

TOWN OF FRIDAY HARBOR

SOLID AND MODERATE RISK WASTE

MANAGEMENT PLAN

JANUARY 9, 2014

ADOPTED BY RESOLUTION 1995
January 9, 2014

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EXECUTIVE SUMMARY

Introduction

The Town of Friday Harbor Solid Waste and Moderate Risk Waste Management Plan has been prepared to establish the programs and policies the Town will use during the coming five-year and twenty-year planning periods to responsibly deal with wastes generated within the Town and to promote waste reduction. It is intended to provide a planning and implementation tool for decision-makers, businesses, and residents.

The Town plan is independent of the San Juan County Solid and Hazardous Waste Management Plan (September 2012), but coordination between the Town and the County is indicated in the goals and programs where there is potential mutual benefit. The Town plan was initiated to establish a coordinated regional approach to solid waste management between the Town and County that enables decision-makers to manage resources most effectively while assuring adequate protection of the environment and public health.

The purpose and authority for solid waste planning is derived from the Washington Administrative Code (WAC) and the Revised Code of Washington (RCW), which define the roles of counties and cities in solid waste management. These regulations also require that a local solid waste management plan be maintained and kept current through periodic review at a minimum of every five years and, if needed, updated (RCW 70.95.110).

The recommendations developed in this plan provide decision-makers with three tools:

1. Guidelines for the development of programs, policy, and operating plans;
2. A basis for decisions about permits granted by the jurisdictional health district and other local government agencies; and
3. Standing to apply for grants and funds for project implementation and for planning.

Plan Requirements

Under Washington State Law, Title 70 RCW, Public Health and Safety, Chapter 70.95 RCW, Solid Waste Management – Reduction and Recycling, the primary responsibility for managing solid waste is assigned to local government: counties, cities, and towns.

Local government must determine the nature and extent of solid waste categories and establish management strategies for their handling and delivery to materials recovery facilities or disposal facilities in manners that are consistent with the established state laws and regulations for waste reduction, recycling, energy recovery, and landfill.

Each local plan must be prepared in accordance with Chapter 70.95 RCW, Sections 70.95.080 through 70.95.110.

Counties are required to establish a local solid waste advisory committee (SWAC) to assist in the development of programs and policies concerning solid waste handling and disposal and to review and comment upon proposed rules, policies, or ordinances prior to their adoption (RCW 70.95.165). However, use of a SWAC is an option for cities and towns.

If the plan or plan revision has been prepared with the active assistance and participation of a local solid waste advisory committee, a city or town may apply for funds from the state for the preparation, update, or major amendment of a comprehensive solid waste management plan and for state grant funding for waste reduction or handling special wastes.

The Town has an established public participation process through the appointed Planning Commission and elected Town Council. Accordingly, for the purposes of this Plan, review and adoption of this plan and any changes to it will be the responsibility of the Planning Commission and the Town Council. The Town may establish a SWAC in accordance with Washington State Department of Ecology standards in the future.

Friday Harbor Municipal Code Section 2.24.020 (Planning) Commission.

- A. The planning commission shall consist of five members appointed by the mayor and confirmed by the town council.
- B. Four of the five planning commission members shall be residents and qualified voters of the town. Members shall be selected without respect to political affiliations. To the extent reasonably possible, membership on the commission should be balanced to provide representation to a variety of residence neighborhoods, occupations and similar classifications.
- C. One of the five planning commission members shall be a resident of San Juan Island and a qualified voter of San Juan County, but shall not be a resident of Friday Harbor.

Developing the Plan

The Town's Administrator, along with the Council, is responsible for development and adoption of the solid waste management plan. The first step in the planning process was to set goals in accordance with state laws and town policies and to identify actions to carry out those goals.

The next step involved identifying, collecting, and analyzing data pertinent to the existing waste stream and waste management system. The following categories of information were gathered using available Town and County records and state and national studies:

1. Current solid waste generation, characterization/composition of solid waste.
2. Descriptions of existing private and public sector solid waste facilities including existing recycling and composting facilities, along with planned expansion/modifications.
3. Current solid waste management operational systems for the Town and for Skagit and San Juan counties.
4. Existing haulers and any waste management contract agreements.

In order to identify viable and appropriate options for the planning horizon, demographic and economic development data and projections for the Town were gathered. This information was integrated with the information on the existing system and the available solid waste disposal locations and their capacities.

A list of options was developed and provided for review for comment or additions. Participants were asked to consider waste management options that would contribute to:

- Long-term stability and flexibility.
- Cost-effective, efficient services and programs.
- Environmental protection.
- Improving the waste management infrastructure.

The Preliminary Draft Plan was submitted for review and comment to the public, the Town, the County, and the State Department of Ecology on May 22, 2013. Comments received by this process were incorporated into a Final Draft Plan. The Final Draft Plan was then adopted through resolution by the Town Council on January 9, 2014, and submitted to the Department of Ecology for final approval.

The plan will be evaluated at five-year intervals in accordance with RCW 70.95.110.

Organization

Following the introductory chapters, each chapter numbered 3 through 6 describes the background and function of a particular component of the Town's solid waste management operation and activity. Then, each chapter discusses the issues related to that component. Each chapter concludes with recommended actions to improve operations or activities.

Chapter 7 contains the Town's 2013 Moderate Risk Waste Management Plan in its entirety.

Goals and Objectives

The Town developed six goals for the solid waste plan.

Goal 1 Manage solid wastes in a manner that promotes, in order of priority: waste reduction, recycling, composting, and disposal.

Goal 2 Increase public awareness of solid waste issues by continuing and expanding educational opportunities within the Town.

Goal 3 Establish guidelines and strategies for management of specific waste streams.

Goal 4 Provide a safe, efficient, and cost effective means of collection, transfer, and disposal of municipal solid waste (MSW) and recyclable materials.

Goal 5 Ensure future improvements to the solid waste management system are provided in a manner that protects existing investments and maximizes the use of existing facilities, promotes orderly growth, and protects the Town's financial integrity.

Goal 6 Satisfy State priorities for waste management.

Summary of Recommendations

Each of the chapters (3 through 7), which analyze the current conditions and issues in the Town's solid and hazardous waste management operations, concludes with a list of recommended actions. These represent all of the actions that the Town deemed potentially useful in achieving the overall goals of the Friday Harbor Solid and Moderate Risk Waste

Management Plan over the twenty-year planning period. They are also compiled and listed in Appendix A to this Plan.

However, not all of these recommendations may prove feasible, because the Town and San Juan County are in the midst of changing the local transfer and transportation system from public to private management.

Economically beneficial solutions are emphasized in the recommended actions and they are necessary because the town has a population of fewer than 2,500 persons and is located on a small, relatively remote island. San Juan County faces similar challenges, further complicated by diverse topography and a rural settlement pattern. Both are isolated from processing or disposal facilities by miles of open water in addition to land miles once the mainland is reached. Commercial carriers for municipal solid waste (MSW) and recyclable materials are available, but they, as well as the Town, face high transportation costs for low volumes of materials that to cover the costs of handling and transport.

Implementation Schedule

To begin to take action towards the goals, several of the recommended actions have been selected as the most feasible. They are listed in Chapter 9. In general, they focus on actions that are within the Town’s ability to accomplish under the projected funding and budget for the next six years.

In addition to goals and actions focused on waste reduction and recycling, administration of transfer and disposal are the most pressing areas for attention. Collection systems within the Town are well established, and enhanced recycling collection is underway. Education is the major initiative for dealing with special wastes, biomedical wastes and electronic wastes. The Town does produce moderate risk wastes and will continue to work with the County on education and collection events for appropriate treatment and disposal.

Cost Summary

Residential recycling collection service, which the Town began to provide in 1991 and enhanced in 2012, is currently provided at no charge. However, the Town provides recycling, including cardboard pickup and baling, to businesses for a fee.

Revenues from residential and commercial services are based on figures from 2009 through 2012 with a 2 percent increase. Town operations rely on these fees for collection services.

Table ES.1 Revenues from collection fees and other sources

Revenues	2013	2014	2015	2016	2017	2018
Base fee	48,500	49,470	50,459	51,469	52,498	53,548
Garbage collection	864,500	881,790	899,426	917,414	935,763	954,478
Recycling collection	14,000	14,280	14,566	14,857	15,154	15,457
Yard waste collection	500	510	520	531	541	552
Other*	4,610	4,702	4,796	4,892	4,990	5,090
Total	931,610	950,242	969,247	988,632	1,008,405	1,028,573

* Rent of Sutton Rd., Dept. Revenue refund, sale of grease, sale of recyclables, etc.

On April 4, 2013, the Town Council approved an interlocal agreement with San Juan County and with Skagit County to work cooperatively on regional solid waste handling and disposal issues. (Appendix C) The agreement is that Skagit will accept MSW only (no recycling, yard debris, special waste or hazardous waste) at Skagit's established fee for municipal customers, plus an out-of-county surcharge of seven dollars per ton. Subject to certain conditions that would allow cancellation of the agreement, it is intended to be in effect until September 30, 2023, with an option to extend another ten years beyond that date.

The projected expenses in Table ES.2 are based on continuing to haul refuse to Skagit County. In 2014 the anticipated fee will be \$95 per ton. The interlocal agreement provides the option to tip at Skagit, not a mandate. The Town still has an option to haul to Orcas Transfer Station, now in operation by Orcas Recycling Services, a private not-for-profit organization. Additionally, Lautenbach Industries is in contract negotiations for operation of the Sutton Road facility. It will continue current operations and has expressed an intent to establish a permitted tipping floor there, improving both the Town and County properties at that location. Presence of an on-island tipping floor could change the Town's delivery choices. Therefore, budget projections may change based on options that show signs of remaining in flux within the planning period.

Table ES.2 Expenses for operations - delivery to Skagit

Expense	2013	2014	2015	2016	2017	2018
Garbage collection, transport, and tipping	479,700	499,294	509,300	519,500	529,900	540,500
Recycling collection, transport, and tipping	81,250	97,100	99,100	101,100	103,200	105,300
Yard waste collection, transport and tipping	2,900	3,000	3,100	3,200	3,300	3,400
Administration	193,375	216,600	221,000	225,500	230,100	234,800
Waste reduction programs	500	500	500	500	500	500
Other costs**	48,450	49,500	50,500	51,600	52,700	53,800
Other uses***	122,550	122,550	122,550	122,550	122,550	122,550
Total	928,325	988,044	1,005,550	1,023,450	1,041,750	1,060,350

** Personnel, supplies, repair & maintenance, equipment, planning

*** Equipment reserve, Landfill closure, Hazardous waste

CHAPTER I INTRODUCTION AND BACKGROUND

I.1 Purpose

The Town of Friday Harbor Solid Waste Management Plan (Plan) provides a guide for the short and long-term management of solid waste and moderate risk waste within the Town. The Plan documents the existing solid waste programs and facilities, discusses the opportunities for improvement to the existing system, recommends programs and operations that will achieve the Town's goals, and addresses strategies for implementing the recommended programs. The Plan's 20-year planning period is from 2013 through 2033, with a focus on the immediate six years following plan adoption.

I.2 Background

This document identifies and discusses elements of the comprehensive solid waste and moderate risk waste management plans for the Town.

Formal adoption and approval of this plan is anticipated to occur in 2013 after Ecology review. Informal reviews may take place with minor amendments (if any) following the prescribed process. A formal five-year review, as required by law, should be scheduled to begin in 2018.

Previous Solid Waste Plans

The last approved joint Solid Waste Plan for the Town and San Juan County was approved in 1996. Once adopted, this will be the first Solid Waste Plan prepared by and for the Town.

Plan Organization

The plan elements conform to requirements of the State Solid Waste Management - "Reduction and Recycling Act," (Chapter 70.95 RCW), solid waste handling standards (WAC 173-350), and follows the guidelines outlined in Guidelines for the Development of Local Solid Waste Management Plans and Plan Revisions (Ecology 10-07-005, February 2010). The Plan is organized as follows:

Chapter 1	Introduction and Background
Chapter 2	Waste Generation and Characterization
Chapter 3	Reduction, Recycling, and Organics Management
Chapter 4	Solid Waste Collection
Chapter 5	Transfer and Disposal
Chapter 6	Special Waste
Chapter 7	Moderate Risk Waste
Chapter 8	Administration and Enforcement
Chapter 9	Summary of Recommendations

I.3 Plan Goals and Objectives

Goal Statement

The Town developed six goals during the planning process.

1. Manage solid wastes in a manner that promotes, in order of priority: waste reduction, recycling, composting, and disposal.
2. Increase public awareness of solid waste issues by continuing and expanding educational opportunities within the Town.
3. Establish guidelines and strategies for management of specific waste streams.
4. Provide a safe, efficient, and cost effective means of collection, transfer, and disposal of municipal solid waste (MSW) and recyclable materials.
5. Ensure future improvements are provided in a manner that protects investments in existing facilities and maximizes their continued use, promotes orderly growth, and protects the Town's financial integrity.
6. Satisfy State priorities for waste management.

General Policy and Objectives

The goal statements are supported by the following general policies and objectives:

- Manage the solid waste system in an efficient, cost-effective manner, and evaluate technology options that may enhance operations.
- Support the local economy (private and non-profit) by establishing or maximizing local markets, capabilities, and resources.
- Ensure access to collection services for Town residences, businesses, and industry.
- Continue and enhance waste reduction and recycling programs in order to achieve waste reduction and recycling goals, which will be periodically reviewed and modified.
- Educate citizens about the benefits of waste reduction and recycling.
- Ensure that special wastes are handled and recycled or disposed in a safe and cost-effective manner.
- Remove potential dangers to public health.
- Provide convenient recycling opportunities throughout the Town to maximize participation from all types of waste generators.
- Locate recycling and solid waste transfer and disposal facilities to optimize service levels and transportation efficiency.
- Manage solid waste collection methods to minimize litter, neighborhood disruption, risk to public health, and degradation of the environment.
- Consider and support using the best available technology and the best available partnerships.
- Maintain sufficient funding mechanisms to ensure that those who benefit from the solid waste system equitably share all the system's costs.
- Assure the financial solvency of all disposal operations, which may include balancing service levels.

- Expand and improve solid waste management in a manner that protects the existing character of Friday Harbor and its neighborhoods.
- Reduce waste generation and disposal by increasing waste reduction and reuse.
- Measure progress in achieving goals and objectives.

I.4 Methodology for Recommendations

Recommended actions were made according to the following four criteria and were prioritized by feasibility.

1. Promotes waste reduction, recycling, and/or composting.
2. Supports a sustainable and economically viable solid waste management system.
3. Complies with and supports State solid waste laws, regulations and goals.
4. Enhances regional cooperation, education, and communication efforts.

I.5 Related Plans

Moderate Risk Waste Management Plan

The Washington State Hazardous Waste Management Act requires local governments to prepare a plan to manage moderate risk wastes in their jurisdiction. Moderate Risk Wastes (MRW) are hazardous wastes produced by households and by businesses and institutions in small quantities.

The Town has not previously prepared a stand-alone MRW Management Plan. Found in Chapter 7 of this document, the Town’s MRW plan has been prepared in accordance with the Guidelines for Developing and Updating Local Hazardous Waste Plans (Ecology Publication #10-07-006, February 2010).

Land Use/Growth Management Plan

The Growth Management Act (GMA), passed by the Washington Legislature in 1989, is designed to reduce or mitigate the negative effects of uncoordinated and unplanned population growth. The Act requires that cities and counties update their comprehensive land use plans consistent with state-wide goals and coordinate their planning efforts in order to prevent unstructured growth and development, which depletes natural resources and that creates inefficient and costly provision of public services.

The Town of Friday Harbor is the only incorporated Urban Area on San Juan Island. As such, it is required under the GMA to be the center for urban development and to bear the responsibility for infrastructure development prior to expansion. It is the transportation hub for the island, with the only public ferry loading/unloading facility, the only public airport, and the largest public marina. It is also the hub of the existing road network for San Juan Island. It is the center for education and most medical, cultural, and social activities. It is also the seat for County government and the location for the vast majority of County offices¹.

¹ Town of Friday Harbor Comprehensive Plan, Chapter 9 - Economic Development, p. 6-7.

Comprehensive Plan

In 2002, the Town adopted the Town of Friday Harbor Comprehensive Plan (FHCP) in accordance with Section 36.70A.070 of the Growth Management Act. The FHCP represents the community's policy plan for growth and development over a 20-year period. The FHCP also includes the adopted Level of Service (LOS) for Town services, including solid waste². Although the current FHCP was adopted in 2002, portions of it have been updated or modified since that time.

Town's Comprehensive Plan, Level of Service, and relation to 1996 Plan

1. CFE-72 gives standards for evaluating solid waste facility improvements. The Friday Harbor Comprehensive Plan estimates solid waste generation at 6.2 pounds per person per day or 1.1 tons per person per year. The Town is able to supply adequate levels of service for garbage and recycling by increasing the number of routes serviced and, if necessary, increasing the number of collection trucks to service the routes. The destinations of the collection vehicles in Skagit county have more than adequate capacity for the Town's waste collections and are legally able to accept them, as documented elsewhere in this plan.
2. CFE-74 notes that one way to increase solid waste system capacity is by "conditioning permits for new development to provide for facilities that are lacking." However, under the Growth Management Act, the Town's expansion will be orderly, and given the location, moderate. With these circumstances, permit conditions are not likely to yield substantial funds. On the other hand, CFE-66 recommends that each new development permit should demonstrate adequate solid waste management capacity for the proposed use.
3. CFE-75 says to proceed with implementation of system improvements in 1996 Solid Waste Management Plan (of which the Town was a signatory). It is appropriate to update this section to refer to the current plan implementation, as, once adopted, it supersedes the 1996 plan.

Shoreline Management Plan

The Town of Friday Harbor is currently updating their Shoreline Master Program. Shoreline land use is addressed in Chapter 3 of the Friday Harbor Comprehensive Plan.

The Town established a stormwater utility in 1994 to "...help improve management of the stormwater that washes into our harbor after rainstorms." The Stormwater Management Plan addresses pollution prevention, as well as flood and erosion control and identifies point and nonpoint pollution sources. The main goal of this plan is to regulate the quality, as well as control the quantity, of runoff from streets, parking lots, driveways, roofs, and flood events³.

² Town of Friday Harbor Comprehensive Plan, Chapter 6 - Capital Facilities, p. 20-21.

³ San Juan County Hazardous Waste Management Plan, 1998, p. 4.

Capital Facilities Plan

The capital facilities plan for solid waste is included in Chapter 6 of the FHCP. It may need modification as the Town adjusts its operations and determines if the present delivery to facilities in Skagit county should be continued, or if there is an advantage to delivering to the privatized facilities within San Juan County.

Water Quality Plan

Chapter 3 of the Town's Water System Plan (August 2003) addresses water quality. The issue of pharmaceuticals in the water supply is included in this chapter.

Watershed Management Plan

Chapter 5 of the Town's Water System Plan (August 2003) addresses the watershed control program to prevent surface water contamination. Solid and hazardous waste issues are included in this chapter.

Floodplain Management Plan

Floodplains are addressed in the County's Shoreline Master Program.

Emergency Management Plan

The San Juan County Department of Emergency Management operates under the direction of the San Juan County Emergency Management Council, which is comprised of both the Town of Friday Harbor and San Juan County administrators.

During emergency or disaster events, the Department of Emergency Management is responsible for activating and staffing the County emergency operations center to assist in coordinating response activities and allocating resources, as well as to facilitate recovery efforts. The San Juan County Comprehensive Emergency Management Plan was developed in February 2010 to ensure that all responsible jurisdictions, agencies, and organizations within San Juan County are prepared to respond to all emergencies and disasters.

I.6 Description of the Planning Area

General Description

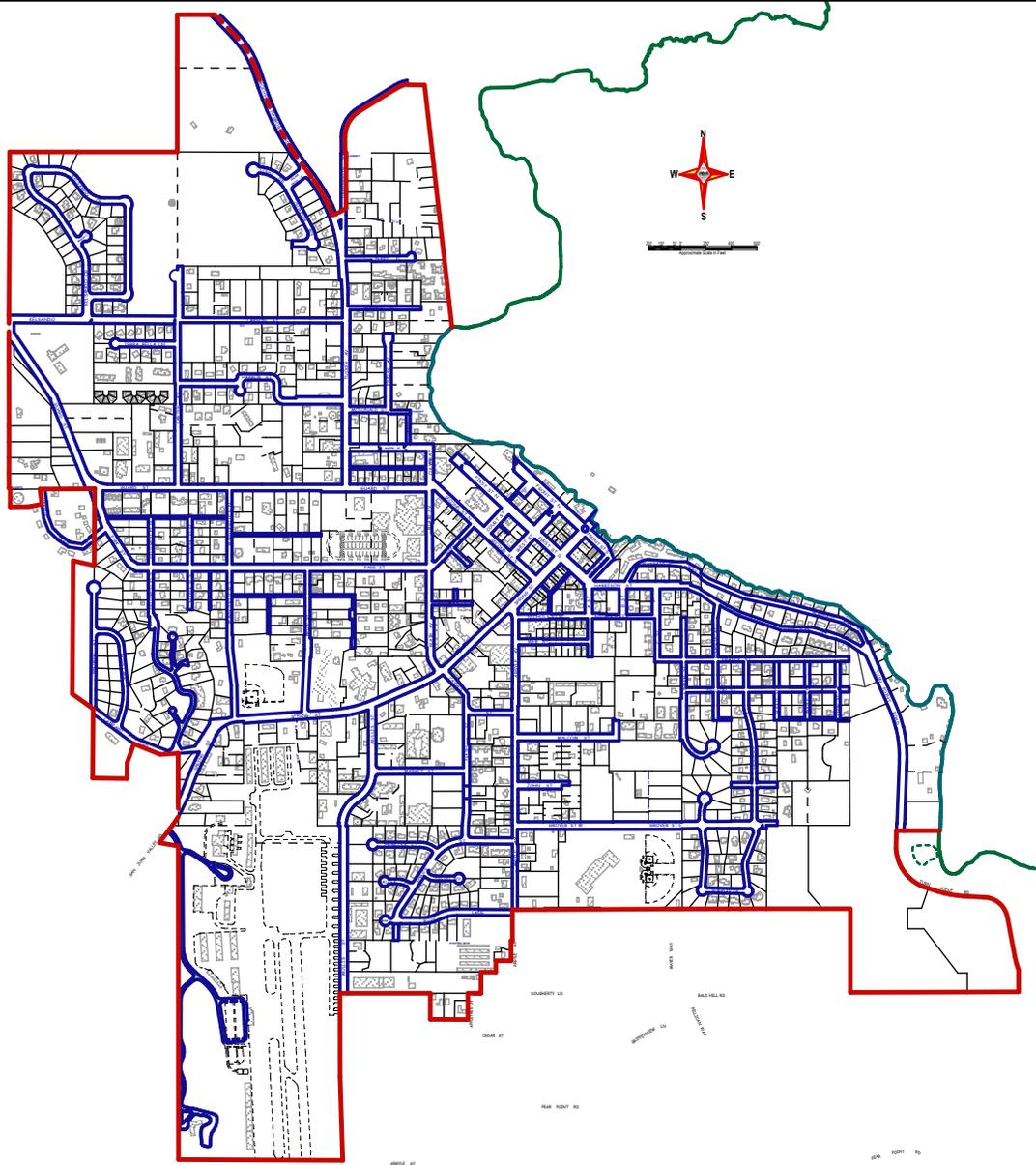
Friday Harbor is located midway along the eastern shore of San Juan Island, which is the second largest in San Juan County and is situated between Vancouver Island, British Columbia, and the Washington State mainland. The Town is 2.13 square miles in area, with a population of 2,162 persons in the 2010 census. The State Office of Financial Management estimates the population at 2,185 in 2013, and a population density 1029.9 persons per square mile.

Friday Harbor serves as the County Seat of San Juan County and is the only incorporated town in the county. Unincorporated San Juan Island has roughly five thousand inhabitants in addition to the Town's, and the County as a whole had a population of 15,769 in the 2010 US Census count.

Tourism serves as one of the largest economic sectors for the town, generating approximately 20% of all employment and tax receipts. Due to the seasonal nature of the tourist industry, demands on Town services such as solid waste management fluctuate significantly throughout the year.

Figure 1.1 Boundaries of the Town of Friday Harbor

TFH System Administration - 10/04/13



Town of Friday Harbor

T:\FastCAD\GIS\Map\2013\TownBound\1_F07

Town of Friday Harbor

Geology

Carved by massive tectonic events, several ice ages, and the daily weathering of wind and water, the land that makes up the San Juan Islands is significantly older than the mainland.

Geologically, the islands are in the tectonic zone called a “fore-arc basin”, which is a large downward fold in the earth’s crust caused by the collision of the oceanic and continental plates. At one point in time, over 5,000 vertical feet of ice covered the region. The absolute mass of the ice sheared off large sections of the land, creating channels that extend far below sea level.

The islands are generally hilly with fertile valleys in between the higher elevations. The coastlines are a mix of sandy and rocky beaches, shallow and deep harbors, and placid and reef-studded bays.

Climate

The San Juan Islands generally get less rainfall than the rest of western Washington due to the shadow effect of the Olympic Mountains. Summertime high temperatures are around 70°F while average wintertime lows are in the high 30s and low 40s. Snow is infrequent except in the higher elevations, but the islands are subject to high winds and occasional brief periods of freezing and wind-chill.

The majority of the total precipitation measured in Friday Harbor falls between October and January, with November recording the highest precipitation. The average annual precipitation from the years 1995 to 2010 is twenty-eight inches.

Water source

The main water supply source⁴ for the town is Trout Lake reservoir. A 1998 reservoir capacity analysis concluded that the lake covers sixty-two acres when filled. The analysis estimated total storage volume at 468 million gallons. The annual water flow entering the Town water system from Trout Lake varied from 112.8 million gallons in 2000 to 160 million gallons in 1990.

Maximum daily demand has varied from 0.53 million gallons per day in 1990 to 0.45 million gallons per day in 2000. Single-family residential use consumes thirty-six percent of water in Friday Harbor annually. Commercial users consume approximately twenty-five percent per year. Multi-family residential and public authority properties each use about fifteen percent. The total industrial water use was a little less than three percent. However, the industrial use figure includes a gravel pit operation, which ceased in March 1999.

Land Use

The Town of Friday Harbor encompasses one and a quarter square miles, or 793.6 acres. Over 60% of the town's area is developed. Development reflects the town's nine zoning classifications, which are found on the town's official land use map: single family residential; multi-family residential; professional service; commercial; light manufacturing;

⁴ Town of Friday Harbor 2002 Comprehensive Plan, [Chapter 6, Capital Facilities](#)

light industrial; utility; public service; and shoreline public accommodation. Other land use categories are: quasi-public facilities; public facilities; parks; vacant areas⁵.

Industry and Employment

Countywide, nineteen percent of the working population is employed by the Government sector, followed by Accommodations and Food Services, Construction, and Retail Trade sectors employing seventeen percent, fourteen percent, and twelve percent, respectively. This County employment profile closely aligns with the Town of Friday Harbor itself, where Accommodations, Food Services, Government, Construction and Retail account for sixty-five percent of all jobs in the Town. Most government offices are located in Friday Harbor and sales revenue in Friday Harbor accounts for thirty percent of the total for the County.

Another revealing indicator of the economy of San Juan County is the fact that investment income is the number one source of personal income for residents, comprising forty-six percent of the total income. Wage and salary are only twenty-seven percent of the total income stream.

1.7 Population Estimates

The State of Washington Office of Financial Management (OFM) prepares annual population estimates. Table 1.1 summarizes the OFM population estimates from 2000 to 2010, and shows an overall growth rate of 8.7% for the Town since 2000. In 2010, the Town’s population was 2,162. In 2010, the Town of Friday Harbor made up 14% of the County’s total population.

Table 1.1 OFM Population Estimates, 2000-2010⁶

Area	2000	2010 Census	Estimated Growth Rate
County Totals	14,077	15,769	12.0%
Unincorporated	12,088	13,607	12.6%
Friday Harbor	1,989	2,162	8.7%*

*For the purposes of this plan, the growth rate of 1.2% projected by the Town’s Planning Commission will be used.

Projected Growth

For planning purposes, the Friday Harbor Planning Commission uses an annual growth rate of 1.2% to estimate future population growth for Friday Harbor. Applying this growth rate to the Town, the population is projected to reach 2,822 by 2033. The 1.2 % growth rate was used to estimate solid waste generation in the Town during the 20-year planning period, which will determine the policies, programs, and facilities that will be needed to ensure the safe handling of solid waste.

⁵ Town of Friday Harbor website, <http://www.fridayharbor.org/about%20the%20town/AboutTheTown1.htm>

⁶ State of Washington Office of Financial Management, April 1 Intercensal Estimates of Population and Housing, 2000-2010 <http://www.ofm.wa.gov/pop/april1/default.asp> 2012 OFM.

CHAPTER 2 WASTE GENERATION & CHARACTER

An analysis of the types and quantities of waste generated provides the basis for identifying solid waste system needs, which point to policies, facilities, and programs that can be implemented to meet those needs. This chapter discusses Friday Harbor's population data and waste generation trends in the interest of predicting potential waste generation over the planning period.

Waste generation is identified as the total tons of solid waste disposed and diverted in Friday Harbor. Disposed solid waste consists of all wastes sent to landfills or incinerated. Diverted waste includes waste that is recycled, composted, or otherwise diverted from final disposal. The largest component of the waste stream is mixed municipal solid waste (MSW) that is typically generated by residences, offices, retail and other businesses, and institutions. Other wastes include moderate risk waste and miscellaneous wastes, such as batteries, tires, electronic wastes, appliances, and other types of wastes that require special handling.

This chapter addresses:

- MSW Disposal
- Recycling and Diversion
- Waste Stream Projections
- Level-of-Service Requirements Waste Disposal

2.1 Waste Disposal

MSW that is collected from residences, businesses, and institutions is taken directly to Skagit County. However, many residents and business operators choose to self-haul part or all of their recycling, garbage, and miscellaneous wastes to the solid waste facility located on Sutton Road. While the Town owns the property, it is operated by San Juan County, and is likely to soon be operated by a private company.

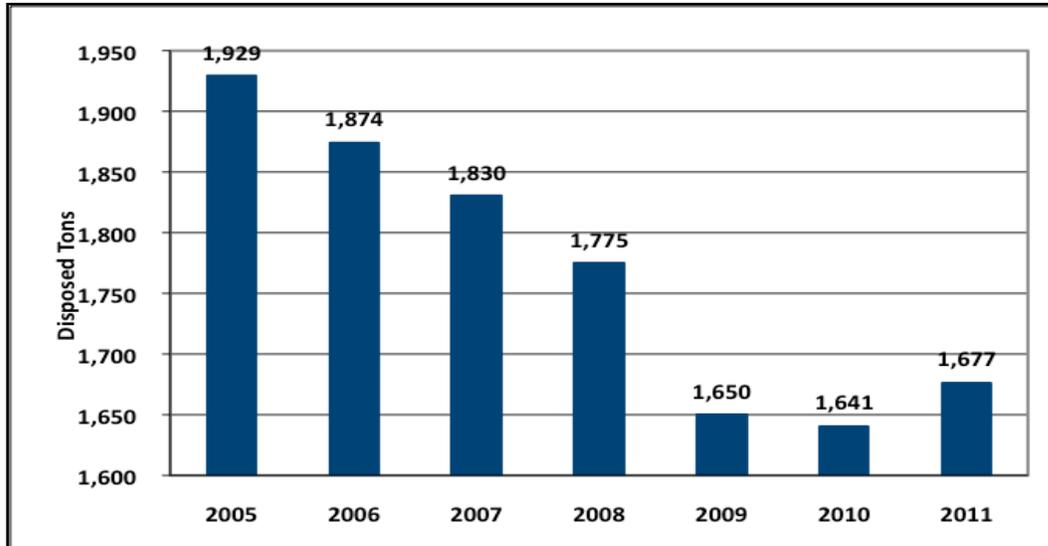
The accounting system at the County-operated facility has always kept records of deliveries from the Town or from commercial carriers, but has never kept records that differentiate between self-hauled customers who come from the Town or from the County. Hence, an unknown amount of the waste stream that is actually generated in the Town, winds up recorded as part of the County waste stream.

Historic Disposal

Figure 2.1 presents quantities of the Town's MSW disposed between 2005 and 2011 as calculated by adding the MSW collected by the Town to MSW collected by commercial carriers (self-haul data is unavailable).

Disposal declined steadily between 2005 and 2008, then more dramatically in 2009. This decrease in disposal may be attributed to the decline in economic activity that has impacted waste generation throughout the country.

Figure 2.1. MSW Disposal Quantities, 2005-2011



Waste Stream Composition

Data from the 2009 statewide waste characterization study was used to estimate the Town’s waste stream composition⁷. The figures and tables in this section summarize the estimated composition of waste disposed in Friday Harbor in 2011.

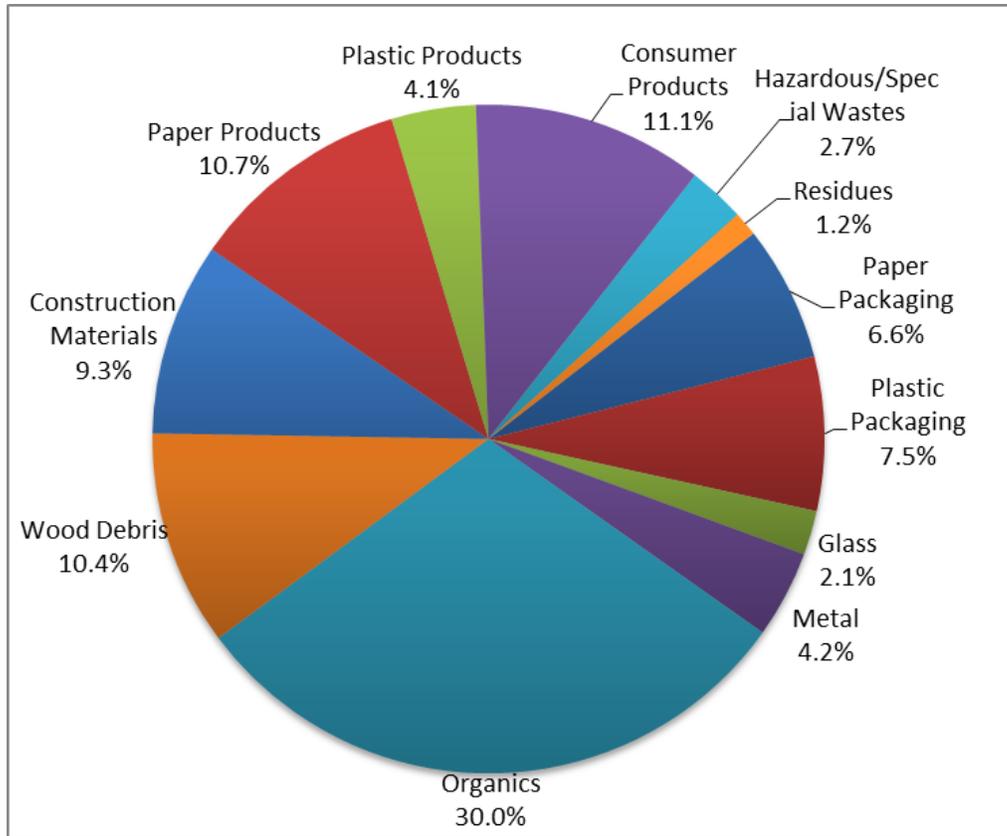
Taken from the Washington 2009 Statewide Characterization Study Northwest Generation Area, Figure 2.2, below, provides an overview of the estimated types of MSW disposed in Friday Harbor in 2011, including residential and commercial wastes.

Organic wastes, which are compostable materials such as leaves and food waste, make up almost 33% of disposed waste. When combined, the recyclable materials, such as mixed paper, ferrous metals, wood waste, and cardboard, comprise about 25% of the weight of the region’s disposed waste stream.

Details of MSW disposed in the Northwest Waste Generation Area from all sub-streams in 2011 are found in Appendix B. The Northwest area is represented by data from Whatcom County. However, percentages may apply to Friday Harbor, and the variety of waste materials that are disposed or recycled is instructive for purposes of waste management, even in the small amount that Friday Harbor contributes to the regional waste stream.

⁷ State of Washington 2009 Statewide Waste Characterization Study, Table 36: Northwest Waste Generation Area Composition Results for Overall Disposed Waste Stream, June 2010.

Figure 2.2 Overall Waste Stream Composition in 2011



2.2 Recycling

The Washington Administrative Code defines recycling as “transforming or remanufacturing waste materials into usable or marketable materials for use other than landfill disposal or incineration. Recycling does not include collection, compacting, repackaging, and sorting for the purpose of transport.” (WAC 173-350-100)⁸

Recycling Quantities and Rate

Recycled tonnages are based on collection information provided by the Town. Total recycling quantities are listed in Table 2.1.

⁸ Solid Waste Handling Standards, Definitions, <http://apps.leg.wa.gov/WAC/default.aspx?cite=173-350-100>

Table 2.1 Recycling composition in 2011

Recycling	Total Recycled (in tons)
Comingled Recycling	10.96
Colored Paper	1.33
Cardboard (est.)	52.5
Yard Debris (est.)	3.66
Total	68.45

The **recycling rate** is the amount of recycling, as a percentage, of the total waste generated. The formula is:

$$\text{Recycling Rate (\%)} = \frac{\text{Recycling}}{\text{Waste Disposal} + \text{Recycling}} = \frac{68 \text{ tons}}{1,677 \text{ tons} + 68 \text{ tons}} = 3.9\%$$

As shown above, the 2011 recycling rate for Friday Harbor is approximately four percent from curbside pickup only. Recyclables that are delivered via self-haul to the Drop-box facility are not included in the above total and, therefore, this calculated recycling rate, which is based on available Town collection data, is probably lower than the Town’s actual rate.

Other recycling collection

San Juan Sanitation Company, the certificated hauler for San Juan County, provides some commingled recycling boxes for business use within the Town. These recyclable materials are delivered to the transfer station on Orcas Island. Once they are Orcas Island Transfer Station where they are loaded into a transfer trailer and hauled by Lautenbach Industries to Tri-County Recycling in Mount Vernon, Washington⁹. The total amounts of recyclable materials collected in this manner would be captured under the system used by Orcas Island Transfer Station.

2.3 Waste Stream Projections

Table 2.2, below, reflects the total projected waste generation over the planning period, starting with the 2010 US Census count of 2,162 persons in Friday Harbor.

To project this estimated waste stream, the 2005-2010 average annual generation rate of 0.86 tons per person was used (0.86 t/person/yr). This is less than the 1.1 ton/person/year used in the Town Comprehensive Plan. Successful waste reduction methods may revise annual per capita waste generation figures downward. Population estimates are derived

⁹ Orcas Island Transfer Station Operations Plan, July 29, 2013, Section 5.4.2, pg 22

from the Planning Commissions estimate of 1.2% growth per year. This may prove to be the high end of projected population growth. See Chapter 4, Table 4.2, for a range of estimated population growth.

Table 2.2. Friday Harbor Waste Generation Projections

Year	Population	Projected Waste Generation (tons)
2015	2,302	1,978
2020	2,443	2,100
2025	2,598	2,234
2030	2,757	2,371
2035	2,961	2,546

2.4 Level of Service

The minimum Level of Service (LOS) for Town services, including solid waste, is discussed in Chapter 6 of the Town’s 2002 Comprehensive Plan. The Comprehensive Plan estimates solid waste generation of 1.1 tons per person each year. However, this plan is using a modified projection generation of .86 tons per person per year, in accordance with waste reduction trends.

Even with the modified waste generation projection, the Town will need to increase solid waste services to meet future waste stream projections. The population projections for Friday Harbor predict a growth of approximately 660 people between 2015 and 2035. In order to maintain the adopted Level of Service, Friday Harbor would need to provide waste management programs for an additional 568 tons generated annually by 2035.¹⁰

The Town has two, potentially three, reasonable options for transfer that have the capacity to handle the Town’s collected garbage and recycling, and those options are detailed in Chapter 5.

¹⁰ Population projections were based upon an annual population growth rate of 1.2 percent, which is used by the Town’s Planning Commission.

CHAPTER 3 REDUCTION, RECYCLING, & ORGANICS MANAGEMENT

3.1 Introduction

In accordance with Chapter 70.95 RCW, governments in Washington have been required to include waste reduction and recycling (WR&R) elements in their Solid Waste Management Plans (SWMP). The state health regulations set a goal of recycling fifty percent of the waste stream along with priorities for collection, handling, and management of solid waste by means of:

- Waste reduction.
- Recycling, with source separation of recyclable materials as the preferred method.
- Energy recovery, incineration, or landfilling separated waste or mixed waste.

In addition to helping Friday Harbor meet the State's recycling goal, activities that result in waste reduction and recycling provide short and long-term local benefits by potentially:

- Reducing the need for additional refuse processing facilities, thereby protecting local water, soil, and air quality.
- Lowering the volume and, thereby, the cost of waste collection and long-haul to landfills, which will provide economic benefits to the public and the Town.
- Providing private recycling employment opportunities in the community.

The goal of this chapter is to identify specific opportunities to achieve the objectives defined in Chapter One that will help the Town meet the requirements of RCW 70.95.090. This chapter describes existing waste reduction, recycling, and composting programs; identifies needs for additional programs; and makes recommendations for future actions. It is organized into three sections:

- 3.2 - Waste Reduction
- 3.4 - Recycling
- 3.5 - Organics Management

3.2 Waste Reduction

Background

Waste reduction is the State's top priority for managing solid waste. Waste reduction involves reuse of materials, repair and restoration of broken items, elimination of excess packaging, reducing consumption, selection of durable products rather than disposable items, on-site waste management such as mulching and composting, and other efficient uses of resources.

Waste reduction can be the most effective, economical, and environmentally sound way to manage waste. ¹¹ Friday Harbor is distant from most recyclables markets, which, in conjunction with current low market prices for many commodities, reduces or eliminates the potential for revenues from the sale of recyclables. Waste reduction also can minimize the need to develop and finance systems to collect, process, market, manufacture, and/or dispose of recyclables as well as garbage refuse. Because waste reduction is such an efficient and economical tool, the Town will benefit from implementing broad-based waste reduction programs.

There are four basic methods for waste reduction:

1. Reduce consumption by using products such as reusable - rather than disposable - alternatives, which generate less waste.
2. Reuse products for their original or compatible purposes until they are no longer useful.
3. Increase the durability and useful lifetime of products.
4. Decrease the amount of material used in production of consumer goods and reduce product packaging.

When developing a waste reduction program, the Town should be aware that waste reduction is generally not as well documented or understood as recycling and will require emphasis and education. Economic and political forces beyond the Town's control influence many waste reduction tactics, especially those involving product and packaging waste. However, the Town can influence local actions through education and collaboration with businesses and consumers. Several outreach programs for waste reduction have already been implemented in Friday Harbor.

Current Conditions

Promotional materials and outreach programs that currently spread awareness of waste reduction and recycling include material reuse and education programs.

Material Reuse Programs

- Private and non-profit businesses operate secondhand outlets for clothing and household goods throughout the town.
- Reuse businesses are sources of items with a reusable life, including construction materials, appliances, and household consumer products.
- Websites provide internet-based forums to buy, sell, and exchange secondhand products locally.
- The popularity of local garage and yard sales also attest to a vigorous local materials exchange.

¹¹ <http://www.deq.state.or.us/lq/sw/wasteprevention/wpstrategy.htm>

Outreach and Education for waste reduction and recycling

Table 3.1 shows the education and outreach programs that are available to town residents and businesses, target sectors and highlights of each program.

Table 3.1 Waste Reduction and Recycling Public Outreach

Program	Target Sector	Program Highlights
Backyard Composting	Residential	Composting workshops sponsored by San Juan County Public Works, and WSU Extension have been held at the Mullis Senior Center annually The Department of Ecology provides recycling bins at cost to residents through the County.
Websites	Residential Commercial	Information provided on Town and County websites: <ul style="list-style-type: none"> • Waste reduction tips • Recycled-content purchasing websites • General recycling information • Promotion of the Master Composter Program • Yard waste recycling information.
School Presentations	Schools	• School curriculum and the County waste reduction coordinator promote waste reduction and recycling.
Promotional Material	All	• The Town administration provides brochures, posters, flyers, and newspaper ads listing waste reduction and recycling opportunities in Friday Harbor and at nearby locations.

Issues

Documentation

Waste reduction policies and activities reduce the need for local governments to collect, process, market, or dispose of waste and they are the State’s top priority in the hierarchy for solid waste management. However, residential and commercial efforts in waste reduction cover a broad range of activities and are not well documented. Incentives or surveys could help to measure residential and commercial waste reduction successes.

Product Stewardship

Product stewardship is based in programs and regulations designed to alleviate the burden of products’ end-of-life disposal that typically falls on local governments. Product stewardship emphasizes the shared responsibility for reducing environmental impacts during manufacture, use, reuse, recycling, and eventual disposal of all kinds of consumer products. Most product stewardship initiatives focus on toxic substances, because those carry most expensive and challenging disposal requirements.

No single strategy works to implement all product stewardship practices; each product uses different resources, has different environmental impacts, and has different distribution and collection needs. The principles of product stewardship have been widely accepted by proponents throughout the United States. For example, widespread regulations require electronic products retailers to participate in take-back programs in which the consumers

pay a deposit that can be recovered when they return the discarded product to the retailer. The retailer is then responsible for materials recovery or disposal. The E-cycle Washington program provides recycling services at authorized collection sites where computers, televisions, and e-readers are accepted from households, small businesses, school districts, small governments and charities with no charges. (<http://www.ecyclewashington.org/>)

With take-back, toxicity reduction, and other such programs, responsibility can be shared among industry, government, and consumers. The Town can promote such product stewardship programs by education and example. If resources allow, the Town could also participate in groups such as the Northwest Product Stewardship Council (<http://productstewardship.net/>)

Procurement

Government agencies and businesses can and do use their purchasing power to influence the products that manufacturers bring to the marketplace. Most early efforts focused on encouraging procurement of products made from recycled content to help create viable long-term markets for recovered materials. The Environmental Protection Agency (EPA) has developed a list of products with associated recycled-content recommendations designated for federal agencies to use when making purchases known as Comprehensive Procurement Guidelines.

Buy-recycled programs and policies have recently been expanded to “Environmentally Preferable Purchasing” (EPP). Environmentally preferable products are typically defined as products that have a lesser or reduced effect on human health and the environment when compared with competing products that serve the same purpose. They include products that have recycled content, reduce waste, use less energy, are less toxic, and are more durable. Federal agencies are now required to consider a broad range of environmental factors in purchasing decisions.

Many local jurisdictions have found that implementing EPP options has lowered operating costs, extended facilities and equipment’s useful productivity, and reduced disposal costs. The Town can purchase environmentally preferable products, including:

- EPEAT registered computers and imaging equipment
- Independently certified green cleaning products
- Recycled content paint for exterior applications and no/low VOC paint for interiors
- Remanufactured toner cartridges
- 100% post-consumer recycled content office paper
- Office products that are refillable, rechargeable, and recyclable
- Energy efficient, low mercury lighting options
- Alternative fuel vehicles
- Re-refined motor oil and recycled antifreeze
- Products with reduced and recyclable packaging
- Recycled content janitorial paper products

For more information, see <http://www.ecy.wa.gov/programs/swfa/epp>.

To save costs, produce energy savings and prevent waste, the Town can duplex all copies to use both sides of paper sheets for copying and printing when feasible.

The Town could specifically adopt policies and procedures that address waste reduction, including procurement and contract requirements for environmentally preferable purchasing. The Town can improve outreach efforts to promote existing waste reduction programs. In addition, some means to measure waste reduction could help to stimulate waste reduction activities.

Education Programs

Waste reduction education for residents and businesses continues to be essential in solid waste planning. Messages should clearly present the advantages of increasing product life, choosing reusable and durable products, selecting products with less packaging, decreasing product consumption, using resources more efficiently, finding reuse opportunities, using alternative products that create less waste, and reducing product toxicity.

Recommended Actions for Waste Reduction

To achieve greater waste reduction, the Town will take the following actions, as time and funding are available for them.

The priorities for the policies the Town adopts are for those that are efficient and cost effective to implement.

WRRC.WR.1. Town Procurement Policies

Adopt procurement policies that encourage all Town government operations to purchase products containing recycled materials. When comparing product alternatives, considering life cycle and environmental costs.

WRRC.WR.2. Waste Reduction Policies

Local governments should provide an example of methods to reduce waste. Through numerous small choices made each day, large amounts of waste can be prevented. Town employees are most knowledgeable about ways to reduce or eliminate waste and management should seek their ideas. Individuals in Town government should implement and promote waste reduction practices whenever practicable and cost-effective.

Opportunities are abundant:

- Use electronic communications instead of printing them.
- Reduce paper consumption through double-sided photocopying and printing.
- Streamline application forms, place them on the Town website, and encourage applicants to return electronic, rather than paper, completed forms.
- Implement “on-demand” printing of documents and reports.
- Reuse office equipment and materials such as file folders, storage boxes, supplies, and furnishings.
- Share equipment and occasional-use items.
- When service agreements support maintenance and repair, lease long-life products rather than make new purchases.
- Choose durable rather than disposable products, including washable dishes and rechargeable batteries.
- Reduce weight or thickness of supplies such as paper and plastic liner bags when effectiveness is not jeopardized.

- Buy in bulk when storage is available and demand supports the volume.
- Mulch pruned material from parks and use them on site.

Waste reduction policies should be emphasized through employee recognition or incentives.

WRRC.WR.3. Follow Environmentally Preferable Purchasing (EPP) guidelines

Implementing EPP options can affect computer-purchasing decisions that will result in lowering operating costs, extending equipment’s useful productivity, and reducing disposal costs. When purchasing computers and other electronic equipment (such as CPUs, monitors, keyboards, printers, fax machines, and copiers), consider products that:

- Comply with Federal Energy Star Guidelines.
- Are manufactured using minimally toxic materials (preferably RoHS compliant¹²)
- Have plastic housing with recycled content.
- Come with pre-installed software and on-line manuals.
- Are designed for recycling/reuse.
- Are upgradeable and repairable for long-term use.
- Come with minimal packaging, or send packaging back to the vendor.
- Provide manufacturer take-back services for materials recovery and recycling.
- Come from a manufacturer with demonstrated environmental responsibility.

WRRC.WR.4. Methods to measure waste reduction results

Waste reduction success can be measured qualitatively through observed changes in purchasing patterns, shifts in public perception (identified through surveys), business policies, and town initiatives and ordinances.

WRRC.WR.5. Enhance and target public education and outreach

The Town should work with community partners to further develop a waste reduction education and outreach program tailored for local consumers. The town can use various means of promoting waste reduction resources (thrift shops, online exchange sites, garage sales, re-use establishments, and food banks) and provide information about donating or selling reusable items and encourage repair over disposal.

A variety of media should be used to encourage waste reduction, recycling, and home composting to reach a maximum number of people:

Electronic

- Provide basic information on the Town website with links to other helpful sites
- Send a regular e-newsletter with tips on waste reduction and recycling, and use it to promote upcoming events.

Print

- Use newspaper ads and inserts
- Provide real estate companies with waste reduction procedures for residents who are moving in or out of homes.

¹² <http://www.rohscompliancedefinition.com/>

- Design and distribute fliers and brochures that highlight waste reduction programs, such as buying recycled products, donating used items to reuse stores, using green waste on site, cooperative buying, etc.

P r e s e n t a t i o n s

- Encourage and support teacher workshops to introduce an environmental curriculum. Creative projects are often successful, and ideas can be sought throughout the state networks¹³
- Coordinate Hazard-Free Home workshops.
- Support waste reduction presentations at local clubs and gatherings, community events, and other events.
- Support and encourage residents to participate in composting information sharing and workshops.

WRRC.WR.6. Commercial technical assistance

Offer technical assistance and provide resources to businesses about incorporating waste reduction strategies:

- Encourage non-residential waste generators to identify opportunities to reduce waste and purchase recycled content products by making site visits, telephone contacts, and workshops as appropriate.

WRRC.WR.7. Assist institutions and non-profit organizations

- Support community activities, such as Earth Day and cleanup events.
- Help to promote local organizations' waste reduction efforts.
- Explore opportunities to participate in or to support information booths and presentations at local clubs, gatherings, and community events.

WRRC.WR.8. Influence consumer purchasing options

- Promote smart purchasing practices such as using reusable bags instead of paper or plastic, buying in bulk to reduce packaging waste, buying products made with recyclable packaging, and buying or renting durable instead of disposable goods.
- Provide practical guidelines about choosing less toxic products, and emphasize the benefits of reducing local needs for special handling and expensive disposal.
- Give local retailers technical assistance for less toxic and less wasteful products.

WRRC.WR.9. Recognize waste reduction successes

Provide recognition to groups or businesses that successfully prevent waste. For example, the Town could host special events and awards, publish case studies, and help businesses and organizations attract positive press. For example, several restaurants in town have attended to the prohibition on polystyrene food containers (enacted by the Town in 2010 in

¹³ <http://www.youtube.com/watch?v=Dq7WbgY-VOw>

Chapter 8.10 of the Municipal Code). Recognition of these restaurants can be accomplished through a certificate from the Town and a press release.

WRRC.WR.10. Encourage producer responsibility/product stewardship

Encourage and support Product Stewardship to encourage all manufacturers to share the responsibility of eliminating waste. Consumers can influence manufacturers: to minimize excess packaging; to design products for durability, reusability and for potential materials recovery; to use recycled materials in manufacturing new products; and to provide financial support for collection and processing or disposal of their own used products.

This approach, when broadly and persistently followed, can shift the existing waste management system from government-funded and ratepayer-financed waste diversion and disposal to producer responsibility for their own products. Product stewardship has the potential to reduce public costs and to drive improvements in product design that promote environmental sustainability.

3.3 Recycling

Background

Recycling has the second highest priority of the strategies to manage materials in the waste stream. Chapter 70.95 RCW defines recycling as “transforming or remanufacturing waste materials into usable or marketable materials for use other than landfill disposal or incineration”. Recycling, then, can be any technique that turns waste materials into useful products. This section addresses current recycling opportunities in Friday Harbor and recommends future actions based on the needs of the Town.

Current Conditions

The Town currently collects commingled recyclable materials at curbside for single family residences once a month with a packer truck and delivers it to TriCounty Recycling in Burlington. The service is offered at no separate cost to garbage collection customers, but customers must sign up for the recyclable collection service. A charge to cover the actual costs of collection and transport may be charged in the future.

San Juan Sanitation Inc. offers multi-family and commercial recyclable collection service within the Town and in the County.

Individual drop-off opportunities are available at the Town-owned, County-operated, San Juan Island drop box facility.

Urban/Rural Service Areas

Section 70.95.090 (7)(b) RCW has differing requirements for urban and rural areas regarding collection of source-separated materials. In urban areas, programs for collection of recyclable materials from both single and multiple-family residences must be available, unless the department of Ecology approves an alternative program. Rural areas are only required to have drop-off recycling or buy-back centers.

In accordance with the density and service criteria of the state Growth Management Act, Chapter 36.70a RCW, the Town maintains urban levels of service within its boundaries.

Town Recycling Programs

Currently, recycling opportunities are available in the Town through curbside collection service, County drop-off locations, and other public and private facilities and services described below. The Town promotes awareness of its recycling programs through education and outreach, as described in Section 3.2.2.

Curbside Recyclables Collection

The Town of Friday Harbor offers curbside recycling service for single-family residents. Friday Harbor's curbside recycling is collected once a month. The Town Public Works Department uses a packer truck to haul recyclable materials to the facility operated by Tri-County Recycling, Inc., 382 Gilkey Road, Burlington, Washington, 98233.

San Juan Sanitation Company, Inc. is the state-certificated hauler for San Juan County. It provides dumpster/boxes for commingled recycling service to commercial and multi-family properties within the Town. San Juan Sanitation delivers its collected recyclable materials to the Orcas Island Transfer Station, where it is consolidated with other commingled recyclables and transported to Tri-County Recycling in Burlington, Washington.

Designated Recyclable Materials

In accordance with RCW 70.95.090 (7) (c), a list of designated recyclable materials must be included in the SWMP. Criteria used to determine recyclables include: their potential for significant waste stream diversion; state and local recycling goals; local market conditions for recyclable materials; and providing continuity in the types of materials collected.

Table 3.2 below, lists the materials currently designated as recyclable for curbside collection in Friday Harbor. This list can be used to identify needs for collection, drop-off, and processing programs in the Town.

Table 3.2 Materials Collected in Friday Harbor Curbside Collection Program

Material Category	Material Type
Metal	Tin Cans (no paint cans)
	Aluminum Cans
Glass	Bottles and Jars
Plastic	Bottles Milk Containers and Lids Food Containers
Paper	Cardboard Paper juice/milk cartons Computer Paper, Junk Mail, Phonebooks, Catalogs Frozen Food Boxes Magazines, Newspapers

However, new market opportunities, such as the carbon from the filters used by the Town water plant, may be created as new technologies develop, as virgin commodity prices fluctuate, or as new environmental concerns arise. For example, converting organic materials for biodiesel production may become economically feasible recycling opportunities. Therefore, this list should be considered dynamic and is open to modification during the term of the SWMP, not just at the five-year update.

Maintaining the Designated Materials List

Adding or deleting materials that are accepted for recycling will require ongoing evaluation, which should be based on factors such as market stability and collection and processing costs.

The following conditions will be evaluated when adding new materials:

- If local markets and/or brokers are expanding their list of acceptable items based on new uses for specific materials or on technologies that increase demand.
- New local or regional processing or demand for a given material arises.
- Sufficient quantity of the material is available in the waste stream for market interest.
- The material can be collected efficiently and has minimal processing requirements.

Materials may be removed from the list when:

- The market price becomes so low that it is no longer feasible to collect, process, and/or ship to markets.
- No market can be found for an existing recyclable material, causing the material to be stockpiled with no apparent solution in the near future.
- Its addition back into the disposal stream does not adversely affect long-term disposal capacity, costs, operations, or infrastructure.

Other, unanticipated conditions may also affect any given material's suitability for recycling. It is unlikely that any recyclables would be removed from the current collection program unless there is a sudden shift in market conditions. It is more likely that additional markets could become available for materials that are not currently recycled.

Process for changing designated recyclables

Proposed changes to the designated recyclables list must be made to the Town Administrator and presented to the Planning Commission or Solid Waste Advisory Committee (SWAC) for review. The Planning Commission or SWAC may then recommend modification(s) to the list for the Town Council's review. If the Council approves the modification, the updated list will be submitted to Ecology and appended to the plan. This process should not be considered a plan amendment and does not require other action to adopt the modified list.

Drop-off opportunities for recyclable materials

In 2013, San Juan County provides drop boxes for residential and business use at the County-operated facility on Sutton Road. Commingled drop-box service is available for the following materials:

- **Glass** – all colors except blue
- **Metals** - Aluminum cans, tin cans
- **Paper** - Catalogues, chip/paperboard, colored office paper, computer paper, hardback books, magazines, mixed waste paper, corrugated cardboard, newspaper, paperback books, phone books, polycoated paper containers, shredded paper (bagged), white office paper
- **Plastic** - bottles, tubs/ cups, #2 and #4 plastic bags, plastic buckets

The County also provides separate drop-off services at the facility on Sutton Road for:

- **Batteries** - Vehicle batteries (residential service only)
- **Automotive Fluids** - Motor oil and anti-freeze
- **Appliances** – both Freon and non-refrigerated are accepted
- **Tires**

In late 2103 the Town and the County are negotiating a five-year contract with a private company, Lautenbach Industries, 13084 Ball Road, Mount Vernon, 98273, to operate the San Juan Island drop box facility. The private operator may change in the list of recyclable materials accepted.

Private locations such as automotive and appliance retail and repair businesses provide recycling to their customers.

Needs and Issues

Self-haul

Town resident's self-haul recycling opportunities may be changing due to the uncertain future of the San Juan Island drop box or potential transfer station. More frequent Town collection of recyclable materials and yard waste may be necessary to keep up with the volumes that residents generate.

Recycling incentives

Since July of 2012, the Town offers commingled recyclable materials collection services once a month at no extra charge to residents of Friday Harbor, along with garbage collection service. Eventually it may become necessary to charge for the real cost of collecting and transporting recyclables. Keeping any charges for recyclables services lower than the charge for garbage collection could encourage residents to separate the maximum amount of recyclables from their waste. Offering the service more often than the current once monthly could also make it more convenient and attractive to residents to source-separate their waste and place it in separate containers.

Venues and Events Recycling

Section 70.93.093 RCW, adopted in 2007, requires that, in communities where recycling services are available to businesses, vendors who sell beverages in single-use aluminum, glass, or plastic bottles or cans at official gatherings and sports facilities provide recycling

receptacles and make provisions to transport and recycle the collected materials. The definition of an official gathering in RCW 70.93.030 is an event where authorization to hold the event is approved, recognized, or issued by a government, public body, or authority. The statute provides examples as musical concerts, athletic games, festivals, tournaments, and farmers' markets, during which a vendor sells beverages.

The Town authorizes a number of events per year, and requires the vendors to provide recycling bins for beverage containers.

Lack of formal working relationships

The Town has few formal working relationships with agencies, institutions, and organizations. Letters of acknowledgment or other appropriate mechanisms could further and enhance recycling programs.

Public information on recyclable materials & collection

Lists of recyclable materials can be lengthy and confusing. Many collection companies use graphics and color to organize and educate clients on types of recyclable materials. The Town has a web site, publishing capacity, and potential partnerships that can clarify how to sort recyclable materials from garbage and which recyclables can be put together in a container for the Town's curbside collection service.

Recommended Actions for Recycling

The following actions for improving recycling will be pursued by the Town, as time and funding are available for them.

POLICIES

WRRC.REC.1. Address venue and special event recycling

Remind vendors to providing beverage container recycling at special events. In accordance with Section 70.93.093 RCW, where communities have recycling programs, vendors who sell beverages in single-use aluminum, glass, or plastic bottles or cans at official gatherings and at sports facilities must provide recycling containers and recycle the collected recyclable materials.

WRRC.REC.2. Offer alternatives to self-haul for residents

Continue and expand substantial curbside recycling collection service, rather than rely heavily on self-haul opportunities for Town residents. Consider a schedule for more frequent recycling collection.

WRRC.REC.3. Evaluate and monitor recycling program progress

To assess progress in meeting the goals and objectives of the Plan, the Town will evaluate the status of Recycling and Waste Reduction programs periodically, and when formal recommendations for changes or additions are presented. Periodic assessments should address:

- Status of recyclable materials list.
- Markets for recycled materials.
- Progress toward recycling goals.
- Public outreach and education programs.

- Collection operations.
- Estimated recycling rate.
- Effectiveness of specific recycling programs.
- Funding and non-monetary program resources.

WRRC.REC.4. Consider establishing formal working relationships.

The Town should also encourage the establishment of formal working relationships between the Town and agencies, institutions, and organizations via Memorandums of Understanding, letters of acknowledgment, or other appropriate mechanisms to further and enhance recycling programs.

WRRC.REC.5. Consider additions to the Town’s approved recyclable materials list

The Town will periodically evaluate the range of recyclables managed by existing recycling programs and determine whether new materials should be added. Evaluation criteria could include: the potential for waste diversion; collection efficiencies; processing requirements; market conditions; market volatility; local market availability; and continuity with existing programs.

WRRC.REC.6. Evaluate program expansion

When financially viable, introduce public waste receptacles with sections or specifically for recyclable materials.

Consider developing programs that target specific waste generators, including: schools, special events, multi-family dwellings, and select types of businesses.

Consider evaluating re-routing to selectively route commercial loads for dry waste that could be delivered to a materials recovery facility (MRF) for sorting. Programs like this, with recycling-rich waste streams, can garner the benefit of recycling without needing to add recycling service to a customer.

INCENTIVES

WRRC.REC.7. Rate structure

Assess the feasibility of a Variable Can Rate, or Pay-As-You-Throw, which is a volume-based fee structure. It provides a lower cost alternative to customers who downsize their garbage container by recycling and composting. This incentive may also reduce disposal volumes.

Consider fee structures with reduced rates for recyclables to provide an incentive for source separation of recyclables.

WRRC.REC.8. Commercial recognition program

Develop a business recognition program for recycling, composting, and waste reduction along with the Recognition for Waste Reduction program identified in WRRC.WR.9 Consider modeling the program on the EnviroStars program, which was created in King County.

WRRC.REC.9. Commodity credit for residential recyclers

In some communities, residents are given a monthly credit for the value of the recyclable commodities collected. It is often a minimal credit of less than two dollars.

This alternative provides a direct incentive for residents who don't see the less explicit cost-savings involved in recycling, and can encourage more participation in the recycling program. However, some accounting system would be needed to track participating households in order to provide the commodity credits.

EDUCATION

WRRC.REC.10. Public outreach and education

Continue the existing outreach and education programs, using available resources and materials to promote recycling and waste reduction. Provide recycling guides and brochures with general recommendations for the commercial and residential sectors, in concert with other sections of this chapter.

Provide public education regarding proper recycling procedures and the economic benefit of clean, commingled recyclables.

Publish a recycling resources list on the web site and using a variety of paper formats, such as fliers, brochures, grocery bags, posters, or rack cards, for distribution.

Involve children in illustrations and programs.

WRRC.REC.11. Sustainable community

Stakeholders can contribute to sustainable communities through promotion of a number of programs:

Encourage all capital projects to meet minimum green building standards, such as energy efficiency, minimum recycled-content, efficient use of water, formal recycling programs, and green design elements.

Green building techniques can be used to minimize the impact on the solid waste system due to development projects. The Town may elect to require certain green building elements be included in certain projects, including energy efficiency, waste reduction and recycling, and water conservation systems. At a minimum, the Town may promote green building techniques be used voluntarily in development projects.

3.4 Organics Management

Background

Composting is one of the highest priorities for managing solid waste, as established by Chapter 70.95 RCW, and is successfully practiced by many residents in the San Juan Islands. Composting transforms organic wastes into valuable products, such as soil amendments and mulch. About thirty percent of the overall MSW in Friday Harbor is made up of compostable material. Approximately twenty percent is food waste, five percent is yard waste, and about six percent is compostable/soiled paper. If wood waste (here categorized under Construction Debris) is included, about thirty-five percent of the total waste stream is compostable. This section describes current composting opportunities, composting needs, and options to increase composting in the Town.

Current Conditions

Yard Waste Curbside Collection

In Friday Harbor, subscribers to regular refuse service receive curbside yard waste recycling services for a fee of \$1.00 per can, bag, or bundle. State requirements for yard waste collection programs do not apply to towns with populations as small as Friday Harbor's. However, it is a service the Town chooses to provide and curbside yard waste is collected once each month. Yard waste is delivered to Mike Carlson Enterprises, Inc.'s gravel pit. The facility operator does not currently have a permit or permit exemption that would allow accepting yard waste in accordance with RCW Section 70.95.090(3)(a)¹⁴, but is applying with the County Health Department for a composting facility permit exemption. The Town will continue to use the Carlson site on a temporary basis for a period of six months (until February 20, 2014) to allow processing of the application and to ensure that requirements are met.

Currently, no programs exist for collection and composting of food waste.

Yard Waste Drop-Off

Town residents and businesses at the San Juan Island drop-box facility may also drop off yard waste, which is currently under County operation. However, it is treated as refuse and not chipped, mulched, or composted at this time.

Composting Workshops

Composting workshops are held periodically at the Mullis Senior Center in Friday Harbor. San Juan County Public Works and the San Juan Islands Conservation District sponsor the workshops. The WSU Agricultural Extension Service has offered Master composter/recycler courses. State Department of Ecology is providing funds for the County to explore feasibility of establishing a small-scale composting facility.

Needs and Issues

The planning guidelines require yard waste collection programs where there are "adequate markets or capacity for composted yard waste within or near the service area to consume the majority of the material collected." Friday Harbor is exempt, due to its small size and the relatively small amount generated. The State has established a goal to eliminate yard debris from disposal by 2012 and the Town holds similar values.

Additionally, one of the initiatives of the State's Beyond Waste Plan is to increase recycling of organic materials. Burning of residential and land clearing debris is not allowed within the urban growth areas of cities in accordance with Washington state health regulations.

Noxious weeds and diseased plants should not be home-composted; these materials must be treated as solid waste. Readily available information about these items is not widespread at this time.

¹⁴ A program for the orderly development of solid waste handling facilities in a manner consistent with the plans for the entire county which shall: (a) Meet the minimum functional standards for solid waste handling adopted by the department and all laws and regulations relating to air and water pollution, fire prevention, flood control, and protection of public health;

Backyard composting and mulching lawnmowers can lessen the impact of grass clippings and leaves. Brush, limbs and other woody wastes can be chipped, which reduces volume and creates a material that is reusable as mulch, animal bedding, and soil amendment.

The Town could capture more organic material as a resource rather than a waste. In the future, the Town may need to enact policy measures such as restricting the placement of yard waste in with garbage collection service.

Recommended Actions for Organics Management

The Town will take the following actions to improve organics management, as time and funding permit.

WRRC.COMP.1. Residential yard waste collection programs

Continue existing yard waste collection programs.

WRRC.COMP.2. Storm damage pickup

Continue collecting private and public debris generated by storms and deliver it to a permitted facility for composting.

WRRC.COMP.3. Christmas tree collection

Continue to participate in the annual Christmas tree roundup provided by the County.

WRRC.COMP.4. Compostable yard waste disposal ban

Consider enacting a disposal ban on clean, compostable yard waste.

WRRC.COMP.5. Implement yard waste chipping program

Consider expanding ways to provide chipping at a drop-off site or temporary chipping event. A site open to the public would address the need for additional capacity to handle yard waste from the Town. This option should only be implemented when appropriate end-use markets, which may include public parks, medians and other landscaped public areas, or private operations, are available for the chipped material.

WRRC.COMP.6. Public education and outreach about composting

Continue to develop and distribute educational material outlining the current yard waste options and its benefits including contributions to greenhouse gas reductions. Some examples of outreach are:

- Promote home composting as a mechanism to divert food waste from the home.
- Inform the public about grass-cycling and composting options through educational materials, displays, workshops, and demonstration sites.
- Encourage volunteers to enroll in the Master Composter program and provide training to fellow residents.
- Consider ways to provide rebates to offset the purchase price of compost bins at local stores or support a discount-priced bin distribution event.

WRRC.COMP.7. Methods to measure home composting

Evaluate home composting by surveying residents and their use of composting techniques. Standard weight conversion factors can be used to estimate the amount of material composted per year per residence.

WRRC.COMP.8. Encourage commercial sector food waste management

Local food service establishments can be encouraged to participate and haulers to offer food waste collection services. Programs may include food donation, conversion for animal feed, and compost.

CHAPTER 4 SOLID WASTE COLLECTION

4.1 Introduction

This chapter provides a discussion of refuse collection in Friday Harbor and includes background information on state regulations for solid waste collection, the Town's legal authority to manage collection services for garbage and recyclables, and the Town's current collection operations and facilities available to residents. The chapter also identifies some key issues surrounding collection and recommends potential actions for meeting existing and future collection needs in the Town.

4.2 Background

Although the Town has the major role and responsibility for solid waste management within its boundaries, the Washington Utilities and Transportation Commission (WUTC), the County, and the Town each have a role in solid waste collection in Friday Harbor.

WUTC Authority

The Washington Utilities and Transportation Commission (UTC) regulates all solid waste companies that collect and transport solid waste for compensation over any public street, road, or highway in Washington State. A solid waste company must have a certificate of public convenience and necessity issued by the commission to provide solid waste service. An incorporated town or city has options to collect and transport solid waste itself or to contract with private companies to provide the service. (RCW 81.77).

The Town of Friday Harbor has determined and ordained to provide its own solid waste collection within its incorporated limits in the Friday Harbor Municipal Code Chapter 13.28. This action is in accordance with RCW 35.21.120, Cities and towns, Solid waste handling system. If, in the future, the Town chooses not to continue providing solid waste collection service within its incorporated limits, the Town must notify the UTC to assume full regulation.

County Authority

State law (RCW 70.95.010) places the primary responsibility for solid waste management on county and city governments. It also mandates them both to develop and implement aggressive and effective waste reduction and source separation strategies.

The rights of a county include the establishment of solid waste disposal districts to establish a taxing authority to fund collection of solid waste in accordance with Chapter 36.58.100 RCW. San Juan County established a single disposal district in 1996. The district designation was amended and a second disposal district was established for Lopez Island in 2012.

However, solid waste disposal districts cannot include incorporated areas without the consent of the legislative authority of the city or town.

Town Authority

As noted under “County Authority”, above, state law places the primary responsibility for solid waste management on county and city governments. Cities and towns have several options for managing solid waste collection under state law RCW Chapter 35.21, including:

- The town may decide to manage and maintain its own collection system for all or part of its jurisdiction.
- The town may require residents and businesses to subscribe to refuse collection services.
- The town may award contracts to private companies for refuse collection in all or part of the town. The contract hauler does not need to hold a WUTC certificate for that area. Usually contracts are awarded on a competitive basis to the lowest bidder.
- The town may choose not to manage or regulate its own refuse collection services. Collection services may then be provided by the certificated hauler that holds authority for the area under the regulation of WUTC.

The Town of Friday Harbor administers and operates its own solid waste collection service under the provisions of the Friday Harbor Municipal Code Chapter 13.28, Garbage Collection and Disposal, and with reference to the Town of Friday Harbor Comprehensive Plan, Chapter 6 - Capital Facilities.

4.3 Collection Services

The Town of Friday Harbor operates a municipal system for mandatory curbside collection of garbage and offers recycling collection within its incorporated area. Curbside yard waste collection is available for an additional fee. The Town service includes commercial dumpsters for businesses and for the Port of Friday Harbor. Residential garbage collection is provided once a week, and recycling is collected monthly. The Town does not operate any storage or transfer facilities.

The county certificated hauler, San Juan Sanitation, Inc. may provide collection services for business recycling or for 30-yard boxes for construction and demolition debris.

MSW Garbage Collection

Title 13, Chapter 28, of the Friday Harbor Municipal Code regulates garbage collection and disposal, including mandatory collection, account responsibility, container specifications, and service charges.

A summary of the rates charged in 2012 for garbage (garbage, cardboard, and yard waste) collection is provided in Table 4.1. Commingled recyclable materials are collected, and the fee for collecting recyclables is imbedded in the garbage collection rate.

Table 4.1 Garbage Collection Rates¹⁵

Base Charge	\$ 4.00 per month per account
Use Charge, Trash	
32 gallon can	\$ 8.00
1 cubic yard dumpster	\$ 50.00
1.5 cubic yard dumpster	\$ 75.00
2 cubic yard dumpster	\$ 100.00
Clean Cardboard	\$ 7.50 per cubic yard
Yard Waste	\$ 1.00 per 32 gallon can

Recyclable Materials Collection

The Town collects residential commingled recyclables and commercial cardboard on the first regular collection date of each month. The recycling collection fee is not distinguished from the garbage collection fee, but is incorporated in a general fee for service. San Juan Sanitation Company offers commercial recycling services for commingled recyclable materials within the Town.

Organic Materials Collection

In Friday Harbor, subscribers to the regular refuse service receive curbside yard waste collection for a fee of \$1.00 per can, bag, or bundle. The service is offered every third Thursday of each month, and bundles must be no longer than two feet.¹⁶ Yard waste is currently delivered to Mike Carlson Enterprises where it is chipped or shredded and used as mulch. The County Health Department is working with the company for a composting facility permit exemption due to the low volume of materials. The Town values waste reduction and converting yard waste to compost.

While personal composting is practiced at some homes within the town, the Town currently has no programs for collection and composting food waste.

4.4 Self-Hauled Waste

Residents who choose to self-haul their solid waste take it to the San Juan Island Drop Box Facility, which is operated by the County and is open three days a week in 2012. Town residents frequently use the drop boxes for recyclables, which may be related to the once-monthly collection schedule. This opportunity may change as the County intends to privatize the facility in the spring of 2013. Additional off-island options for self-hauling wastes are available in neighboring islands and counties.

¹⁵ Effective January 2012.

¹⁶ http://www.fridayharbor.org/Utilities/yard_waste.htm

4.5 G-Certificated Haulers

All residential collection areas on San Juan Island outside of the Town are served under a certificate granted by the WUTC, which regulates the service rates that may be charged. A single hauler is certificated by the WUTC for the entire County, and it is San Juan Sanitation Company (Certificate G-144), P.O. Box 36, Eastsound, Washington 98245. The certificated hauler collects some commercial recyclable materials within the Town boundaries, including the Port of Friday Harbor.

4.6 Needs and Issues

Capacity

Solid waste collection requirements will be influenced by increases in population and the cost of transfer and disposal. Section 70.95.090(5)(d) RCW requires that planning for solid waste collection needs must be projected for six years. The population of Friday Harbor in 2010 was 2,162 people, according to the US Census.

For planning purposes, the Friday Harbor Planning Commission uses an annual growth rate of 1.2% to estimate future population growth for Friday Harbor. Using the Census 2010 population count as a base, Table 4.2 shows population estimates for the 6-year planning period with a 1.2% growth rate and with the 0.8% actual growth countywide in recent years. This range of estimated growth should be considered along with observations from monthly or yearly operations data to help prepare the Town for annual budgeting projections.

Table 4.2 Friday Harbor growth rate estimates

Year	2013	2014	2015	2016	2017	2018
1.2% planning commission estimate	2,248	2,275	2,302	2,330	2,358	2,386
0.8% county-wide 2009-2011 actual	2,220	2,238	2,256	2,274	2,292	2,310

Whichever growth rate estimate is used, the Town population still arrives at fewer than 3,000 people in 2033. This amount of growth is unlikely to adversely affect the capacity of the Town's system in the 20-year planning period. Few additional collection routes would be added, and an increase in population density may actually increase efficiency of route collection. Incremental improvements or additional equipment and staff may be needed, but it is unlikely that numerous equipment or staff additions will be required in any given year.

The Town also has an option to exercise its authority to contract for solid waste handling within its boundaries (Chapter 35.21.120 RCW) to increase collection capacity should that prove necessary or advantageous.

Fees for service

The Town may consider fee increases to cover the costs of solid waste collection services. Rates are codified in Section 13.28.150 of the Friday Harbor Municipal Code.

At this time, curbside recycling collection services are included in the price of garbage collection. The appearance of no charge for collection of yard waste may be an incentive for residents to separate yard waste from garbage and to dispose of it through the curbside system, although many residents still choose to deliver their recyclables to the County-operated facility on Sutton Road themselves.

However, County management of the Sutton Road facility is in flux in 2012 and 2013. If the option for self-haul becomes less favorable or unavailable to Town residents, the amount of curbside recycling could well increase.

The Town also has an option under RCW 36.58.040 to contract for the collection of source-separated recyclables.

4.7 Actions Recommended

The following recommendations may be considered by the Town administration to improve collection service capacity, efficiency, or economic feasibility.

COLL.1. Continue with imbedded recycling service

The system for curbside garbage collection services mandated in Friday Harbor Municipal Code section 13.28.4017 currently includes the opportunity for commingled recyclables collection.

COLL.2. Mandate recyclable materials collection service

Consider mandating curbside recycling and yard waste collection. Mandatory collection for a fee would require all residents to sign up and to pay for a minimum level of service, as they currently do for garbage collection. A more frequent, mandatory recycling service could help to minimize illegal dumping and clarify the penalties for illegal dumping. It could also serve to distribute costs of recycling and solid waste management more equitably among all residents.

COLL.3. Adjust collection rates to support other programs

Consider creating a solid waste collection rate structure that would support recycling, waste reduction, and diversion to make funds available for other programs. Those programs could include education and development of solid waste reduction, recycling, and diversion programs in accordance with state, county and Town goals. However, implementation of increased rate structures, even in the interest of program goals, will probably increase average customer rates and could prove burdensome to ratepayers.

COLL.4. Establish a facility for yard waste, land clearing debris, and construction and demolition waste

Consider working with the County to develop a common site for collection and handling yard waste and construction, demolition, and land clearing debris. Savings may be realized

¹⁷ http://www.fridayharbor.org/FHMC/frihar13_032113.pdf

with reduced transfer and disposal costs by localizing the removal service for these heavy and bulky materials.

COLL.5. Privatize collection services

Consider privatizing all collection services if the costs of providing the service increase dramatically. Analysis prior to such an action should carefully examine costs for services along with local employment and reinvestment in the community prior to taking any steps toward privatization.

COLL.6. Increase or enhance drop box services and street containers

The Town program could include placing drop boxes at strategic locations to collect garbage and recyclables from residents and/or businesses. Consider investing in sidewalk containers for garbage and recycling in areas frequented by tourists. For a similar convenience, the Town could encourage businesses to provide decorative exterior containers for visitor use.

COLL.7. Alternative Collection Strategies

The Town should remain open to exploring and implementing alternative collection strategies as collection operations develop along with population growth and increased use of the Town's recycling options. Partnerships with other local governments and private entities can also be explored and, when feasible and advantageous, should be implemented.

CHAPTER 5 - TRANSFER AND DISPOSAL

5.1 Current Conditions

History

Before November of 1995, the Town operated an incinerator located on Town property at 212 Sutton Road, more than a mile from Friday Harbor. The incinerator burned an estimated six tons of waste per day mixed waste and was not equipped for energy recovery. The resulting ash was placed in an unlined cell that covers almost two acres of the Town's Sutton Road property. The incinerator ceased operations in 1996 and the ash fill was closed. Consulting engineers tested groundwater monitoring wells at the ash fill site quarterly, submitting and test results to the County Health Department. Monitoring requirements for the site have recently been changed by the State Department of Ecology, and groundwater at the site will only be tested twice a year.

Waste Export

Waste export consists of transporting waste to a landfill or materials recovery facility located outside the boundaries of the county where it was generated. Since 1996, the Town has continued to collect both garbage and recyclable materials, and until 2010, has transported them to the County-operated transfer facility built on the Town's Sutton Road property, adjacent to the ashfill. From there, both types of waste materials were exported to facilities on the mainland. Because there are no active solid waste landfills or materials recovery facilities in San Juan County, solid waste must be exported, with few exceptions.

In 2010, the County had not made site improvements required to maintain a tipping floor for transfer operations at the Sutton Road facility and the solid waste handling permit for the facility was re-issued for operation as a drop-box only. The Town, which had already been delivering some garbage to the Skagit County Transfer Station, ceased using the Sutton Road facility and delivered all of its solid waste to the Skagit County facility. Recyclable materials from the Town are exported to Tri-County Recycling Facility in Burlington, Skagit County, Washington.

Weights of recent Town municipal solid waste (MSW) deliveries to these facilities are shown in Table 5.1, below.

Table 5.1 Tons of Town MSW Delivered

Delivery location	2009	2010	2011	2012	2013*
San Juan Island Drop Box	1649.89	737.05	0.00	0.69	1.14
Orcas Island Transfer Station	0	147.38	48.96	0	0
Skagit County Transfer Station	0	736.19	1627.60	1669.19	1249.11
Total tons	1,649.87	1,640.62	1,676.56	1669.88	

* Through June 30, 2013

Several changes have been made in the County and the Town management systems for recycling since July of 2011. Until that time the County did not charge the Town or self-haulers any fee for accepting recyclable materials. In July of 2011, the County began to charge \$3/can for self-haul recyclables. In the Town, the recycling collection charge has always been included with the garbage fees for curbside refuse collection.

Town-collected recyclables were delivered to the County facility prior to April 27, 2012, when the Town began delivering its collected commingled recyclable materials to TriCounty Recycling in Burlington.

As of July 2, 2012, the Town added paper and cardboard to the acceptable items in the commingled pick-up. Addition of these materials would add significantly to the weight and volume of commingled recyclables, and may have increased general use of the Town's recycling service. These factors will have influenced on the increased weight from 2011 to 2012, and sustained in 2013, as shown in Table 5.2.

Table 5.2 Tons of Commingled Recyclables Delivered

RECYCLABLE MATERIALS	2011	2012	2013 (through July 31)
Tons delivered to San Juan County	12.29	.91	0
Tons delivered to TriCounty Recycling	0	35.09	27.92
Total tons	12.29	36.00	

Currently, in accordance with the Interlocal Agreement Regarding Receipt of Solid Waste¹⁸, which sets Skagit's rates and terms for accepting solid waste from San Juan County and Friday Harbor, garbage delivered to the San Juan Island Drop Box Facility or the Orcas Transfer Station can be exported to the Skagit County Transfer Station. Solid waste is then hauled by rail to Roosevelt Regional Landfill in Kickitat County, Washington.

Transfer Options

Waste transfer stations link local waste collection programs with final disposal or materials recovery facilities. The primary reason for using a transfer station is to consolidate smaller loads from collection vehicles into larger transport trailers for the long haul to disposal sites or materials recovery facilities (MRFs). The nearest disposal sites and MRFs are at locations remote from Friday Harbor and an intermediate facility is likely to remain an important part of the Town's system.

Future transfer options for the Town's collected garbage and recyclables are:

Skagit County Transfer Station, located at 14104 Ovenell Road, Mount Vernon, Washington, is the closest transfer station outside of San Juan County. The facility accepts packer trucks, roll-off trailers, and self-haul residential collections. On April 9, 2013, both the Town and San Juan County signed an interlocal agreement (Appendix C) with Skagit County whereby the Skagit County Transfer Station will accept solid waste collected in Friday Harbor or San Juan County. The interlocal agreement includes Skagit's out-of-county surcharge, which is seven dollars (\$7.00) per ton in addition to the Municipal rate charged at the Skagit Transfer Station. In late 2013, the Municipal rate for Skagit County is \$88 per ton, so the out-of-county rate paid by Friday Harbor is currently \$95 per ton.

¹⁸ April 29, 2013, Appendix C of this document

The agreement does not extend to recycling, yard debris, special waste, hazardous waste (including household hazardous waste), or any other material. The agreement is in effect until September 30, 2023, and may be extended once for an additional period of ten years.

- **Tri County Recycling Services**, 302 Gilkey Road Burlington, Skagit County, Washington, charges the Town \$30 per ton to accept commingled recyclable materials.
- **San Juan Island Drop Box**, 212 Sutton Road, which San Juan County currently operates, accepts both garbage and recycling. Packer trucks, such as those used to collect the Town's solid waste, cannot be accommodated at this drop box facility. Therefore, it is not currently an option for the Town's collection services, but only for residents who may self-haul.
- **Orcas Recycling Services** has operated the former San Juan County transfer station located at 3398 Orcas Road, Orcas Island, since September 2013. The transfer station has a scale and tipping floor, which can handle packer trucks and roll-off trailers and could accept garbage and recycling from the Town. There is currently no established rate at the Orcas transfer station to tip garbage or recycling from the town of Friday Harbor.

San Juan County lists an MSW rate for the Town of \$265 per ton, with a sixteen percent excise tax on waste service, either directly to self-haul customers or through the hauler, but does not tax the service for collected recyclable materials.¹⁹

Fees charged at the Orcas Recycling Services transfer station do not include a rate specific to deliveries from the Town of Friday Harbor. The franchise hauler garbage rate is \$154 per ton and the same type of rate for recyclables is \$90 per ton.

Tipping fees at the Skagit County Transfer station facility are currently \$89 per ton, plus a seven-dollar per ton out-of-county surcharge and a six-tenths percent refuse tax.

Recyclable materials are accepted at TriCounty Recycling at \$30 per ton.

5. 2 Alternative Disposal Technology

While waste-to-energy systems typically require huge volumes to fuel energy production, systems that are locally applicable may be developed. A waste-to-energy system applicable to small, isolated populations could decrease disposal costs and increase energy self-sufficiency for island communities.

¹⁹ San Juan County Ordinance 16-2012, adopted September 11, 2012

A private company, Kentec USA, has proposed construction of a gasification plant at the Sutton Road site. Gasification is a waste-to-energy process that can generate electric power.

Gasification is the thermal degradation of organic materials in the presence of a limited amount of oxygen, which is less than that required to completely combust the materials. Gasification uses direct or indirect heating at about 1,400-2,500 °F to produce either fuel gas (methane and lighter hydrocarbons) or syngas (carbon monoxide and hydrogen). These can be burned to generate steam or electricity.

If the gasification plant is built, the energy production process could require fifteen to thirty tons of garbage per day and would be likely to consume all the garbage the Town and the County produce. If the plant requires more than thirty tons of garbage a day, it may become necessary to import more for feedstock.

The Town of Friday Harbor is aware that the Kentec firm is interested in building a gasification plant on San Juan Island. There is insufficient information to allow the Town to authorize such a plant at this time. The property in question is not zoned for such a use. There is currently insufficient solid waste produced on the island to make such a facility feasible. The Town has no intention of allowing such a plant unless its operation is feasible, and once feasible, intends no diversion of otherwise recyclable waste to be used to supplement operations.

The pending contract between San Juan County and Kentec and Lautenbach Industries for operation of the Sutton Road site specifies that the operators will continue the current solid waste services locally.

5.3 Needs and Issues

The Town must continue to ensure transfer of collected garbage and recyclable materials to secure disposal facilities and to send source-separated recyclables on their way to commodities markets. Considerations for these important system decisions involve a variety of factors, some which are still developing, and the following three options may be available to the Town within the planning period.

Deliver garbage and recycling to facilities in Skagit County

By the end of 2012, the Town crews transported all of the MSW and recycling from their curbside collection routes directly to transfer facilities in Skagit County. This system of delivery requires an hour or more each way on the Washington State ferry to Anacortes and then approximately twenty-four miles round trip overland to deliver garbage or approximately thirty-four miles round-trip to deliver recyclable materials.

The \$95 per ton charge at the Skagit Transfer Station is the major part of the total cost of waste export. An additional \$66 per ton for personnel, equipment, fuel and ferry costs brings the total cost to the Town to \$161 per ton in 2013.

Recycling costs \$30 per ton at Tri-County Recycling Inc., and the additional costs to get it there (personnel, equipment, fuel, and ferry) brings the cost to an average of \$140 per ton.

Capacity at the out-of-county facilities does not appear to be an issue.

The Skagit County Recycling and Transfer Station can handle one thousand tons of garbage each day, and Friday Harbor generates less than two thousand tons each year.

TriCounty Recycling, Incorporated, Burlington, is a legally authorized private company that accepts commingled recyclables, including cardboard, mixed paper, tin, aluminum, and glass. It can handle all the Town's commingled recyclables, which are currently collected at curbside during one week of each month.

Deliver to Orcas Island transfer station

The County transferred operation of the Orcas facility to Orcas Recycling Services (ORS) as of September 6, 2013. The private non-profit organization accepts both garbage and recyclable materials using the tipping floor to handle packer trucks and roll-off boxes.

The advertised rates in September 2013, are somewhat higher than those listed in the ORS business plan in November of 2012. Commercial Garbage service was listed at \$270 per ton, with garbage service for the certificated hauler at \$154 per ton. No rate was listed specifically for the Town. Bulk commingled recycling service was listed as costing \$90 per ton.

As with the Skagit facilities, there seems to be no question of capacity. The Town's major decision criteria for delivery to the Orcas facility under County or ORS management will be expenses and convenience of service.

Deliver to San Juan Island facility

The County drop box is not an option for the Town in October 2013 because it lacks a permitted tipping floor. However, in late 2013, a five-year contract to operate the facility as a private business is in negotiations with Lautenbach, Inc. whose projected business plan includes a permitted transfer station facility within a few years. Should a tipping floor become available at the Lautenbach-operated Sutton Road facility, the Town has an exclusive agreement for garbage tipping at \$132 per ton and \$70 per ton for recycling. These rates are subject to a 16 percent excise tax and to increases ferry service charges.

Given the challenges in county or private operation of the facility, the Town, as landowner, may want to maintain an option to manage it at some point.

Current options

Tipping and transportation costs of \$161/ton to Skagit County compare favorably with the cost of delivering to the Orcas transfer station, the only in-county facility available, where the tipping fee is listed at \$154 per ton (September 2013 Franchise hauler rate) before the additional costs of personnel, time, and travel and ferry transport.

Future Options

Future evaluation of options for off-island garbage and recycling disposal in Skagit County or on Orcas Island will take into account personnel and transportation costs, along with tipping fees.

Should the Lautenbach operation of the San Juan Island facility re-establish permitted tipping facilities, the transportation costs for the Town would be very little and the tipping fees would be compared with the combined costs of transport off-island

Whichever transfer and disposal system or systems the Town may choose, it must fulfill its responsibility to see that garbage is disposed at facilities permitted by the state, that recycling is encouraged, and that materials collected for recycling are delivered to approved recovery facilities.

5.4 Recommended Actions

The following recommendations for transfer and disposal alternatives should be considered with a goal of achieving an economical system for the Town over the six-year duration of this plan and for the projected twenty years.

TRD.XFER.1. Out-of-county transfer station

The Town can continue to deliver to facilities located out of the county, where capacity and legal compliance are in place and will ensure all collected garbage and recycling will be delivered for disposal or further processing. Favorable fees have been locked in for ten years, until September 30, 2023, with an option to extend once for another ten years beyond that date.

TRD.XFER.2. On-island self-haul

If a County or independent operation of the Sutton Road site continues to accept self-haul recycling and garbage at fees for services that are similar to or lower than those charged in 2012, the volume of Town curbside collection is unlikely to increase significantly. However, if those fees are substantially increased, the Town should prepare to increase its collection and transport schedule and equipment.

TRD.XFER.3. Orcas transfer station

Should volumes of recycling and garbage collection in the Town rise significantly for any reason, the Town may find it convenient to deliver collected solid waste to the transfer facility on Orcas Island and should compare both direct and indirect costs of in-county to out-of-county transport to transfer facilities.

TRD.XFER.4. On-island transfer station

If the facility operation at the Sutton Road site once again includes a tipping floor, the Town should compare the direct and indirect costs of tipping fees and transportation to Sutton Road with the same expenses for transporting solid waste off-island.

TRD.XFER.5. On-island gasification plant

Should the gasification or other waste-to-energy plant be built on San Juan Island, the cost of delivery may become favorable to the Town. Town ownership of the proposed gasification plant site may be a factor in the costs and in that decision.

TRD.XFER.6. Review and Monitoring

The Town will periodically review transfer operations and make adjustments as necessary.

CHAPTER 6 SPECIAL WASTE

6.1 Introduction

This chapter discusses waste types generated in Friday Harbor that require special handling. Some of these wastes can be recycled and others are only fit for disposal. The wastes addressed here as special wastes are: construction and demolition debris; asbestos; biomedical waste; agricultural wastes; tires; and petroleum contaminated soils; electronics. One category —construction and demolition (C&D) debris — has elements of each, and C&D waste is recognized state-wide as in need of specialized handling to increase re-use and recycling opportunities.

6.2 Current Conditions

The Town usually handles special wastes in conjunction with programs offered by San Juan County Public Works.

Construction and Demolition Debris

Construction and demolition waste is defined in the Washington Administrative Code (WAC 480-70-041) as follows:

"Construction debris" or "construction waste" means solid waste resulting from the building or renovation of buildings, roads, and other man-made structures. Construction debris includes, but is not limited to, materials such as plasterboard, cement, dirt, wood, and brush.

"Demolition waste" or "demolition debris" means solid waste resulting from the demolition or razing of buildings, roads, and other man-made structures. Demolition waste includes, but is not limited to, concrete, brick, bituminous concrete, wood and masonry, composition roofing and roofing paper, steel, and minor amounts of other metals like copper.

Town of Friday Harbor

The Town supplies two-yard dumpsters for construction and demolition debris. Equipment delivery and collection service are both provided on an on-call basis. The two-yard dumpsters are relatively small for construction projects and about four projects per year use the Town service, which combines the debris with the regular garbage for delivery to the transfer station in Skagit County.

San Juan Island Drop Box Facility

Residents of Friday Harbor can bring their C&D waste directly to the San Juan Island drop box. The C&D waste is then hauled to the Columbia Ridge Landfill for disposal.

San Juan Sanitation, Inc.

San Juan Sanitation has been providing refuse and recycling collection services to San Juan Island since 1966. They provide twenty- and thirty-cubic-yard roll-off boxes for C&D waste, which is disposed as garbage at this time.

Appliances

Appliances, which are also referred to as white goods, often contain recoverable amounts of steel that can be recycled. Refrigerators usually contain Freon gas, which must be removed by a specialist prior to recycling. Appliances are currently accepted locally at the Sutton Road facility for a fee.

Tires

The San Juan Island drop-box facility currently accepts used tires, which are stored separately and, once transported, are separately disposed or recycled. Used tires also may be taken to local participating retailers throughout the County for legal disposal. Most tire retailers contract with a tire collector for transport away from their site for disposal or recycling.

Biomedical Wastes

Medical treatment and research facilities generate a wide range of special wastes that require handling and disposal. In accordance with Chapter 70.95K.010 RCW and WAC 480-70-04, biomedical wastes include infected animal waste; Biosafety Level 4 disease waste from humans or animals; cultures and stocks of wastes infectious to humans; human blood and blood products; and pathological waste and sharps waste.

In accordance with the provisions of WAC 480-70-436, which details the operational requirements for handling biomedical waste, any company collecting, transporting, and disposing of biomedical waste must adhere to specific safety and health practices and must be licensed by the Washington State Utilities and Transportation Commission. Physicians and medical clinics in Friday Harbor contract with licensed specialists for collection and disposal of biomedical wastes.

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

Sharps

The only exemption from these stringent safety and handling requirements is personal-use sharps generated from self-treatment, such as syringes used by a person with diabetes to administer his own routine insulin dose.

However, the Town's collection services do not include sharps. San Juan Sanitation also does not accept sharps in its residential or commercial collection services.

However, residents may obtain and use an appropriate container, which is puncture-resistant, red in color, and labeled as medical sharps, from the Friday Harbor pharmacy or another medical provider and safely deliver their personal-use sharps to the operators of the County drop-box facility at Sutton Road for appropriate disposal.

Pharmaceuticals

The drug store in Friday Harbor accepts all non-controlled pharmaceuticals from households at no charge and the Sheriff's office then collects them. Unwanted pharmaceuticals (medications) are collected at the Sheriff's Office and at the Friday Harbor drugstore in specially designated, locked containers through the Islands' Prevention Coalition program. The Sheriff's Department ships the collected medications to the mainland for proper incineration.

Petroleum-Contaminated Soils

Petroleum contaminated soils are infrequent in the Town of Friday Harbor. When PCS have been determined in the San Juan Islands, they have been excavated by private contractors and exported to Snohomish County's Household Hazardous Waste Drop-Off Station in Everett.

Electronic Waste

As part of the Department of Ecology's Waste 2 Resources Program, E-Cycle Washington²⁰ is a free, convenient and environmentally responsible electronics-recycling program that has been operational since 2009. The E-Cycle Program is a collaborative effort between public and private sector partners including:

- Electronics manufacturers
- The Washington State Department of Ecology
- Local governments
- Retailers of electronics
- Non-profit organizations

Products accepted at E-Cycle Washington drop-off sites are: computers, monitors, laptops, tablet computers, televisions and e-readers. Households, small businesses, schools, small governments, and charities can recycle these electronic products free of charge.

Consignment Treasures, LLC, located on Roche Harbor Road is the only electronics collection service on San Juan Island that is currently registered for the E-Cycle Washington program.

Mail-back programs are also available for many electronic products, and the retailer or on-line vendor usually makes the mail-back or return for recycling process clear at the time of purchase.

If electronic products still work, local not-for-profit groups or thrift shops may accept them and make them available for re-use.

6.3 Needs and Issues

Construction and Demolition Debris

The relatively small amount of construction and demolition (C&D) waste that enters the waste stream through Town collection is disposed as garbage.

San Juan Sanitation handles larger amounts of C&D waste, and contractors from off-island often self-haul smaller amounts of excess construction material to facilities within San Juan County or back-haul them for disposal in adjacent counties.

However, construction and demolition debris consists largely of bulky and heavy materials such as wood, asphalt, concrete, rock, gypsum, and various metals. These materials are expensive when treated as garbage. Many of the materials left over from construction or demolition projects that are often burned or thrown in a garbage bin have potential uses and can be recovered, processed, and used as raw materials for new end-uses. For example, concrete and asphalt pavement can be crushed and used as base material for new construction or as aggregate in new asphalt. Wood waste can be processed and sold for landscaping mulch or used to produce new wood products. Gypsum from wallboard can be ground and used to manufacture new wallboard and fertilizer.

Some materials or elements can even be salvaged for reuse: architecturally useful timbers, hardware, doors, and windows can be salvaged and reused with little processing. When recovered for recycling or reuse, these excess building materials are not regulated as disposed waste.

²⁰ <http://www.ecy.wa.gov/programs/swfa/eproductrecycle/>

The Town may take up certain opportunities to influence reduction of this expensive waste. The Town could use its permitting authority to influence or regulate reuse or recycling of materials that can be diverted from the waste stream. Town building permits could require that a recycling box with a list of locally recyclable materials be used along with disposal boxes at construction sites. For demolition permits, the Town could request or require contractors to provide some opportunity for salvage and reuse of building materials or architectural elements or to disassemble rather than demolish.

Lack of local facilities

There are few or no local facilities to collect or recycle construction and demolition debris. Their weight makes them expensive to transport, and the small amount generated locally makes it not particularly profitable to separate them from the waste stream.

However, programs for recovery and recycling or reuse of excess construction materials also reduce pressure on waste disposal facilities, reduce consumption of raw materials, and decrease the amount of energy used to create building materials.

Consignment Treasures on San Juan Island accepts certain excess construction or salvaged materials for reuse. However, Consignment Treasures may have some permitting issues with the County.

A private operator of the Sutton Road facility may expand operations to make excess construction materials available for reuse or recycling.

The Town could provide building professionals with information on reuse and recycling facilities in Skagit or Whatcom County.

Asbestos waste

Asbestos waste can be generated from demolition and remodeling projects. While private contractors are aware of asbestos handling requirements, homeowners doing their own project work may not recognize asbestos-containing materials or the hazard of handling them or breathing dust containing asbestos. Homeowners could be made aware of proper handling and disposal methods for asbestos to avoid unknowingly placing asbestos-containing materials in with their refuse, potentially exposing themselves and others to toxic asbestos dust.

Appliances

Appliances are sometimes illegally dumped. However, they usually contain recyclable materials. Special handling is required to assure that gasses such as Freon are captured and handled properly. They can be disposed locally at the Sutton Road facility at this time, but the best solution for major appliances often is to have them removed by the same company that delivers their replacement to the island. A few businesses in Skagit County accept self-haul appliances.

Tires

Tire disposal does not appear to be a significant problem in Friday Harbor.

Biomedical Wastes

In accordance with section 70.95.715 RCW, “a solid waste planning jurisdiction may designate sharps waste container drop-off sites and “a public or private provider of solid waste collection service may provide a program to collect source separated residential sharps waste containers as provided in chapter 70.95K RCW.” According to the definition in Section 70.95K.010 RCW defines “Sharps waste container” as “a leak-proof, rigid, puncture-resistant red container that is taped closed or tightly lidded to prevent the loss of the residential sharps waste.”

The San Juan County Sheriff’s Department conducts programs for proper disposal of sharps and pharmaceuticals at a few locations within the town.

Petroleum-Contaminated Soils

Soils contaminated through leaks from petroleum storage tanks or spills (PCS) often require clean-up and regulations are found in WAC 173-340. PCS that require cleanup can be treated in place or they can be excavated and treated onsite or at an approved treatment facility. Proper disposal of PCS is largely the responsibility of the generator.

Most efforts to remove and upgrade aging gasoline or fuel tanks throughout the state have been accomplished and volumes of PCS originating from these activities are expected to decrease. Present disposal options for PCS are proven effective and will be effective if needed in Friday Harbor.

6.4 Recommended Actions

The Town may be affected by only some of the special wastes described in this chapter due to the small quantity of special wastes generated by a population of less than 2,500 persons during the 6-year planning period. However, the Town can take actions in educational outreach and regulation to encourage appropriate handling of special wastes.

Construction and Demolition Debris

SPC.CD.1. Reuse/repurpose existing structures or their components

Encourage deconstruction to maximize salvageable materials.

SPC.CD.2. Recover C&D debris

Encourage reuse and recovery of excess building materials and C&D waste. The Town should be alert to waste that is recoverable wood, metals, concrete/asphalt and other inert materials, gypsum board, composition shingles, and other potentially reusable or recyclable items and work towards recycling them.

SPC.CD.3. Ban disposal of clean wood and inert materials waste

The Town could notify all utility customers that it no longer collects loads that contain more than twenty percent of clean, recoverable wood and/or reusable inert waste in its routine residential garbage service.

SPC.CD.4. Divert wood waste to re-use or recycling

The Town could require utility customers to separate wood wastes as a distinct recyclable material, in keeping with the State’s Beyond Waste Plan.

SPC.CD.5. Support materials exchange program

When non-profit organizations propose a materials exchange program or reuse store for C&D materials, the Town should support legally permitting and regulating those programs or uses.

SPC.CD.6. Give contractors resource lists

In the interest of diverting C&D and inert waste out of the garbage, the Town should provide contractors applying for permits with information about local alternative facilities that accept and recycle C&D materials. Information on designing for reuse and incorporation of salvaged materials could help innovation and conservation of materials to reduce construction costs. In addition to general reduction and recycling opportunities, the Town may provide contractors with information about deconstruction and green building practices.

SPC.CD.7. Asbestos education

The Town should provide outreach materials, both online and included with routine utility mailings, to help homeowners to identify asbestos-containing materials and to protect themselves and those handling refuse through proper handling and disposal methods.

Biomedical Wastes

SPC.BIO.1. Develop and distribute outreach materials on residential medical waste

The Town should provide outreach materials, both online and included with routine utility mailings, to inform residents about the environmental and health consequences of disposing of pharmaceuticals through the wastewater system and how to safely dispose of personal-use needles. Any medical waste education programs should be coordinated with the County Health Department.

Petroleum-Contaminated Soils

SPC.PCS.1. Continue current system

The Town should allow the private sector to continue to manage and dispose of contaminated soils.

Electronic Waste

SPC.EWA.1. E-Waste education

The Town should provide residents with information about the E-Cycle program, including locations and hours of operation of local collection sites and services. The State Department of Ecology has posted a Local Government Toolkit, which is available on the Ecology web site²¹, for ideas and information.

²¹ <http://www.ecy.wa.gov/programs/swfa/eproductrecycle/docs/LocalGovernmentToolkit.pdf>

CHAPTER 7 MODERATE RISK WASTE

7.1 Introduction and Background

The 2013 Moderate Risk Waste Management Plan for the Town of Friday Harbor is incorporated into the Solid Waste Plan. It replaces the previous hazardous waste plan, which was prepared by San Juan County and adopted by the Town in 1991 and unofficially updated in 1998. Any future revisions to the solid waste management plan must incorporate the moderate risk waste management plan, regardless of whether plans or existing conditions for moderate risk waste management are affected, revised, or remain unchanged.

The purpose of the moderate risk waste plan is to promote protection of human and environmental health. It is intended to direct and guide the Town's moderate risk waste management programs over the twenty-year planning period from 2013 to 2033. It will be reviewed for potential update at five-year intervals in conjunction with the solid waste management plan. Recommendations are based on existing conditions and forecasts of future conditions in the Town and in the surrounding San Juan County. This MRW Plan was prepared with review and recommendations by the Town's Planning Commission and Town Council during the course of public meetings.

The 2010 US Census determined the Town population was 2,162 persons. The Town is 2.13 square miles in area. The State Office of Financial Management (OFM) estimates the population of Friday harbor to be 2,185 in 2103, giving it a population density of 1,029.9 persons per square mile²². The Town's Planning Commission uses a 1.2% growth rate and that growth rate results in an estimated population of 2,823 in the year 2033. For the purposes of this plan, a growth rate 1.2% is used, but a range of range of 0.8% to 1.2% may be considered.

7.2 Legal Authority

State Requirements

In accordance with Section 70.105.220 RCW, local governments were required to prepare a hazardous waste plan. Hazardous wastes are defined in state law as "liquids, solids, gasses, or sludge that can be characterized as toxic, flammable, corrosive, or reactive"²³.

The hazardous waste currently generated in the Town of Friday Harbor is characterized as Moderate Risk Waste.

Moderate Risk Waste consists of household hazardous waste and small quantity generator waste. These represent hazardous wastes that are produced by households, businesses and institutions in small quantities. MRW possesses hazardous characteristics (flammability, corrosivity, toxicity and reactivity) and risks, but are subject to fewer local, state and federal regulations [than dangerous wastes], due to their small quantities.²⁴

- Household Hazardous Waste (HHW) is generated by homeowners from residential use and is exempt from state and federal hazardous waste regulations, even though it may contain elements hazardous to human and environmental health.

²² <http://www.ofm.wa.gov/pop/popden/default.asp>

²³ RCW 70.105.010(10)

²⁴ Waste Wise Communities: The Future of Solid and Hazardous Waste Management in Kitsap County, February 2011

- Conditionally Exempt Small Quantity Generator (CESQG) wastes are generated by businesses, institutions, or local governments and are exempt from full regulation if they meet criteria such as generation of less than 220 pounds per month of hazardous waste or storage of less than 2,200 pounds of hazardous waste per year²⁵.

The State Department of Ecology Beyond Waste Plan (2009)²⁶ offers recommendations to reduce toxic substances in the waste stream.

The Beyond Waste Plan focuses on five areas or initiatives:

1. [Moving Toward Beyond Waste with Industries](#)
2. [Reducing Small Volume Hazardous Materials and Wastes](#)
3. [Increasing Recycling of Organic Materials](#)
4. [Making Green Building Practices Mainstream](#)
5. [Measuring Progress Toward Beyond Waste](#)

Initiative #2: Reducing Small-Volume hazardous materials and wastes addresses products and substances commonly used in households and by businesses in relatively small quantities.

The Town can be active in reducing small volume hazardous materials and wastes in its moderate risk waste management strategies by noting some of the Beyond Waste recommendations, especially:

- Ensure businesses and facilities handling MRW comply with environmental laws and regulations.
- Encourage as much reuse and recycling of MRW as possible.
- Implement and promote Environmentally Preferable Purchasing.
- Educate the public and businesses on prevention, proper use, storage, and disposal of hazardous products and wastes. Encourage safer alternatives to minimize toxic threats, especially to vulnerable populations.
- Reduce the use of high-risk pesticides, emphasize proper use, and encourage effective alternatives.

County Authority

Local governments are required by the state to address moderate risk waste management in their jurisdictions and local governments have specific authority to adopt ordinances and regulations under RCW 70.95.160 to manage MRW. The powers and duties of jurisdictional health districts and of the local health officer are found in Sections 70.05.060 and 70.05.070 RCW.

The County Board of Health adopts the local solid waste handling requirements and the County Department of Health and Community Services and the Environmental Health manager are responsible to see that those requirements are met. The County Hazardous Waste Program, administered by its Public Works Department, promotes proper disposal of residual household and conditionally exempt small quantity generator (CESQG) hazardous wastes. The County also obtains grant funding for and employs a local source-control specialist who provides outreach and

²⁵ WAC 173-303-070

²⁶ <http://www.ecy.wa.gov/beyondwaste/>

education to local businesses. The County intends to continue to operate MRW/HHW programs and will continue to encourage the Town and its residents to participate²⁷. If questions of responsibility ever seem likely to arise, the Town may wish to enter into a memorandum of understanding with the County regarding management, costs, and removal of MRW.

The San Juan County Code Section 8.12.020 prohibits delivery of hazardous waste to waste facilities in the county for disposal, but states that moderate risk waste will be accepted at designated facilities. At this time there are no designated Moderate Risk Waste facilities in San Juan County, but moderate risk wastes are accepted at annual collection events where they are immediately sealed and removed by private barge by Clean Harbors, Environmental Services for disposal.

Town Authority

Section 13.28.110 of the Friday Harbor Municipal Code states that no hazardous or dangerous waste shall be placed in refuse collection containers for collection by the Town or otherwise offered for collection by the town unless the town has approved specific arrangements.

7.3 Current Conditions

MRW and CESQG Waste

Chapter 70.105 RCW defines moderate risk wastes (MRW) as hazardous wastes produced by households (also known as household hazardous waste) and by businesses and institutions in small quantities. Friday Harbor has the majority of commercial and institutional waste generators on San Juan Island.

Records from past collection events document MRW deliveries from medical /dental offices, school districts automobile/marine repair and body shops, local government offices and operations base yards, and contractors who perform building, painting and electrical services. The CESQG's who typically bring in the greatest quantity from Friday Harbor are Benz Painting (~ 70 gallons of paint thinner); Town of Friday Harbor (~ 70 gallons paint); Larry's Auto Body (~ 40 gallons thinner) Luxel, Inc. (~ 25 gallons of assorted laboratory chemicals). Each typically generates or accumulates less than 220 pounds of hazardous waste per month and meets the criteria for small quantity generators, which makes each of them conditionally exempt from full hazardous waste regulation under WAC 173-303-070.

County collection events

The County provides a hazardous waste collection event at the San Juan Island Drop box facility once each year. A hazardous waste disposal company, Clean Harbors Environmental Services, uses a portion of the Sutton Road drop-box facility to sort, package, and label materials for transport and disposal. The County lacks storage for many types of moderate risk wastes, and the collected HHW and MRW must be removed immediately. Hazardous material transport is highly restricted on the passenger ferries. Most of it leaves the island on a private transport barge. Both residents and businesses can use this one-day event to dispose of their accumulated products containing toxic materials, but businesses (CESQGs) must pre-register with the Public Works Department in order to participate.

Businesses are currently charged \$5 per gallon or \$270 per 55-gallon drum. CESQG's receive notice of collection dates by phone, news releases and this web page. Households are charged a minimum

²⁷ SJC Solid & Hazardous Waste Management Plan September 2012, p. 117

fee of \$12.00 for up to 200 pounds of hazardous waste (the equivalent of about 25 gallons); quantities over 200 pounds cost \$.06/pound.

The Department of Ecology has supported much of the costly handling by trained specialists through a grant program, greatly reducing the disposal costs to individuals and businesses. The Town's population numbers are included with the County's in figuring the amount of grant funding from the state. It should be noted that there is no guarantee that the Department of Ecology will be able to continue to provide seventy-five percent of the program funding.

County records of HHW/SQG collection participant numbers on San Juan Island show a decline from one hundred forty-nine households in 2007 to seventy-one in 2011. The larger numbers for the earlier years may reflect several years' accumulation prior to the beginning of collection events. In contrast, the SQG numbers of participants have remained almost constant at sixteen or seventeen per year. Most of the businesses on the island are located within the Town, so they may contribute substantially to the collection events.

Table 7 San Juan Island County collection events

Year	Pounds collected ²⁸	
	HHW	CESQG
2007	149	17
2008	134	17
2009	109	16
2010	100	22
2011	71	16

Local source control specialist

The County employs a pollution prevention specialist, who provides free technical assistance and information to help businesses navigate the network of state and local environmental rules, regulations, and responsibilities and improve their effectiveness at protecting the health of people and the environment. The pollution prevention program provides a local resource for businesses that have questions about waste disposal and activities that generate potential pollutants.

Materials accepted locally

At this time, uncontaminated used motor oil and vehicle or marine batteries are accepted at the San Juan Island drop-box facility for a fee of fifteen cents a gallon; antifreeze is accepted at no charge. Vehicle batteries are accepted at the county facility for five dollars. Some of the used motor oil is burned as heating fuel at the county shop on Guard Street. Recycling companies from the mainland periodically visit to collect and transport the commodity that is their specialty. Additionally, businesses selling or providing vehicle maintenance service hold those same used motor oil, antifreeze and batteries for collection when the recycling companies visit the island.

Town personnel are trained in identification and proper procedures if hazardous materials are found in the solid waste stream.

²⁸ San Juan County Solid and Hazardous Waste Management Plan 2012

Hazardous waste inventory

The Washington State Department of Ecology has collected reports and data from property owners and other sources regarding hazardous waste generation and contaminated sites in Friday Harbor.

Remedial Action Sites: Ecology's list of confirmed and suspected contaminated sites in Friday Harbor can be found at <https://fortress.wa.gov/ecy/gsp/sitesearchpage.aspx>. Select San Juan County and Friday Harbor and scroll down for list of sites. Status and links to reports are available on the site page.

Transporters & Facilities that Treat, Store, Dispose & Recycle Hazardous Waste:

Because there is no licensed hazardous waste treatment, storage and/or disposal facility located in San Juan County, MRW is shipped to mainland facilities using a registered hazardous waste transporter, currently Clean Harbors Environmental Service under a State of Washington contract. The County's current oil and antifreeze recycler is ORRCO (Oil Re-Refining Company); lead-acid batteries are recycled through Interstate Batteries.

Dangerous Waste Generators

As of July 2013, Ecology records indicate that there are four dangerous waste generators in Friday Harbor. However, this figure includes those that have submitted paperwork identifying themselves as both active and inactive generators. According to Ecology, information characterizing and quantifying the SQG hazardous waste stream is limited. The most useful information on this waste stream is most likely gathered through targeted site visits by the local source control program. The County's Local Source Control Specialist is currently a person named Brian Rader.

Zone Designation for State Regulated Hazardous Waste Facilities (Treatment and Storage):

As noted in the County's 1991 Hazardous Waste Plan, San Juan County and the Town of Friday Harbor submitted to Ecology a letter dated July 30, 1990, requesting exemption from zone designation requirements for siting hazardous waste facilities in the County, in accordance with 70.105.210-225 RCW.

7.4 Financing

The MRW that the Town generates is brought to the annual MRW collection event. Limited MRW, including batteries, antifreeze and used oil are brought to the County transfer station. The Town refers residents and businesses to do the same.

A more independent program may require a specific budget allocation, and some funding for education and potentially to support collaborative programs with the County should be considered.

7.5 Governance

The Town currently partners with the County for hazardous waste management, but there is no formal arrangement for sharing costs or responsibility. The County administers state and local funding and manages the hazardous waste collection events at the San Juan Island drop-box facility, as well as similar events on other islands in the County. The County also funds information about MRW and SQG waste awareness, disposal and reduction that is available to town residents and businesses.

7.6 Issues

With a population base of fewer than 2,200 residents, several retail and service businesses, and little or no industry, the Town of Friday Harbor only produces moderate risk waste in the form of household hazardous waste and conditionally exempt small quantity generator (business or institutional) wastes.

Chapter 13.28 of the Friday Harbor Municipal Code (FHMC) addresses dangerous and hazardous waste, but at this time, contains no language specific to moderate risk waste. Updating the code to comply with the solid waste plan and more clearly identify the moderate and small quantities of hazardous waste generated within the Town will simplify administration of programs and enforcement.

Toxic wastes generated within the town could be isolated and collected separately to ensure proper disposal. However, the costs of containment and removal of toxic wastes includes expert handling, training and personal protection for handlers, safe and legal containment, and immediate removal once collected. The County has been able to provide this costly service with revenues based on grant funding from the Department of Ecology. The Town government, residents, and businesses participate in the collection events on San Juan Island and the amount of grant funding is based on the total population of the county, including the Town.

While the County is pursuing system privatization in 2013, County Government has stated intent to continue annual hazardous waste collection events and that any private contract will include continuing the services currently provided.

If the annual collection events were no longer funded, both the County and the Town would find it very difficult to continue MRW removal programs. Alternatives to annual collection events could result more frequent collection events may encourage greater participation in sorting and disposing of small quantities of toxic waste. However, unless there is a permitted fixed Moderate Risk Waste facility on the island, more frequent collection trips by a specialized company would be necessary, and services from the specialized company are extremely costly. As noted above, many toxic substances are illegal to transport on the state ferry system. Additionally, any local MRW containment or holding facility would need a Fixed MRW Facility permit subject to the requirements of WAC 173-350-360.

The State Department of Ecology has identified the most sustainable approach to management is prevention and increased reduction of wastes by attention to reuse and recycling. The Town can support a program that would raise public awareness of the hazards of even small amounts of toxic wastes and would encourage residents, businesses, and public institutions to find alternatives to products with toxic elements that are likely enter the waste stream (or marine or ground water). Education may be the most economical and effective approach to MRW reduction.

7.7 MRW Program Philosophy & Goals

The overall goal of the Town's moderate risk waste program is to protect public and environmental health by reducing any threats posed by use, storage, and disposal of hazardous materials within the Town. Eliminating toxic wastes is most effectively achieved when products with any of the characteristics of toxic waste are not brought onto the island and products containing hazardous materials are not used, even in small quantities. An effective program will significantly reduce the quantity of hazardous materials entering the solid waste systems on the island.

The Town's MRW program goals are to:

- Protect the natural resources and public health in Friday Harbor by eliminating the discharge of moderate risk wastes into solid waste systems, wastewater treatment systems, and the environment.
- Increase public awareness to alternatives to toxic materials found in products used in household and business maintenance and operation.
- Increase public awareness of the importance of proper MRW disposal and the available disposal options.
- Reduce the health threats presented to workers coming in contact with MRW that may be disposed in the solid waste stream or in wastewater treatment systems.
- Encourage cooperation and coordination among government agencies, institutions, businesses, and private citizens in managing MRW.
- Emphasize local responsibility for solving problems associated with MRW, rather than relying upon the state or federal government to provide solutions.
- Comply with the requirement of the RCW and WAC requirements for MRW and hazardous waste.

7.8 Actions recommended

The Town considered a number of options for hazardous and moderate risk waste collection, public education, and business technical assistance and has determined to take the following actions, as time and funding are available.

MRW.1. Residential Outreach

Education about toxic ingredients in common household products and alternative products that are less- or non- toxic should be widely available. The Town should partner with the County to produce and distribute this type of information. MRW program components can be integrated into the waste reduction program.

MRW.2. Commercial Outreach

The County has established a pollution prevention program with a specialist who visits businesses and institutions to help identify "liquids, solids, gases, or sludge that can be characterized as toxic, flammable, corrosive, or reactive". The pollution prevention specialist advises and assists with appropriate containment and disposal, and offers advice on less- or non-toxic products that can be used for the same purpose. The Town should support this program, participate in it, and encourage business owners to use the service.

MRW.3. Education on Alternative Products

In addition to the message about proper disposal of household hazardous waste and used oil and antifreeze, the Town should expand its educational messages to include information on alternatives to hazardous household products. Much of this type of information can be found on the Washington Toxics Coalition's Home Safe Home Program website, which has produced a series of fact sheets that identify hazards with various types of products and suggests alternatives.

MRW.4. Recognition for Environmental Achievements.

The Town should consider recognizing and rewarding local businesses for preventing pollution and reducing hazardous waste. As recommended in the chapter on waste reduction, the Town could host special events, and help businesses attract positive press.

MRW.5. MRW Administration by County

The Town should continue to cooperate with the County's Hazardous Waste prevention program.

MRW.6. Funding for MRW Programs

If necessary, the Town will explore and obtain ongoing funding for implementing MRW programs through accessing government funding sources and may charge fees to cover the costs of proper handling/disposal of any toxic wastes generated within the town.

7.9 Implementation Plan

The implementation schedule for the Town's MRW Plan is set forth in combination with the Solid Waste Plan in Chapter 9. The Town's budget for the implementation of the MRW Plan is found in Chapter 8, Administration. Actual budgets to carry out the Plan will vary from year to year as specific programs are defined; implementation will depend upon availability of grant funding and budgets approved by both the Town and the County.

7.10 Process for Updating Plan

The Town will review the MRW Plan that is combined in this Solid and Moderate Risk Waste Management Plan every five years to identify any necessary changes to the goals, objectives, and implementation plan. This MRW plan must continue to be incorporated in the Town Solid Waste Plan and carried forward as a part of that plan document, even if no changes are made to the MRW portion of the overall plan. Changes may be deemed necessary due to changes in State law, conditions in the County or Town, budgets, and/or others issues. Minor amendments may be proposed to the Town administrator or to the Town Council at any time. If review of proposed amendments by the SWAC and Town Council in a public forum result in legal and necessary amendments to the MRW Plan, the Town will forward them to the Department of Ecology.

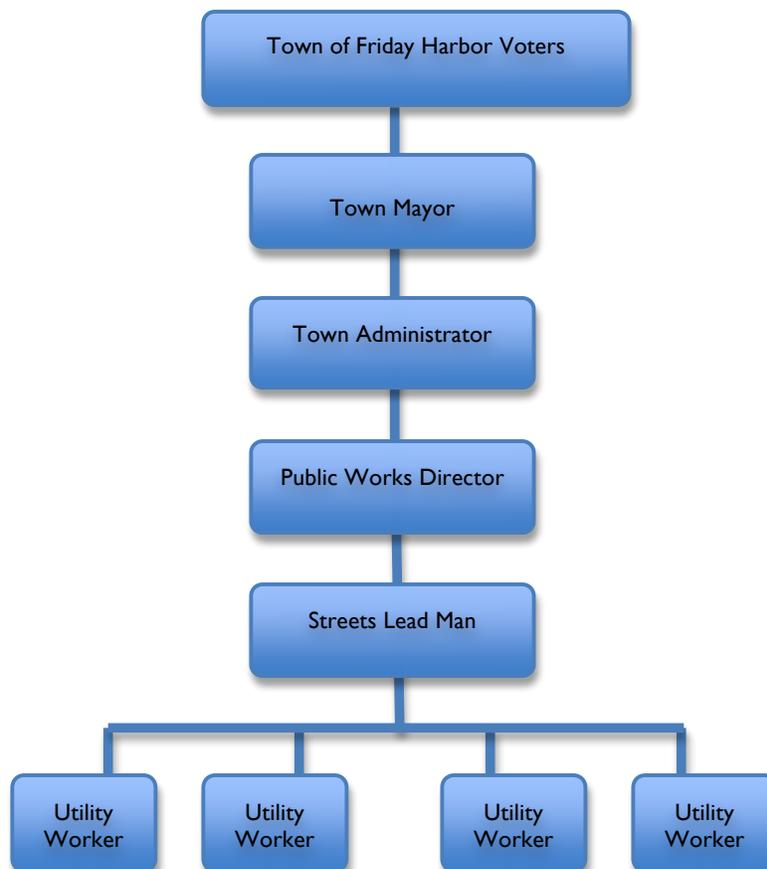
CHAPTER 8 ADMINISTRATION & ENFORCEMENT

The Washington State Solid Waste Management Act, Chapter 70.95 RCW, assigns local government the primary responsibility for managing solid waste, although State agencies maintain a level of jurisdiction over solid waste issues, as well. This chapter describes the authority, financing, and enforcement structure for solid waste management within the Town of Friday Harbor.

8.1 Authorities

Administration and enforcement responsibilities for solid waste management in Friday Harbor are shared by several agencies. Under RCW 35.21.152, cities and towns are allowed to develop, own, and operate solid waste handling systems and to provide solid waste collection services within their jurisdictions. Cities and towns have the authority to establish solid waste programs, pass ordinances, and provide resources to monitor compliance and take corrective action where necessary. Corrective action includes enforcing local ordinances covering zoning, land use, illegal dumping, and littering.

Figure 8.1. Solid Waste Management Chart



Town of Friday Harbor

The Town of Friday Harbor requires municipal collection service for residences and businesses and is the sole provider of those services in accordance with FHMC Section 13.28.030.

Solid Waste Advisory Committee

The State requires counties but not municipalities such as the Town of Friday Harbor to establish a Solid Waste Advisory Committee (SWAC) to assist in the development of programs and policies concerning solid waste handling and disposal (Chapter 70.95 RCW).

However, if cities or towns wish to apply for any of the state assistance such as the Coordinated Prevention Grant (CPG) funds from the Department of Ecology, which can support programs and help to purchase equipment, they must use a qualified advisory committee (SWAC) that meets the intent of RCW 70.95.167 for public participation in plan development and to review changes in codes and policies affecting solid waste management. Friday Harbor has considered using the public meetings of the Town Council as the SWAC, but the Department of Ecology has noted that a SWAC should have a member from the general citizenry, from a public interest group, and from a business in addition to an elected official to qualify. Thus, the Town will need to more specifically appoint a solid waste advisory committee if it wishes to participate independently in applications for funding assistance. As noted in the previous chapter, the number of persons in the Town population is already included in the amount of grant funding allocated to San Juan County for hazardous and moderate risk waste collection events.

The Town Council regularly reviewed this solid and moderate risk waste management plan during the planning process and meeting minutes are kept with the Town Clerk. Additionally the Town Planning Commission reviewed the final draft plan at a public meeting prior to its review and adoption by the Town Council.

San Juan County Health Department

In RCW 70.95.160, state law gives local health departments responsibility for public and environmental health. San Juan County Health and Community Services Department is the lead agency for permitting any waste handling facilities in the county, and for enforcing violations of waste disposal ordinances. The County Health Department is responsible for:

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

Washington Department of Ecology

Ecology assists local governments in the planning process by reviewing, providing comments, and approving preliminary and final drafts of solid waste management plans. Ecology's oversight ensures that local plans conform to applicable state laws and regulations.

Ecology also reviews applications or renewal requests for solid waste handling and disposal permits to ensure that the proposed site or facility conforms to applicable laws and regulations.

State Enforcement

Although primary enforcement for solid waste management is through jurisdictional health departments, Ecology has a range of enforcement authorities under various statutes to address existing or potential sources of pollution, including those that result from improper solid waste handling and management. For instance, Ecology has broad authority to take enforcement actions under the State Water Pollution Control Act, the Hazardous Waste Management Act, and the Model Toxics Control Act. Collectively, these laws allow Ecology to issue orders and impose penalties for noncompliance. Under some circumstances, Ecology may also take direct action to remedy threats to public health and the environment.

Development of Solid Waste Plans

RCW 70.95.080 and 70.95.090 include the basic requirements for developing the solid waste plan, as well as the topics that must be considered in it. This regulation relates to disposal of garbage but focuses more on the separation of recyclable resources from the garbage to promote recycling, reuse, and waste reduction.

Conform with Plan to receive waste handling permit

RCW 70.95.185 requires conformance with the solid waste management plan in order to receive a permit to operate a solid waste facility. Should the Town choose to operate its own facility, that choice must be provided for in the Plan. Chapter 70.95 RCW also applies to recycling centers and materials recovery facilities such as Consignment Treasures.

Other sections of the law require these permits to be reviewed at least every five years by the jurisdictional health department and allow the Department of Ecology to review permits.

Beyond Waste guidelines

The Beyond Waste Plan²⁹ is the State of Washington plan for the future of solid and hazardous waste management. It focuses on the concept that creating waste is an indication of a flaw in our economic system and that the State's goal is to reduce waste and toxics through not generating waste or toxics in the first place or by recycling wastes that are created. When the Department of Ecology reviews the Town Plan for approval, Ecology's expectation is that the concepts of Beyond Waste will be supported by the plan. Three of the top priorities of the Beyond Waste program are reduction and recycling of hazardous wastes, organic waste, and construction waste.

Washington Utilities and Transportation Commission

The Washington Utilities and Transportation Commission (WUTC) regulates solid waste collection activities under Chapter 81.77 RCW, through the issuance of certificates entitling private companies to provide solid waste collection services within specified geographic areas of the state. San Juan

²⁹ <http://www.ecy.wa.gov/beyondwaste/>

Sanitation is the certificate holder for unincorporated San Juan County. WUTC does not regulate cities and towns that collect their own waste and haul it to a permitted transfer, disposal, or recycling facility.

8.2 Financing Infrastructure and Operations

From the days of the landfill and incinerator at Sutton road, through the present, Town and county residents have been accustomed to the option of self-haul for both garbage and recycling.

Residential recycling collection service, which the Town began to provide in 1991 and enhanced in 2012, is currently provided at no charge. However, the Town provides only grease and cardboard collection as part of commercial recycling, including cardboard pickup and baling to businesses for a fee.

In Friday Harbor, the primary source of funds for implementation of solid waste programs is from utility fees. Town collection and hauling are financed by collection fees, which are established in section FHMC 13.28.150. A base charge to all Town residents of four dollars per month is accompanied by a use charge. Use charges are established in the Town Code Section 13.28.150(B).

Table 8.1 Solid waste fee schedule

FHMC 13.28.150(B) Solid waste fee schedule 2012	
32-gallon can	\$8.00
1-yard dumpster	\$50.00
1-1/2-yard dumpster	\$75.00
2-yard dumpster	\$100.00
Clean cardboard (recycle)	\$7.50 per cubic yard
Yard waste	\$1.00 per 32-gallon can
Recycle bins	\$10.00 purchase per bin

The Town's Municipal Code also states that the refuse service charge shall be increased or decreased to derive the required revenue to accomplish the tasks as outlined in the refuse budget as adopted by the Town Council³⁰. Purchase of major new equipment such as a packer truck will be paid for in part from savings in the equipment reserve fund, funds from the Refuse Capital Projects Reserve Fund and, if necessary, a loan.

Grants

The Town does not receive any grants to fund solid waste or moderate risk waste programs at this time. If the Town chooses to create a solid waste advisory committee for public participation in planning and review of proposed policies and code, the Town will be able to apply for comprehensive prevention grants (CPG) from the State. The Town is currently included in the County's CPG funding requests to the Department of Ecology for the County's CPG-funded hazardous waste annual collection event.

³⁰ FHMC Section 13.28.150(D)

Tipping Fees

Tipping fees are the fees charged for waste hauled to transfer stations and drop-box facilities. Since mid-2010, the Town has hauled waste to the Skagit County Transfer Station where the cost of tipping is sufficiently less than that charged in San Juan County that, even with additional costs for transport and personnel, the Town finds it less expensive.

8.3 Six-Year Capital and Operational Financing

The following figures are based on the 2013 proposed budget. Revenues from residential and commercial services are based on figures from 2009 through 2012 with a two percent increase.

Revenues

Table 8.1 Revenues from collection fees and other sources

Revenues	2013	2014	2015	2016	2017	2018
Base fee	48,500	49,470	50,459	51,469	52,498	53,548
Garbage collection	864,500	881,790	899,426	917,414	935,763	954,478
Recycling collection	14,000	14,280	14,566	14,857	15,154	15,457
Yard waste collection	500	510	520	531	541	552
Other*	4,610	4,702	4,796	4,892	4,990	5,090
Total	931,610	950,242	969,247	988,632	1,008,405	1,028,573

* Rent of Sutton Rd., Dept. Revenue refund, sale of grease, sale of recyclables, etc.

Expenses

On April 4, 2013, the Town Council approved an interlocal agreement with San Juan County and with Skagit County to work cooperatively on regional solid waste handling and disposal issues. (Appendix C) The agreement is that Skagit will accept MSW only (no recycling, yard debris, special waste or hazardous waste) at Skagit’s established fee for municipal customers, plus an out-of-county surcharge of seven dollars per ton. It is intended to be in effect until September 30, 2023, with an option to extend another ten years beyond that date.

Projected expenses in Table 8.2, below, are based on the Town’s continuing to haul refuse to Skagit County. In 2014 the anticipated fee will be ninety-five dollars per ton. The interlocal agreement provides an option but not a mandate to tip at the Skagit County transfer station.

The Town still has an option to haul to Orcas Transfer Station, now in operation by Orcas Recycling Services, a private not-for-profit organization. Presence of an on-island tipping floor could change the Town’s delivery choices. Therefore, budget projections may change based on options that show signs of remaining in flux within the planning period.

Operations of the Orcas island facility are now under contract with Orcas Recycling Services, a private not-for-profit organization that could possibly adjust tipping fees to a level that the Town may find practical. Additionally, Lautenbach Industries is in contract negotiations for operation of the Sutton Road facility. It will continue current operations and has expressed intent to establish a permitted tipping floor there, improving both the Town and County properties at that location. Presence of an on-island tipping floor could change the Town’s collection system to delivery on-

island, reducing the need for hauling off-island and for purchase of additional packer trucks to accommodate population growth.

Therefore, budget projections may change based on options that may remain in flux within the planning period. The Town will adjust rates if necessary to cover the cost of the collection service for residents.

Table 8.2 Expenses for operations to Skagit

Expense	2013	2014	2015	2016	2017	2018
Curbside collection	479,700	499,294	509,300	519,500	529,900	540,500
Recycling	81,250	97,100	99,100	101,100	103,200	105,300
Yard waste	2,900	3,000	3,100	3,200	3,300	3,400
Administration	193,375	216,600	221,000	225,500	230,100	234,800
Waste reduction programs	500	500	500	500	500	500
Other costs**	48,450	49,500	50,500	51,600	52,700	53,800
Other uses***	122,550	122,550	122,550	122,550	122,550	122,550
Total	928,325	988,044	1,005,550	1,023,450	1,041,750	1,060,350

** Personnel, supplies, repair & maintenance, equipment, planning

*** Equipment reserve, Landfill closure, Hazardous waste

8.4 Enforcement

State Regulations pertinent to enforcement in Friday Harbor

- **RCW 35.21.** Cities & Towns Miscellaneous Provisions
- **RCW 36.58.** Solid Waste Disposal
- **RCW 70.93.** Waste Reduction, Recycling, and Model Litter Control Act
- **RCW 70.93.093.** Public Events Recycling Law
- **RCW 70.95.** Solid Waste Management - Reduction and Recycling
- **RCW 70.95C.** Waste Reduction
- **WAC 173-345.** Registration of recyclable material transporters
- **WAC 173-350.** Solid Waste Handling Standards
- **WAC 173-900.** Electronic Product Recycling Program

Town regulations and enforcement

The Friday Harbor Municipal Code Chapter 13.28 regulates solid waste collection, including the type, size and condition of containers used for storage and collection, and establishes a fee schedule for refuse service charges. It describes nuisance waste in section 13.28.120 and prohibits outdoor burning.

Chapter 13.28 also establishes Town inspection authority (FHMC 13.28.060) for compliance with these regulations. FHMC Section 13.28.170 establishes violations of Chapter 13.28 as public nuisances and as a Class 4 Civil infraction, with each day of non-compliance subject to a fine of \$25 following infraction procedures. In certain cases the town may file a public nuisance abatement action in San Juan County Superior Court.

County Health regulations and enforcement

The County Health Department is responsible for investigating and enforcement action against littering and illegal dumping throughout the Town and County.

The County Code has several sections dealing with illegal dumping (both hazardous and non-hazardous wastes and substances):

SJCC 8.12.010. Disposal in San Juan County. It is unlawful for any person to dispose of controlled solid waste in San Juan County except at County-authorized disposal sites and in a manner authorized by San Juan County....

SJCC 8.12.020. Penalties. Any person who violates or fails to comply with any of the provisions of this chapter...shall be deemed guilty of a misdemeanor and shall be punished by imprisonment in the County jail for a maximum term fixed by the court of not more than 90 days or by fine in the amount fixed by the court of not more than \$1,000 or both such imprisonment and fine. Each day that a violator does not comply with the requirements of this act following the initial warning of infraction shall constitute a separate offense.

SJCC 8.14.030. It shall be unlawful for any person to engage in solid waste or biosolids handling or disposal or to allow such activities to take place except at a facility approved for said use by the health department and consistent with the San Juan County solid waste management plan.

SJCC 8.14.030 Illegal Dumping. Whenever solid wastes dumped in violation of RCW 70.95.240 contain three or more items bearing the name of one individual, there shall be a rebuttable presumption that the individual whose name appears on such items committed the unlawful act of dumping and is responsible for cleanup of the discarded materials.

Dumpers and property owners are jointly and severally responsible for waste cleanup and lawful disposal in accordance with the "San Juan County environmental health enforcement policy.

The County Health Department investigates cases brought forward by the Town Administrator regarding illegal dumping. If such reports are substantiated, they are given to a County Environmental Health Specialist for enforcement action.

8.5 Issues Discussion

Financing

Town collection and hauling are financed by collection fees, which are established in FHMC 13.28.150. At this time, there is no charge for residential recycling services. The actual costs of residential recycling may be borne by commercial recycling charges or from other sources of revenue.

Entering into independent waste management means that the Town must attend to waste reduction programs. In many cases the Town may continue to participate in County programs for waste reduction and for hazardous waste collection. However, the Town should have a heightened awareness of waste reduction and document its own policies and programs and outreach to town residents and businesses. This may result in some dedicated staff time, such as communications or miscellaneous costs for supplies or copying.

The Town must carefully evaluate revenues and expenses over the six-year planning period and for the twenty-year horizon to ensure solid waste programs can be accomplished. Given the transitional conditions with County and private operations on San Juan Island, the Town must maintain flexibility in its policies and ensure that it can haul source-separated refuse to any legally permitted transfer facility, materials recovery facility (MRF), or disposal facility.

Priorities and funding in this plan cover six years (2013 - 2018). Actual budgets to carry out the recommendations will vary from year to year as specific programs are defined, and will depend upon annual budgets approved by the Town Council.

Enforcement

In accordance with FHMC section 13.28.170, the Town can enforce lack of payment for collection, littering or leaking containers, and for outdoor burning. The Town can also rely on the County Health department for enforcement of county anti-littering code violations.

Staffing

One key issue is to ensure adequate staffing and funding for the agencies responsible for enforcement. Friday Harbor currently operates with four full-time and one part-time staff persons adequate to handle the existing solid waste administration and operations. Staff may need to be added to develop public outreach and education, or existing administrative staff may take on those tasks in coordination with County programs. Population growth in the six-year planning period is not expected to require significantly increased staffing.

8.6 Actions Recommended

ADM.ENF.1. Evaluate system to keep up with changing circumstances

The Town administration and Town Council will periodically review the success of individual program components. Systematic tracking of waste quantities, participation rates, expenses for transport, income, and any program costs will continue to enable flexibility as the Town's transfer and disposal options develop.

ADM.ENF.2. Update relevant plan and code sections

The Town should periodically consider updating pertinent comprehensive plan and code sections to ensure solid waste management operations maintain legal and economic viability.

ADM.ENF.3. Continue to defer to County illegal dumping and littering enforcement

The Town will continue to cooperate with the County Health and Community Services Department in enforcement of violations of illegal dumping and littering.

ADM.ENF.4. Permit Authority

The Town will continue to cooperate with the County Health and Community Services Department as it implements permit procedures and policies and fee structures for all solid waste facilities and advertise such process and policies in a fashion similar to "food handling permits, sewage permits, etc.

ADM.ENF.5. Develop a coordinated public outreach and education program

Education is an important aspect of addressing solid waste issues, including illegal dumping. The purpose of a public outreach program is to raise public awareness. The Town can coordinate with the County to pool their efforts for coordinated outreach.

ADM.ENF.6. Coordinate with County on key aspects of solid waste management

Complex environmental issues, increased emphasis on recycling and waste reduction programs, more complicated operational requirements at solid waste facilities, hazardous waste, transportation costs and privatization of the county system will require continued dialogue for the Town's best decisions on its own system and use of the Town solid waste facility property on Sutton Road.

Coordination with the County for development of facilities to handle certain wastes (such as green waste, construction and demolition, or other special wastes) may have financial as well as environmental benefits, including potential grant funding.

ADM.ENF.7. Maintain option for Town operation of Sutton Road facility

If circumstances develop in which it appears that the most feasible management option for the Town would be for the Town to operate a tipping floor on its Sutton Road property, the Town maintains the right to run its own transfer operation.

ADM.ENF.8. Privatization

If circumstances warrant, the Town may consider privatizing parts or all of its solid waste collection and transport systems.

ADM.ENF.9. Funding

The Town should explore all funding options, especially if the Town takes over the San Juan Island Sutton Road solid waste facility or when a private company may operate the station. Additional funding sources may be explored in order to finance new or expanded programs, including grant opportunities.

To accommodate the long-term financial obligations related to managing the Town's solid waste system, a rate review and adjustment at regular intervals may be indicated. The rate review should reflect the cost of new programs, equipment and facilities.

CHAPTER 9 SUMMARY OF RECOMMENDATIONS

9.1 Introduction

This section contains the proposed implementation strategy for the Plan. A review shows that a few of them are already underway or are within the Town's capacity to begin in the near future, many of them must be approached incrementally. All are included in this plan with the 20-year horizon in mind, to establish important goals of waste reduction, cooperation and flexibility. While the Town has limited resources, it will strive to implement these goals and policies when they are feasible from a financial and staffing standpoint.

9.2 Summary of Recommendations

A complete list of all of the recommended actions is presented in Appendix A. The priorities for the first planning period, 2013-2018, are listed in Section 9.3, below.

The recommendations for Friday Harbor's Solid and Moderate Risk Waste Management Plan emphasize waste reduction, recycling and organics management. Policies related to the three topics fall into practices within the Town offices/operations or into education and outreach to influence and create incentives for waste reduction, recycling, and organics management by residents and businesses within the town.

Recommendations for operations, i.e. collection, transfer, and disposal, reflect the current challenge of working with a County system that is in the process of change. The County has determined to turn its operations over to private organizations or businesses. The County has leased the Town property at Sutton road since the mid-1990s and operated a transfer station or drop-box next to the closed landfill. Contract negotiations with a private service provider have proved complicated. (The County does have the option to turn all collection activities over to the G-certificated hauler that has been collecting throughout the county since the 1980s.) The Town has conducted its own collection activities, and, since July of 2010, when the Sutton Road facility was no longer permitted to operate a tipping floor, the Town has transported waste to transfer facilities in Skagit County. The recommendations for operations for the Town of Friday Harbor include continuation of the same transportation of wastes and recyclables to Skagit County and the possibility of operating a future tipping floor on San Juan Island in the event negotiations with the County and/or their private contractor should not prove fruitful.

Actions recommended for special waste follow the legal, required, or preferred handling methods found in RCW 70.95 and in the Beyond Waste plan. Education is important for general recognition of special wastes and their appropriate handling.

Moderate Risk Waste actions also emphasize education to influence consumer choices and use of less or non-hazardous materials. Removing any collections of hazardous waste relies on the County-led and Department of Ecology funded programs.

9.3 Priority actions for 2013 – 2018

During the first planning period, the actions identified in Table 9 have been selected as the Town's priorities for implementation. They are taken from the 20-year planning implementation table found in Appendix A.

TABLE 9 Priority Actions 2013-2018

Chapter 3 - Waste Reduction	
WRR.WR.1 Town Procurement Policies	Adopt procurement policies that encourage all Town government operations to purchase products containing recycled materials. When comparing product alternatives, consider life cycle and environmental costs.
WRR.WR.2 Waste Reduction Policies	<p>Provide an example of methods to reduce waste. Through numerous small choices made each day, large amounts of waste can be prevented. Town employees are most knowledgeable about ways to reduce or eliminate waste and management should seek their ideas. Individuals in Town government should implement and promote waste reduction practices whenever practicable and cost-effective. Opportunities are abundant:</p> <ul style="list-style-type: none"> ▪ Use electronic communications instead of printing them. ▪ Reduce paper consumption through double-sided photocopying and printing. ▪ Streamline application forms, place them on the Town website, and encourage applicants to return electronic, rather than paper, completed forms. ▪ Implement “on-demand” printing of documents and reports. ▪ Reuse office equipment and materials such as file folders, storage boxes, supplies, and furnishings. ▪ Share equipment and occasional-use items. ▪ When service agreements support maintenance and repair, lease long-life products rather than make new purchases. ▪ Choose durable rather than disposable products, including washable dishes and rechargeable batteries. ▪ Reduce weight or thickness of supplies such as paper and plastic liner bags when effectiveness is not jeopardized. ▪ Buy in bulk when storage is available and demand supports the volume. ▪ Mulch pruned material from parks and use them on site. ▪ Waste reduction policies should be emphasized through employee recognition or incentives.
CH 3 – Recycling	
WRRC.REC.1 Address venue and special event recycling	Remind vendors to provide beverage container recycling at special events. In accordance with Section 70.93.093 RCW, where communities have recycling programs, vendors who sell beverages in single-use aluminum, glass, or plastic bottles or cans at official gatherings and at sports facilities must provide recycling containers and recycle the collected recyclable materials.

WRRC.REC.2 Offer alternatives to self-haul recycling	Continue and expand substantial curbside recycling collection service, rather than rely heavily on self-haul opportunities for Town residents. Consider a schedule for more frequent recycling collection.
WRRC.REC.3 Evaluate and monitor recycling program progress	To assess progress in meeting the goals and objectives of the Plan, the Town will evaluate the status of Recycling and Waste Reduction programs periodically and when formal recommendations for changes or additions are presented. Periodic assessments should address: <ul style="list-style-type: none"> ▪ Status of recyclable materials list. ▪ Markets for recycled materials. ▪ Progress toward recycling goals. ▪ Public outreach and education programs. ▪ Collection operations. ▪ A waste audit to determine which recyclables remain in the garbage. ▪ Estimated recycling rate. ▪ Effectiveness of specific recycling programs. ▪ Funding and non-monetary program resources
CH 3 – Organics Management	
WRRC.COMP.1 Residential yard waste collection	Continue existing yard waste collection programs.
WRRC.COMP.2 Storm damage pick-up	Continue collecting private and public debris generated by storms and deliver it to a legally permitted facility for composting.
WRRC.COMP.3 Christmas Tree collection	Continue to participate in the annual Christmas tree roundup provided by the County.
CH 4 - Collection	
COLL. 1 Continue with imbedded recycling service	The system for curbside garbage collection services mandated in Friday Harbor Municipal Code section 13.28.4031 currently includes the opportunity for commingled recyclables collection.
COLL. 2 Mandate increased recyclable materials collection service	Consider mandating curbside recycling. Mandatory collection for a fee would require all residents to sign up and to pay for a minimum level of service, as they currently do for garbage collection. A more frequent, mandatory recycling service could help to minimize illegal dumping and clarify the penalties for illegal dumping. It could also serve to distribute costs of recycling and solid waste management more equitably among all residents.

³¹ http://www.fridayharbor.org/FHMC/frihar13_032113.pdf

<p>COLL. 6 Increase or enhance drop box services and street containers</p>	<p>Consider investing in sidewalk containers for garbage and recycling in areas frequented by tourists. For a similar convenience, the Town could encourage businesses to provide decorative exterior containers for visitor use.</p>
<p>CH 5 – Transfer and Disposal</p>	
<p>TRD.XFER.2 Maintain option to transport to out-of-county transfer, MRF, or disposal facilities</p>	<p>The Town may choose to continue to deliver to facilities located outside of the county if capacity and legal compliance are in place to ensure all collected garbage and recycling will be delivered for disposal or further processing. If the Town opts to continue out-of-county transport, the April 2013 interlocal agreement with Skagit County locks in a reasonable out-of-county surcharge for a period of twenty years.</p>
<p>CH 6 – Special Waste – Construction & Demolition Debris</p>	
<p>SPC.CD.1 Recover C&D debris</p>	<p>Encourage recovering C&D at the Sutton Road solid waste facility, potentially through a contract with private recyclers. As C&D recycling sites become available on San Juan Island or other nearby locations, the Town should make all efforts to deliver any C&D waste generated within the Town to them for recycling. C&D materials include recoverable wood, metals, concrete/asphalt and other inert materials, gypsum board, composition shingles, and other potentially reusable items</p>
<p>CH 6 – Special Waste – Biomedical Waste</p>	
<p>SPC.BIO.1 Develop and distribute outreach materials about residential medical waste</p>	<p>The Town should provide outreach materials, both online and included with routine utility mailings, which can inform residents about the environmental and health consequences of disposing of pharmaceuticals through the wastewater or garbage system and how to safely dispose of personal-use needles. Any medical waste education programs should be coordinated with the County Health Department.</p>
<p>CH 6 – Special Waste – Petroleum contaminated soil</p>	
<p>SPC.CS.1 Continue current system</p>	<p>The Town should allow the private sector to continue to manage and dispose of contaminated soils.</p>
<p>CH 6 – Special Waste – Electronic waste</p>	
<p>SPC.EWA.1 E-Waste education</p>	<p>The Town should provide residents with information about the E-Cycle program, including locations and hours of operation of local collection sites and services. The State Department of Ecology has posted a Local Government Toolkit, which is available on the Ecology web site, for ideas and information.</p>

CH 7 Moderate Risk Waste	
MRW.1 Residential outreach	Education about toxic ingredients in common household products and alternative products that are less- or non- toxic should be widely available. The Town should partner with the County to produce and distribute this type of information. MRW program components can be integrated into the Waste Reduction Program.
MRW. 2 Commercial outreach	The County has established a pollution prevention program with a specialist who visits businesses and institutions to help identify “liquids, solids, gasses, or sludge that can be characterized as toxic, flammable, corrosive, or reactive”. The pollution prevention specialist advises and assists with appropriate containment and disposal, and offers advice on less- or non-toxic products that can be used for the same purpose. The Town should support this program, participate in it, and encourage business owners to use the service.
MRW. 5 Administration by County	The Town should continue to cooperate with the County’s Hazardous Waste prevention and collection program.
CH 8 Administration and Enforcement	
ADMN.ENF.1 Evaluate system to keep up with changing circumstances	The Town administration and SWAC/Town Council will periodically review the success of individual program components. Systematic tracking of waste quantities, participation rates, expenses for transport, income, and any program costs will continue to enable flexibility as the Town’s transfer and disposal options develop.
ADMN.ENF. 2 Update relevant plan and code sections	The Town should periodically consider updating pertinent comprehensive plan and code sections to ensure solid waste management operations maintain legal and economic viability.
ADMN.ENF. 3 Continue to defer to County enforcement for illegal dumping and littering	The Town will continue to cooperate with the County Health and Community Services Department in enforcement of violations of illegal dumping and littering.
ADMN.ENF.4 Permit authority	The Town will continue to cooperate with the County Health and Community Services Department as it implements permit procedures and policies and fee structures for all solid waste facilities and advertise such process and policies in a fashion similar to “food handling permits, sewage permits, etc.
ADMN.ENF.7 Maintain option for Town Sutton Road solid waste facility operation	If circumstances develop in which it appears that the most feasible transport option for the Town would be for the Town to manage a drop box or tipping floor on its Sutton Road property, the Town maintains the right to run its own transfer or drop-box operation.
ADMN.ENF.8 Privatization	If circumstances warrant, the Town may consider privatizing parts or all of its solid waste collection and transport systems.

<p>ADMN.ENF.9 Funding</p>	<p>The Town should explore all funding options. Additional funding sources may be explored in order to finance new or expanded programs, including grant opportunities.</p> <p>To accommodate the long term financial obligations related to managing the Town's solid waste system, a rate review and adjustment could be required. The rate review should reflect the cost of new programs, equipment and facilities, as well as the continuing transport costs.</p>
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