Washington Department of Ecology.

13.6 "Hazardous Waste Management" means the management and handling of certain material under Chapter 70A.300 RCW. "Hazardous waste" means the following, as set forth in RCW 70A.300.010, as now or hereafter amended:

Intergovernmental Agreement with City of Rainier for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

13.6.1 "Hazardous household substances" means those substances identified by Ecology as hazardous household substances in the guidelines developed by Ecology.

13.6.2 "Hazardous substances" or "hazardous materials" means those substances or materials identified as such under regulations adopted pursuant to the federal hazardous materials transportation act, the toxic substances control act, the resource recovery and conservation act, the comprehensive environmental response compensation and liability act, the federal insecticide, fungicide, and rodenticide act, the occupational safety and health act hazardous communications standards, and the state hazardous waste act.

13.6.3 "Moderate risk waste" means (a) any waste that exhibits any of the properties of dangerous waste but is exempt from regulation under chapter 70A.300 RCW solely because the waste is generated in quantities below the threshold for regulation and (b) any household wastes that are generated from the disposal of substances identified by Ecology as hazardous household substances.

13.7 "Inert waste" means the following solid waste if it has not been tainted, through exposure from chemical, physical, biological or radiological substances, such that it presents a threat to human health or the environment greater than that inherent to the material: cured concrete, asphaltic materials, brick and masonry, ceramic materials produced from fired clay or porcelain, glass and stainless steel and aluminum, or as otherwise authorized for disposal at an inert waste facility as described in WAC 173-350-410.

13.8 "Participating City" means any city or the City that authorizes the County to prepare its solid waste management plan for inclusion in the SWMP, including any city that may in the future participate in preparing a joint plan for solid waste management, and any city or town that participates in the system.

13.9 "Person" means an individual, firm, association, partnership, political subdivision, government agency, municipality, industry, public or private corporation or any other entity whatsoever, including any affiliate that directly, or indirectly through one or more intermediaries, controls, is controlled by or is under common control with such person.

13.10 "Solid waste" or "wastes" means all putrescible and nonputrescible solid and semisolid wastes including, but not limited to MSW, garbage, rubbish, ashes, commercial waste, industrial wastes, demolition and construction wastes, inert wastes, abandoned vehicles or parts thereof, recyclable materials, and unrecovered residues from reclamation operations. See WAC 173-350-021 to determine if material is a solid waste.

13.11 "Solid waste" or "wastes" means all putrescible and nonputrescible solid and semisolid wastes including, but not limited to, garbage, rubbish, ashes, industrial wastes, swill, sewage sludge, construction and demolition wastes, land-clearing wastes, inert wastes, abandoned vehicles or parts thereof, contaminated soils, contaminated dredged materials, recyclable materials, and unrecovered residues from reclamation operations.

Intergovernmental Agreement with City of Rainier for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

13.12 "Solid waste handling" means the storage, collection, transportation, treatment, utilization, processing and final disposal of solid waste. See WAC 173-350-100 for expanded definition.

13.13 "System" means the comprehensive County-wide system or systems of solid waste handling, and any successor solid waste system or systems, established under chapter 36.58 RCW and other state laws, which includes without limitation the operation and maintenance of the system disposal sites under this chapter, the regulation of solid waste handling facilities under Title 15 TCC, the SWMP and the rules and regulations of the Board of Health, and the designation of system disposal sites for, and the method or methods of transfer and disposal of, all solid waste generated and collected in the system areas, as established, designated, identified or otherwise provided by the County.

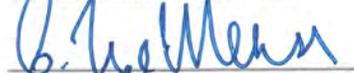
13.14 "System areas" means all unincorporated areas of the County, all incorporated areas of the participating cities and towns and, subject to separate agreement with the County, the areas of any other local government entities.

13.15 "System disposal sites" means the County transfer stations, the County drop box facilities and such other sites designated from time to time by the County or the SWMP as disposal sites of the system.

13.16 "Thurston County Code" or "TCC" is the codification of County ordinances.

14. EFFECTIVE DATE; TERM; EXECUTION. This Agreement shall be in force and remain in effect from the date of the last signature from each of the City and County ("Effective Date"). The Agreement term is to the earlier of twenty (20) years from the Effective Date or the Agreement's amendment or replacement by a new agreement. This Agreement has been executed by each Party on the date set forth below.

THURSTON COUNTY



Tye Menser
Chairman, Board of County
Commissioners

Date: 8-18-21

CITY OF RAINIER



Robert Shaw
Mayor

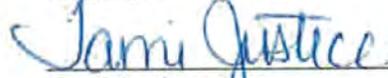
Date: 5/4/21

ATTEST:



Amy Davis
Clerk of the Board

ATTEST:



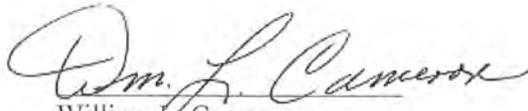
Tami Justice
City Clerk

Intergovernmental Agreement with City of Rainier for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

APPROVED AS TO FORM:
JON TUNHEIM
PROSECUTING ATTORNEY

By: 
Rick Peters
Deputy Prosecuting Attorney

APPROVED AS TO FORM:


William J. Cameron
City Attorney

INTERLOCAL AGREEMENT FOR THURSTON COUNTY
SOLID WASTE MANAGEMENT, AND SOLID WASTE MANAGEMENT PLAN AND
HAZARDOUS WASTE PLAN UPDATES
BETWEEN THURSTON COUNTY AND CITY OF TENINO

WHEREAS, RCW 35.21.152 recognizes the City's authority over solid waste handling, including the authority to designate disposal sites for solid waste collected within its boundaries. RCW 35.21.152 also authorizes the City to enter contracts with the County for purposes of solid waste handling; and

WHEREAS, The County owns, operates and manages solid waste handling programs and system (collectively "System") under Chapter 36.58 RCW. RCW 36.58.040 recognizes the County's authority over solid waste handling, including the authority to designate disposal sites for solid waste collected within its boundaries. RCW 36.58.040 also authorizes the County to enter contracts with the City for purposes of solid waste handling; and

WHEREAS, The Solid Waste Management Act, Chapter 70A.205 RCW, and the Hazardous Waste Management Act, Chapter 70A.300 RCW, provides for cooperative planning among cities and counties. The County and City have participated in the past in the development and implementation of the 2013 Thurston County Comprehensive Solid Waste Management Plan and the integrated County Hazardous Waste Plan (collectively, the "Plan"); and

WHEREAS, It is to the mutual advantage of the County and the City and their citizens to contract to provide for continued, integrated solid waste and hazardous waste management planning and solid waste programs, including the designation of solid waste handling systems and facilities;

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

1. AGREEMENT. THIS INTERLOCAL AGREEMENT FOR THURSTON COUNTY SOLID WASTE MANAGEMENT, AND SOLID WASTE MANAGEMENT PLAN AND HAZARDOUS WASTE PLAN UPDATES ("Agreement") is made and entered into by and between Thurston County, a political subdivision of the State of Washington ("County") and the City of Tenino, a Washington municipal corporation ("City"). The County and City are each a "Party" and collectively the "Parties" to this Agreement. The Parties agree as follows. The above-recitals and findings are hereby incorporated in this Agreement by this reference.

2. PURPOSE. The purpose of this Agreement is to authorize the County under chapters 70A.205 and 70A.300 RCW to prepare and adopt updates to the Plan with the participation of the City, and for the County to provide certain solid waste management planning and handling services.

3. FINANCING, FUNDS AND BUDGET.

3.1 The costs of Plan administration and implementation shall be through the County Solid Waste Fund ("Fund"). The Fund is established by the County and maintained through user *Intergovernmental Agreement with City of Tenino for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates*

fees, grants, gifts, loans and other lawful funding sources as outlined in the Plan. The Fund is dependent on the support of the City through this Agreement. The County shall maintain the Fund as a dedicated fund within the County budget. All revenues and expenditures in connection with the Plan subject to this Agreement shall be budgeted and accounted for through this Fund.

3.2 The County may from time-to-time adopt by motion, resolution or ordinance, such rates and charges necessary to recover all costs of the County's solid waste planning, management and handling activities, including for solid waste processing and disposal, defense and payment of claims, capital improvements, landfill closure and post closure costs, waste reduction, recycling and public education relating to solid waste handling, waste reduction and recycling.

4. SOLID WASTE AND HAZARDOUS WASTE MANAGEMENT PLAN ADMINISTRATION.

4.1 The County shall provide solid waste planning and management services for solid waste generated within the City. The County shall plan for hazardous waste planning and management within the City. The County shall serve as the planning authority for the Plan, except for such planning that is the responsibility of federal or state governments. The City shall participate in the Plan, as may be updated from time-to-time. Under RCW 70A.205.040(3) and RCW 70A.300.350, the City authorizes the County to include in the Plan provisions for the management of solid waste and hazardous waste generated within the City.

4.2 After adoption of the Plan by the County following the process under Chapters 70A.205 and 70A.300 RCW, and by the City pursuant to this Agreement, the County shall administer the Plan and shall have full authority to implement solid and hazardous waste management programs and services consistent with the Plan, for the City and the residents within the City boundaries. County management shall be conducted in conformance with all state and federal laws and regulations. Notwithstanding the foregoing, the County has no responsibility for the regulation or management of solid waste collection within the City corporate limits, or for hazardous waste handling or disposal. The County may maintain a program for collection and disposal of hazardous household substances.

5. EDUCATION. The County shall provide support and technical assistance to the City for educational resources and materials related to waste reduction and recycling strategies.

6. SOLID WASTE DISPOSAL. The County shall continue to provide for the efficient disposal of solid waste generated within the unincorporated areas of the County and the City, consistent with the Plan. The County shall be the operating authority for processing, transfer and disposal of solid waste generated within the unincorporated areas of the County and the City. The County shall not be responsible for solid waste that has been eliminated through recycling activities consistent with the Plan and lawfully permitted.

7. FLOW CONTROL. The City shall by ordinance designate the County system for the disposal of all solid waste generated and/or collected within the City. The City authorizes the County to designate disposal sites for the disposal of solid waste. No solid waste generated or collected within the City shall be diverted from the County's designated disposal site(s)

Intergovernmental Agreement with City of Tenino for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

without the County's prior approval. PROVIDED, HOWEVER, the City may continue to deliver or direct all residential, multi-family, mixed-use, and commercially generated recyclable and compostable materials to any permitted or permit exempt material recovery or composting facility that is operating consistent with all applicable laws. The designation of the County for solid waste disposal shall not otherwise affect the City's control over solid waste collection.

8. ENFORCEMENT. The County shall have primary responsibility for enforcement of laws and regulations requiring solid waste disposal at sites designated by the County. The City shall cooperate with County in enforcement efforts, and by ordinance shall provide that it is a violation of City law to dispose of waste outside of the System without County approval. When legally feasible, the County shall bring enforcement actions to relating to solid waste handling under this Agreement Sections 7 and 8. However, when the County lacks legal authority to bring an enforcement action, the County may request in writing that the City bring such an enforcement action. The County shall provide all such information as may be necessary to support the action. The City shall comply with such a request or otherwise take action to ensure that all solid waste generated and/or collected within the City is disposed at the County designated disposal site(s). The County shall pay all reasonable attorney fees and costs incurred by the City in taking such enforcement actions.

9. ACCOUNTING. The County shall maintain accounts for the solid waste management program and the hazardous waste program in accordance with the requirements of the Washington State Auditor. Authorized representatives of the City shall have the right to inspect the accounting concerning the County solid and hazardous waste management programs at any reasonable time.

10. PROPERTY. Title to all property acquired with funds from the Fund shall vest in the County. In the event of sale of any property acquired using the Fund, the proceeds from the sale shall be deposited in the Fund or as otherwise required or permitted by law, regulation, grant or contract.

11. INSURANCE AND INDEMNIFICATION.

11.1 Consistent with its management responsibilities under this Agreement, the County shall maintain public liability insurance with limits in accordance with standard practice for its solid waste system, programs and operations.

11.2 The County hereby indemnifies and holds harmless the City and shall defend the City against any claims for personal injury or property damage arising out of the County's management and operations of the solid waste system, including those set out in the Plan. The County's indemnification, hold harmless, or defense obligations under this Section do not apply to any claims arising out of the actions of the City or any activities under a City's control.

12. GENERAL.

12.1 No Third Party Beneficiaries. This Agreement shall not benefit any person who is not a Party, and there are no third party beneficiaries of this Agreement.

Intergovernmental Agreement with City of Tenino for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

12.2 Governing Law; Venue. This Agreement is governed by the laws of the State of Washington. The venue for any action arising out of or relating to this Agreement shall be the Superior Court of Washington for Thurston County.

12.3 Effect on Preceding Contract. This Agreement, upon its execution by the Parties, supersedes any prior Intergovernmental Agreement for the Thurston County Comprehensive Solid Waste Management Plan and Hazardous Waste Management Plan, or related agreement.

12.4 Entire Agreement. This Agreement constitutes the entire Agreement between the Parties. Any written or verbal agreements that are not set out in this agreement are expressly excluded.

12.5 No Separate Legal Entity Created; No Property to Be Jointly Held. No separate legal entity is created by this Agreement. In carrying out this Agreement, the Parties will not jointly acquire, hold, or dispose of real or personal property. Any real or personal property used by a Party in carrying out this Agreement remains the property of that Party.

12.6 Recording. Prior to its entry into force, the County shall file this Agreement with the Thurston County Auditor's Office.

13. DEFINITIONS.

13.1 "County drop box facilities" means the Rainier Drop-Box Facility located at 13010 Rainier Acres Road, Rainier, Washington, the Rochester Drop-Box Facility located at 16500 Sargent Road, Rochester, Washington, and such other drop box facilities designated from time to time by the County or in the SWMP as facilities for the placement of a detachable container to receive solid waste from off site, including the area adjacent for necessary entrance and exit roads, unloading and turn around areas.

13.2 "County transfer stations" means the Thurston County Waste and Recovery Center transfer station located at 2420 Hogum Bay Road Northeast, Lacey, Washington, and such other transfer station facilities designated from time to time by the County or in the SWMP as facilities for receipt of solid waste from off-site from persons or route collection vehicles for consolidation into transfer vehicles, vessels or containers for transport to a solid waste handling facility.

13.3 "Department" means the Thurston County Department of Public Works, or such other department or division of County government as may be designated from time-to-time.

13.4 "Director" means the Director of the Department, or designee.

13.5 "Ecology" means the Washington Department of Ecology.

13.6 "Hazardous Waste Management" means the management and handling of certain material under Chapter 70A.300 RCW. "Hazardous waste" means the following, as set forth in RCW 70A.300.010, as now or hereafter amended:

Intergovernmental Agreement with City of Tenino for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

13.6.1 "Hazardous household substances" means those substances identified by Ecology as hazardous household substances in the guidelines developed by Ecology.

13.6.2 "Hazardous substances" or "hazardous materials" means those substances or materials identified as such under regulations adopted pursuant to the federal hazardous materials transportation act, the toxic substances control act, the resource recovery and conservation act, the comprehensive environmental response compensation and liability act, the federal insecticide, fungicide, and rodenticide act, the occupational safety and health act hazardous communications standards, and the state hazardous waste act.

13.6.3 "Moderate risk waste" means (a) any waste that exhibits any of the properties of dangerous waste but is exempt from regulation under chapter 70A.300 RCW solely because the waste is generated in quantities below the threshold for regulation and (b) any household wastes that are generated from the disposal of substances identified by Ecology as hazardous household substances.

13.7 "Inert waste" means the following solid waste if it has not been tainted, through exposure from chemical, physical, biological or radiological substances, such that it presents a threat to human health or the environment greater than that inherent to the material: cured concrete, asphaltic materials, brick and masonry, ceramic materials produced from fired clay or porcelain, glass and stainless steel and aluminum, or as otherwise authorized for disposal at an inert waste facility as described in WAC 173-350-410.

13.8 "Participating City" means any city or the City that authorizes the County to prepare its solid waste management plan for inclusion in the SWMP, including any city that may in the future participate in preparing a joint plan for solid waste management, and any city or town that participates in the system.

13.9 "Person" means an individual, firm, association, partnership, political subdivision, government agency, municipality, industry, public or private corporation or any other entity whatsoever, including any affiliate that directly, or indirectly through one or more intermediaries, controls, is controlled by or is under common control with such person.

13.10 "Solid waste" or "wastes" means all putrescible and nonputrescible solid and semisolid wastes including, but not limited to MSW, garbage, rubbish, ashes, commercial waste, industrial wastes, demolition and construction wastes, inert wastes, abandoned vehicles or parts thereof, recyclable materials, and unrecovered residues from reclamation operations. See WAC 173-350-021 to determine if material is a solid waste.

13.11 "Solid waste handling" means the storage, collection, transportation, treatment, utilization, processing and final disposal of solid waste. See WAC 173-350-100 for expanded definition.

13.12 "System" means the comprehensive County-wide system or systems of solid waste handling, and any successor solid waste system or systems, established under chapter

Intergovernmental Agreement with City of Tenino for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

36.58 RCW and other state laws, which includes without limitation the operation and maintenance of the system disposal sites under this chapter, the regulation of solid waste handling facilities under Title 15 TCC, the SWMP and the rules and regulations of the Board of Health, and the designation of system disposal sites for, and the method or methods of transfer and disposal of, all solid waste generated and collected in the system areas, as established, designated, identified or otherwise provided by the County.

13.13 “System areas” means all unincorporated areas of the County, all incorporated areas of the participating cities and towns and, subject to separate agreement with the County, the areas of any other local government entities.

13.14 “System disposal sites” means the County transfer stations, the County drop box facilities and such other sites designated from time to time by the County or the SWMP as disposal sites of the system.

13.15 “Thurston County Code” or “TCC” is the codification of County ordinances.

14. EFFECTIVE DATE; TERM; TERMINATION; EXECUTION.

14.1 This Agreement shall be in force and remain in effect from the date of the last signature from each of the City and County (“Effective Date”). The Agreement term is to the earlier of twenty (20) years from the Effective Date or the Agreement’s amendment or replacement by a new agreement.

14.2 This Agreement may be terminated other than under Agreement Section 14.1, as follows:

14.2.1 By City. After City adoption and Ecology approval of a City Comprehensive Solid Waste Management Plan that provides for management of solid waste outside of the County system, the City may terminate this Agreement following twenty-four (24) months’ notice in writing to County.

14.2.2 By County. After 2026, upon County adoption and Ecology approval of a County Comprehensive Solid Waste Management Plan that does not provide for management of solid waste originating within the City, the County may terminate this Agreement following twenty-four (24) months’ notice in writing to City.

14.2.3 By Both Parties. This Agreement may be terminated at any time upon mutual agreement of the Parties.

14.3 This Agreement has been executed by each Party on the date set forth below.



Tye Menser

Chairman, Board of County
Commissioners

Date: 6/18/2021

ATTEST:



Amy Davis

Clerk of the Board

APPROVED AS TO FORM:

JON TUNHEIM

PROSECUTING ATTORNEY

By: 

Rick Peters

Deputy Prosecuting Attorney

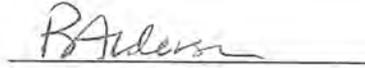


Wayne Fournier

Mayor

Date: 6/9/21

ATTEST:



Rebecca Anderson

City Clerk

APPROVED AS TO FORM:

Richard L. Hughes

City Attorney

*Intergovernmental Agreement with City of Tenino for the Thurston County Solid Waste
Management Plan and Hazardous Waste Plan Updates*

INTERLOCAL AGREEMENT FOR THURSTON COUNTY
SOLID WASTE MANAGEMENT, AND SOLID WASTE MANAGEMENT PLAN AND
HAZARDOUS WASTE PLAN UPDATES
BETWEEN THURSTON COUNTY AND CITY OF TUMWATER

THIS INTERLOCAL AGREEMENT FOR THURSTON COUNTY SOLID WASTE MANAGEMENT, AND SOLID WASTE MANAGEMENT PLAN AND HAZARDOUS WASTE PLAN UPDATES (“Agreement”) is made and entered into by and between Thurston County, a political subdivision of the State of Washington (“County”) and the City of Tumwater, a Washington municipal corporation (“City”) this 6th day of July, 2021 (“Effective Date”). The County and City are each a “Party” and collectively the “Parties” to this Agreement.

WHEREAS, RCW 35.21.152 recognizes the City’s authority over solid waste handling, including the authority to designate disposal sites for solid waste collected within its boundaries; and

WHEREAS, RCW 35.21.152 and RCW 39.34 authorize the City to enter contracts with the County for purposes of solid waste handling; and

WHEREAS, The County owns, operates and manages solid waste handling programs and system (collectively “System”) under Chapter 36.58 RCW, and RCW 36.58.040 recognizes the County’s authority over solid waste handling, including the authority to designate disposal sites for solid waste collected within its boundaries; and

WHEREAS, RCW 36.58.040 and RCW 39.34 authorize the County to enter contracts with the City for purposes of solid waste handling; and

WHEREAS, The Solid Waste Management Act, Chapter 70A.205 RCW, and the Hazardous Waste Management Act, Chapter 70A.300 RCW, provide for cooperative planning among cities and counties; and

WHEREAS, The County and City have participated in the past in the development and implementation of the 2013 Thurston County Comprehensive Solid Waste Management Plan and the integrated County Hazardous Waste Plan (collectively, the “Plan); and

WHEREAS, It is to the mutual advantage of the County and the City and their residents to contract to provide for continued, integrated solid waste and hazardous waste management planning and solid waste programs, including the designation of solid waste handling systems and facilities;

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

1. PURPOSE. The purpose of this Agreement is to provide a framework for the County and City, under chapters 70A.205 and 70A.300 RCW, to jointly prepare and adopt updates to the Plan, and for the County to provide certain solid waste management planning and handling services.

Intergovernmental Agreement with City of Tumwater for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

2. FINANCING, FUNDS AND BUDGET.

2.1 The costs of Plan administration and implementation shall be through the County Solid Waste Fund ("Fund"). The Fund is established by the County and maintained through user fees, grants, gifts, loans and other lawful funding sources as outlined in the Plan and agreed upon by the County and City. The County shall maintain the Fund as a dedicated fund within the County budget. All revenues and expenditures in connection with the Plan subject to this Agreement shall be budgeted and accounted for through this Fund.

2.2 The County may from time-to-time adopt by motion, resolution or ordinance, such rates and charges necessary to recover all costs of the County's solid waste planning, management and handling activities, including for solid waste processing and disposal, defense and payment of claims, capital improvements, landfill closure and post closure costs, waste reduction, recycling and public education relating to solid waste handling, waste reduction and recycling consistent with the Plan and applicable laws.

2.3 The County shall maintain accounts for the solid waste management program and the hazardous waste program in accordance with the requirements of the Washington State Auditor. Authorized representatives of the City shall have the right to inspect the accounting concerning the County solid and hazardous waste management programs at any reasonable time.

3. SOLID WASTE AND HAZARDOUS WASTE MANAGEMENT PLAN ADMINISTRATION.

3.1 The County shall provide solid waste planning and management services for solid waste generated within the City consistent with the Plan and this Agreement. The County shall plan for hazardous waste planning and management within the City consistent with the Plan and this Agreement. The County shall serve as the planning authority for the Plan, except for such planning that is the responsibility of federal or state governments. The City shall participate in the Plan, as may be updated from time-to-time. Under RCW 70A.205.040(3) and RCW 70A.300.350, the City authorizes the County to include in the Plan provisions for the management of solid waste and hazardous waste generated within the City consistent with this Agreement and federal, state and local laws and regulations.

3.2 After adoption of the Plan by the County and the City following the process under Chapters 70A.205 and 70A.300 RCW, pursuant to this Agreement, the County shall administer the Plan and shall have full authority to implement solid and hazardous waste management programs and services consistent with the Plan and this Agreement, for the City and the residents within the City boundaries. County management shall be conducted in conformance with all state, local and federal laws and regulations. Notwithstanding the foregoing, the County has no responsibility for the regulation or management of solid waste collection within the City corporate limits, or for hazardous waste handling or disposal. The County may maintain a program for collection and disposal of hazardous household substances.

4. EDUCATION. The County shall provide support and technical assistance to the City for educational resources and materials related to waste reduction and recycling strategies.

Intergovernmental Agreement with City of Tumwater for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

5. SOLID WASTE DISPOSAL. The County shall continue to provide for the efficient disposal of solid waste generated within the unincorporated areas of the County and the City, consistent with the Plan and this Agreement. The County shall be the operating authority for processing, transfer and disposal of solid waste generated within the unincorporated areas of the County and the City. The County shall not be responsible for solid waste that has been eliminated through recycling activities consistent with the Plan and lawfully permitted.

6. ENFORCEMENT. The County shall have primary responsibility for enforcement of laws and regulations implementing the Plan and requiring solid waste disposal at sites designated by the County. The City shall cooperate with County in enforcement efforts, and by ordinance shall provide that it is a violation of City law to dispose of waste outside of the System without County approval. When legally feasible, the County shall bring enforcement actions relating to solid waste handling under this Agreement Section 6. However, when the County lacks legal authority to bring an enforcement action, the County may request in writing that the City bring such an enforcement action. The County shall provide all such information as may be necessary to support the action. The City shall cooperate with such a request or otherwise take action to ensure that all solid waste generated and/or collected within the City is disposed at the County designated disposal site(s). The County shall pay all reasonable attorney fees and costs incurred by the City in taking such enforcement actions.

7. PROPERTY. Title to all property acquired with funds from the Fund shall vest in the County. In the event of sale of any property acquired using the Fund, the proceeds from the sale shall be deposited in the Fund or as otherwise required or permitted by law, regulation, grant or contract.

8. INSURANCE AND INDEMNIFICATION.

8.1 Consistent with its management responsibilities under this Agreement, the County shall maintain public liability insurance with limits in accordance with standard practice for its solid waste system, programs and operations.

8.2 The County hereby indemnifies and holds harmless the City and shall defend the City against any claims for personal injury or property damage arising out of the County's management and operations of the solid waste system, including those set out in the Plan. The County's indemnification, hold harmless, or defense obligations under this Section do not apply to any claims arising out of the actions of the City or any activities under a City's control.

9. EFFECTIVE DATE; TERM; TERMINATION; EXECUTION.

9.1 This Agreement shall be in force and remain in effect beginning on the Effective Date. The Agreement term shall be ten (10) years from the Effective Date. The Agreement may be amended or extended upon mutual written agreement of the Parties.

9.2 This Agreement may be terminated as follows:

9.2.1 By City. After City adoption and Ecology approval of a City Comprehensive Solid Waste Management Plan that provides for management of solid waste

Intergovernmental Agreement with City of Tumwater for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

outside of the County system, the City may terminate this Agreement following twelve (12) months' notice in writing to County.

9.2.2 By County. Upon County adoption and Ecology approval of a County Comprehensive Solid Waste Management Plan that does not provide for management of solid waste originating within the City, the County may terminate this Agreement following twelve (12) months' notice in writing to City.

9.2.3 By Both Parties. This Agreement may be terminated at any time upon mutual agreement of the Parties.

9.3 This Agreement has been executed by each Party on the date set forth below.

10. GENERAL.

10.1 No Third Party Beneficiaries. This Agreement shall not benefit any person who is not a Party, and there are no third party beneficiaries of this Agreement.

10.2 Governing Law; Venue. This Agreement is governed by the laws of the State of Washington. The venue for any action arising out of or relating to this Agreement shall be the Superior Court of Washington for Thurston County or in the superior court of either of the two nearest judicial districts pursuant to RCW 36.01.050.

10.3 Effect on Preceding Agreement. This Agreement, upon its Effective Date, supersedes any prior intergovernmental agreement for the Thurston County Comprehensive Solid Waste Management Plan and Hazardous Waste Management Plan, or related agreement.

10.4 Entire Agreement. This Agreement constitutes the entire Agreement between the Parties. Any written or verbal agreements that are not set out in this Agreement are expressly excluded. Any amendments or modifications to this Agreement must be agreed in writing by the Parties.

10.5 No Separate Legal Entity Created; No Property to Be Jointly Held. No separate legal entity is created by this Agreement. In carrying out this Agreement, the Parties will not jointly acquire, hold, or dispose of real or personal property. Any real or personal property used by a Party in carrying out this Agreement remains the property of that Party.

10.6 Recording. Prior to its entry into force, the County shall file this Agreement with the Thurston County Auditor's Office.

10.7 Compliance with Laws. Each Party shall comply with federal, state and local laws and regulations. Specifically, the Parties retain ultimate authority for land use and development decisions within their respective jurisdictions and each Party shall comply with the other Party's local land use laws and regulations.

Intergovernmental Agreement with City of Tumwater for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

11. DISPUTE RESOLUTION.

The Parties mutually agree to use a formal dispute resolution process such as mediation, through an agreed upon mediator and process, if agreement cannot be reached regarding interpretation or implementation of any provision of this Agreement. All costs for mediation services shall be divided equally between the parties.

IN WITNESS WHEREOF the parties hereto have caused this Agreement to be executed the day and year first hereinabove written.

THURSTON COUNTY



Tye Menser
Chairman, Board of County
Commissioners

Date: 8-18-21

ATTEST:



Amy Davis
Clerk of the Board

APPROVED AS TO FORM:
JON TUNHEIM
PROSECUTING ATTORNEY

By: 

Rick Peters
Deputy Prosecuting Attorney

CITY OF TUMWATER

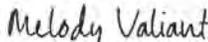
DocuSigned by:

B11B2341451B16F

Pete Kmet
Mayor

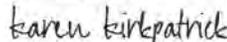
Date: 7/12/2021

ATTEST:

DocuSigned by:

E87E9E580BA048B

Melody Valiant
City Clerk

APPROVED AS TO FORM:

DocuSigned by:

3F8E9D38F34249E

Karen Kirkpatrick
City Attorney

Intergovernmental Agreement with City of Tumwater for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

INTERLOCAL AGREEMENT FOR THURSTON COUNTY
SOLID WASTE MANAGEMENT, AND SOLID WASTE MANAGEMENT PLAN AND
HAZARDOUS WASTE PLAN UPDATES
BETWEEN THURSTON COUNTY AND CITY OF YELM

WHEREAS, RCW 35.21.152 recognizes the City's authority over solid waste handling, including the authority to designate disposal sites for solid waste collected within its boundaries. RCW 35.21.152 also authorizes the City to enter contracts with the County for purposes of solid waste handling; and

WHEREAS, The County owns, operates and manages solid waste handling programs and system (collectively "System") under Chapter 36.58 RCW. RCW 36.58.040 recognizes the County's authority over solid waste handling, including the authority to designate disposal sites for solid waste collected within its boundaries. RCW 36.58.040 also authorizes the County to enter contracts with the City for purposes of solid waste handling; and

WHEREAS, The Solid Waste Management Act, Chapter 70A.205 RCW, and the Hazardous Waste Management Act, Chapter 70A.300 RCW, provides for cooperative planning among cities and counties. The County and City have participated in the past in the development and implementation of the 2013 Thurston County Comprehensive Solid Waste Management Plan and the integrated County Hazardous Waste Plan (collectively, the "Plan"); and

WHEREAS, It is to the mutual advantage of the County and the City and their citizens to contract to provide for continued, integrated solid waste and hazardous waste management planning and solid waste programs, including the designation of solid waste handling systems and facilities;

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

1. AGREEMENT. THIS INTERLOCAL AGREEMENT FOR THURSTON COUNTY SOLID WASTE MANAGEMENT, AND SOLID WASTE MANAGEMENT PLAN AND HAZARDOUS WASTE PLAN UPDATES ("Agreement") is made and entered into by and between Thurston County, a political subdivision of the State of Washington ("County") and the City of Yelm, a Washington municipal corporation ("City"). The County and City are each a "Party" and collectively the "Parties" to this Agreement. The Parties agree as follows. The above-recitals and findings are hereby incorporated in this Agreement by this reference.

2. PURPOSE. The purpose of this Agreement is to authorize the County under chapters 70A.205 and 70A.300 RCW to prepare and adopt updates to the Plan with the participation of the City, and for the County to provide certain solid waste management planning and handling services.

3. FINANCING, FUNDS AND BUDGET.

Intergovernmental Agreement with City of Yelm for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

3.1 The costs of Plan administration and implementation shall be through the County Solid Waste Fund ("Fund"). The Fund is established by the County and maintained through user fees, grants, gifts, loans and other lawful funding sources as outlined in the Plan. The Fund is dependent on the support of the City through this Agreement. The County shall maintain the Fund as a dedicated fund within the County budget. All revenues and expenditures in connection with the Plan subject to this Agreement shall be budgeted and accounted for through this Fund.

3.2 The County may from time-to-time adopt by motion, resolution or ordinance, such rates and charges necessary to recover all costs of the County's solid waste planning, management and handling activities, including for solid waste processing and disposal, defense and payment of claims, capital improvements, landfill closure and post closure costs, waste reduction, recycling and public education relating to solid waste handling, waste reduction and recycling.

4. SOLID WASTE AND HAZARDOUS WASTE MANAGEMENT PLAN ADMINISTRATION.

4.1 The County shall provide solid waste planning and management services for solid waste generated within the City. The County shall plan for hazardous waste planning and management within the City. The County shall serve as the planning authority for the Plan, except for such planning that is the responsibility of federal or state governments. The City shall participate in the Plan, as may be updated from time-to-time. Under RCW 70A.205.040(3) and RCW 70A.300.350, the City authorizes the County to include in the Plan provisions for the management of solid waste and hazardous waste generated within the City.

4.2 After adoption of the Plan by the County following the process under Chapters 70A.205 and 70A.300 RCW, and by the City pursuant to this Agreement, the County shall administer the Plan and shall have full authority to implement solid and hazardous waste management programs and services consistent with the Plan, for the City and the residents within the City boundaries. County management shall be conducted in conformance with all state and federal laws and regulations. Notwithstanding the foregoing, the County has no responsibility for the regulation or management of solid waste collection within the City corporate limits, or for hazardous waste handling or disposal. The County may maintain a program for collection and disposal of hazardous household substances.

5. EDUCATION. The County shall provide support and technical assistance to the City for educational resources and materials related to waste reduction and recycling strategies.

6. SOLID WASTE DISPOSAL. The County shall continue to provide for the efficient disposal of solid waste generated within the unincorporated areas of the County and the City, consistent with the Plan. The County shall be the operating authority for processing, transfer and disposal of solid waste generated within the unincorporated areas of the County and the City. The County shall not be responsible for solid waste that has been eliminated through recycling activities consistent with the Plan and lawfully permitted.

7. FLOW CONTROL. The City shall by ordinance designate the County system for the disposal of all solid waste generated and/or collected within the City. The City authorizes the

Intergovernmental Agreement with City of Yelm for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

County to designate disposal sites for the disposal of solid waste. No solid waste generated or collected within the City shall be diverted from the County's designated disposal site(s) without the County's prior approval. PROVIDED, HOWEVER, the City may continue to deliver or direct all residential, multi-family, mixed-use, and commercially generated recyclable and compostable materials to any permitted or permit exempt material recovery or composting facility that is operating consistent with all applicable laws. The designation of the County for solid waste disposal shall not otherwise affect the City's control over solid waste collection.

8. ENFORCEMENT. The County shall have primary responsibility for enforcement of laws and regulations requiring solid waste disposal at sites designated by the County. The City shall cooperate with County in enforcement efforts, and by ordinance shall provide that it is a violation of City law to dispose of waste outside of the System without County approval. When legally feasible, the County shall bring enforcement actions to relating to solid waste handling under this Agreement Sections 7 and 8. However, when the County lacks legal authority to bring an enforcement action, the County may request in writing that the City bring such an enforcement action. The County shall provide all such information as may be necessary to support the action. The City shall comply with such a request or otherwise take action to ensure that all solid waste generated and/or collected within the City is disposed at the County designated disposal site(s). The County shall pay all reasonable attorney fees and costs incurred by the City in taking such enforcement actions.

9. ACCOUNTING. The County shall maintain accounts for the solid waste management program and the hazardous waste program in accordance with the requirements of the Washington State Auditor. Authorized representatives of the City shall have the right to inspect the accounting concerning the County solid and hazardous waste management programs at any reasonable time.

10. PROPERTY. Title to all property acquired with funds from the Fund shall vest in the County. In the event of sale of any property acquired using the Fund, the proceeds from the sale shall be deposited in the Fund or as otherwise required or permitted by law, regulation, grant or contract.

11. INSURANCE AND INDEMNIFICATION.

11.1 Consistent with its management responsibilities under this Agreement, the County shall maintain public liability insurance with limits in accordance with standard practice for its solid waste system, programs and operations.

11.2 The County hereby indemnifies and holds harmless the City and shall defend the City against any claims for personal injury or property damage arising out of the County's management and operations of the solid waste system, including those set out in the Plan. The County's indemnification, hold harmless, or defense obligations under this Section do not apply to any claims arising out of the actions of the City or any activities under a City's control.

12. GENERAL.

12.1 No Third Party Beneficiaries. This Agreement shall not benefit any person who is not a Party, and there are no third party beneficiaries of this Agreement.

Intergovernmental Agreement with City of Yelm for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

12.2 Governing Law; Venue. This Agreement is governed by the laws of the State of Washington. The venue for any action arising out of or relating to this Agreement shall be the Superior Court of Washington for Thurston County.

12.3 Effect on Preceding Contract. This Agreement, upon its execution by the Parties, supersedes any prior Intergovernmental Agreement for the Thurston County Comprehensive Solid Waste Management Plan and Hazardous Waste Management Plan, or related agreement.

12.4 Entire Agreement. This Agreement constitutes the entire Agreement between the Parties. Any written or verbal agreements that are not set out in this agreement are expressly excluded.

12.5 No Separate Legal Entity Created; No Property to Be Jointly Held. No separate legal entity is created by this Agreement. In carrying out this Agreement, the Parties will not jointly acquire, hold, or dispose of real or personal property. Any real or personal property used by a Party in carrying out this Agreement remains the property of that Party.

12.6 Recording. Prior to its entry into force, the County shall file this Agreement with the Thurston County Auditor's Office.

13. DEFINITIONS.

13.1 "County drop box facilities" means the Rainier Drop-Box Facility located at 13010 Rainier Acres Road, Rainier, Washington, the Rochester Drop-Box Facility located at 16500 Sargent Road, Rochester, Washington, and such other drop box facilities designated from time to time by the County or in the SWMP as facilities for the placement of a detachable container to receive solid waste from off site, including the area adjacent for necessary entrance and exit roads, unloading and turn around areas.

13.2 "County transfer stations" means the Thurston County Waste and Recovery Center transfer station located at 2420 Hogum Bay Road Northeast, Lacey, Washington, and such other transfer station facilities designated from time to time by the County or in the SWMP as facilities for receipt of solid waste from off-site from persons or route collection vehicles for consolidation into transfer vehicles, vessels or containers for transport to a solid waste handling facility.

13.3 "Department" means the Thurston County Department of Public Works, or such other department or division of County government as may be designated from time-to-time.

13.4 "Director" means the Director of the Department, or designee.

13.5 "Ecology" means the Washington Department of Ecology.

13.6 "Hazardous Waste Management" means the management and handling of certain material under Chapter 70A.300 RCW. "Hazardous waste" means the following, as set forth in RCW 70A.300.010, as now or hereafter amended:

Intergovernmental Agreement with City of Yelm for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

13.6.1 "Hazardous household substances" means those substances identified by Ecology as hazardous household substances in the guidelines developed by Ecology.

13.6.2 "Hazardous substances" or "hazardous materials" means those substances or materials identified as such under regulations adopted pursuant to the federal hazardous materials transportation act, the toxic substances control act, the resource recovery and conservation act, the comprehensive environmental response compensation and liability act, the federal insecticide, fungicide, and rodenticide act, the occupational safety and health act hazardous communications standards, and the state hazardous waste act.

13.6.3 "Moderate risk waste" means (a) any waste that exhibits any of the properties of dangerous waste but is exempt from regulation under chapter 70A.300 RCW solely because the waste is generated in quantities below the threshold for regulation and (b) any household wastes that are generated from the disposal of substances identified by Ecology as hazardous household substances.

13.7 "Inert waste" means the following solid waste if it has not been tainted, through exposure from chemical, physical, biological or radiological substances, such that it presents a threat to human health or the environment greater than that inherent to the material: cured concrete, asphaltic materials, brick and masonry, ceramic materials produced from fired clay or porcelain, glass and stainless steel and aluminum, or as otherwise authorized for disposal at an inert waste facility as described in WAC 173-350-410.

13.8 "Participating City" means any city or the City that authorizes the County to prepare its solid waste management plan for inclusion in the SWMP, including any city that may in the future participate in preparing a joint plan for solid waste management, and any city or town that participates in the system.

13.9 "Person" means an individual, firm, association, partnership, political subdivision, government agency, municipality, industry, public or private corporation or any other entity whatsoever, including any affiliate that directly, or indirectly through one or more intermediaries, controls, is controlled by or is under common control with such person.

13.10 "Solid waste" or "wastes" means all putrescible and nonputrescible solid and semisolid wastes including, but not limited to MSW, garbage, rubbish, ashes, commercial waste, industrial wastes, demolition and construction wastes, inert wastes, abandoned vehicles or parts thereof, recyclable materials, and unrecovered residues from reclamation operations. See WAC 173-350-021 to determine if material is a solid waste.

13.11 "Solid waste" or "wastes" means all putrescible and nonputrescible solid and semisolid wastes including, but not limited to, garbage, rubbish, ashes, industrial wastes, swill, sewage sludge, construction and demolition wastes, land-clearing wastes, inert wastes, abandoned vehicles or parts thereof, contaminated soils, contaminated dredged materials, recyclable materials, and unrecovered residues from reclamation operations.

Intergovernmental Agreement with City of Yelm for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

13.12 "Solid waste handling" means the storage, collection, transportation, treatment, utilization, processing and final disposal of solid waste. See WAC 173-350-100 for expanded definition.

13.13 "System" means the comprehensive County-wide system or systems of solid waste handling, and any successor solid waste system or systems, established under chapter 36.58 RCW and other state laws, which includes without limitation the operation and maintenance of the system disposal sites under this chapter, the regulation of solid waste handling facilities under Title 15 TCC, the SWMP and the rules and regulations of the Board of Health, and the designation of system disposal sites for, and the method or methods of transfer and disposal of, all solid waste generated and collected in the system areas, as established, designated, identified or otherwise provided by the County.

13.14 "System areas" means all unincorporated areas of the County, all incorporated areas of the participating cities and towns and, subject to separate agreement with the County, the areas of any other local government entities.

13.15 "System disposal sites" means the County transfer stations, the County drop box facilities and such other sites designated from time to time by the County or the SWMP as disposal sites of the system.

13.16 "Thurston County Code" or "TCC" is the codification of County ordinances.

14. EFFECTIVE DATE; TERM; EXECUTION. This Agreement shall be in force and remain in effect from the date of the last signature from each of the City and County ("Effective Date"). The Agreement term is to the earlier of twenty (20) years from the Effective Date or the Agreement's amendment or replacement by a new agreement. This Agreement has been executed by each Party on the date set forth below.

THURSTON COUNTY

CITY OF YELM

Tye Menser

J.W. Foster

Chairman, Board of County Commissioners

Mayor

Date: 8/16/2021

Date: 06/08/21

Intergovernmental Agreement with City of Yelm for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

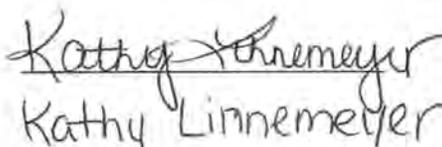
ATTEST:



Amy Davis

Clerk of the Board

ATTEST:



Kathy Linnemeyer
City Clerk

APPROVED AS TO FORM:

JON TUNHEIM

PROSECUTING ATTORNEY

APPROVED AS TO FORM:

By:



Rick Peters

Deputy Prosecuting Attorney



City Attorney

Intergovernmental Agreement with City of Yelm for the Thurston County Solid Waste Management Plan and Hazardous Waste Plan Updates

This page intentionally left blank to facilitate double-sided printing.

Appendix B – Resolutions of Adoption

This page intentionally left blank.

RESOLUTION NO. 16064

A RESOLUTION adopting the 2021 Thurston County Solid Waste Management Plan.

WHEREAS, Thurston County is required to prepare a Solid Waste Management Plan (Plan) pursuant to RCW 70A.205.040; and

WHEREAS, incorporated cities and towns in Thurston County have participated in developing the Plan with the County for integrated solid waste management pursuant to Interlocal Agreements for Solid Waste Management executed by the Board of County Commissioners on May 25, 2021 and August 10, 2021; and

WHEREAS, it is necessary for the Plan for Thurston County to be updated pursuant to RCW 70A.205.040; and

WHEREAS, the Washington State Department of Ecology reviewed the draft Plan and provided comments; and proposed mechanism for funding the Plan implementation has been approved by the Washington Utilities and Transportation Commission; and

WHEREAS, the proposed Plan has been reviewed as a non-project action under SEPA and a Determination of Nonsignificance was issued on August 29, 2017 which has been confirmed valid for the 2021 Plan; and

WHEREAS, the county staff, under the guidance and with participation of the Thurston County Solid Waste Advisory Committee, submitted the proposed revised Plan dated 2021 to all cities and towns for approval; and

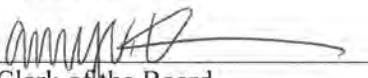
WHEREAS, all cities and towns have approved the proposed Plan dated 2021; and

WHEREAS, the adopted Plan will be submitted to the Washington State Department of Ecology for final approval;

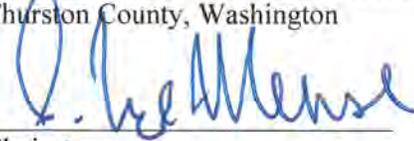
NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF THURSTON COUNTY that the 2021 Thurston County Solid Waste Plan, be and the same is hereby approved and adopted as the County's plan for solid waste management.

ADOPTED: August 24, 2021

ATTEST:


Clerk of the Board

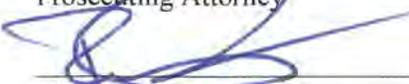
BOARD OF COUNTY COMMISSIONERS
Thurston County, Washington


Chair

APPROVED AS TO FORM:

Jon Tunheim
Prosecuting Attorney


Commissioner


Rick Peters
Deputy Prosecuting Attorney


Commissioner

Appendix C – SWAC By-Laws

This page intentionally left blank.

Thurston County Solid Waste Advisory Committee By-laws

1. Statement of Purpose

The Thurston County Solid Waste Advisory Committee (SWAC) has been appointed by the Board of County Commissioners (BoCC) in accordance with Chapter 70.95.165 RCW. The statute requires the SWAC to assist the BoCC in the development of solid waste handling and disposal, and review and comment on proposed rules, policies or ordinances prior to their adoption. The scope and charge of the Thurston County Solid Waste Advisory Committee shall be:

- a. To advise, actively assist and participate in the update or revision of the County Solid Waste Management Plan;
- b. To assist Thurston County in the development of programs and policies concerning solid waste handling and disposal; and
- c. To review and comment on proposed solid waste management rules, policies and/or ordinances prior to their adoption.

2. Composition

- A. **Members** – The SWAC shall be composed of a minimum of nine members, each having one vote, representing a balance of interest among the following groups: citizens, public interest groups, business, the waste management industry, recycling industry and local government.
- B. **Appointment** – Members shall be appointed by the Board of County Commissioners.
- C. **Terms** – Members shall serve a term of three years commencing from their appointment date. Members may be reappointed to serve consecutive terms. Reappointment shall be subject to confirmation by the Board of County Commissioners.
- 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 the Chair and Vice-Chair shall be one year. Chair and Vice-Chair may serve more than one term, but no more than two 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 position of 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 replacement to serve the unexpired portion of the term.
- E. **Secretary** – The County Solid Waste Manager or designate shall act as secretary to the Committee.

- F. **Attendance** – A Committee member who accrues three consecutive, unexcused absences from regular meetings may be removed from the Committee by the BOCC with the concurrence of a two-thirds majority of the SWAC.
- G. **Rules of Order** – The SWAC will conduct business by consensus whenever possible. Robert’s Rule of Order may be used for formal motions, and should be used when a consensus is not achievable. Proxy votes are not permitted.
- H. **Conflicts of Interest** – SWAC members shall abstain from any decisions that may directly or indirectly benefit themselves. However, this does not prohibit a SWAC member from using his/her general expertise to educate the SWAC or provide general information to the SWAC on a decision item.
- I. **Public Representation** – Only the SWAC Chairperson or his/her designee may make statements or commitments, written or verbal, on behalf of the SWAC. Statements and commitments made on behalf of the SWAC will reflect policies and positions agreed upon in advance by the SWAC and Board of County Commissioners.

3. Meetings

- A. **Regular Meetings** – Meetings of the SWAC shall be called when necessary by the Chair. It is anticipated that meetings will be held monthly during active review of Solid Waste Management Plan Updates and at a minimum not less than quarterly during off-planning years. At least ten days prior notice shall be given.
- B. **Minutes/Agendas** – Minutes of all meetings shall be kept by the secretary and distributed to the members within three weeks after the meeting. Agendas shall be prepared by staff with input and verbal approval by the Chair and distributed to the members at least seven days in advance of any regularly scheduled meeting.
- C. **Public Access** – All regular meetings of the Committee shall be held in a place that is open and easily accessible to the public. Provisions shall be made for public comment at each meeting. Approved meeting minutes shall be available to the public upon request. The committee is subject to, and will conform to the provisions of RCW 42.30, Open Public Meetings Act.
- D. **Quorum** – A quorum is required to be present before an official, regular meeting of the Committee can take place. A simple majority of the voting members of the Committee shall constitute a quorum.

E. Conduct of Meetings –

1. Call to Order.
2. Roll call and determination of quorum.
3. Introduction of guest.
4. Approval of Agenda/Minutes.
5. Public comment period.
6. Old Business.
7. New business.
8. Roundtable discussion.
9. Announcements:
 - a. Agenda for next meeting.
 - b. Time, place of next meeting.
 - c. Other announcements.

4. Recommendations

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

5. Waiver of the Rules

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

6. Amendments

Any of these By-laws may be amended or repealed, and new By-laws may be adopted, by two thirds majority vote of the quorum and approval by the BoCC. Prior notice of thirty days shall be given to the SWAC before undertaking amendatory action.

**THURSTON COUNTY
SOLID WASTE ADVISORY COMMITTEE
Meeting Minutes of August 5, 2020
Virtual Zoom meeting**

| | | |
|--|---|-------------------------|
| ROLL CALL: | | Alternate (A) |
| | | Excused (E) |
| | | Not Present (NP) |
| | | Present (P) |
| Members/(Alternates) | Interest/Organization | |
| Jim Cooper (<i>Gary Franks</i>)-Chair | City of Olympia | P |
| Gary Edwards | Thurston County Commissioners' Office | P |
| E.J. Zita (<i>Joe Downing</i>) | Port of Olympia | E |
| Joan Cathey-Vice Chair | City of Tumwater | P |
| Michael Steadman (<i>Lenny Greenstein</i>) | City of Lacey | P |
| Dave Watterson | City of Tenino | NP |
| James Blair | City of Yelm | E |
| Greg Schoenbachler | District #1, Citizen Representative and Agricultural Representative | P |
| Burton Guttman | District #2, Citizen Representative | NP |
| Renee Radcliff Sinclair | District #3, Citizen Representative | P |
| Delroy Cox (<i>John Cox</i>) | Industry Representative – Refuse | P |
| Chad Sutter | Industry Representative – Recycling | P |
| Peter Lyon (non-voting) | Department of Ecology | P |
| Vacant | City of Rainier | |
| Vacant | Town of Bucoda | |
| Vacant | Business Representative | |

Staff Present: Jennifer Walker, Karen Weiss, Amanda Romero, Rob Pudner, Colleen Minion, Susan Isham, Rick Thomas, April Leigh and Angela Celestine – Public Works; Art Starry and Chris Hawkins– Public Health and Social Services.

Guests Present: Gary Franks – City of Olympia; Jeff Harwood – LeMay; Steve Gilmore – Republic Services; Nick Harbert – Waste Management; Olivia Williams and Wendy Mifflin – HDR.

1. CALL TO ORDER

The August 5, 2020 Solid Waste Advisory Committee (SWAC) meeting was called to order at 10:03 a.m. by the Chair Jim Cooper.

2. APPROVAL OF AGENDA

The SWAC approved the August 5, 2020 Agenda. Joan Cathey made a motion to approve the minutes of July 8, 2020. Gary Edwards seconded the motion. The SWAC voted and unanimously approved.

3. PUBLIC COMMENTS

No public comments.

4. NEW BUSINESS

a. REVIEW OF SOLID WASTE MANAGEMENT PLAN (SWMP)

Karen Weiss gave an opening statement thanking the SWAC and Public Works staff for their diligence and hard work throughout the SWMP process.

Wendy gave an overview of the final draft SWMP and responded to previous feedback provided by the SWAC.

Wendy referred to the draft Contamination Reduction and Outreach Plan (CROP) noting it had been removed from Appendix H in anticipation of the Department of Ecology's (DOE) CROP template. Language had been added to the Education and Outreach section referring to the CROP adoption by July 1, 2021. Wendy went over the amendment process and the SWAC would take in order to adopt the DOE's CROP or develop their own. Karen inquired about the timeline of the DOE's CROP template; Wendy commented it would be available possibly mid-September. Peter Lyon stated that it's expected sooner. He also stated Peter Guttchen, DOE's lead planner for the CROP template, had reviewed the County's draft CROP and said it met all the statutory requirements. Wendy asked the SWAC for guidance on when to submit the CROP. Joan Cathey and Michael Steadman preferred waiting to move forward with the County's CROP until the DOE template would be available. Peter recommended waiting for the DOE's CROP template. Wendy suggested reviewing the CROP at a future meeting.

Wendy provided a high-level overview of Appendices E, F, and H as well as a summary of the plan recommendations, implementation schedule, budget, and Capital Facilities Plan (CFP). Wendy touched on the CFP's improvements to the WARC and droboxes. Karen mentioned the scale house software/hardware upgrades were also in the CFP.

Delroy inquired about the new administration facilities at the WARC, voicing concerns that other County departments or divisions would be housed there. Wendy explained current plans include replacing the trailers and a new building to house computer equipment. Karen clarified that only solid waste staff would be located on site, and it was part of a high-level six-year concept master plan for the site. Jennifer added if other operations moved in, the cost allocations would be adjusted.

Wendy asked if the SWAC would like to recommend moving the Draft SWMP forward to DOE for review. Joan made a motion to move the Draft SWMP to DOE; Delroy seconded the motion. The SWAC voted and unanimously approved. Motion carried. Wendy went over the next step to move the plan forward. Karen gave a high-level plan for outreach for public review.

b. FLOW CONTROL

Jennifer summarized the revised draft Flow Control Ordinance and the edits made to address concerns and comments from the SWAC Flow Control subcommittee. The revisions included legal definitions and exception for certain material types, and it removed penalties associated with self-haulers, among other revisions.

Jennifer reminded the SWAC why flow control was being addressed, explaining the tipping fees support the closed landfill as well as solid waste education and outreach programs. Jennifer asked for comments from the SWAC on the draft, noting Public Works would like to move the draft ordinance forward for discussion with the BoCC.

Greg Schoenbachler voiced concerns over the potential cost increase associated with residual waste from organics. Gary Edwards expressed concern about increased costs of construction and demolition debris. Chad Sutter was concerned about the potential incoming waste volume increase at the WARC. Jennifer noted that currently flow control is handled within the existing contracts. The timing of the ordinance takes into consideration the expiration of the current contracts and the upcoming RFP.

c. CAPITAL PROJECTS UPDATE

Karen introduced Susan Isham, Program Manager of the Solid Waste CFP. Karen further explained Chris Helmer moved to the County's Central Services Division but is still involved in the Supervisory Control and Data Acquisition (SCADA) system and Flare system projects he started.

Susan gave a high-level review of the CFP timeline; SCADA and Flare systems will be going out to bid soon, and the replacement trailer at the WARC is scheduled for November. The Rainier and Rochester drop-box improvements will be done in tandem.

d. MANAGER UPDATE

Karen stated the Solid Waste Manager position had been posted and will be open until filled. Jennifer said she would begin looking at applications August 17, 2020.

Karen updated the SWAC on staffing changes within Solid Waste Education and Outreach. Education and Outreach staff will be joining the Strategic Communications team, and April Leigh was promoted to Education and Outreach Supervisor to lead the group. The team also includes the currently vacant positions.

5. OLD BUSINESS

6. ROUNDTABLE DISCUSSION

The August 5, 2020 SWAC meeting adjourned at 11:46 am. The next SWAC meeting is scheduled for September 3, 2020 at 10 a.m. as a virtual Zoom meeting.

Audio files of these meeting minutes are available upon request.

**THURSTON COUNTY
SOLID WASTE ADVISORY COMMITTEE
Meeting Minutes of January 6, 2021
Virtual Zoom meeting**

| ROLL CALL: | | Alternate (A) |
|--|---|-------------------------|
| | | Excused (E) |
| | | Not Present (NP) |
| | | Present (P) |
| Members/(Alternates) | Interest/Organization | |
| Jim Cooper (<i>Gary Franks</i>)-Chair | City of Olympia | P |
| Carolina Mejia (<i>Gary Edwards</i>) | Thurston County Commissioners' Office | P |
| E.J. Zita (<i>Joe Downing</i>) | Port of Olympia | P |
| Joan Cathey-Vice Chair | City of Tumwater | P |
| Michael Steadman (<i>Lenny Greenstein</i>) | City of Lacey | E |
| James Blair | City of Yelm | NP |
| Greg Schoenbachler | District #1, Citizen Representative and Agricultural Representative | P |
| Renee Radcliff Sinclair | District #3, Citizen Representative | P |
| Delroy Cox (<i>John Cox</i>) | Industry Representative – Refuse | P |
| Chad Sutter | Industry Representative – Recycling | P |
| Peter Lyon (non-voting) | Department of Ecology | P |
| Cutter Copeland | City of Tenino (appointment pending) | P |
| Vacant | City of Rainier | |
| Vacant | Town of Bucoda | |
| Vacant | Business Representative | |
| Vacant | District #2, Citizen Representative | |

Staff Present: Karen Weiss, Amanda Romero, Angela Celestine, Kori Lee, April Leigh, Rick Thomas – Public Works; Chris Hawkins, Patrick Soderberg–Public Health and Social Services.

Guests Present: Gary Franks– City of Olympia; John Cox-Pacific Disposal/Lemay; Steve Gilmore – Republic Services; Nick Harbert – Waste Management; Wendy Mifflin – HDR.

1. CALL TO ORDER

The January 6, 2021 Solid Waste Advisory Committee (SWAC) meeting was called to order at 10:04 a.m. by Chair Jim Cooper.

2. APPROVAL OF AGENDA AND MINUTES

Renee Radcliff Sinclair made a motion to approve the Agenda of January 6, 2021; Joan Cathey seconded the motion. The SWAC voted, and the motion carried.

Delroy Cox made a motion to approve the minutes of October 7, 2020; Renee seconded the motion. The SWAC voted, and the motion carried.

Joan made a motion to approve the minutes of November 4, 2020; Delroy seconded the motion. The SWAC voted, and the motion carried.

3. PUBLIC COMMENTS

No public comments.

4. NEW BUSINESS

a. 2021 SWAC OFFICER ELECTIONS

Jim opened nominations for Chair. E.J. Zita nominated Renee; Renee declined. Delroy made a motion to nominate Jim; Zita seconded the motion. Jim closed the nominations and accepted Delroy's nomination. The SWAC voted, and the motion carried. Jim was elected SWAC Chair for 2021.

Jim opened nominations for Vice-Chair. Delroy nominated Joan; Zita seconded the motion. Joan accepted the nomination. Jim closed the nominations. The SWAC voted, and the motion carried. Joan was elected Vice-Chair for 2021.

b. REVIEW OF SOLID WASTE MANAGEMENT PLAN COMMENTS FROM WASHINGTON STATE DEPARTMENT OF ECOLOGY

Wendy Mifflin shared comments received from the public virtual open houses held in September 2020. None of the comments required revisions to the Solid Waste Management Plan (SWMP).

Wendy indicated a standard response was received from the Washington Utilities and Transportation Commission (WUTC) and no revisions to the SWMP were needed.

Wendy noted the Washington State Department of Agriculture (WSDA) reviewed the SWMP and did not find any conflicting compliance issues related to the apple maggot quarantine. No revisions to the SWMP were needed.

Wendy went over the comments received by the Washington State Department of Ecology (DOE). She summarized the recommended revisions for SWMP and noted the revisions could be viewed in the red-line version of the SWMP.

Delroy referred to the red-line version of the SWMP, voicing concerns that changing the term 'special waste' to 'miscellaneous waste' may cause confusion to those not in the solid waste industry. Wendy explained the first paragraph of SWMP Chapter Six delineates what waste is 'miscellaneous waste', and DOE is classifying 'special waste' as hazardous waste in state regulations.

Wendy reviewed comments received on the Contamination Reduction and Outreach Plan (CROP) and incorporated revisions. The DOE commented the CROP was well researched and comprehensive.

Wendy asked the SWAC to acknowledge their review of SWMP Chapter Five (Waste Reduction and Recycling) with a motion to approve it, to meet the DOE requirement. Delroy made a motion to approve; Zita seconded the motion. After discussion the SWAC voted, and the motion carried. Chris Hawkins asked if both acknowledgement of SWMP Chapter 5 and SWAC approval of the SWMP can happen at the same meeting. Peter Lyon said yes.

Jim called for a motion to approve the final 2021-2026 SWMP as presented and move it forward to local jurisdictions and the Board of County Commissioners (BoCC) for approval. Delroy made a motion to approve the SWMP; Joan seconded the motion. The SWAC voted, and the motion carried. Commissioner Mejia abstained, given this is her first SWAC meeting.

Wendy reviewed the timeline for local jurisdiction and BoCC approval. Karen Weiss indicated County Manager Ramiro Chavez has already done initial outreach with local jurisdictions. Karen also said the DOE requires CROP adoption by July of 2021 and further explained since the CROP is part of the SWMP, it impacts the SWMP's adoption timeline. Peter Lyon mentioned DOE would consider the County as having met the intent of the CROP deadline even if the adoption process extends past July 2021. Jim mentioned there was discussion with staff about having SWAC members assist with outreach to municipalities. Renee and Delroy expressed interest in helping.

c. CAPITAL FACILITIES PROJECTS UPDATE

Rick Thomas gave a high-level review of the capital facilities projects timeline. Rick indicated all six projects are still on track.

- The Supervisory Control and Data Acquisition System (SCADA) is anticipated to go out for bid in February. Construction will begin late spring and finish in the fall.
- The closed landfill Flare System is out for bid. The bid deadline is January 19 and will be awarded in February. Rick shared construction may take longer than expected due to a backlog in manufacturing.
- The replacement environmental technicians' trailer at the Waste and Recovery Center was delivered and installed in December 2020. Improvements will be made in early 2021 with full occupancy expected in late February.
- WARC facility pump system upgrade and improvements are in predesign; construction is expected in 2022.
- The Rainier and Rochester Drop-Box improvements are being done in tandem. The project includes installing scales and potentially adding space for 53-foot trailers for direct to train transport.

d. MANAGER'S UPDATE

Karen updated the SWAC on membership recruitment. The BoCC sent letters to mayors of the City of Tenino, City of Rainier, and the Town of Bucoda requesting the municipalities consider

nominating a representative for the SWAC. Karen noted the City of Tenino nominated Cutter Copeland. Amanda Romero shared Burt Guttman has resigned as District #2 citizen representative, and staff will start recruitment to fill the position. The next member expiration is Lacey representative Michael Steadman.

Karen announced the BoCC adopted the County 2021 budget, Capital Improvement Plan, and Flow Control Ordinance in December. She stated the Flow Control Ordinance will be part of the SWMP presentation to the local jurisdictions. Karen also provided an update to the solid waste Request for Proposal (RFP) process. The BoCC approved the RFP and contract and is planned to go out for bid in early January.

Karen reported interviews are set up for the Solid Waste Manager position at the end of January. The first interview panel will be a technical team. If a viable candidate is selected, there will be second interview.

5. OLD BUSINESS

No old business.

6. ROUNDTABLE DISCUSSION

The January 6, 2021 SWAC meeting adjourned at 11:30 a.m. The next SWAC meeting is scheduled for February 3, 2021 at 10 a.m. as a virtual Zoom meeting.

Audio files of these meeting minutes are available upon request.

Appendix D – Status of 2009 Recommendations

This page intentionally left blank.

| Appendix D - Status of Recommendations - 2009 Thurston County Solid Waste Management Plan | |
|---|--|
| Administration/Data Management | |
| A1. Track Data in Order to Evaluate Programs, Policies, and Actions | |
| A1.a. Maintain and report landfilled per capita data; create a baseline for 2005. | Accomplished |
| A1.b. Monitor annual system disposal for facility planning purposes and maintaining system capacity. | Accomplished and ongoing |
| A1.c. Continue to collect and monitor curbside, WARC, waste sort, and Ecology data for disposal/recycling of all commodities to track trends. | Ongoing – much improved |
| A1.d. Work with haulers to establish disposal/recycling tracking for commercial accounts. | Accomplished |
| A1.e. Conduct waste sort in 2009 and 2013 to quantify types of materials being disposed of and to inform SWMP implementation updates. | Accomplished |
| A2. Maintain Balance Between Program Responsibilities and Funding | |
| A2.a. Evaluate rates relative to solid waste, programs, staffing levels, and capital improvements to ensure achievement of goals within this plan. | Done annually – rates raised significantly |
| Solid Waste and Recycling Facilities | |
| B1. Provide Adequate System Capacity as Needed | |
| B1.a. Complete facility needs analysis (capital, O&M). | Done annually |
| B1.b. Explore feasibility of IGA for use of the Centralia Transfer Station or jointly site a new facility to provide additional waste/recycling capacity. | Determined not feasible |
| B 2. Restructuring the WARC to Decrease Self-Hauler Traffic Congestion and Stimulate Reduction, Reuse, and Recovery | |
| B2.a. Separate commercial haulers and self-hauler systems. | Determined not needed |
| B2.c. Create signage and literature for WARC users. | Accomplished |
| B2.d. Establish a transaction fee to cover administration costs. | Accomplished |
| B2.e. Increase minimum weight for the transaction basis. | Accomplished |
| B2.f. Accept credit and debit payment. | Accomplished |
| B2.g. Round transaction charges up to the nearest \$1. | Accomplished |
| B3. Increase Diversion at WARC by Operator | |
| B3.a. Amend operation and disposal contracts for increased diversion. | Not accomplished |
| B4. Increase Recycling by Expanding Rochester and Rainier Drop-Box Service | |
| B4.a. Add yard waste to drop-box sites and charge accordingly. | Determined not cost-effective |
| B4.b. Add bulk recycling (appliances, electronics, large metal, C&D) at drop-box sites. | Determined not cost-effective |
| General Waste Reduction | |
| C1. Increase Community Education and Program Development | |
| C1.a. Expand general education and outreach for residential, commercial, and multi-family sectors. | Ongoing - many improvements |
| C1.b. Increase number of school presentations. | Increased more than 125% |
| C1.c. Increase assistance to schools with development, start-up, and maintenance of waste diversion programs. | Accomplished and ongoing |

| Appendix D - Status of Recommendations - 2009 Thurston County Solid Waste Management Plan | |
|---|-------------------------------|
| C2. Increase Reuse and Recycling Partnership Opportunities | |
| C2.a. Promote private recycling/reuse locations and develop private sector/government partnerships for sites/programs. | Many partnerships forged |
| C3. Increase Commercial Recycling Participation | |
| C3.a. Form and facilitate a Business Recycling Focus Group. | Accomplished, ongoing |
| C3.b. Work with hauler to provide material commingling in the same manner as the residential mix where applicable. | Accomplished |
| C3.c. Implement a business assistance program. | Accomplished, ongoing |
| C3.d. Consider mandatory commercial recycling if the recycling goal of a 15% increase is not met. | Reached 21% |
| C4. Increase Consistency For Recyclables Collection County-Wide | |
| C4.a. Work with haulers and City of Olympia to achieve consistency for recyclables collection. | Accomplished and ongoing |
| C5. Increase Effectiveness of E-waste Recycling Programs | |
| C5.a. Evaluate and implement additional recycling drop-offs for e-waste. | Accomplished, ongoing |
| C6. Increase Advocacy to Improve Waste Reduction and Recycling | |
| C6.a. Promote product stewardship policies. | Ongoing |
| C6.b. Collaborate with Building Departments to encourage and promote green building standards and the use of C&D recycling plans. | Some progress – work ongoing |
| C6.c. Consider mandatory C&D recycling deposits if the recycling goal of a 15% increase is not met. | Recycling increased to 29% |
| C7. Increase Information for Reduction, Reuse, and Recycling and for Buying Recycled within Thurston County Government | |
| C7.a. Serve as an example by implementing Thurston County’s Sustainability Policy. | Accomplished and ongoing |
| C7.b. Provide web-based resources and implementation strategies for local jurisdictions and businesses to use as a template. | Some progress, and ongoing |
| C8. Increase Residential Curbside Participation and Recycling | |
| C8.a. Evaluate mandatory residential curbside trash and recycling collection if the number of self-haulers does not decrease by 5%. | Reduced 19% |
| General Waste Reduction: Organics Recycling | |
| D1. Increase Opportunities for Organics Recycling | |
| D1.a. Establish use of WARC as food waste transfer site. | Accomplished |
| D1.b. Add food waste to yard debris collection for residents. | Accomplished |
| D1.c. Implement food waste collection program at schools and businesses. | Accomplished |
| General Waste Reduction: C&D Recovery and Recycling | |
| E1. Increase C&D Recovery | |
| E1.a. Evaluate potential locations and partnerships for a regional C&D facility. | Determined not cost-effective |
| E1.b. Establish C&D rates at the WARC to encourage mixed and source-separated C&D recycling. | Determined not cost-effective |
| E1.c. Increase recovery reimbursement to facility operator. | Under consideration |

| Appendix D - Status of Recommendations - 2009 Thurston County Solid Waste Management Plan | |
|--|--------------------------------------|
| E2. Increase Waste Reduction, Reuse, and Recycling for New Buildings and Remodels | |
| E2.a. Promote available reuse opportunities and resources to the building community. | Ongoing – promotion increased |

This page intentionally left blank.

Appendix E – SEPA Checklist

This page intentionally left blank.

From: [Trevin Taylor](#)
To: [Amanda Romero](#)
Cc: [Mark McElroy](#); [Mifflin, Wendy](#)
Subject: RE: SEPA Statement
Date: Monday, June 1, 2020 9:56:59 AM

CAUTION: [EXTERNAL] This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

The SEPA file # 17-109688 X A, Project #2017104027 is still valid. The SEPA does not document results only that a Solid Waste Management Plan (SWMP) report will be written. No further SEPA processing required. No further expenditure for SEPA is required. Please file this reply for your records.

From: Amanda Romero <amanda.romero@co.thurston.wa.us>
Sent: Monday, June 1, 2020 9:43 AM
To: Trevin Taylor <trevin.taylor@co.thurston.wa.us>
Cc: Mark McElroy <mark.mcelroy@co.thurston.wa.us>; Wendy.Mifflin@hdrinc.com
Subject: SEPA Statement

Hi Trevin,

Our HDR Consultant Wendy has requested a written statement from you, as the author of our Solid Waste Management Plan SEPA, that the SEPA is still applicable and doesn't need to be redone. Let me know if you have any questions.

Thank you!

Amanda Romero (she/her)

Solid Waste Planner

Thurston County Public Works

Solid Waste Division

9605 Tilley Rd. S.

Olympia, WA 98512

Office: 360.867.2282

Cell: 360.490.8765

This page intentionally left blank.

DETERMINATION OF NONSIGNIFICANCE

Applicant: Trevin Taylor
Thurston County Public Works Department
9605 Tilley Road SW
Olympia, WA 98512-9140

Point of Contact: Trevin Taylor
Thurston County Public Works Department
9605 Tilley Road SW
Olympia, WA 98512-9140

Phone (360)867-2328

Description of Proposal: Thurston County has written a Solid Waste Management Plan (SWMP). This document was developed in response to the Solid Waste Management Act, State Law (RCW 70.95.094).

This SEPA application is for the review of a long-range solid waste management and disposal plan/written report. This SEPA process is part of the SWMP Report's formal public outreach and notification.

Because the report is not for a specific project, the report will be reviewed as a Non-project Action. This Non-project Action review is in accordance with the State Environmental Policy Act (SEPA).

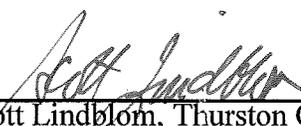
Location of Proposal: Thurston County Solid Waste Facilities

Threshold Determination: The lead agency for this proposal has determined that it does not have a probable significant adverse impact upon the environment. An Environmental Impact Statement is not required under RCW 43.21C.030 (2) (C). This decision was made after review by the Lead Agency of a completed Environmental Checklist and other information on file with the Lead Agency. This information is available to the public on the Thurston County website or upon request.

Jurisdiction: Thurston County

Lead Agency: Thurston County Public Works

Responsible Official: Scott Lindblom, Interim Public Works Director

Responsible Official:  date 8/28/17
Signature: Scott Lindblom, Thurston County Interim Public Works Director

Address: Thurston County Public Works Department
9605 Tilley Road SW
Olympia, WA 98512-9140

Date of Issue: August 29, 2017

Appeal Deadline: September 11, 2017

There is a 14-day comment period for this Determination of Non-Significance (DNS). The lead agency and other agencies with jurisdiction over the proposal may issue or continue processing necessary approvals.

Appeals: Threshold determinations may be appealed pursuant to TCC 17.09.160 if: (1) a written notice of appeal, meeting the requirements of TCC 17.09.160(4), and the appropriate appeal fee is received by the Thurston County Resources Stewardship Department within fourteen calendar days of the date of the issuance of the threshold determination.

Note: The issuance of this Determination of Nonsignificance does not constitute project approval. The applicant must comply with all applicable requirements of Thurston County Departments and/or the Hearing Examiner prior to receiving permits.

Title: Thurston County Solid Waste Management Plan (SWMP).

Case Number: 17-109688 XA

Project No.: 2017104027

This Determination of Nonsignificance is based on analysis of information contained in the following documents:

- Environmental Checklist, received July 27, 2017
- The SWMP Plan dated June 2017
- Letter from the Nisqually Tribe dated August 1, 2017

cc: Department of Ecology, Washington Department of Fish and Wildlife, Nisqually Tribe, Squaxin Island Indian Tribe, Chehalis Tribe, Bud Blake BOCC, Gary Edwards BOCC, John Hutchins BOCC, Ramiro Chavez ORCAA

ENVIRONMENTAL CHECKLIST

A. BACKGROUND

1. Name of proposed project, if applicable:

Thurston County Solid Waste Management Plan (SWMP).

2. Name of applicant:

Thurston County.

3. Address and phone number of applicant and contact person:

**Monica Gorman
Solid Waste Manager
Thurston County Public Works
9605 Tilley Road S., Olympia, WA 98512
Phone: 360-867-2278**

4. Date checklist prepared:

May 30, 2017.

5. Agency requesting checklist:

Thurston County Public Works Department.

6. Proposed timing or schedule (including phasing, if applicable):

This checklist is for a non-project proposal intended to update Thurston County's long-range plan for solid waste management and disposal. The proposed Solid Waste Management Plan is undergoing public review and comment. A final copy of the Solid Waste Management Plan is expected to be approved by Ecology in 2018.

7. Do you have any plans for future additions, expansion, or further activity related to or connected with this proposal? If yes, explain.

Ecology's guidelines require solid waste management plans to be reviewed and, if necessary, updated periodically.

8. List any environmental information you know about that has been prepared, or will be prepared, directly related to this proposal.

Does not apply.

9. Do you know whether applications are pending for governmental approvals of other proposals directly affecting the property covered by your proposal? If yes, explain.

No, this SEPA Checklist is intended to address only the programs and activities specifically recommended in the SWMP, and it is assumed that any new private or public facilities will need to undergo a separate SEPA review as appropriate.

10. List any government approvals or permits that will be needed for your proposal, if known.

State Law (RCW 70.95.094) and guidelines issued by the Department of Ecology (Guidelines for Development of Local Comprehensive Solid Waste Management Plans and Plan Revisions) require a public review period for this plan for a minimum of 30 days, require that the plan be reviewed by the Washington Utilities and Transportation Commission and the Department of Agriculture, and require Ecology to examine and comment on the preliminary draft of the plan. The Board of County Commissioners and the cities and towns must also adopt the final draft of the plan. After adoption by the County and cities, Ecology must approve of the plan before it becomes effective.

11. Give brief, complete description of your proposal, including the proposed uses and the size of the project and site. There are several questions later in this checklist that ask you to describe certain aspects of your proposal. You do not need to repeat those answers on this page. (Lead agencies may modify this form to include additional specific information on project description.)

Thurston County is required by State law to maintain a solid waste management plan in a "current and applicable condition." The existing solid waste management plan was completed in 2009 and is outdated in several areas. In addition to updating the discussion of current facilities and programs, the new proposed solid waste management plan contains a number of recommendations. Most of these recommendations represent refinements to existing policies and programs, based on the goal of decreasing reliance on landfills (by increasing waste reduction, recycling and composting) and reducing environmental impacts caused by existing activities. The recommendations proposed in the SWMP can be found in the Executive Summary and in Chapter 10.

12. Location of the proposal. Give sufficient information for a person to understand the precise location of your proposed project, including a street address, if any, and section, township, and range, if known. If a proposal would occur over a range of area, provide the range or boundaries of the site(s). Provide a legal description, site plan, vicinity

map, and topographic map, if reasonably available. While you should submit any plans required by the agency, you are not required to duplicate maps or detailed plans submitted with any permit applications related to this checklist.

The Solid Waste Management Plan addresses activities and programs that occur throughout Thurston County. A few facilities or activities outside of the county are also involved (such as the current use of a landfill in Klickitat County for Thurston County's waste).

B. ENVIRONMENTAL ELEMENTS

1. Earth

- a. General description of the site (circle one): Flat, rolling, hilly, steep slopes, mountainous, other _____

The facilities and programs addressed by the SWMP's recommendations are the occupied areas in the County, which are generally flat or rolling.

- b. What is the steepest slope on the site (approximate percent slope)?

Does not apply, there is no specific site being addressed by this plan.

- c. What general types of soils are found on the site (for example, clay, sand, gravel, peat, muck)? If you know the classification of agricultural soils, specify them and note any agricultural land of long-term commercial significance and whether the proposal results in removing any of these soils.

Does not apply, there is no specific site being addressed by this plan.

- d. Are there surface indications or history of unstable soils in the immediate vicinity? If so, describe.

Does not apply, there is no specific site being addressed by this plan.

- e. Describe the purpose, type, total area, and approximate quantities and total affected area of any filling, excavation, and grading proposed. Indicate source of fill.

Does not apply, there is no specific site being addressed by this plan.

- f. Could erosion occur as a result of clearing, construction, or use? If so, generally describe.

Does not apply, there is no specific site being addressed by this plan.

- g. About what percent of the site will be covered with impervious surfaces after project construction (for example, asphalt or buildings)?

Does not apply, there is no specific site being addressed by this plan.

- h. Proposed measures to reduce or control erosion, or other impacts to the earth, if any:

Does not apply, there is no specific site being addressed by this plan.

2. Air

- a. What types of emissions to the air would result from the proposal during construction, operation, and maintenance when the project is completed? If any, generally describe and give approximate quantities if known.

No significant emissions are anticipated as a result of the recommendations made by the SWMP.

- b. Are there any off-site sources of emissions or odor that may affect your proposal? If so, generally describe.

Does not apply, there is no specific site being addressed by this plan.

- c. Proposed measures to reduce or control emissions or other impacts to air, if any:

Does not apply, there is no specific site being addressed by this plan.

3. Water

- a. Surface Water:

- 1) Is there any surface water body on or in the immediate vicinity of the site (including year-round and seasonal streams, saltwater, lakes, ponds, wetlands)? If yes, describe type and provide names. If appropriate, state what stream or river it flows into.

Does not apply, there is no specific site being addressed by this plan.

- 2) Will the project require any work over, in, or adjacent to (within 200 feet) the described waters? If yes, please describe and attach available plans.

Does not apply, there is no specific site being addressed by this plan.

- 3) Estimate the amount of fill and dredge material that would be placed in or removed from surface water or wetlands and indicate the area of the site that would be affected. Indicate the source of fill material.

Does not apply, there is no specific site being addressed by this plan.

- 4) Will the proposal require surface water withdrawals or diversions? Give general description, purpose, and approximate quantities if known.

Does not apply, there is no specific site being addressed by this plan.

- 5) Does the proposal lie within a 100-year floodplain? If so, note location on the site plan.

Does not apply, there is no specific site being addressed by this plan.

- 6) Does the proposal involve any discharges of waste materials to surface waters? If so, describe the type of waste and anticipated volume of discharge.

Does not apply, there is no specific site being addressed by this plan.

b. Ground Water:

- 1) Will groundwater be withdrawn from a well for drinking water or other purposes? If so, give a general description of the well, proposed uses and approximate quantities withdrawn from the well. Will water be discharged to groundwater? Give general description, purpose, and approximate quantities if known.

Does not apply, there is no specific site being addressed by this plan.

- 2) Describe waste material that will be discharged into the ground from septic tanks or other sources, if any (for example: Domestic sewage; industrial, containing the following chemicals; agricultural; etc.). Describe the general size of the system, the number of such systems, the number of houses to be served (if applicable), or the number of animals or humans the system(s) are expected to serve.

Does not apply, there is no specific site being addressed by this plan.

c. Water runoff (including stormwater):

- 1) Describe the source of runoff (including storm water) and method of collection and disposal, if any (include quantities, if known). Where will this water flow? Will this water flow into other waters? If so, describe.

Does not apply, there is no specific site being addressed by this plan.

- 2) Could waste materials enter ground or surface waters? If so, generally describe.

Does not apply, there is no specific site being addressed by this plan.

- 3) Does the proposal alter or otherwise affect drainage patterns in the vicinity of the site? If so, describe.

Does not apply, there is no specific site being addressed by this plan.

d. Proposed measures to reduce or control surface, ground, and runoff water, and drainage pattern impacts, if any:

Does not apply, there is no specific site being addressed by this plan.

4. Plants

a. Check the types of vegetation found on the site:

- ___deciduous tree: alder, maple, aspen, other
- ___evergreen tree: fir, cedar, pine, other
- ___shrubs
- ___grass
- ___pasture
- ___crop or grain
- ___orchards, vineyards or other permanent crops.
- ___wet soil plants: cattail, buttercup, bullrush, skunk cabbage, other
- ___water plants: water lily, eelgrass, milfoil, other
- ___other types of vegetation

All of these types of vegetation can be found in Thurston County.

- b. What kind and amount of vegetation will be removed or altered?
Does not apply, there is no specific site being addressed by this plan.
- c. List threatened and endangered species known to be on or near the site.
Does not apply, there is no specific site being addressed by this plan.
- d. Proposed landscaping, use of native plants, or other measures to preserve or enhance vegetation on the site, if any:
Does not apply, there is no specific site being addressed by this plan.
- e. List all noxious weeds and invasive species known to be on or near the site.
Does not apply, there is no specific site being addressed by this plan.

5. Animals

- a. List any birds and other animals which have been observed on or near the site or are known to be on or near the site. Examples include:

birds: hawk, heron, eagle, songbirds, other:
mammals: deer, bear, elk, beaver, other:
fish: bass, salmon, trout, herring, shellfish, other _____

All of these types of animals can be found in Thurston County.

- b. List any threatened and endangered species known to be on or near the site.
Does not apply, there is no specific site being addressed by this plan.
- c. Is the site part of a migration route? If so, explain.
Does not apply, there is no specific site being addressed by this plan.

d. Proposed measures to preserve or enhance wildlife, if any:
Does not apply, there is no specific site being addressed by this plan.

e. List any invasive animal species known to be on or near the site.
Does not apply, there is no specific site being addressed by this plan.

6. Energy and natural resources

a. What kinds of energy (electric, natural gas, oil, wood stove, solar) will be used to meet the completed project's energy needs? Describe whether it will be used for heating, manufacturing, etc.

Several of the activities recommended in the SWMP will require small additional amounts of electrical power to support normal, everyday activities.

b. Would your project affect the potential use of solar energy by adjacent properties? If so, generally describe.

Does not apply, there is no specific site being addressed by this plan.

c. What kinds of energy conservation features are included in the plans of this proposal? List other proposed measures to reduce or control energy impacts, if any:

Does not apply, there is no specific site being addressed by this plan.

7. Environmental health

a. Are there any environmental health hazards, including exposure to toxic chemicals, risk of fire and explosion, spill, or hazardous waste, that could occur as a result of this proposal? If so, describe.

No, although the SWMP recommends continuing or expanding technical assistance to business generators of hazardous wastes and increased publicity for the household hazardous waste collection facility, which should help prevent these types of problem in the future, see Section 8.8 for more details.

1) Describe any known or possible contamination at the site from present or past uses.

Does not apply, there is no specific site being addressed by this plan.

2) Describe existing hazardous chemicals/conditions that might affect project development and design. This includes underground hazardous liquid and gas transmission pipelines located within the project area and in the vicinity.

Does not apply, there is no specific site being addressed by this plan.

- 3) Describe any toxic or hazardous chemicals that might be stored, used, or produced during the project's development or construction, or at any time during the operating life of the project.

Does not apply, there is no specific site being addressed by this plan.

- 4) Describe special emergency services that might be required.

Does not apply, there is no specific site being addressed by this plan.

- 5) Proposed measures to reduce or control environmental health hazards, if any:

Does not apply, there is no specific site being addressed by this plan.

b. Noise

- 1) What types of noise exist in the area which may affect your project (for example: traffic, equipment, operation, other)?

Does not apply, there is no specific site being addressed by this plan.

- 2) What types and levels of noise would be created by or associated with the project on a short-term or a long-term basis (for example: traffic, construction, operation, other)? Indicate what hours noise would come from the site.

Does not apply, there is no specific site being addressed by this plan.

- 3) Proposed measures to reduce or control noise impacts, if any:

Does not apply, there is no specific site being addressed by this plan.

8. Land and shoreline use

- a. What is the current use of the site and adjacent properties? Will the proposal affect current land uses on nearby or adjacent properties? If so, describe.

Does not apply, there is no specific site being addressed by this plan.

- b. Has the project site been used as working farmlands or working forest lands? If so, describe. How much agricultural or forest land of long-term commercial significance will be converted to other uses as a result of the proposal, if any? If resource lands have not been designated, how many acres in farmland or forest land tax status will be converted to nonfarm or nonforest use?

Does not apply, there is no specific site being addressed by this plan.

- 1) Will the proposal affect or be affected by surrounding working farm or forest land normal business operations, such as oversized equipment access, the application of pesticides, tilling, and harvesting? If so, how:

Does not apply, there is no specific site being addressed by this plan.

- c. Describe any structures on the site.

Does not apply, there is no specific site being addressed by this plan.

- d. Will any structures be demolished? If so, what?

Does not apply, there is no specific site being addressed by this plan.

- e. What is the current zoning classification of the site?

Does not apply, there is no specific site being addressed by this plan.

- f. What is the current comprehensive plan designation of the site?

Does not apply, there is no specific site being addressed by this plan.

- g. If applicable, what is the current shoreline master program designation of the site?

Does not apply, there is no specific site being addressed by this plan.

- h. Has any part of the site been classified as a critical area by the city or county? If so, specify.

Does not apply, there is no specific site being addressed by this plan.

- i. Approximately how many people would reside or work in the completed project?

Does not apply, there is no specific site being addressed by this plan.

- j. Approximately how many people would the completed project displace?

Does not apply, there is no specific site being addressed by this plan.

- k. Proposed measures to avoid or reduce displacement impacts, if any:

Does not apply, there is no specific site being addressed by this plan.

- l. Proposed measures to ensure the proposal is compatible with existing and projected land uses and plans, if any:

Does not apply, there is no specific site being addressed by this plan.

- m. Proposed measures to ensure the proposal is compatible with nearby agricultural and forest lands of long-term commercial significance, if any:

Does not apply, there is no specific site being addressed by this plan.

9. Housing

- a. Approximately how many units would be provided, if any? Indicate whether high, middle, or low-income housing.

Does not apply.

- b. Approximately how many units, if any, would be eliminated? Indicate whether high, middle, or low-income housing.

Does not apply.

- c. Proposed measures to reduce or control housing impacts, if any:

Does not apply.

10. Aesthetics

- a. What is the tallest height of any proposed structure(s), not including antennas; what is the principal exterior building material(s) proposed?

Does not apply.

- b. What views in the immediate vicinity would be altered or obstructed?

Does not apply.

- c. Proposed measures to reduce or control aesthetic impacts, if any:

Does not apply.

11. Light and glare

- a. What type of light or glare will the proposal produce? What time of day would it mainly occur?

Does not apply, there is no specific site being addressed by this plan.

- b. Could light or glare from the finished project be a safety hazard or interfere with views?

Does not apply, there is no specific site being addressed by this plan.

- c. What existing off-site sources of light or glare may affect your proposal?

Does not apply, there is no specific site being addressed by this plan.

- d. Proposed measures to reduce or control light and glare impacts, if any:

Does not apply, there is no specific site being addressed by this plan.

12. Recreation

- a. What designated and informal recreational opportunities are in the immediate vicinity?

Does not apply, there is no specific site being addressed by this plan.

- b. Would the proposed project displace any existing recreational uses? If so, describe.

Does not apply, there is no specific site being addressed by this plan.

- c. Proposed measures to reduce or control impacts on recreation, including recreation opportunities to be provided by the project or applicant, if any:

Does not apply, there is no specific site being addressed by this plan.

13. Historic and cultural preservation

- a. Are there any buildings, structures, or sites, located on or near the site that are over 45 years old listed in or eligible for listing in national, state, or local preservation registers located on or near the site? If so, specifically describe.

Does not apply, there is no specific site being addressed by this plan.

- b. Are there any landmarks, features, or other evidence of Indian or historic use or occupation? This may include human burials or old cemeteries. Are there any material evidence, artifacts, or areas of cultural importance on or near the site? Please list any professional studies conducted at the site to identify such resources.

Does not apply, there is no specific site being addressed by this plan.

- c. Describe the methods used to assess the potential impacts to cultural and historic resources on or near the project site. Examples include consultation with tribes and the

department of archeology and historic preservation, archaeological surveys, historic maps, GIS data, etc.

Does not apply, there is no specific site being addressed by this plan.

- d. Proposed measures to avoid, minimize, or compensate for loss, changes to, and disturbance to resources. Please include plans for the above and any permits that may be required.

Does not apply, there is no specific site being addressed by this plan.

14. Transportation

- a. Identify public streets and highways serving the site or affected geographic area and describe proposed access to the existing street system. Show on site plans, if any.

Does not apply, there is no specific site being addressed by this plan.

- b. Is the site or affected geographic area currently served by public transit? If so, generally describe. If not, what is the approximate distance to the nearest transit stop?

Does not apply, there is no specific site being addressed by this plan.

- c. How many additional parking spaces would the completed project or non-project proposal have? How many would the project or proposal eliminate?

Does not apply, there is no specific site being addressed by this plan.

- d. Will the proposal require any new or improvements to existing roads, streets, pedestrian, bicycle or state transportation facilities, not including driveways? If so, generally describe (indicate whether public or private).

Does not apply, there is no specific site being addressed by this plan.

- e. Will the project or proposal use (or occur in the immediate vicinity of) water, rail, or air transportation? If so, generally describe.

Does not apply, there is no specific site being addressed by this plan.

- f. How many vehicular trips per day would be generated by the completed project or proposal? If known, indicate when peak volumes would occur and what percentage of the volume would be trucks (such as commercial and nonpassenger vehicles). What data or transportation models were used to make these estimates?

Does not apply, there is no specific site being addressed by this plan.

- g. Will the proposal interfere with, affect or be affected by the movement of agricultural and forest products on roads or streets in the area? If so, generally describe.

Does not apply, there is no specific site being addressed by this plan.

- h. Proposed measures to reduce or control transportation impacts, if any:

Does not apply, there is no specific site being addressed by this plan.

15. Public services

- a. Would the project result in an increased need for public services (for example: fire protection, police protection, public transit, health care, schools, other)? If so, generally describe.

Does not apply.

- b. Proposed measures to reduce or control direct impacts on public services, if any.

Does not apply, there is no specific site being addressed by this plan.

16. Utilities

- a. Circle utilities currently available at the site: electricity, natural gas, water, refuse service, telephone, sanitary sewer, septic system, other _____

Does not apply, there is no specific site being addressed by this plan.

- b. Describe the utilities that are proposed for the project, the utility providing the service, and the general construction activities on the site or in the immediate vicinity which might be needed.

Does not apply, there is no specific site being addressed by this plan.

C. SIGNATURE

The above answers are true and complete to the best of my knowledge. I understand that the lead agency is relying on them to make its decision.

Signature: _____

Name of Signee _____

Position and Agency/Organization _____

Date Submitted: _____

D. SUPPLEMENTAL SHEET FOR NONPROJECT ACTIONS

1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise?

By providing for secure disposal of solid wastes and increased recycling activities, the SWMP is expected to decrease impacts and discharges to water and air, and to provide for more secure handling of toxic or hazardous substances that may be part of the solid waste stream. No substantial increases or decreases in noise levels are expected as a result of the SWMP's recommendations.

Proposed measures to avoid or reduce such increases are:

Does not apply.

2. How would the proposal be likely to affect plants, animals, fish, or marine life?

No significant impacts to plant, animal, fish, or marine life are expected.

Proposed measures to protect or conserve plants, animals, fish, or marine life are:

Does not apply.

3. How would the proposal be likely to deplete energy or natural resources?

A small amount of energy and materials will be needed to implement the recommendations in the SWMP, but this is expected to be more than offset by the energy and resources conserved as the result of increased waste prevention, recycling and composting recommended by the plan.

Proposed measures to protect or conserve energy and natural resources are:

Does not apply.

4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection; such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?

No substantial impacts, either positive or negative, to environmentally sensitive or other protected areas are expected to result from the recommendations in the SWMP.

Proposed measures to protect such resources or to avoid or reduce impacts are:

Does not apply.

5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?

No substantial impacts, either positive or negative, to land and shoreline use are expected to result from the recommendations in the SWMP.

Proposed measures to avoid or reduce shoreline and land use impacts are:

Does not apply.

6. How would the proposal be likely to increase demands on transportation or public services and utilities?

Minor changes are proposed for public services and to several aspects of the waste collection system.

Proposed measures to reduce or respond to such demand(s) are:

None.

7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment.

The SWMP was prepared in response to a State requirement for the proper management of solid waste, and it is intended to comply with all applicable local, state and federal laws and requirements regarding protection of the environment.

This page intentionally left blank.

Appendix F – WUTC Cost Assessment

This page intentionally left blank.

APPENDIX F - WUTC COST ASSESSMENT QUESTIONNAIRE

INTRODUCTION

By state law (RCW 70.95.090), solid waste management plans are required to include:

“...an assessment of the plan’s impact on the costs of solid waste collection. The assessment shall be prepared in conformance with guidelines established by the Utilities and Transportation Commission (WUTC or Commission). The Commission shall cooperate with the Washington state association of counties and the association of Washington cities in establishing such guidelines.”

The following WUTC Cost Assessment Questionnaire (Questionnaire) has been prepared in accordance with the guidelines prepared by the WUTC (WUTC October 2019). The purpose of this Questionnaire is not only to allow an assessment of the impact of proposed activities on current garbage collection and disposal rates, but to allow projections of future rate impacts as well. The WUTC requests this information in order to review the plan’s impacts to the waste haulers that it regulates. For these haulers, WUTC is responsible for setting collection rates and approving proposed rate changes. Hence, WUTC will review the following cost assessment to determine if it provides adequate information for rate-setting purposes, and will advise Thurston County (County) as to the probable collection rate impacts of proposed programs. Consistent with this purpose, the cost assessment focuses primarily on those programs (either implemented or recommended) with potential rate impacts.

Thurston County Cost Assessment Questionnaire

Prepared By: Josiah Close, HDR

Telephone: (425) 450-6245

Email: Josiah.Close@hdrinc.com

Date: June 2, 2020

Definitions: The Solid Waste Management Plan (Plan) is a long-term strategy that includes management, storage, collection, diversion, transportation, use, processing, and final disposal of the County’s solid waste. The Plan covers a twenty year span and the Questionnaire has defined the period of review for the cost assessment in the Table 1 below.

| Table 1. Period of Review | |
|---------------------------|-----------|
| Year | Plan Year |
| 1 | 2021 |
| 2 | 2022 |
| 3 | 2023 |
| 4 | 2024 |
| 5 | 2025 |
| 6 | 2026 |

Thurston County's fiscal year is the same as the calendar year (CY) - that is - January through December. The County worked in conjunction with local governments and citizens as well as HDR to develop a county wide comprehensive plan. No other jurisdictions have developed a plan exclusive of Thurston County.

Demographics

The data source for population projections used in the development of the plan is the Washington State Office of Financial Management (OFM). In order to maintain a conservative yet accurate approach, the projections utilize the “medium” case figures. The base year (estimated 2019) and the associated populations are detailed in the table below as well as the assumed percentage increases from the plan years one through six. The 2019 population of 285,800 was taken from Table 2-1 of the Plan and is utilized as the starting point. This figure was then projected for 2021 through 2026 by extrapolating the projected population growth with the help of addition projection data from OFM for 2025. The table below shows the population projection by year.

Table 2. Population Projection By Year

| Year | Plan Year | Thurston County Population | Percentage Change |
|------|-----------|----------------------------|-------------------|
| 1 | 2021 | 295,600 | 1.7% |
| 2 | 2022 | 300,625 | 1.7% |
| 3 | 2023 | 305,736 | 1.7% |
| 4 | 2024 | 310,933 | 1.7% |
| 5 | 2025 | 316,508 | 1.8% |
| 6 | 2026 | 321,889 | 1.7% |

Note 1: based on the population change from 2019

Waste Stream Generation

The following table details the estimated waste generation and recycling tonnage for Thurston County. Waste generation is estimated at 7.22 pounds per person per day, based on Table 2-2 in the Plan.

Table 3. Waste Generation

| Year | Plan Year | Waste Generation (Tons) | MSW Disposed (Tons) | Recycled & Diverted (Tons) | Other Waste (Tons) |
|------|-----------|-------------------------|---------------------|----------------------------|--------------------|
| 1 | 2021 | 389,497 | 213,630 | 174,105 | 1,762 |
| 2 | 2022 | 396,119 | 217,262 | 177,065 | 1,792 |
| 3 | 2023 | 402,853 | 220,955 | 180,075 | 1,822 |
| 4 | 2024 | 409,701 | 224,711 | 183,136 | 1,853 |
| 5 | 2025 | 417,047 | 228,740 | 186,420 | 1,887 |
| 6 | 2026 | 424,137 | 232,629 | 189,589 | 1,919 |

It is important to note that the recycling rate is assumed at 44.7% which is an unrounded version of the figure from the Plan of 45%. This was done in order to maintain the appropriate relationships in the projection of solid waste tonnages, specifically for the non-recyclables or other waste.

Waste Generation Assumptions:

- Figures, except the year, are shown as tons per year (TPY). Projected waste generation figures for 2021 through 2026 are based on the waste generation rate for

2017 (7.22 pounds per person per day) which is based on Ecology tonnage records in conjunction with the population forecasts from the Washington State Office of Financial Management.

- The projected amounts of recycling and diversion, disposed municipal solid waste (MSW), and other wastes assume the same percentage of the total waste generated as in 2017
- MSW Disposed per person per day is 3.96 pounds or 1,445 pounds per year
- Other wastes include construction, demolition, and land clearing wastes disposed at limited purpose landfills and special wastes

System Program Component Costs

System costs reported in this questionnaire are funded by County revenues and through nominal grants.

Waste Reduction Programs

Existing education and outreach waste reduction programs implemented by Thurston County:

- “Pay-as-you-throw” rates
- Public education and outreach
- Curbside recycling services
- Drop box sites
- Public event recycling

The costs of providing the waste reduction programs are included within Thurston County’s overall Solid Waste Division budget and are funded through County revenues.

Solid Waste Collection Programs

Curbside collection of MSW and recyclables are conducted by the City of Olympia within its city limits and Waste Connections (Certificate G-98) for other areas, both incorporated and unincorporated within the County. The following table details information about the WUTC-regulated collection in Thurston County that operate within the area. Shown below is a summary of the waste collection by entity and includes the entity responsible for collection.

| Table 4. MSW and Recycling Collection within Thurston County | | | | | | | |
|--|------|----------------|----------------|----------------|----------------|----------------|----------------|
| Collection Entity | | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 |
| City of Olympia | Pop | 54,579 | 55,507 | 56,451 | 57,411 | 58,440 | 59,433 |
| | Tons | 71,917 | 73,139 | 74,383 | 75,647 | 77,003 | 78,312 |
| Waste Connections | Pop | 241,020 | 245,118 | 249,285 | 253,523 | 258,068 | 262,455 |
| | Tons | 317,580 | 322,979 | 328,470 | 334,054 | 340,043 | 345,824 |
| Total Population | | 295,600 | 300,625 | 305,736 | 310,933 | 316,508 | 321,889 |
| Total Tons | | 389,497 | 396,119 | 402,853 | 409,701 | 417,047 | 424,137 |

* Projected 2021 through 2026 data based on assumed waste generation rates and population growth rates applied to 2019 population estimate and 2017 Ecology tonnage data

The County also has a transfer system consisting of a transfer station facility (Waste and Recovery Center (WARC)), and two rural drop box facilities, the Rainier Drop-Box facility and the Rochester Drop-Box facility.

Organics Collection Programs

Curbside and commercial collection of yard waste has been available in the County since the 1990's. The City of Olympia began curbside collection of yard waste from residential customers in 1994. Waste Connections began offering yard waste collection in 1997. With the opening of a composting facility in the County in 2008, Silver Springs Organics, food, food-soiled paper, and some types of compostable plastics were added to the yard waste collection programs provided by the City of Olympia and Waste Connections. This mixed organics collection service provided opportunities to divert larger quantities of organic materials from landfilling. Subscription to these services is voluntary and the table below provides information on the number of organics collection subscribers in 2019.

| Table 5. Organics Collection Subscribers (2019) | | | |
|---|-----------------|-------------------|---------------|
| | City of Olympia | Waste Connections | Totals |
| Residential | 8,619 | 21,255 | 29,874 |
| Multi-Family & Com | <u>173</u> | <u>180</u> | <u>353</u> |
| Total | 8,792 | 21,435 | 30,227 |

Currently, self-haul customers at the WARC can also drop off yard debris and clean wood at a reduced rate in a separate area where the material is ground and transported off-site for composting. Curbside collection trucks unload in a separate area for mixed organics that are collected from both commercial and residential customers. This material is also ground and transported off-site for composting. In 2019, 30,317 tons of organics were accepted at the WARC; 9,859 tons from self-haulers and 20,458 tons from curbside collection. Shown below is a table with the projected tons of organics collected as part of the MSW. The 2014 Waste Composition Study was used as the basis for the projection and concluded that approximately 31.4% of the MSW collected was organics based on

section 5.3.12.1 of the SWMP on page 5-9. There is currently no revenues to offset the expenses so it is assumed that the program is funded through the tip fee revenues. The costs for the organics program were based on the 2019 value and escalated to calculate the projected costs for 2021 through 2026.

| Year | Plan Year | Organics (Tons) | Program Costs | Funding |
|-------------|------------------|------------------------|----------------------|----------------|
| 1 | 2021 | 67,080 | \$1,351,730 | Tip Fee |
| 2 | 2022 | 68,220 | 1,392,282 | Tip Fee |
| 3 | 2023 | 69,380 | 1,439,619 | Tip Fee |
| 4 | 2024 | 70,559 | 1,482,808 | Tip Fee |
| 5 | 2025 | 71,824 | 1,527,292 | Tip Fee |
| 6 | 2026 | 73,045 | 1,573,111 | Tip Fee |

Recycling Programs

Currently, the City of Olympia and Waste Connections provide curbside recycling collection services in the cities, town and unincorporated areas of the County. Commercial-sector recycling collection is also available County-wide. The County offers technical assistance services to businesses on request. The City of Olympia and Waste Connections provide recycling collection service to commercial customers. Additionally, in order to comply with State law requiring public recycling events, the County offers recycling bins at no charge for use at such events. The recyclables collected at these events can be delivered to WARC, Rainier and Rochester Drop Box Sites or recycled through the City of Olympia and Waste Connections. The County further incentivizes recycling by providing recycling bins at its three solid waste sites, WARC and Rainier and Rochester Drop Box Sites for its self-haul customers by accepting source-separated recyclables at no cost in advance of weighing vehicles at the scale plazas. The table below shows the market and financial performance by recyclable material which was based on Table 5-2 in the Plan. In total, the County provided information indicating that the revenues from recycling did not cover the expenses completely which is unfortunately, a typical finding in the current market for recycled materials. It is assumed that any shortfall is funded through the tipping fee.

| Table 7. Recyclable Markets | | |
|---|---|---------------------------------------|
| Material | Primary Market(s) | Revenues > Processing Costs |
| Paper | | |
| Cardboard | Regional paper markets, paper mills and export | Yes |
| Mixed Waste Paper and Newspaper | Regional paper markets, paper mills and export | No |
| Plastics | | |
| Bottles #1 through #7 | Regional markets in W. Washington, Oregon, and export | No |
| Other Plastics | Primarily export | No |
| Metals | | |
| Aluminum | Regional markets in W. Washington Oregon, and St. Louis | Yes |
| Tin cans, appliances, and ferrous and non-ferrous scrap | Regional markets in W. Washington and Oregon | Yes |
| Glass | | |
| Clear Glass | Regional markets in W. Washington and Oregon | No |
| Brown and Green Glass | Regional markets in W. Washington and Oregon | No |
| Organics | | |
| Wood | Hog fuel, mulch (clean wood only) | No |
| Yard Debris | Compost | No |

The assumed recycling rate is 44.7% of the total waste collected and this rate was used to project the future amount of recycling tons. It is important to note that this rate is an unrounded version of the figure from the Plan of 45%. This was done in order to maintain the appropriate relationships in the projection of solid waste tonnages, specifically for the non-recyclables or other waste. The table below shows a projection of recycling and non-recyclable tons based on the 2019 data from Table 2-2 in the Plan and the 2019 costs escalated for 2021 through 2026.

| Table 8. Recycling Projection of Tons and Costs | | | | | |
|---|-----------|------------------|---------------|------------------------------|------------------------------|
| Year | Plan Year | Recycling (Tons) | Program Costs | Funding | Other Non-Recyclables (Tons) |
| 1 | 2021 | 174,105 | \$173,390 | Recycling Revenues & Tip Fee | 1,762 |
| 2 | 2022 | 177,065 | 178,592 | Recycling Revenues & Tip Fee | 1,792 |
| 3 | 2023 | 180,075 | 184,664 | Recycling Revenues & Tip Fee | 1,822 |
| 4 | 2024 | 183,136 | 190,204 | Recycling Revenues & Tip Fee | 1,853 |
| 5 | 2025 | 186,420 | 195,910 | Recycling Revenues & Tip Fee | 1,887 |
| 6 | 2026 | 189,589 | 201,788 | Recycling Revenues & Tip Fee | 1,919 |

Energy Recovery & Incineration (ER&I) Programs

Solid waste from Thurston County is disposed at Roosevelt Regional Landfill (RRL) located in Klickitat County. The RRL recovers energy through direct combustion of collected landfill gas to electric and through conversion of landfill gas to pipeline quality compressed natural gas.

Land Disposal Program

In 1998, the County contracted with Regional Disposal Company (now Republic Services) to export waste to RRL. The Waste Export and Disposal Agreement was executed in 1998 for an initial 10-year terms that began with the start of transfer station operations on May 1, 2000. This agreement was extended beginning in May 2020 through May 2023 with an option to renew for an additional two-year period. The following tables detail the total projected amount of MSW tons.

Table 9. Total Solid Waste Disposal

| | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 |
|----------------|---------|---------|---------|---------|---------|---------|
| Total MSW Tons | 213,630 | 217,262 | 220,955 | 224,711 | 228,740 | 232,629 |

Expenses

The project expenses (2021 – 2026) for the County are shown below are based on cost figures escalated from the 2020 budget by assumed inflationary factors.

Table 10. Projected Expenses

| | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 |
|--------------------------------|----------|----------|----------|----------|----------|----------|
| Total Expenses (\$000s) | \$25,340 | \$26,118 | \$27,202 | \$28,331 | \$29,201 | \$30,098 |
| MSW Tons | 213,630 | 217,262 | 220,955 | 224,711 | 228,740 | 232,629 |
| Cost per MSW Ton | \$118.62 | \$120.22 | \$123.11 | \$126.08 | \$127.66 | \$129.38 |

Funding Mechanisms

System costs reported in this questionnaire - such as recycling programs, waste reduction efforts, organics collection, etc. - are funded by fees collected by the County. Thurston County also receives grant monies for solid waste management planning activities such as the Countywide Litter Control Project. Provided in the table below is a summary of the revenues received by the County based on the 2020 Budget.

Table 11. 2020 Budgeted Revenues

| System Funding Source | 2020 Budget | Funding Percentage |
|------------------------------|---------------------|--------------------|
| Administrative Fees | \$25,923,000 | 99.8% |
| Grants | 51,000 | 0.2% |
| Other – Reimburse Contracts | <u>11,400</u> | 0.0% |
| Total Funding Sources | \$25,985,400 | |

The County Solid Waste Division is funded by the fees collected at the scale houses located at the WARC and the Rainier and Rochester Drop Box sites.

The following assumptions were used to project revenues and expenses:

- **Revenues**
 - Customer Growth – 1.0%
 - Misc. Revenue – 1.0%
- **Expenses**
 - Personnel – 3.5%
 - Internal Services – 3.0%
 - Professional Services – 3.0-5.0%
 - Operating Costs – 3.0%
 - Miscellaneous – 2.5%
 - Flat – 0.0%
 - General Inflation – 3.0-3.4%

| Table 12. Thurston County Projected Budget 2021 to 2026 (\$000s) | | | | | | |
|---|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| Costs | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 |
| Revenues | | | | | | |
| Service Revenue | \$26,182 | \$26,444 | \$26,708 | \$26,976 | \$27,245 | \$27,518 |
| Rev from Rate Adj. | 789 | 1,617 | 2,487 | 3,252 | 3,898 | 4,568 |
| Other Misc. Revenue | <u>113</u> | <u>114</u> | <u>115</u> | <u>116</u> | <u>118</u> | <u>119</u> |
| Total Revenue | \$27,084 | \$28,176 | \$29,311 | \$30,344 | \$31,261 | \$32,205 |
| Expenses | | | | | | |
| Expenses | \$25,340 | \$26,118 | \$27,296 | \$28,134 | \$28,998 | \$29,888 |
| Reserves & Taxes | 1,294 | 1,557 | 1,490 | 1,660 | 1,688 | 1,717 |
| Closure / Post Closure | 0 | 0 | 0 | 0 | 0 | 0 |
| Capital | <u>450</u> | <u>500</u> | <u>525</u> | <u>550</u> | <u>575</u> | <u>600</u> |
| Total Expenses | \$27,084 | \$28,176 | \$29,311 | \$30,344 | \$31,261 | \$32,205 |
| <i>Bal. / (Def.) of Funds</i> | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 |

The table above utilizes the County’s 2020 budgeted revenues and expenses. Those are then inflated by the escalation factors that were shown previously. As can be seen, over time - as expenses increase - the revenues are not sufficient to fully fund the utility. One important component of the County’s expenses is the costs related to operations which is contracted out. The current agreement runs through May of 2023. This line item increases annually at 3.0% through 2022. However, given the unknown impacts of future negotiations, the analysis has increased these costs by 5.0% in 2023 in anticipation of any additional changes to operations costs as part of the agreement. Therefore, given the deficiency of funds in 2021 through 2026 based on the projected 2020 budget, it is recommended that the County should address this by either a future revenue adjustment or expense reduction. Additionally, as it is projected that the population – and therefore solid waste tonnage – will increase in the next five years the County should strategize about how this transition should happen as some costs may not increase proportionally with the service population while maintaining the same, high level of service from the County.

Appendix G – Agency Comments and County Responses

This page intentionally left blank.



STATE OF WASHINGTON

DEPARTMENT OF ECOLOGY

P.O. Box 47775 • Olympia, Washington 98504-7775 • (360) 407-6300

October 25, 2021

Jeff Bickford

Solid Waste Manager
Thurston County Public Works
9605 Tilley Rd S
Olympia, WA 98512

Re: Thurston County Solid Waste Management Plan for Years 2021 to 2026

Dear Jeff,

The Department of Ecology (Ecology) is pleased to approve Thurston County's (County) final draft *Solid Waste Management Plan for Years 2021 to 2026* (Plan) including the County's Contamination and Reduction Outreach Plan submitted for final review on September 16, 2021.

The Plan demonstrates the County's commitment to waste reduction, recycling, and safe management of solid waste. It is aligned with the state's materials management priorities and reflects local needs, protecting both the environment and ratepayers. The Plan defines a clear sustainable path forward and is flexible enough to respond to changing conditions.

The six-year planning period covered by the Plan is from 2021 to 2026. Thus, the five-year review required in [RCW 70A.205.075](#) should begin in the year 2024.

Ecology commends County staff, the consultants, the Solid Waste Advisory Committee, and the public for their efforts to complete the Plan. We look forward to working with the County and its stakeholders to support its successful implementation.

If you have any questions, please contact me at (360) 515-8348 or peter.lyon@ecy.wa.gov.

Sincerely,

Peter Lyon

Peter Lyon

Southwest Regional Office Section Manager
Solid Waste Management Program

cc: Olivia Carros, Department of Ecology
Peter Guttchen, Department of Ecology
Jennifer Walker, Thurston County Public Works Director
Tiffany Van Meter, Utilities and Transportation Commission
Amy Clow, Washington State Department of Agriculture

**Response to Thurston County Solid Waste Management Comments
December 2020**

| Comment Number | Comment Received | Thurston County Response |
|----------------------------------|--|--|
| Public Virtual Open House | | |
| 1 | People in general have both the regular and recycle waste to be picked up weekly and sometimes the recycle waste is more than the regular waste. This results in forcing people to place the remaining recycle waste in the regular waste bin. I suggest the pickup of the regular and recycle bin weekly without raising any fees. Weekly pickups of all three bins are done in LA county for the same price as we pay for our pickup in Olympia. (e.g., EDCO waste company). Bulk items should also be free. | Comment acknowledged and forwarded to collection companies for consideration. No additional Plan revision required. |
| 2 | Listening to the presentation; how is funding for the transfer to the Roosevelt landfill addressed? | Funding for the transfer of waste to the Roosevelt Regional Landfill for disposal is included in the current tipping fee assessed as waste is accepted in the Thurston County Solid Waste disposal facilities. No additional Plan revision is required. |
| 3 | Most of the waste going into landfills is plastic that can be recycled into construction and road materials. Plastic must only be recyclable to avoid the current waste and pollution problems. | Recycling of plastics is outlined in Chapter 5 – Waste Reduction, Recycling and Organics. Plastics #1 & #2 are designated as Tier 1 Recyclable Materials for collection. No additional Plan revision is required. |
| 4 | Thank you for your work on this Plan. I recommend a higher priority be given to sustainability measures, shift to cleaner, efficient transportation (electric vehicles), utilize union labor and increase recycling efforts. | Chapter 5 – Waste Reduction, Recycling and Organics provides Recommended Action WRR9) Support the Thurston Climate Adaptation Plan and additional climate action plans adopted by local jurisdictions, through programs that target a per capita reduction in landfill waste, reduction in transportation, improved handling methods and recycling. No additional Plan revision is required. |

**Response to Thurston County Solid Waste Management Comments
December 2020**

| Comment Number | Comment Received | Thurston County Response |
|---|--|--|
| 5 | I live in the downtown core of Olympia in a large multistory apartment building and we literally don't even have a recycling dumpster or bin at all. We had one, but it never got picked up, overflowed regularly. I took a look at the plan your purposing, and I see a lot bureaucracy, but what's the point if basic functions can't be accomplished. It's like me making a 15 point plan to teach someone in a coma the piano. Do better at basic functions. | Comment noted. |
| 6 | I am submitting comments longer than the 500 word limit on your website. Olympia has recently discontinued picking up glass for recycling. The still will collect it but you have to separate it out and deliver it to a special site for recycling. I sense that this is due to a very soft market for recycled glass. My personal history is with the construction industry. I observed that the specifications for certain types of materials really eliminated crushed glass from most construction uses as specified in the WSDOT standard specifications. This has placed the sole local material source processing glass recycling in a very difficult position in that they are not able to accept, process and load out crushed glass at a competitive price with locally available sand and gravel for many projects. May I suggest that in order to more fully utilize crushed glass as a material that the production facility be subsidized enough to lower the price of the crushed glass to undercut the use of other natural sand and gravel resources? | Chapter 5 – Waste Reduction, Recycling and Organics, Section 5.5.1 notes that focus will be placed on recycling and diversion efforts of waste streams that represent significant tonnage. Glass is prioritized as part of that effort. No additional Plan revision is required. |
| Washington Utilities and Transportation Commission | | |
| 7 | <p>The Washington Utilities and Transportation Commission has completed its review of the revised cost assessment questionnaire for the preliminary draft of the Thurston County Solid Waste Management Plan (Plan), submitted August 25, 2020.</p> <p>Commission staff (staff) computed projected tip fees based on the data provided in the cost assessment questionnaire in the 2021-2026 Thurston County Solid Waste Management plan. Staff notes that the county has looked at many options to reduce the amount of waste that ends up in the landfill. In order to redirect waste, the county is contemplating a revenue share agreement with the certificated hauler to provide outreach and education. The county plans to update the collected recyclable materials list based on a waste composition study, with emphasis on organics, glass, and mixed paper diversion. The county also plans to promote food collection and distribution programs to reduce the amount of food waste. Staff has no further comment on the cost assessment questionnaire.</p> | Concur with comment. No additional Plan revision is required. |
| Washington State Department of Agriculture | | |
| 8 | After reviewing the preliminary draft of the Thurston County Solid Waste Management Plan, our agency does not see any current conflicting compliance issues related to the apple maggot quarantine, as prescribed in Chapter 16-470-124 WAC. | Concur with comment. No additional Plan revision is required. |

**Response to Thurston County Solid Waste Management Comments
December 2020**

| Comment Number | Comment Received | Thurston County Response |
|---|---|---|
| Department of Ecology – Revisions Required for Plan Approval | | |
| 9 | <p>Finalize the Contamination Reduction and Outreach Plan (CROP) and include it in the SWMP</p> <p>On September 3, 2020, the County sent Ecology an email requesting a preliminary review of the CROP. At that time, you informed us you will be incorporating the CROP into the SWMP as Appendix I and updating the other applicable sections of the SWMP after our review was completed. The results of our review of your CROP are included in Part 3 below.</p> | <p>Concur with comment. Response to CROP comments are addressed below.</p> |
| 10 | <p>More fully address solid waste facility deficiencies and long-range facility needs</p> <p>Although the SWMP does include a description of existing solid waste facilities, additional detail is needed to fully meet the requirement that the SWMP include the following:</p> <ul style="list-style-type: none"> • A detailed inventory and description of all existing solid waste handling facilities including an inventory of any deficiencies in meeting current solid waste handling needs. RCW70A.205.045(1) • The estimated long-range needs for solid waste handling facilities projected twenty years into the future. RCW70A.205.045(2) & 70A.205.075(1). <p>In section 3.5.2.3, the SWMP references a Solid Waste Facility Condition Assessment and Infrastructure Management Plan (IMP) that was adopted in 2019. The IMP was paid for in part with Local Solid Waste Financial Assistance funding during the 2017 to 2019 biennium. The purpose of the IMP is described in the SWMP as follows:</p> <ul style="list-style-type: none"> • Describe the general condition of solid waste infrastructure, including structures, grounds and major components; and • Develop a 20-year strategic, coordinated and fiscally responsible management plan that provides for the timing, estimated cost, and prioritization of recommendations needed to maintain, repair, replace, renovate and construct infrastructure to correct deficiencies and meet operational needs, regulatory requirements and public demand for services into the future. <p>In the SWMP, it notes that the IMP recommended “the implementation of 32 solid waste capital infrastructure maintenance, repair and replacement upgrades to the facilities over a 20-year planning horizon.” In Table 3-4, the County’s three major solid waste facilities are listed and estimated 20-year project costs by facility are provided. However, no additional detail is included to describe any of the findings of the facility assessment or about the nature and scope of the 32 recommended projects.</p> <p>In Appendix H (Capital Projects), there is a table that includes a list of projects and their expected costs over a 20-year planning horizon. However, Appendix H is not mentioned in section 3.5.2.3 and we were not able to find the 20-year table of projects in Appendix H referenced in any other section of the SWMP.</p> <p>The IMP is a comprehensive solid waste facility assessment and management plan that includes all of the information that needs to be in the SWMP to meet the RCW requirements noted above. For that reason, we recommend you include the IMP in the SWMP to meet those requirements. A link could be provided to the IMP, like you’ve done with the other related plans referenced in the SWMP. However, given its relevance to other key elements in the SWMP, and the possibility that a link might be broken over time, we strongly recommend – even though it is a lengthy document - that it be included as an</p> | <p>Concur with comment. Updated Section 1.9 to include information on the Thurston County Solid Waste Facility Assessment and Infrastructure Management Plan including link to document. Updated Section 3.5.2.3 to include reference to Appendix H with link to County Capital Facility Plan. Updated Appendix H to adopted Solid Waste Division capital facility costs.</p> |

**Response to Thurston County Solid Waste Management Comments
December 2020**

| Comment Number | Comment Received | Thurston County Response |
|----------------|--|---|
| | <p>Appendix. The SWMP currently does not provide a link to the IMP or provide information on how someone can find a copy to review. We looked on your website and did not find it posted.</p> <p>Given its importance and relevance, the IMP should also be included in Section 1.9 on the list of related plans along with a brief description of how it is related to your SWMP.</p> <p>Including the IMP in the SWMP will not only ensure all the requirements noted above are met, it will also provide elected officials, SWAC members, and the public a valuable reference and resource as the SWMP is implemented and when the SWMP is updated in five years.</p> | |
| 11 | <p>Include the full version of your Capital Facilities Plan (CFP) in the SWMP</p> <p>RCW 70A.205.075(1) requires that each revision of a comprehensive solid waste management plan include a “revised construction and capital acquisition program for six years in the future.” Appendix H (Capital Projects) does include a list of projects funding information for the next six years. However, it does not provide any description of those projects or any context for them. On the County website we found links to your final approved 2020 to 2025 CFP and the public hearing draft for your 2021 to 2026 CFP. Including the solid waste chapters of one of these CFP documents in the SWMP will meet the requirement in 70A.205.075(1). To provide data that is as current as possible, we would strongly encourage you to include the 2021-2026 CFP when it is finalized and adopted later this year. This more comprehensive version of your CFP – as with the IMP – will provide elected officials, SWAC members, and the public a valuable reference and resource during the SWMP’s implementation.</p> | <p>Concur with comment. Updated Plan in Section 1.9 to include overview of County Capital Facility Plan including link to document.</p> |
| 12 | <p>Update references to the following RCWs noted in the SWMP that were recodified in 2020.</p> | <p>Concur with comment. Plan updated.</p> |
| 13 | <p>Include a summary of your responses to our comments in your SWMP</p> <p>This could be included as an Appendix.</p> | <p>Concur with comment. To be included in Appendix G – Agency Comments & County Responses. Plan updated.</p> |
| 14 | <p>Include resolutions of adoption from all participating jurisdictions</p> <p>New resolutions need to be adopted by each jurisdiction and included with your final draft SWMP.</p> | <p>Concur with comment. Resolutions of Adoption to be included in Appendix B in Final Plan for Ecology review.</p> |
| 15 | <p>Provide evidence your SWAC reviewed the Waste Reduction and Recycling (WRR) element of your final draft SWMP before it was submitted for review and approval by Ecology</p> <p>RCW 70A.205.115(3) requires that after the WRR element of the Plan is approved by the local legislative authority, but before it is submitted to Ecology for approval, the SWAC must hold another meeting to review this element. This requirement can be met by sending an email to your SWAC members to ask them to review the WRR element and including a copy of that email in the SWMP. We recommend that the email be included in Appendix C.</p> | <p>Concur with comment. SWAC minutes of approval to be included in Appendix C in Final Plan for Ecology review.</p> |

**Response to Thurston County Solid Waste Management Comments
December 2020**

| Comment Number | Comment Received | Thurston County Response |
|--|---|--|
| Department of Ecology – Recommended Revisions | | |
| 16 | <p>Change the SWMP Title</p> <p>To make it clear what time period the SWMP covers, we strongly recommend you change the title of your SWMP to something like this: Thurston County Solid Waste Management Plan for Years 2021 to 2026. We are recommending you change the initial year the SWMP covers because it will not be approved until sometime in 2021. Making this change will also maximize the amount of time the SWMP is considered current before your next update needs to be completed.</p> | Concur with comment. Plan revised. |
| 17 | <p>Provide additional evidence of SWAC participation</p> <p>Evidence of SWAC participation in the SWMP update process is required. You have done an excellent job of describing the SWMP development process and the role of the SWAC, and have included the roster of SWAC members and the SWAC by-laws in the SWMP. What is missing is documentation that the SWAC approved the preliminary draft to be submitted to Ecology for review. To meet this requirement, we strongly recommend you add the SWAC’s August 2020 meeting minutes to Appendix C and rename the Appendix “SWAC By-laws and Evidence of SWAC Participation” We found these minutes on your website here.</p> | Concur with comment. Plan revised in Appendix C to include appropriate SWAC minutes. |
| 18 | <p>Change the title of Chapter 6.0 “Special Wastes” to “Miscellaneous Wastes”</p> <p>The term “special waste” is a term of art found in Washington Administrative Code 173-303- 040 that means “any state-only dangerous waste that is solid only (nonliquid, nonaqueous, nongaseous), that is: Corrosive waste (WAC 173-303-090 (6)(b)(iii)), toxic waste that has Category D toxicity (WAC 173-303-100(5)), PCB waste (WAC 173-303-9904 under State Sources), or persistent waste that is not EHW (WAC 173-303-100(6)). Any solid waste that is regulated by the United States EPA as hazardous waste cannot be a special waste.”</p> | Concur with comment. Plan revised to retitle Chapter 6 to Miscellaneous Wastes. |
| Department of Ecology – Contamination Reduction and Outreach Plan (CROP) Comments | | |

| Thurston County Recycling Contamination Reduction and Outreach Plan (CROP) | | | |
|---|----------------|--|---|
| <i>Ecology review – December 4, 2020</i> | | | |
| Required element | Met or Not Met | Comments | Thurston County Response |
| <p>Required Element #1</p> <p>List of Action Steps to Reduce Contamination</p> | Fully met | A comprehensive and detailed list of action steps is included. All of the key elements needed to successfully reduce contamination including data gathering and analysis, outreach and education, and working together with regional partners to implement the CROP are addressed. | Required CROP element fully met. No additional Plan revision is required. |

**Response to Thurston County Solid Waste Management Comments
December 2020**

| Thurston County Recycling Contamination Reduction and Outreach Plan (CROP) <i>Ecology review – December 4, 2020</i> | | | |
|---|-----------------------|---|---|
| Required element | Met or Not Met | Comments | Thurston County Response |
| | | The Data Management section (1.3.1) discusses conducting a “waste composition study” to establish a baseline inbound contamination rate by customer type. And completing this study is the first step in the CROP’s Implementation Schedule (1.5). Given the focus of this study, we suggest you describe it as a recycling composition study, so it’s clear that this is different from the waste characterization studies the County has done in the past and plans to do in the future. | |
| Required Element #2 List of Key Contaminants | Fully met | A list of key contaminants is included based on information from local haulers and Pioneer Recycling in section 1.3.2. | Required CROP element fully met. No additional Plan revision is required. |
| Required Element #3 Discussion of problem contaminants & impacts on the collection system | Not fully met | <p>The Data Measurement section (1.3.1) references the need to gather data on problem contaminants and their impacts on the collection system in Thurston County. To fully meet this requirement, however, the CROP needs to include at least some general discussion of these contaminants and their impacts.</p> <p><i>The following excerpted from Step 7 in the Local CROP Template – or information like this that more specifically reflects local programs and conditions - will meet this requirement</i></p> <p>Recycling contamination can cause the following impacts:</p> <ul style="list-style-type: none"> ● 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. | CROP revised to include additional recommended language as outlined. |

**Response to Thurston County Solid Waste Management Comments
December 2020**

| Thurston County Recycling Contamination Reduction and Outreach Plan (CROP) <i>Ecology review – December 4, 2020</i> | | | |
|---|-----------------------|---|---|
| Required element | Met or Not Met | Comments | Thurston County Response |
| <p>Required Element #4</p> <p>Analysis of costs and other impacts on the recycling system</p> | Not fully met | <p>The Data Measurement section (I.3.1) references the need to gather data on the costs and impacts of contamination on the recycling system in Thurston County. In addition, the Costs section (I.4) describes how the costs for managing contamination are currently covered. To fully meet this requirement, however, the CROP needs to include at least some general discussion of these costs and impacts.</p> <p><i>The following excerpted from Step 7 in the Local CROP Template – or information like this that more specifically reflects local programs and conditions - will meet this requirement.</i></p> <p>According to The Recycling Partnership, 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:</p> <ul style="list-style-type: none"> ● 40% for disposal of residuals ● 26% in value lost from contaminated recyclables ● 14% in labor to remove contamination from sorting equipment, etc. | CROP revised to include additional recommended language as outlined. |
| <p>Required Element #5 (a)</p> <p>Details on conducting outreach</p> | Fully met | <p>The CROP includes a detailed list of outreach strategies. The strategies together represent a coordinated and multi-faceted campaign that includes updated signage, the use of social media and websites, and utilizing resources from Ecology and others to implement the campaign.</p> | Required CROP element fully met. No additional Plan revision is required. |
| <p>Required Element #5 (b)</p> <p>An implementation schedule</p> | Fully met | <p>A detailed implementation schedule noting who is responsible for each implementation item is included.</p> | Required CROP element fully met. No additional Plan revision is required. |



STATE OF WASHINGTON
DEPARTMENT OF ECOLOGY
P.O. Box 47775 • Olympia, Washington 98504-7775 • (360) 407-6300

December 7, 2020

Karen Weiss

Interim Solid Waste Division Manager
Thurston County Public Works
9605 Tilley Road S., Ste. C
Olympia, WA 98512

RE: Thurston County Solid Waste Management Plan Update

Dear Ms. Weiss,

The Department of Ecology has completed its review of the August 2020 preliminary draft of Thurston County's Solid Management Plan (SWMP) and the preliminary draft Contamination Reduction Outreach Plan (CROP). The results of this review are included in the enclosed attachment.

We were impressed with the thoughtful and thorough approach you and your SWAC took to updating your Plan. As you know, the SWMP has gone through a number of revisions over the last few years. Ecology has provided comments on these previous versions and has taken those into account during this latest review. The comments are categorized into 3 parts. One lists the revisions required for Plan approval, one includes recommended revisions, and one includes comments on the CROP. The next step is for you to review and address our comments and then assemble your final submittal packet and to send it to us for review and approval. There is no deadline for you to submit the final SWMP. However, to ensure the SWMP remains current, we encourage you to assemble your final packet and submit it as soon as is feasible for you. Once we receive your packet, we will send you formal notification of receipt of the SWMP and will take action to approve or disapprove it within 45 days. If we do not notify you of our decision within 45 days, your SWMP will be considered approved as submitted.

Below is a list of what you should include in your final submittal packet:

- **A transmittal letter formally requesting final Plan review.**
- **An electronic version of your Plan. Please assemble all required documents into one PDF.**

These documents should include:

- ✓ **Your UTC cost assessment** – *already submitted with your preliminary draft.*
- ✓ **All SEPA documentation** – *already submitted with your preliminary draft.*
- ✓ **Copies of all interlocal agreements** – *already included with your preliminary dr*

- ✓ **Copies of your WSDA and UTC review letters** – *The UTC has already provided you with their review letter and we have included it along with our comments as a separate attachment along with our comments. WSDA will be sending you their comments by December 11, 2020. Please include them with your final submittal packet.*
- ✓ **Resolutions of adoption from all participating jurisdictions** –*New resolutions need to be adopted by each jurisdiction and included with your final draft SWMP.*
- ✓ **A response summary indicating how you addressed Ecology’s preliminary draft Plan comments** – *The simplest way to do this is to note in the attached comments how and where each of the comments was addressed in the SWMP.*
- ✓ **Evidence your SWAC reviewed the Waste Reduction and Recycling (WRR) element of your final draft SWMP before it was submitted for review and approval by Ecology.** [RCW 70A.205.115\(3\)](#) *requires that after the waste reduction and recycling element of the Plan is approved by the local legislative authority, but before it is submitted to Ecology for approval, the SWAC must hold another meeting to review this element. This requirement can be met by sending an email to your SWAC members to ask them to review the WRR element and including a copy of that email in the SWMP. We also have noted this requirement in our comments and suggest that the email be included in Appendix C.*

Ecology appreciates the County’s partnership in the SWMP development and review process.

Please contact me if you have any questions. We look forward to receiving your final submittal packet.

Stay safe and stay well.

Sincerely,

Peter Lyon

Peter Lyon
Solid Waste Management Section Manager, SWRO
Department of Ecology

cc: Peter Guttchen, Department of Ecology
Jennifer Walker, Thurston County Public Works Director
Wendy Mifflin, HDR

2020 THURSTON COUNTY SOLID WASTE MANAGEMENT PLAN (SWMP)

December 7, 2020 – Ecology Review of August 10, 2020 Preliminary draft

Peter Lyon – Southwest Regional Office Manager – peter.lyon@ecy.wa.gov – (360) 515-8348

Part 1: Revisions required for Plan approval

1. Finalize the Contamination Reduction and Outreach Plan (CROP) and include it in the SWMP

On September 3, 2020, the County sent Ecology an email requesting a preliminary review of the CROP. At that time, you informed us you will be incorporating the CROP into the SWMP as Appendix I and updating the other applicable sections of the SWMP after our review was completed. The results of our review of your CROP are included in Part 3 below.

2. More fully address solid waste facility deficiencies and long-range facility needs

Although the SWMP does include a description of existing solid waste facilities, additional detail is needed to fully meet the requirement that the SWMP include the following:

- A detailed inventory and description of all existing solid waste handling facilities including an inventory of any deficiencies in meeting current solid waste handling needs. [RCW70A.205.045\(1\)](#)
- The estimated long-range needs for solid waste handling facilities projected twenty years into the future. [RCW70A.205.045\(2\)](#) & [70A.205.075\(1\)](#).

In section 3.5.2.3, the SWMP references a Solid Waste Facility Condition Assessment and Infrastructure Management Plan (IMP) that was adopted in 2019. The IMP was paid for in part with Local Solid Waste Financial Assistance funding during the 2017 to 2019 biennium. The purpose of the IMP is described in the SWMP as follows:

- Describe the general condition of solid waste infrastructure, including structures, grounds and major components; and
- Develop a 20-year strategic, coordinated and fiscally responsible management plan that provides for the timing, estimated cost, and prioritization of recommendations needed to maintain, repair, replace, renovate and construct infrastructure to correct deficiencies and meet operational needs, regulatory requirements and public demand for services into the future.

In the SWMP, it notes that the IMP recommended “the implementation of 32 solid waste capital infrastructure maintenance, repair and replacement upgrades to the facilities over a 20-year planning horizon.” In Table 3-4, the County’s three major solid waste facilities are listed and estimated 20-year project costs by facility are provided. However, no additional detail is included to describe any of the findings of the facility assessment or about the nature and scope of the 32 recommended projects.

In Appendix H (Capital Projects), there is a table that includes a list of projects and their expected costs over a 20-year planning horizon. However, Appendix H is not mentioned in section 3.5.2.3 and we were not able to find the 20-year table of projects in Appendix H referenced in any other section of the SWMP.

The IMP is a comprehensive solid waste facility assessment and management plan that includes all of the information that needs to be in the SWMP to meet the RCW requirements noted above. For that reason, we recommend you include the IMP in the SWMP to meet those requirements. A link could be provided to the IMP, like you've done with the other related plans referenced in the SWMP. However, given its relevance to other key elements in the SWMP, and the possibility that a link might be broken over time, we strongly recommend – even though it is a lengthy document - that it be included as an Appendix. The SWMP currently does not provide a link to the IMP or provide information on how someone can find a copy to review. We looked on your website and did not find it posted.

Given its importance and relevance, the IMP should also be included in Section 1.9 on the list of related plans along with a brief description of how it is related to your SWMP.

Including the IMP in the SWMP will not only ensure all the requirements noted above are met, it will also provide elected officials, SWAC members, and the public a valuable reference and resource as the SWMP is implemented and when the SWMP is updated in five years.

3. Include the full version of your Capital Facilities Plan (CFP) in the SWMP

[RCW 70A.205.075\(1\)](#) requires that each revision of a comprehensive solid waste management plan include a “revised construction and capital acquisition program for six years in the future.” Appendix H (Capital Projects) does include a list of projects funding information for the next six years. However, it does not provide any description of those projects or any context for them. On the County website we found links to your final [approved 2020 to 2025 CFP](#) and the public hearing draft for your [2021 to 2026 CFP](#). Including the solid waste chapters of one of these CFP documents in the SWMP will meet the requirement in 70A.205.075(1). To provide data that is as current as possible, we would strongly encourage you to include the 2021-2026 CFP when it is finalized and adopted later this year. This more comprehensive version of your CFP – as with the IMP – will provide elected officials, SWAC members, and the public a valuable reference and resource during the SWMP's implementation.

4. Update references to the following RCWs noted in the SWMP that were recodified in 2020.

- RCW 70.93 to [70A.200](#)
- RCW 70.93.093 to [70A.200.100](#)
- RCW 70.93.180 to [70A.200.140](#)

- RCW 70.93.060 to [70A.200.060](#)
- RCW 70.94 to [70A.15](#)
- RCW 70.95 to [70A.205](#)
- RCW 70.95.010 to [70A.205.005](#)
- RCW 70.95.020 to [70A.205.010](#)
- RCW 70.95.080 to [70A.205.040](#)
- RCW 70.95.090 to [70A.205.045](#) - on page 5-1 there is a reference to 70.95.097 - which doesn't exist. It should reference what used to be 70.95.090.
- RCW 70.95.092 to [70A.205.050](#)
- RCW 70.95.096 to [70A.205.065](#)
- RCW 70.95.165 to [70A.205.110](#)
- RCW 70.95.330 to [70A.205.290](#)
- RCW 70.95.805 to [70A.205.700](#)
- RCW 70.95I to [70A.224](#)
- RCW 70.95K.010 to [70A.228.010](#)
- RCW 70.95N to [70A.500](#)
- RCW 70.105 to [70A.300.005](#)
- RCW 70.105.007 to [70A.300.007](#)
- RCW 70.105.150 to [70A.300.260](#)
- RCW.105D to [70A.305](#)
- RCW 70.235.070 to [70A.45.070](#)

5. Include a summary of your responses to our comments in your SWMP – This could be included as an Appendix.

6. Include resolutions of adoption from all participating jurisdictions – New resolutions need to be adopted by each jurisdiction and included with your final draft SWMP.

7. Provide evidence your SWAC reviewed the Waste Reduction and Recycling (WRR) element of your final draft SWMP before it was submitted for review and approval by Ecology - [RCW 70A.205.115\(3\)](#) requires that after the WRR element of the Plan is approved by the local legislative authority, but before it is submitted to Ecology for approval, the SWAC must hold another meeting to review this element. This requirement can be met by sending an email to your SWAC members to ask them to review the WRR element and including a copy of that email in the SWMP. We recommend that the email be included in Appendix C.

Part 2: Recommended revisions

1. Change the SWMP Title

To make it clear what time period the SWMP covers, we strongly recommend you change the title of your SWMP to something like this: **Thurston County Solid Waste Management Plan for Years 2021 to 2026**. We are recommending you change the initial year the SWMP covers because it will not be approved until sometime in 2021. Making this change will also maximize the amount of time the SWMP is considered current before your next update needs to be completed.

2. Provide additional evidence of SWAC participation

Evidence of SWAC participation in the SWMP update process is required. You have done an excellent job of describing the SWMP development process and the role of the SWAC, and have included the roster of SWAC members and the SWAC by-laws in the SWMP. What is missing is documentation that the SWAC approved the preliminary draft to be submitted to Ecology for review. To meet this requirement, we strongly recommend you add the SWAC's August 2020 meeting minutes to Appendix C and rename the Appendix "SWAC By-laws and Evidence of SWAC Participation" We found these minutes on your [website here](#).

3. Change the title of Chapter 6.0 "Special Wastes" to "Miscellaneous Wastes"

The term "special waste" is a term of art found in Washington Administrative Code 173-303-040 that means "any state-only dangerous waste that is solid only (nonliquid, nonaqueous, nongaseous), that is: Corrosive waste (WAC [173-303-090](#) (6)(b)(ii)), toxic waste that has Category D toxicity (WAC [173-303-100](#)(5)), PCB waste (WAC [173-303-9904](#) under State Sources), or persistent waste that is not EHW (WAC [173-303-100](#)(6)). Any solid waste that is regulated by the United States EPA as hazardous waste cannot be a special waste."

Part 3: Contamination Reduction and Outreach Plan (CROP) Review

Overall, we were impressed with the quality of the CROP. It is well-researched and comprehensive and includes all the core elements required to successfully reduce recycling contamination.

And, there are a few items that will need to be addressed to fully meet all of the elements listed below that are required under [RCW 70A.205.045\(10\)](#).

1. A list of actions to reduce contamination in existing recycling programs for single-family and multi-family residences, commercial locations, and drop boxes.
2. A list of key contaminants identified by the jurisdiction or Ecology.
3. A discussion of problem contaminants and their impact on the collection system.
4. An analysis of the costs and other impacts on the recycling system from contamination.
5. An implementation schedule and details on conducting outreach. Contamination reduction outreach may include sharing community-wide messaging through newsletters, articles, mailers, social media, websites, community events, educating drop box customers about contamination, and improving signage.

The results of the review are in the table below. For the required elements that are not fully addressed in the CROP, content excerpted from [Ecology's local CROP template](#) is provided. Adding this content directly to the CROP, or modifying it to reflect local program conditions and needs, will ensure these requirements are met. Some suggested revisions may also be included in the comments. These are ideas for enhancing the CROP now or in the future.

Thurston County Recycling Contamination Reduction and Outreach Plan (CROP)

Ecology review – December 4, 2020

| Required element | Met or not met | Comments |
|---|----------------|---|
| <p style="text-align: center;">Required Element #1</p> <p>List of Action Steps to Reduce Contamination</p> | Fully met | <p>A comprehensive and detailed list of action steps is included. All of the key elements needed to successfully reduce contamination including data gathering and analysis, outreach and education, and working together with regional partners to implement the CROP are addressed.</p> <p>The Data Management section (1.3.1) discusses conducting a “waste composition study” to establish a baseline inbound contamination rate by customer type. And completing this study is the first step in the CROP’s Implementation Schedule (I.5). Given the focus of this study, we suggest you describe it as a recycling composition study, so it’s clear that this is different from the waste characterization studies the County has done in the past and plans to do in the future.</p> |
| <p style="text-align: center;">Required Element #2</p> <p>List of Key Contaminants</p> | Fully met | <p>A list of key contaminants is included based on information from local haulers and Pioneer Recycling in section 1.3.2.</p> |
| <p style="text-align: center;">Required Element #3</p> <p>Discussion of problem contaminants & impacts on the collection system</p> | Not fully met | <p>The Data Measurement section (1.3.1) references the need to gather data on problem contaminants and their impacts on the collection system in Thurston County. To fully meet this requirement, however, the CROP needs to include at least some general discussion of these contaminants and their impacts.</p> <p><i>The following excerpted from Step 7 in the Local CROP Template – or information like this that more specifically reflects local programs and conditions - will meet this requirement</i></p> <p>Recycling contamination can cause the following impacts:</p> <ul style="list-style-type: none"> • Slow down the sorting and processing of materials. • Reduce the quality and value of secondary material feedstocks. |

Thurston County Recycling Contamination Reduction and Outreach Plan (CROP)

Ecology review – December 4, 2020

| Required element | Met or not met | Comments |
|--|----------------|---|
| | | <ul style="list-style-type: none"> • Result in costly shutdowns. • Damage collection, processing, and remanufacturing equipment. • Cause serious injuries to collection and processing facility staff. |
| <p>Required Element #4</p> <p>Analysis of costs and other impacts on the recycling system</p> | Not fully met | <p>The Data Measurement section (I.3.1) references the need to gather data on the costs and impacts of contamination on the recycling system in Thurston County. In addition, the Costs section (I.4) describes how the costs for managing contamination are currently covered. To fully meet this requirement, however, the CROP needs to include at least some general discussion of these costs and impacts.</p> <p><i>The following excerpted from Step 7 in the Local CROP Template – or information like this that more specifically reflects local programs and conditions - will meet this requirement.</i></p> <p>According to The Recycling Partnership, 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:</p> <ul style="list-style-type: none"> • 40% for disposal of residuals • 26% in value lost from contaminated recyclables • 14% in labor to remove contamination from sorting equipment, etc. |
| <p>Required Element #5 (a)</p> <p>Details on conducting outreach</p> | Fully met | <p>The CROP includes a detailed list of outreach strategies. The strategies together represent a coordinated and multi-faceted campaign that includes updated signage, the use of social media and websites, and utilizing resources from Ecology and others to implement the campaign.</p> |

Thurston County Recycling Contamination Reduction and Outreach Plan (CROP)

Ecology review – December 4, 2020

| Required element | Met or not met | Comments |
|---|----------------|--|
| Required Element #5 (b) An implementation schedule | Fully met | A detailed implementation schedule noting who is responsible for each implementation item is included. |



STATE OF WASHINGTON
UTILITIES AND TRANSPORTATION COMMISSION

621 Woodland Square Loop S.E. • Lacey, Washington 98503
P.O. Box 47250 • Olympia, Washington 98504-7250
(360) 664-1160 • TTY 1-800-833-6384 or 711

September 24, 2020

Karen Weiss
 Thurston County
 Interim Solid Waste Manager
 9605 Tilley Road S., Suite C
 Olympia, WA 98512

**RE: Thurston County Solid Waste Management Plan
 Cost Assessment Questionnaire TG-200759**

Dear Karen Weiss:

The Washington Utilities and Transportation Commission has completed its review of the revised cost assessment questionnaire for the preliminary draft of the Thurston County Solid Waste Management Plan (Plan), submitted August 25, 2020.

Commission staff (staff) computed projected tip fees based on the data provided in the cost assessment questionnaire in the 2021-2026 Thurston County Solid Waste Management plan. The projected impact to rate payers is illustrated in the table below:

| | <i>2021</i> | <i>2022</i> | <i>2023</i> | <i>2024</i> | <i>2025</i> | <i>2026</i> | <i>Total</i> |
|--|-------------|-------------|-------------|-------------|-------------|-------------|--------------|
| Projected Disposal Fees | | | | | | | |
| Per Ton Disposal Cost | \$119.00 | \$120.58 | \$123.49 | \$126.46 | \$128.04 | \$129.76 | |
| Per Ton Increase | \$0.00 | \$1.58 | \$2.91 | \$2.97 | \$1.58 | \$1.72 | \$10.76 |
| Projected Rate Increases | | | | | | | |
| <i>Residential</i> | | | | | | | |
| Monthly rate increase for one 32- gallon can per | \$0.00 | \$0.12 | \$0.21 | \$0.22 | \$0.12 | \$0.13 | \$0.80 |
| <i>Commercial</i> | | | | | | | |
| Monthly rate increase for one-yard per pick up | \$0.00 | \$0.60 | \$1.10 | \$1.13 | \$0.60 | \$0.65 | \$4.08 |

Karen Weiss, Thurston County
September 24, 2020
Page 2

Staff notes that the county has looked at many options to reduce the amount of waste that ends up in the landfill. In order to redirect waste, the county is contemplating a revenue share agreement with the certificated hauler to provide outreach and education. The county plans to update the collected recyclable materials list based on a waste composition study, with emphasis on organics, glass, and mixed paper diversion. The county also plans to promote food collection and distribution programs to reduce the amount of food waste.

Staff has no further comment on the cost assessment questionnaire. Please direct questions or comments to Tiffany Van Meter at (360) 664-1246 or by email at Tiffany.vanmeter@utc.wa.gov.

Sincerely,

Mark L. Johnson
Executive Director and Secretary

cc: Peter Lyon, Department of Ecology, Solid Waste Planner



STATE OF WASHINGTON
DEPARTMENT OF AGRICULTURE

Division of Plant Protection

P.O. Box 42560 • Olympia, Washington 98504-2560 • (360) 902-1800

December 7th, 2020

Ms. Karen Weiss
Interim Solid Waste Manager
Thurston County Public Works

Mr. Peter Lyon
SWRO Section Manager
Solid Waste Management Program
WA Department of Ecology

Dear Ms. Weiss and Mr. Lyon,

After reviewing the preliminary draft of the *Thurston County Solid Waste Management Plan*, our agency does not see any current conflicting compliance issues related to the apple maggot quarantine, as prescribed in Chapter 16-470-124 WAC.

Thank you for providing our agency with the opportunity to comment on the Thurston County solid waste management plan. RCW 70.95.095 requires the Washington State Department of Agriculture to review preliminary draft solid waste management plans for any increased risks of introducing a quarantine plant pest or disease into a pest free area.

Regards,

Amy Clow
Quarantine and Rules Coordinator
WSDA Plant Protection Division

cc:
Greg Haubrich, WSDA Pest Program Manager

Appendix H – Capital Projects

This page intentionally left blank.

**Thurston County Public Works - Solid Waste Division
6-Year Capital Improvement Program
2021 - 2026**

| REVENUES FOR PROJECTS | | | | | | | |
|---|--------------------|------------------|--------------------|--------------------|--------------------|--------------------|---------------------|
| Fund Source | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 | 6-Yr. Total |
| Solid Waste Tipping Fees, Rates and Charges | \$4,933,454 | \$650,000 | \$4,720,000 | \$7,290,000 | \$5,350,000 | \$1,100,000 | \$24,043,454 |
| TOTALS | \$4,933,454 | \$650,000 | \$4,720,000 | \$7,290,000 | \$5,350,000 | \$1,100,000 | \$24,043,454 |
| EXPENDITURES FOR PROJECTS | | | | | | | |
| Project Name | 2021 | 2022 | 2023 | 2024 | 2025 | 2025 | 6-Yr. Total |
| Sump/Vault Access Hatch and Well Cover Replacement/Retrofit | \$10,000 | | | | | | \$10,000 |
| Flare Station | \$455,000 | | | | | | \$455,000 |
| SCADA System Replacement | \$522,000 | | | | | | \$522,000 |
| Rochester - Renovation, Security and Utility Upgrades, and Scale Installation | \$1,698,227 | | | | | | \$1,698,227 |
| Rainier - Renovation, Security and Utility Upgrades, and Scale Installation | \$1,698,227 | | | | | | \$1,698,227 |
| Pump Systems Upgrades and Improvements | | | \$3,000,000 | | | | \$3,000,000 |
| Security, Technology and Site Improvements | \$100,000 | \$500,000 | \$500,000 | | | | \$1,100,000 |
| Transfer Station Operations Facilities Upgrades and Improvements | \$50,000 | \$50,000 | | \$190,000 | | | \$290,000 |
| Transfer Station Sort Line Removal | | | \$160,000 | | | | \$160,000 |
| Transfer Station Compactor Overhaul and Maintenance | | | \$960,000 | | | | \$960,000 |
| Public Tipping Area With New Scales and Scalehouses | \$300,000 | | | \$7,000,000 | | | \$7,300,000 |
| New Administrative Operations Facilities | | | | | \$5,250,000 | | \$5,250,000 |
| Site Differential Settlement Repairs | | | | | | \$1,000,000 | \$1,000,000 |
| General Facilities Renovations and Upgrades Program '21-'22 | \$100,000 | \$100,000 | | | | | \$200,000 |
| General Facilities Renovations and Upgrades Program '23-'26 | | | \$100,000 | \$100,000 | \$100,000 | \$100,000 | \$400,000 |
| TOTALS | \$4,933,454 | \$650,000 | \$4,720,000 | \$7,290,000 | \$5,350,000 | \$1,100,000 | \$24,043,454 |

This page intentionally left blank.

Thurston County Public Works - Solid Waste Division
20-Year Capital Improvement Plan
2021 - 2040

| REVENUES FOR PROJECTS | | 2021 | 2022 | 2023 | 2024 | 2025 | 2026-2030 | 2031-2035 | 2036-2040 | 20-Yr. Total |
|---|--------------------------|--------------------|------------------|--------------------|--------------------|--------------------|--------------------|--------------------|--------------------|---------------------|
| Fund Source | | | | | | | | | | |
| Solid Waste Tipping Fees, Rates and Charges | | \$4,933,454 | \$650,000 | \$4,720,000 | \$7,290,000 | \$5,350,000 | \$6,558,000 | \$4,651,400 | \$1,320,000 | \$35,472,854 |
| TOTALS | | \$4,933,454 | \$650,000 | \$4,720,000 | \$7,290,000 | \$5,350,000 | \$6,558,000 | \$4,651,400 | \$1,320,000 | \$35,472,854 |
| EXPENDITURES FOR PROJECTS | | | | | | | | | | |
| Project Name | Urban Growth Area | 2021 | 2022 | 2023 | 2024 | 2025 | 2026-2030 | 2031-2035 | 2036-2040 | 20-Yr. Total |
| Sump/Vault Access Hatch and Well Cover Replacement/Retrofit | City of Lacey | \$10,000 | | | | | | | | \$10,000 |
| Flare Station | City of Lacey | \$455,000 | | | | | \$50,000 | | | \$505,000 |
| SCADA System Replacement & Improvements | City of Lacey | \$522,000 | | | | | \$50,000 | \$75,000 | | \$647,000 |
| Rochester - Renovation, Security and Utility Upgrades, and Scale Installation | Rural Thurston County | \$1,698,227 | | | | | \$24,000 | | | \$1,722,227 |
| Rainier - Renovation, Security and Utility Upgrades, and Scale Installation | City of Rainier | \$1,698,227 | | | | | \$3,024,000 | | | \$4,722,227 |
| Drop Box Upgrades and Improvements | City of Lacey | | | | | | | \$96,000 | | \$96,000 |
| Pump Systems Upgrades and Improvements | City of Lacey | | | \$3,000,000 | | | | \$1,500,000 | | \$4,500,000 |
| Security, Technology and Site Improvements | City of Lacey | \$100,000 | \$500,000 | \$500,000 | | | \$1,500,000 | | \$200,000 | \$2,800,000 |
| Transfer Station Operations Facilities Upgrades and Improvements | City of Lacey | \$50,000 | \$50,000 | | \$190,000 | | \$90,000 | \$1,710,000 | \$130,000 | \$2,220,000 |
| Transfer Station Sort Line Removal | City of Lacey | | | \$160,000 | | | | | | \$160,000 |
| Transfer Station Compactor Overhaul and Maintenance | City of Lacey | | | \$960,000 | | | | | | \$960,000 |
| Public Tipping Area With New Scales and Scalehouses | City of Lacey | \$300,000 | | | \$7,000,000 | | | | | \$7,300,000 |
| New Administrative Operations Facilities | City of Lacey | | | | | \$5,250,000 | \$150,000 | | \$200,000 | \$5,600,000 |
| Site Differential Settlement Repairs | City of Lacey | | | | | | \$1,150,000 | \$470,400 | \$250,000 | \$1,870,400 |
| Closed Landfill Upgrades and Improvements | City of Lacey | | | | | | \$20,000 | \$60,000 | \$40,000 | \$120,000 |
| Covered Equipment Repair Area | City of Lacey | | | | | | | \$240,000 | | \$240,000 |
| General Facilities Renovations and Upgrades Program '21-'22 | City of Lacey / Rural | \$100,000 | \$100,000 | | | | | | | \$200,000 |
| General Facilities Renovations and Upgrades Program '23-'26 | City of Lacey / Rural | | | \$100,000 | \$100,000 | \$100,000 | \$500,000 | \$500,000 | \$500,000 | \$1,800,000 |
| TOTALS | | \$4,933,454 | \$650,000 | \$4,720,000 | \$7,290,000 | \$5,350,000 | \$6,558,000 | \$4,651,400 | \$1,320,000 | \$35,472,854 |

This page intentionally left blank.

Appendix I – Contamination Reduction and Outreach Plan (CROP)

This page intentionally left blank.

Appendix I: Recycling Contamination Reduction and Outreach Plan (CROP)

I.1 Introduction

This document addresses reducing contamination in recycling programs for single-family and multi-family residences, commercial locations, and drop boxes in Thurston County.

I.2 Background

This section presents information on rules and regulations and programs related to contamination reduction and outreach.

I.2.1 Rules and Regulations

HB 1543, Sustainable Recycling, was signed on April 29, 2019 and took effect July 1, 2019. The act required Ecology to create a state recycling CROP by July 1, 2020, with local jurisdictions required to either create their own CROP or adopt the state CROP by July 1, 2021. The County has chosen to create their own CROP.

RCW 70A.205.045 provides the requirements to be included in a CROP as follows:

- A list of actions for reduction of contamination in recycling programs for single-family and multi-family residences, commercial locations, and drop boxes.
- A list of key contaminants identified by the jurisdiction or Ecology.
- A discussion of problem contaminants and the contaminants' impact on the collection system.
- An analysis of the costs and other impacts associated with contaminants to the recycling system.
- An implementation schedule and details of how outreach is to be conducted, which may include sharing community-wide messaging through newsletters, articles, mailers, social media, websites, or community events; informing recycling drop box customers about contamination; and improving signage.

In 2006, the County adopted Ordinance 13696 relating to minimum levels of service for curbside recycling and yard waste collection provided to single-family and multi-family residences in the rural and urban unincorporated areas. The Ordinance, excluding Olympia and Rainier, establishes materials to be collected from each residence type, requires coordinated public outreach programs between the County and the hauler, and establishes reporting requirements including percentage of residue amounts and contamination rates. Acceptable materials are established through Ordinance 13696 and in Chapter 5 – Waste Reduction, Recycling and Organics.

Also in 2006, the City of Olympia adopted a Zero Waste Resolution, which established a vision of zero waste and put the City on a path to developing its own Waste ReSources Management Plan. The City Plan included two main goals:

- Reduce per capita waste, and
- Increase the amount recycled and composted.

The City Plan was updated in 2015 and reaffirmed the goals and revised the targets. The 2015 City Plan also included goals around operational efficiency and managing the budget responsibly with fair and equitable rates. The City of Olympia provides its own education and outreach programs for its solid waste customers.

I.2.2 Thurston County

The County has recycling drop boxes located at the WARC and Rainier and Rochester Drop-Box sites for collection of recyclable materials for system users. The drop box recycling centers accept cardboard, mixed paper (magazines, newspapers, paper bags, and paperback books), phone books, aluminum and tin cans, dairy tubs and yogurt cups, glass bottles and jars, plastic bottles, jugs and jars, and plastic buckets.

I.2.3 City of Olympia

The City of Olympia provides curbside collection of recyclables within its City limits. Curbside recyclables collected are taken to Waste Connections, where they are transported to Pioneer Recycling Services for processing.

In 2019, the City of Olympia, in coordination with the County, applied for and received a Local Solid Waste Financial Assistance grant from Ecology. The grant helps create a residential recycling contamination reduction campaign to establish a baseline for data to implement into a long-term contamination reduction program through data collection and direct and indirect outreach.

The program scope consists of conducting baseline and post-implementation recycle sorts in targeted neighborhoods, lid lifts by college interns to observe contamination levels, leaving positive reinforcement and “Oops” tags on carts, and reporting results to participating households. Outreach to residents is a combination of cart tags, postcards, letters, phone calls, and as the need arises, in-person site visits. The City collectors use a data collector app and record contamination for follow-up by education staff. Repeat and egregious contamination can be addressed through removal of recycling carts and placement on garbage only service. The grant period is July 1, 2019, through June 30, 2021.

Because of the impacts of Covid-19, the cart tagging outreach designed under the grant had to be paused for health, safety and budget concerns. The City has applied to the State to redirect the remaining grant dollars towards other acceptable uses under the grant guidelines.

I.2.4 Waste Connections

Waste Connections provides curbside collection of recyclables throughout the County, excluding the City of Olympia boundaries. Commodities collected are in compliance with County Ordinance 13696. Curbside recyclables collected are transported to Pioneer Recycling Services for processing with source separated glass transported to Concrete Recyclers.

I.2.5 Processing Facilities

While not the only materials recovery facility (MRF) available, all curbside recycling collected in the County is currently taken to Pioneer Recycling Services for processing. The City of Olympia contracts separately with Pioneer Recycling Services for processing and marketing of recyclables. Pioneer Recycling Services accepts recyclable materials from various counties and cities in Washington. While they have not been collecting contamination information specific to the County, their 2019 estimated average contamination rate was 11.5 percent, with the following commodities listed as most problematic based on safety risks, sorting machine damage and contamination:

- Plastic bags and film
- Non-program plastics
- Rope, cords, chains, and hoses
- Hypodermic needles
- Glass

Source-separated glass collected within the County is currently taken to Concrete Recyclers for re-use as an aggregate material.

I.3 CROP

The goal of the CROP is to reduce contamination in recyclables collected in the County through implementation of data measurement tools, addressing contamination reduction, and establishment of county-wide outreach messaging.

I.3.1 Data Measurement

Standardized metrics for measuring contamination in recyclables in the County are not currently implemented. The last waste composition study was completed in 2014 and did not specifically sort for contaminants from the recycling waste stream.

The Pioneer Recycling Services MRF, in 2019, reported an 11.5 percent contamination rate outgoing, but accepts materials from a number of municipalities and does not keep separate records specifically for materials accepted from the County. They have also provided a list of commodities that are problematic in their process as outlined in Section I.2.5.

Recycling contamination can cause the following impacts:

- 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.

The City of Olympia conducted a lid lift campaign for contamination in recycling carts in 2019, with a final report completed in 2020.

Establishing a baseline inbound contamination rate for collected recyclables through a waste/recycling composition study would provide standardized metrics that can be utilized to measure key contaminants segregated by single-family residences, multi-family residences, commercial locations, and the drop box sites. This baseline metric would provide contamination benchmarks by participant type, area, and customer type.

Standardized recyclable materials tonnage and subscription rates will be maintained by the City of Olympia and Waste Connections, and provided to the County on an annual basis to establish a recycling database. Recycling tonnage reported will be segregated by customer type (i.e., single-family, multi-family, commercial, drop box, glass). The County will maintain a database and provide tonnage by commodity and customer type for review.

The City of Olympia and Waste Connections maintain standard operating procedures (SOPs) that address visual inspections of aggregate contents from routes. These standard operating procedures also contain operational procedures to be followed that address contamination reduction measures to be implemented.

Moving forward, the County, City of Olympia and Waste Connections recognize that materials collected for recycling and processing are all components of the CROP to be considered when reviewing data and economic modeling.

I.3.2 Initial Key Contaminants

The following is the initial list of key contaminants to be addressed:

- Plastic bags and film
- Non-program plastics
- Hypodermic needles
- Food and liquids
- Hose, wire, and rope
- Hazardous materials

Key contaminants may be added to the list upon completion of the waste composition study.

I.3.3 Addressing Contamination

Contamination is best addressed through a variety of means and actions to include:

- The City of Olympia and Waste Connections will develop SOPs that address contamination reduction identification and reduction methods including review of truck on-board cameras to identify potential contamination in carts, conducting visual recycling cart/container inspections, documentation of findings and establishment of a corrective action process.
- Visual inspections of self-haul loads of recyclables delivered to County facilities will be conducted and customers advised as to proper segregation techniques.

- The City of Olympia and Waste Connections will notify customers of contamination through cart/container tagging and direct communications based on City of Olympia and Waste Connections procedures.
- The County will update signage at the WARC Recycling Area and the Rainier and Rochester Drop-Box Sites to advise system users on contamination in commodities.
- The County, City of Olympia and Waste Connections will work together to implement a coordinated county-wide messaging campaign.

I.3.4 County-wide Outreach Messaging

Providing a coordinated county-wide outreach messaging campaign around reducing contaminants in recycling is first and foremost in educating the citizens and businesses in the County. The current messaging campaign (implemented through Ecology) will be incorporated into the County regional outreach messaging. In addition, the County campaign will incorporate waste reduction methods, communicate what can and cannot be accepted, and target removal of plastic bags used to contain recycled commodities in carts/containers.

The County, City of Olympia and Waste Connections will collaborate and coordinate on messaging that is appropriate to single-family residences, multi-family residences, commercial locations, and the recycle center at the WARC and drop box sites using the following:

- Social media releases including websites, Facebook, Twitter, YouTube, etc. based on the target audience.
- The County will maintain a website to which the City of Olympia and Waste Connections can direct customers for information.
- The City of Olympia and Waste Connections will continue cart/container tagging and direct communications with customers for notification of contamination issues.
- The County, City of Olympia, and Waste Connections will participate in regional and State programs for coordination of recycling market development and educational efforts.
- The County, City of Olympia and Waste Connections will develop educational resources and provide technical assistance for multi-family residences regarding waste reduction and contamination reduction methods.
- The County, City of Olympia and Waste Connections will develop business technical assistance to assist commercial customers with recognition of contamination in recyclables and methods to reduce it.
- The County will update signage at the WARC, Rainier Drop-Box Site, and Rochester Drop-Box Site to coordinate the messaging from the CROP.
- Recycling drop boxes at the WARC, Rainer Drop-Box Site, and Rochester Drop-Box Site will be replaced and upgraded as part of the RFP process.
- Waste composition studies will occur every 5 years to monitor progress towards reduction of contamination of recyclable commodities.

- The County, City of Olympia and Waste Connections will work with regional partners for planning and alignment of services.

I.4 Costs

Costs for contaminants in the recycling system are currently covered through commodity rebates, curbside costs for collection assessed to users, and tipping fees charged at the County-owned solid waste facility. According to the Recycling Partnership, 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.

Implementation costs for the CROP are included in Table 8-1 of the SWMP.

I.5 Implementation Schedule

Table I-1 provides the CROP Implementation Schedule.

| Table I-1. Recycling CROP Six-Year Implementation Schedule | | | | | | | |
|---|--|---------------------|------|------|------|------|------|
| Implementation Item | Implementation Responsibility | Implementation Year | | | | | |
| | | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 |
| Implement a waste/recycling composition study. | Thurston County City of Olympia | - | X | - | - | - | - |
| Standardize metrics for measurement of contamination and economic modeling. | Thurston County City of Olympia Waste Connections Pioneer Recycling | Ongoing | | | | | |
| Update recycling signage at the County facilities. | Thurston County | X | - | - | - | - | - |
| Develop and Conduct a County-wide outreach messaging campaign. | Thurston County City of Olympia Waste Connections | X | X | X | X | X | X |
| Develop standard operating procedures that address recycling contamination and reduction methods for curbside collection. | City of Olympia Waste Connections | X | - | - | - | - | - |

| Table I-1. Recycling CROP Six-Year Implementation Schedule | | | | | | | |
|---|---|---------------------|------|------|------|------|------|
| Implementation Item | Implementation Responsibility | Implementation Year | | | | | |
| | | 2021 | 2022 | 2023 | 2024 | 2025 | 2026 |
| Replace drop boxes at the County facilities as part of the RFP process. | Thurston County | - | - | X | - | - | - |
| Work together in the County and with regional partners to implement the CROP. | Thurston County City of Olympia Waste Connections | Ongoing | | | | | |

This page intentionally left blank.