

**Options for Public and Private
Ownership and Operation of
Transfer and Intermodal Facilities**

Third Milestone Report

**Using the
Transfer System Level of Service
Evaluation Criteria and Standards**

June 2005

Prepared by:
King County Solid Waste Division
in collaboration with the
Interjurisdictional Technical Staff Group
Metropolitan Solid Waste Management Advisory Committee
Solid Waste Advisory Committee
Private Waste Hauling Companies
Labor Representatives
and
King County Council Staff

Alternate Formats Available Upon Request



King County

Department of Natural Resources and Parks
Solid Waste Division

3rd Milestone Report

Options for Public and Private Ownership and Operation of Transfer and Intermodal Facilities

Introduction

This report is the third in a series of four milestone reports evaluating the existing regional solid waste system. The four reports will lead to the development of the waste export system plan that will assist the division in preparing for the future solid waste transfer and disposal system, including the transition to waste export when the Cedar Hills Regional Landfill closes. The purpose of this, the third report, is to:

- Begin discussion of policy choices that affect transfer system capital improvements and waste export decisions.
- Define options for public and private ownership and operation of transfer and intermodal facilities.
- Isolate service elements of transfer and intermodal facilities that could be publicly or privately owned or operated.
- Identify characteristics of the options.

It is important to note that analysis of the options and preliminary recommendations will be presented in the fourth and final milestone report.

As with the first two reports, this report continues an iterative process in which the division has been working with the Interjurisdictional Technical Staff Group (ITSG), the King County Solid Waste Advisory Committee (SWAC), the Metropolitan Solid Waste Management Advisory Committee (MSWMAC), private waste hauling companies and labor representatives.

The first report, Transfer System Level of Service Evaluation Criteria and Standards, contained the objective evaluation criteria and standards by which five of the six urban public transfer stations – Algona, Bow Lake, Factoria, Houghton and Renton – would be assessed. Enumclaw and Vashon, the two rural transfer stations, and First Northeast - the sixth urban transfer station - were not evaluated in reports one and two because they are either relatively new or are soon to be reconstructed and therefore currently meet or will meet the established standards.

The second report, Analysis of Transfer System Needs and Capacity, applied the transfer system level of service evaluation criteria and standards developed in the first report to the existing transfer system. The evaluation showed that the five existing urban public transfer stations do not meet a number of the criteria and standards outlined in the first report.

The fourth report will contain preliminary recommendations on ownership and operation of transfer and intermodal facilities as well as estimated system costs, rate impacts and financial policy assumptions.

The four milestone reports will culminate in the Waste Export System Plan, which will inform the update of the 2001 Comprehensive Solid Waste Management Plan ("The Plan"). While Ordinance 14971 set December 2005 as the due date for the Waste Export System Plan, at the request of SWAC, MSWMAC and ITSG, the division has transmitted an ordinance to the King County Council revising the due date to April 2006.

Policy Choices Shape the Solid Waste System

Just as past policy decisions have guided the development of the current system, policy choices in the transition to waste export will drive future decision-making processes and capital investments. The system will require service changes and/or significant capital improvements to meet the adopted service standards as outlined in report two and provide adequate capacity to handle the region's waste stream and the move to waste export once the Cedar Hills Regional Landfill reaches its permitted capacity and closes. These service changes and capital improvements will be determined by policy choices that will need to be made.

Although King County solid waste disposal rates are significantly lower than the tipping fees in adjacent jurisdictions, the system has not evolved around the single goal of achieving the lowest possible rate. Current policies attempt to weigh lowest rates against service needs, environmental protection, public health and public access. Consider the following adopted Comprehensive Plan policies that impact rates and service levels:

- Aggressively promote and seek to expand waste reduction and recycling, with grants to member communities and recycling opportunities at all facilities for self-haul customers.
- Provide high-access, urban levels of service to all customer classes at each public transfer facility.
- Allow self-haul customer access during all operating hours at each transfer facility.
- Establish "Customer Service" as a high priority, with rates that do not discourage system access.
- Enact environmental protection measures which exceed minimum standards to protect the environment, enhance community acceptance and assure host community compatibility. (Newer facilities clearly exceed environmental standards; older facilities have not been upgraded pending resolution of policy decisions.)
- Provide mitigation to communities where solid waste facilities are located, known as "host communities," (though mitigation policies have not yet been developed and mitigation has not yet been implemented).
- Adopted rate structures designed to be uniform system-wide to provide mutual benefit for all component communities, without transaction fees that would discourage access.
- Set labor policies to provide livable wages and promote a safe work environment.
- Operate a public transfer system network designed to provide redundant opportunities for safe disposal of solid waste, and provide surge capacity in the event of shut-down or unusual volumes at private facilities.

Policy makers will ultimately shape the future of the solid waste management system through decisions about the kind of system they want and the rates that will be necessary to implement that system. Policy decisions related to service levels significantly affect the level of capital investment required in the transfer system. Choices to be considered for the system include but are not limited to:

- Should a “full service” transfer facility, providing commercial, self-haul and recycling services be provided for each defined service area and should additional service areas be provided?
- Alternatively, could “commercial only” service be provided for each defined service area?
- Is there a willingness to require “self-haul” customers to drive further to fewer stations; or to reduce or eliminate access to self-haul customers at all transfer stations?
- Should the system be re-configured to provide limited service by customer type or by limiting use (limited operating hours for self-haul only; commercial only, no recyclables, etc.)?
- Should some segments of the waste stream be removed from the public system, such as acceptance and/or processing of commercially collected recyclables at private facilities?

To further the understanding of policy choices that have already been made, the policy provisions relating to the transfer and waste export system that are contained in the Plan have been included as Appendices #1 and #2 in this report. Some of these policy choices may need to be revisited, as well as other policy choices analyzed and reviewed for the first time, as part of the development of the plan for the future solid waste system.

Planning For the Future Solid Waste System

A Federated System

As provided by RCW 70.95.020 (1), (2), attached as Appendix #3, local government – cities and counties – has statutory oversight and authority for the planning and handling of solid waste. Currently, through Interlocal Agreements (ILA) between King County and 37 cities that expire in 2028, the division is responsible for operation of the public transfer stations and the regional landfill, as well as the development of the Plan that establishes the long-term policies for transfer, disposal and waste reduction and recycling. The ILA's provide the basis for the development of system and facility plans based on an assured level of tonnage to county facilities from the cities.

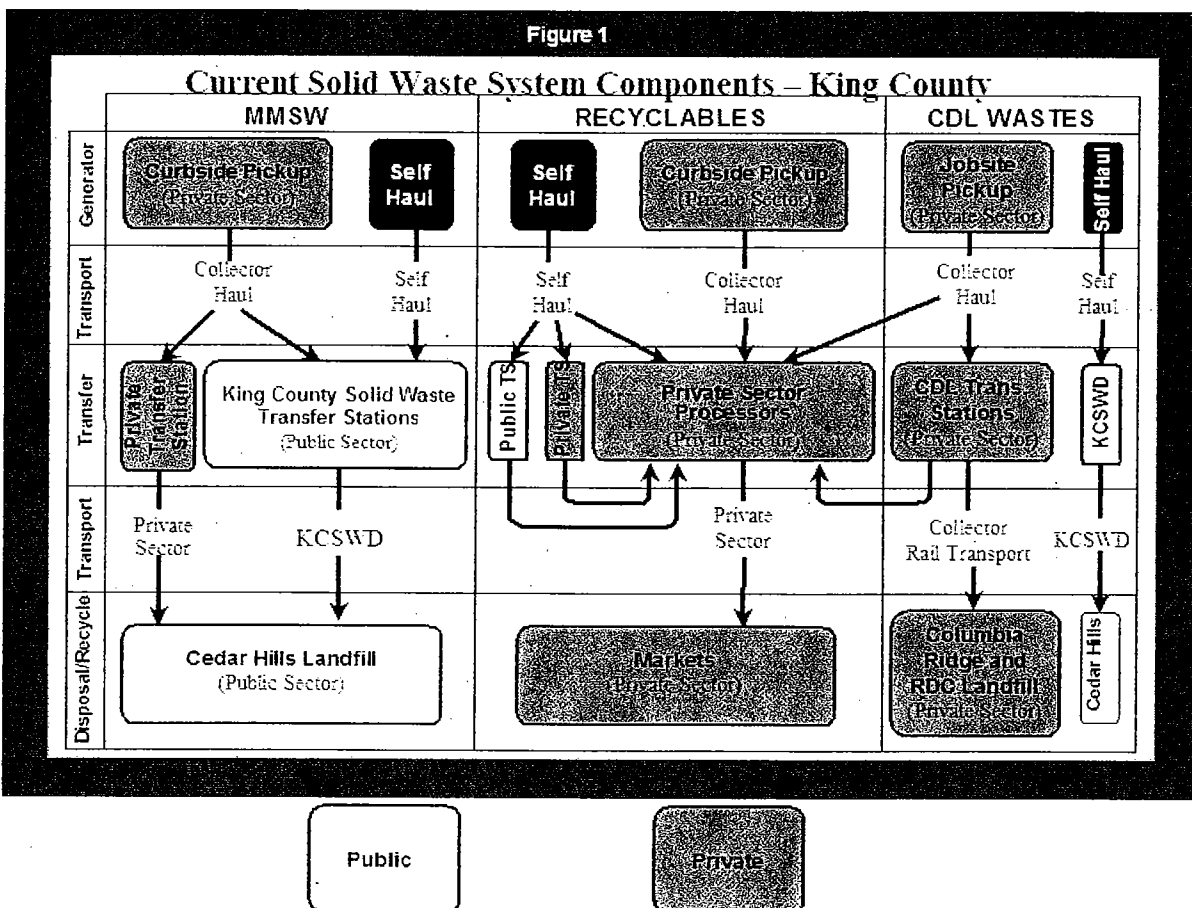
The division's service area is countywide, with the exception of the cities of Seattle and Milton. Milton is part of Pierce County's solid waste system and Seattle operates a distinct solid waste system, the only city in the state of Washington to do so. The planning process to date for the future solid waste system has been based on the assumption of a continued federated system. To recover the significant capital investment that will be required for the future transfer station and waste export system, long-term agreements that continue beyond the 2028 expiration date of the current ILA's may be required. Any changes to the ILA's and the cities participating in the

system will impact the development and configuration of the system, future capital investments, services and rates. Decisions about the future system may impact participation by cities in that system. Section 3 of Ordinance 14971 provides that the county and any city with a Solid Waste ILA may engage in informal, non-binding discussions regarding potential changes to any of the provisions of the interlocal agreement. Report four will include a comprehensive assessment and analysis so that the future size and configuration of the solid waste system can be developed. This comprehensive review will identify critical assumptions, risks and ILA options.

The Solid Waste System Today

King County does not have the authority to collect waste or contract for collection services. Under state law, this authority is vested with the cities, or in the unincorporated areas with the Washington Utilities and Transportation Commission (WUTC). The WUTC also sets collection rates for cities that choose not to regulate collection service.

Figure 1 illustrates the current system and the respective roles of the public and private sectors in managing the recyclable, construction, demolition and landclearing debris (CDL) and mixed municipal solid waste (MMSW) waste streams:



1. Recyclables:

Collection and processing of recyclables is almost completely privatized. Self-haulers bring a small amount of recyclables to public transfer stations where it is collected and transported by a private vendor to private processing facilities. Although the division does not own or operate any recyclables processing facilities, it supports the collection, processing and market development of recyclable materials through its ongoing education programs and by providing technical assistance and grant funding to cities for recycling-related programs.

As recycling moves from a source-separated system to a single stream or commingled system, the lines between handling mixed municipal solid waste (MMSW) and recyclables have become less distinct. Traditional functions of recycling facilities have expanded to include processing of single stream and/or commingled recyclables and these facilities appear to have many of the characteristics of a traditional transfer station that processes MMSW.

2. CDL:

Construction, demolition and landclearing (CDL) is almost completely privatized. Small amounts of CDL are accepted at the division's transfer stations. Recently-negotiated 10-year contracts between the division and Rabanco/Allied and Waste Management Inc. govern the transfer and disposal of CDL waste. Under these contracts the two companies provide receiving facilities to recycle or transfer CDL for disposal.

3. MMSW:

MMSW is handled by both the public and private sector within King County. Curbside collection of solid waste and recyclables is primarily handled by two private collection companies with the following exceptions: collection services are provided by Waste Connections on Vashon Island; the cities of Enumclaw and Skykomish provide curbside collection with city employees.

Waste Management and Rabanco/Allied handle more than 99 percent of solid waste collected from residential and commercial customers in King County through contracts with cities or through franchises granted by the WUTC. These two companies also provide collection services in the City of Seattle. Both Rabanco/Allied and Waste Management operate intermodal facilities in the region. In addition to providing collection services, Waste Connections also owns an intermodal yard within King County that provides rail access, although the facility is not currently being used for solid waste purposes.

Transfer and Disposal

Transfer and Transport:

Transfer and transport are intermediate steps in the collection and disposal process. Solid waste is brought to a transfer station where it is consolidated into larger loads and transported to Cedar Hills for disposal.

The division operates eight transfer stations and two rural drop boxes that serve both self haulers and the private collection companies. Six of the transfer stations serve the urban areas. These include the Algona, Bow Lake, Factoria, First Northeast, Houghton and Renton stations. The remaining two transfer stations – Vashon and Enumclaw – and the two drop boxes – Cedar Falls and Skykomish – serve the rural areas. The division also operates the Cedar Hills Regional Landfill which is the only remaining active landfill in the county. It is located in Maple Valley south of Issaquah.

Regional Direct Fee:

When commercial haulers use their own transfer stations, or transport their waste directly to Cedar Hills, and bypass use of the county's transfer stations, they pay what is called a 'regional direct fee.' The division charges a lower rate for this waste stream because it is able to avoid transfer and transport expenses. The decision the haulers make in whether to use their own transfer stations instead of the county's can be influenced by the fee.

Rabanco/Allied owns and operates a transfer station that is located within the City of Seattle, and receives solid waste from its collection routes in both the King County and City of Seattle systems. Until recently, Waste Management used its Eastmont transfer station in South Seattle for municipal solid waste. Eastmont now handles recyclable materials and CDL. Currently Waste Management hauls waste to the county's transfer stations. Since 1979 the amount of solid waste brought directly to Cedar Hills from the private transfer stations has varied, ranging from a high of 44 percent during the five-year period when the City of Seattle was part of the county system to a low of about 12 percent.

Disposal:

The division handles disposal of all municipal solid waste generated in King County outside of Seattle, at the Cedar Hills Landfill. A detailed landfill operations plan guides the unloading and compacting of solid waste.

Within the next decade, the Cedar Hills landfill will reach its permitted capacity and close. King County Ordinance 14236 and policies contained in the Plan establish waste export as the means by which King County will dispose of waste once Cedar Hills closes. MMSW will then be disposed in a privately owned and operated landfill. Although the Cedar Hills landfill will no longer accept waste, federal, state and local regulations require its continued maintenance for at least 30 years. King County will retain that responsibility.

Supporting functions:

In addition to transfer, disposal and recycling functions, the division is also responsible for fleet and facility maintenance, planning, environmental monitoring, and finance and administrative functions.

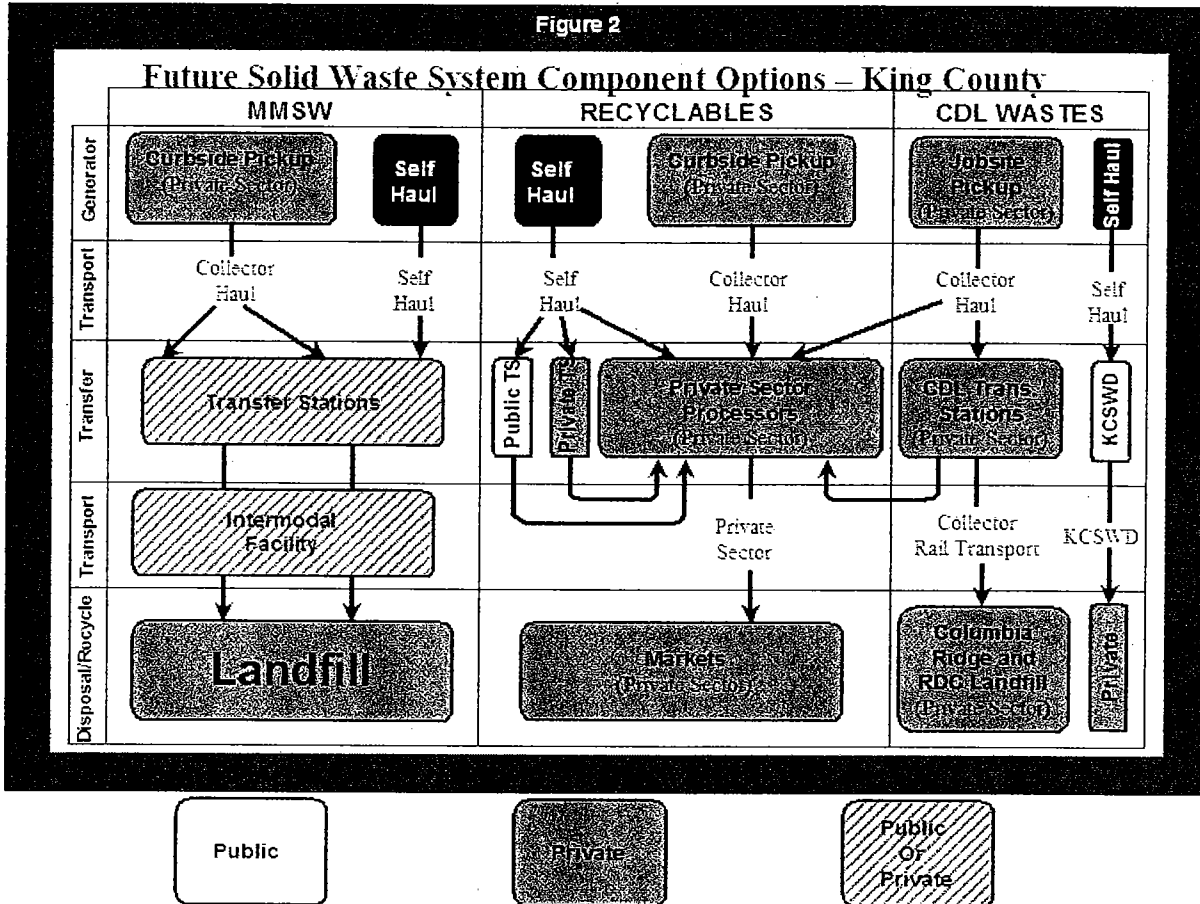
Waste Export:

As stated above, after the Cedar Hills Landfill closes, the adopted Plan policy is to move to waste export. In a waste export system, waste is transported by truck from the transfer stations to an intermodal facility or facilities where it can be loaded from trucks onto rail cars or barges for transport to a distant landfill outside the county.

In an effort to preserve export options, the division purchased the 12.1-acre Fisher Flour Mill site on Harbor Island in July 2003 as a potential site for an intermodal facility. Ordinance 14710 authorizing the purchase, required the division to consider alternative intermodal sites as well as existing intermodal facilities. This analysis will be completed in report four.

Public/Private Options for Ownership and Operation of Transfer and Intermodal Facility(ies)

Figure 2 illustrates Future Solid Waste System Component Options and potential roles for the public and private sectors in the transfer and disposal of the region's solid waste.



Three options exist for the ownership and operation of the transfer and intermodal facilities that will likely comprise King County's solid waste export system. The three options are:

1. Private-only operation:

All aspects of service are procured by governmental entities through contracts with the private sector. Contract services would include ownership or lease and operation of all transfer and intermodal facilities. Contract terms could include setting many characteristics of the system, including but not limited to service levels, criteria and standards to be applied to facilities, process for siting facilities and rate setting methodology.

2. Public-only operations:

All aspects of transfer and intermodal service are provided by governmental entities. This option reflects a transfer and intermodal system owned and operated by the public sector. Privately-owned transfer stations would no longer be part of the King County service area. Current and projected needs would be met through public facilities or policies.

3. A Public/Private mix of operations:

Services would be provided by both the public and the private sector. Examples include but are not limited to the following:

- a publicly-owned and operated transfer system and a privately owned and operated intermodal facility(ies)
- a publicly-operated scalehouse at publicly owned transfer and intermodal facilities with private sector operation (transfer and transport of waste) of these facilities
- a mix of publicly and privately-owned and operated transfer stations with a privately owned and operated intermodal facility(ies)

Both public and private improvement or expansion options require some guarantee of waste in order to recover capital investments (long-term interlocal agreements for King County and long-term contracts for private vendors).

Service Elements of the Transfer and Intermodal Facilities

As outlined in the policy choices section of this report, services and capital improvement investments are heavily dependent upon policy choices. In the early 1990's adopted county policy was to keep rates as low as possible and defer capital investment in the system. Since that time there has not been regional consensus on the policies that would shape the future solid waste system, including services as well as facilities. The expected outcome of this planning process with ITSG, MSWMAC, SWAC, Solid Waste Interlocal Forum (SWIF), Regional Policy Committee (RPC), and the King County Council will be a consensus for a system plan. The system plan will also be based on policy decisions about service levels including, but not limited to, the following:

- Services to self-haulers
- Convenience provided in terms of distance
- Host cities mitigation
- Recycling services
- Equitable distribution of facilities

While the three options center on capital improvements there are service level options that could address capacity needs, such as:

- Full-service transfer facilities in a given service area
- Commercial only stations provided for a given area

- Self-haul only stations provided for a given area
- Variable rates or hours
- Limited service or customer type (by facility, by time of day, garbage vs. recyclables, etc.)
- Acceptance and/or processing of commercially collected recyclables at private facilities
- Elimination of transfer service for self-haulers

As stated earlier, policy decisions related to service levels significantly affect the level of capital investment required in the transfer system.

Operational alternatives at a facility may include:

- Private-only operation of all aspects of service provided by contractor
- Public-only operations with all aspects of service provided by the public sector
- Mixed operation of facility; weighing and cashiering functions, transfer facility operation, and hauling of waste to disposal sites could be either public or private

The following list identifies discrete transfer and intermodal functions of the solid waste management system that could potentially be provided by either the public or the private sector:

- Conducting scale house functions including weighing incoming wastes, collection of fees or otherwise recording data for billing and record keeping.
At the transfer station waste is weighed and a tipping fee is collected based on the delivered weight. Other data such as average tons per self-hauler, place of residence and type of waste is also collected to improve system performance, take corrective actions and pursue new approaches to waste management.
- Loading waste into containers at the transfer stations.
Transfer stations serve as an intermediate step between collection and disposal. The transfer station system came into being as an efficiency measure. Waste delivered to a station is compacted into transfer trailers holding between five and six times as much garbage by weight as that of a collection truck. This significantly reduces the amount of fuel required to transport the garbage to a disposal site and also reduces wear and tear on roads, among other efficiencies.
- Transporting loaded containers to an intermodal facility, or facilities.
An intermodal facility is a site where the waste will be transferred from trucks to other modes of transportation for shipment to a distant landfill. Although rail is the anticipated primary mode of transport for waste export, access to barge service can offer an alternative means should rail service be disrupted or become unavailable. There also may be economies of scale by having more than one intermodal facility for the export of King County waste.
- Placing waste containers onto rail cars or barges at an intermodal facility(ies).
Waste containers, similar to those used on container ships, are removed from a trailer chassis and placed onto rail cars.

- Performing recycling functions at transfer stations.

Recyclable materials are accepted at transfer stations, and then transported to a recycling processor. Recyclables can be free or there can be a fee charged to accept them.

Characteristics of Private and Public Options:

To assist in evaluating options for ownership and operation of the transfer and intermodal facilities, Table 1, titled 'Characteristics Matrix for Future Public or Privately-Contracted Solid Waste System,' was developed to identify characteristic differences between public and private options. MSWMAC has not yet reached consensus on all of the elements in Table 1, but the most current iteration is located at the end of this document. Comments to Table 1 were received from SWAC, ITSG and MSWMAC and are reflected in Appendix #4.

ITSG agreed that it is important to make sure the same requirements are applied to both the public and private sector in order to make a fair and accurate comparison of cost and efficiency, and to ensure quality service in our communities. Future configuration decisions must consider characteristics such as rates, capital investments, siting and mitigation measures in ways that level the playing field and allow fair and accurate comparisons between public and private system choices. In order to more fully understand the current system and the differences between public and private facilities, the level of service criteria developed in report two will be applied to existing privately operated transfer facilities. The policy issues raised in Table 1 must be analyzed and addressed in order to develop an accurate comparison between the public and private sector options.

Next Steps

The next step in the development of the Waste Export System Plan will be to begin work on the fourth milestone report identified in Ordinance 14971: "Preliminary Transfer and Waste Export System Recommendations, and Estimated System Costs, Rate Impacts and Financial Policy Assumptions." The projected due date for this report is January 30, 2006.

The division will continue to work with SWAC, ITSG, and MSWMAC, as well as with representatives from the commercial garbage companies and labor in developing the fourth report.

Table 1
Characteristics Matrix for Future Public or Privately-Contracted Solid Waste System

June 2005 – Preliminary	Public/King County	Private	Policy
<p>1. Capital Investment</p> <p>How does financing influence public and private sector capital improvements?</p>	<ul style="list-style-type: none"> The public sector has advantages in financing. Terms can be 20 to 25 years or more. Other requirements, such as 15% apprenticeship and social policies (domestic partners), can have an impact. ILA term needed to match term of financing. Possible pay-as-you-go. Economies of scale may be realized through partnerships with other jurisdictions. 	<ul style="list-style-type: none"> Private debt financing does not have as attractive terms and interest rates. Potential for tax credits. Need long-term contracts in order to assure lenders of payback capability. Short term contracts leads to higher rates to recoup costs. Possible pay-as-you-go. No debt financing needed, able to pay from reserves. 	<ul style="list-style-type: none"> Should King County contracting standards, such as the 15% apprenticeship requirement, be applied to a privatized system for capital investments? Should the cost of the facility be spread over the entire system or just the facility?
<p>2. Property acquisition & siting efficiencies</p> <p>Parameters around which public and private entities conduct siting processes.</p>	<ul style="list-style-type: none"> Can condemn. Current process is defined in the comprehensive plan; public involvement process can take 18 months to 2 years. Process is transparent. County owns network of permitted facilities. 	<ul style="list-style-type: none"> Cannot condemn. More negotiation flexibility. Not as transparent. 	<ul style="list-style-type: none"> If the transfer/intermodal parts of the system are privatized, should the private sector be required to use a public involvement process for siting and acquisition such as King County?
<p>3. Service levels/customer service</p> <p>What services, hours and access are provided to each customer type and who decides?</p>	<ul style="list-style-type: none"> Adopted policy is to provide similar services at the same rates at all locations. Public policies can add inefficiencies to a system. Ability to waive fees for disposal of disaster debris. Policy considerations sometimes have a higher priority than finances alone. 	<ul style="list-style-type: none"> Types of service, hours and access can be and are restricted. Rates can vary by location. Primary driver is return on shareholders investment; profit motive determine service levels. Can be more flexible; greater ability to change. Service levels are driven by economics. 	<ul style="list-style-type: none"> Is it desirable to impose public service levels on a privatized system? Should service levels be the same at all stations?

Characteristic	Public/King County	Private	Policy
<p>4. Ability to influence rates and rate stability</p> <p>Customers/partners ability to influence rates, rate structures, etc.</p>	<ul style="list-style-type: none"> Rate-making process involves public input. Rates are uniform throughout the system. Rates changed through action by elected officials. 	<ul style="list-style-type: none"> Rates can be changed through contracts or by WUTC in franchised areas. Rates are not uniform throughout system. With a contract, rates can only be changed with consent of both parties. 	<p>Uniformity:</p> <ul style="list-style-type: none"> Should there be variable rates for different customer classes, times of day, locations? Should rates be established on a cost-of-service basis? Should rates be established on a system basis or an individual facility basis? Should the public environmental policies, which can be more stringent than regulations, be applied to the private sector?
<p>5. Environmental standards</p> <p>Are environmental standards met or exceeded?</p>	<ul style="list-style-type: none"> Complies with all environmental rules and regulations. Public policies often exceed regulatory minimums requiring higher levels of compliance, i.e. Green Building requirements for transfer station design. Plans, develops and works with private sector to execute numerous waste reduction and recycling programs. 	<ul style="list-style-type: none"> Complies with all environmental rules and regulations. Partners in waste reduction and recycling programs. 	<ul style="list-style-type: none"> Should the public environmental policies, which can be more stringent than regulations, be applied to the private sector?
<p>6. Labor issues</p> <p>How do labor contracts affect the system?</p>	<ul style="list-style-type: none"> Existing labor contracts affect ability to be flexible. 	<ul style="list-style-type: none"> Different labor contracts, usually lower wages and/or not as strong on benefits. More flexibility with labor force (ability to hire and fire). 	<ul style="list-style-type: none"> Should public labor contract standards be imposed on the private sector?
<p>7. Control/accountability</p> <p>Level of customer/partner involvement in how the system is run, system decisions, etc.</p>	<ul style="list-style-type: none"> Accountability is public. Control is at the local level. Financial information is open and available to the public. 	<ul style="list-style-type: none"> Input is through contracts and terms. Control is at national/international level. Financial information can be withheld. Competition requires withholding proprietary information. 	<ul style="list-style-type: none"> What level of public oversight should there be?

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Characteristic	Public/King County	Private	Policy
<p>8. Liability/legal issues</p> <p>Who has responsibility for liability issues?</p>	<ul style="list-style-type: none"> The county bears all the liability for the present and the past with respect to transfer stations and landfills, including landfills where the county is the last owner. County has the reserves to accept liability. 	<ul style="list-style-type: none"> Liability must be allocated via contracts. 	
<p>9. Mitigation/revenue</p> <p>What avenues exist for mitigation for the host cities?</p>	<ul style="list-style-type: none"> County pays Business & Occupation (B&O) tax to the state. The Comp Plan and state law allows mitigation payments to host cities. 	<ul style="list-style-type: none"> Pays Property and B&O taxes to host cities. Cities have authority to charge utility tax. 	
<p>10. Planning</p> <p>Planning and analysis</p>	<ul style="list-style-type: none"> Public sector does planning for service area. Planning is long-term. Comprehensive plan must include 20-year projections. 	<ul style="list-style-type: none"> Private sector does planning for its particular franchise area(s). Planning is short-term. 	<ul style="list-style-type: none"> Should the private sector adhere to public sector planning requirements?
<p>11. Additional public benefits</p>	<ul style="list-style-type: none"> Ability to work against own economic interest in the public interest. County provides programs to clean up illegal dump sites; funding to cities for waste reduction/recycling programs; for environmental mitigation and to monitor and maintain abandoned sites. Funding, planning, development and implementation of education programs. 	<ul style="list-style-type: none"> Maximum return to the investor. Charitable contributions; good corporate citizenship. Public education often subsidized by county. 	
<p>12. Regulatory overhead</p>	<ul style="list-style-type: none"> Local Hazardous Waste Management Program (LHWMP) fee. Rate reserves. Rate stabilization. 	<ul style="list-style-type: none"> LHWMP fee. 	

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Appendix 1

**Final 2001 King County Comprehensive
Solid Waste Management Plan Policies**

1 Verbatim policies extracted from the "Final King County Comprehensive Solid Waste Management
2 Plan – 2001" in Chapter 2, pages 2-20 through 2-30.

3 Policies highlighted in "red" font guide waste export planning

4 Policies highlighted in "blue" font guide system planning & could affect waste export and rates

6 **Governing Policies**

7 *The policies that follow were adopted by Ordinance 14236 by the King County Council on October 15, 2001. If*
8 *any text discussion in this Plan is inconsistent with that in the policies, the policies are controlling.*

9 **County Planning Policies**

- 10
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- 12
- 13 **PL-1.** The county shall continue to monitor the type, amount and generation sources of waste
14 entering the county's solid waste system.
- 15
- 16 **PL-2.** The county shall monitor and prepare an annual report on the amount of solid waste
17 disposal at public transfer stations and at the regional landfill.
- 18
- 19 **PL-3.** **The county shall complete a survey of self-haul customers at county transfer**
20 **facilities, using zip codes to obtain more accurate information on where self-haul**
21 **customers live.**
- 22
- 23 **PL-4.** The county should support state legislation that would require the private haulers to
24 provide accurate reports on curbside collection and recycling and disposal at private transfer
25 stations.
- 26
- 27 **PL-5.** The county should continue to conduct waste characterization studies every three years as part of
28 its ongoing waste-monitoring program.
- 29
- 30 **PL-6.** Forecasts for waste tonnages should be updated every year to allow responsive planning for
31 facilities and operations.
- 32
- 33

34 **County Waste Reduction and Recycling Policies**

- 35
- 36 **WRR-1.** The council finds that existing county policies for waste reduction and recycling have been
37 valuable for guiding the efforts of King County, suburban cities and the private sector.
38 These policies recognize that successful waste reduction and recycling efforts depend on
39 changing the behavior of individuals and organizations rather than accommodating existing
40 behavior. Based on these findings, the mission of King County's waste reduction and recycling
41 programs is to divert as much material as possible from disposal in a manner which reduces
42 the overall costs of solid waste management to county residents and businesses, conserves
43 resources, protects the environment and strengthens the county's economy. The county should
44 evaluate its success in achieving this mission through measures that are consistent with:
- 45
- 46 1. Decreasing the total amount of waste generated and disposed per county resident,
47 acknowledging that business activities, average household size and other external
48 factors affect this amount.
 - 49
 - 50 2. Recycling additional materials out of its disposal stream at least as long as such action is likely
51 to create a long-term, net economic benefit compared to the costs of disposal. An analysis of
52 the costs and benefits of recycling should include current and projected values for collection,
53 hauling and processing costs and the return in commodity prices for recycled materials versus
54 the current and projected costs of collection, hauling and disposal of the same
55 materials.

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WRR-2. The county should enhance existing waste reduction and recycling programs, add more recycling opportunities at county transfer stations, pursue markets for additional diversion of organic materials, and increase marketing efforts to support and further waste reduction and recycling goals.

WRR-3. The county and cities should manage solid waste generated by their respective agencies in a manner that demonstrates leadership for residents, businesses, and institutions.

WRR-4. The county shall encourage and promote waste reduction and recycling in order to reduce the amount of solid waste disposed in the Cedar Hills Regional Landfill or through waste export.

WRR-5. The county should use the following measurement targets to identify the region's effectiveness in meeting objectives in waste reduction and recycling. These targets should be evaluated at least every three years when data becomes available from the waste monitoring studies.

1. Disposal rates per residential customer should be held constant throughout the planning period. The residential target is 18.5 pounds of solid waste per person per week calculated by dividing the estimated amount of waste disposed by households by the estimated number of residents in the county's solid waste system.
2. Disposal rates for per employee should be held constant throughout the planning period. The employee target is 23.5 pounds of solid waste per employee per week calculated by dividing the estimated amount of waste disposed by businesses in the county by the estimated number of employees.
3. The curbside and on-location recycling rates for single family, multi-family and non-residential entities should be increased over the planning period as follows:

Year	Single Family (1 to 4 Dwelling Units)		Multi-Family (5 or more Dwelling Units)		Non Residential
	Curbside Recycling Rate	Curbside Disposal Rate (lbs/household/)	Recycling Rate (percent)	Disposal Rate (lbs/household/)	Recycling Rate (percent)
2006	50%	31.4 lbs.	35%	20.8 lbs.	43%
2012	52%	30.7 lbs.	40%	20.3 lbs.	46%
2018	53%	30.5 lbs.	40%	20.1 lbs.	48%

WRR-6. The county should provide grant funding to cities to support their waste reduction and recycling programs for which all cities will be eligible. Grant funds are intended to implement recommendations in this plan, based on the communities' prioritized needs.

WRR-7. The county shall coordinate with cities in planning and implementing waste reduction and recycling programs, and in designing and conducting future studies and market assessments for the region.

WRR-8. The county and cities should hold annual meetings to coordinate work plans and ensure that grant-funded and county programs are coordinated and complementary.

WRR-9. The county should provide drop box collection sites for primary recyclables to serve areas where household collection is not provided.

