

RESOLUTION NO. R-3008

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF KIRKLAND ENDORSING THE 1982 KING COUNTY COMPREHENSIVE SOLID WASTE MANAGEMENT PLAN.

Whereas, The Washington State Solid Waste Management-Recovery and Recycling Act contained in Chapter 70.95 RCW, requires all cities and all counties to have current comprehensive solid waste management plans, and

Whereas, the City of Kirkland agreed on March 17, 1980 to participate with the King Subregional Council of the Puget Sound Council of Governments in the joint preparation of a revised Comprehensive Solid Waste Management Plan under the provisions of Chapter 70.95.080 RCW and has contributed to the financial cost of the plan revision, and

Whereas, the King Subregional Council of Puget Sound Council of Governments, which functions as the Solid Waste Management Board with responsibility for comprehensive solid waste planning, has adopted the 1982 King County Comprehensive Solid Waste Management Plan, and

Whereas, the public health and safety of the residents of King County require safe and efficient handling and disposal of solid waste;

NOW THEREFORE, be it resolved by the City Council of the City of Kirkland that the City of Kirkland does endorse, subject to the following reservations, the 1982 King County Comprehensive Solid Waste Management Plan as the policy guide for solid waste management in King County.


1. Any proposed energy recovery facility(ies) will cause such a significant impact on the solid waste system, that any amendments in this area must be adopted by the City and the other various jurisdictions.
2. Any flow control legislation which would exempt the Cities from its solid waste proprietary rights must be adopted by the City and the other various jurisdictions.

PASSED by majority vote of the Kirkland City Council in regular, open meeting on the 18th day of April, 1983.

SIGNED in Authentication thereof on 18th day of April, 1983.

  
\_\_\_\_\_  
Mayor

Attest:

  
\_\_\_\_\_  
Director of Administration and Finance  
(ex officio City Clerk)

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AM. \_\_\_\_\_ PM  
CITY OF KIRKLAND  
BY \_\_\_\_\_

Puget Sound Council of Governments  
King Subregional Council / Solid Waste Management Board

1982  
KING COUNTY  
COMPREHENSIVE  
SOLID WASTE  
MANAGEMENT  
PLAN

## PLAN REQUIRED

- **Countywide comprehensive plan required. RCW 70.95**
- **Counties have responsibility for plan**
- **Management Board chosen to do comprehensive plan**
- **City options:**
  - Prepare own plan (city must have disposal site within city limits)**
  - Participate with county in joint plan (chosen by cities in King County)**
  - Authorize county to prepare plan**
- **Department of Ecology requires cities adopt plan to make plan official**
- **Department of Ecology must approve plan**

## PLANNING PROCESS

1974 Comprehensive Solid Waste Management Plan was out of date and funds were withheld

Solid Waste Management Board formed in 1977

- o King Subregional Council designated
- o Committee on Solid Waste organized

Plan revision commenced; tentative steps

- o 27 jurisdictions commit to \$39,000 assessment
- o Issues examined, fundamental roles established

Planning commenced in earnest in 1982; cooperative process

- o Advisory Committee formed
- o Second assessment of \$93,342 from jurisdictions of more than 15,000 people
- o Extensive committee drafting and review process
- o Complete draft plan -- June 30, 1982; review draft of the plan -- August 11, 1982
- o Distribution and comment period
- o Department of Ecology approval of "two tier" approach of policy and operational plans
- o Final draft plan distributed for review and comment -- November 12, 1982
- o Environmental impact statement prepared

Adoption by the Subregional Council as the Solid Waste Management Board -- February 10, 1983

Adoption or endorsement by local governments -- February to April 1983

Continued planning

- o Hazardous wastes
- o Operational plans



## 1982 COMPREHENSIVE PLAN

Plan defines relationship between cities and King County

Framework Plan: Solid Waste Management Strategies

- Regional goals
- Long-term improvements - 6- and 20-year time frame
- Management responsibilities and strategies
- Revision and amendment procedures

Operational Plans

- Responsibility of operating entities - public and private

Other Contents of the Plan

- History
- Legislative background
- Waste generation
- Existing facilities and conditions
- 6 year improvements
- EIS
- Minimum Functional Standards
- Adoption resolutions and conditions

## SOLID WASTE MANAGEMENT STRATEGIES

Comprehensive Planning: King Subregional Council continues to function as the Solid Waste Management Board.

- Prepare, update and amend comprehensive plan
- Annually compile capital improvement program
- Forum for discussion of planning, goals, interjurisdictional impacts
- Coordination policy planning between cities, towns, counties
- Review projects for consistency
- Encourage waste reduction, recovery, and public/private cooperation

Operations and Operational Planning: Public and Private Operating Agencies

- King County
- Cities of Seattle, Enumclaw, Skykomish, and Carnation
- Other cities which may exercise their option
- Private Operators

Hazardous Wastes

- To be added to plan

Enforcement

- Seattle-King County Health Department
- Department of Ecology

## REGIONAL GOALS

### Organizational

- Coordination between operating agencies
- Joint public and private participation in policy making, planning, implementation and operation
- Timely adoption and review of plans

### Environmental

- Protection of public health, safety and welfare
- Protection and improvement of environment
- Handling and disposal of hazardous waste in compliance with law
- Reduction of litter and waste

### Service Level

- Consideration for rate payer
- Balances short- and long-term considerations
- Cost effective energy and materials recovery
- Utilization of existing facilities

### Operational Goals

- Compiled by operating agencies

## SIX-YEAR IMPROVEMENT PROGRAM

King County	Cedar Hills development (fencing, berm, leachate)
King County	Duvall landfill closure
King County	Equipment replacement
King County	Cedar Hills leachate collection system
King County	Hobart landfill leachate control
King County	Northshore transfer station
King County	Upgrade rural landfills
King County	Vashon landfill leachate control
Seattle	Landfill closure plans
Seattle	Transport fleet replacements
Seattle	North and south transfer station rehabilitation
Seattle	Other miscellaneous improvements
Carnation	Truck acquisition
Carnation	Landfill improvements

## IMPROVEMENTS FROM 6 TO 20 YEARS

King County	S.E. area transfer station
King County	Bel/Red transfer station
King County	Recycling system
King County	Hazardous waste feasibility study
King County	Enumclaw landfill closure and transfer station
King County	Cedar Falls landfill closure and transfer station
King County	Hobart landfill closure
King County	Vashon landfill/modular incinerator
King County	Upgrade and rehabilitate existing transfer stations
King County	Replacement of Cedar Hills landfill
King County	Closure of Cedar Hills landfill
King County/ Seattle	Energy/resource recovery facility(ies)
Seattle	Midway landfill closure
Seattle	Kent-Highlands landfill closure
Metro	Enhanced sludge treatment capability
Private	Energy/resource recovery facility(ies)
Private	Hazardous waste transfer station, storage facility, and disposal system
Private	Demolition debris facility
Private	Continuous replacement of collection equipment: Introduction and use of mechanized collection equipment

## ADOPTION, REVIEW, AND AMENDMENT

### Adoption

- Solid Waste Management Board
- Local jurisdiction approval by resolution
- Conditions to be treated as proposed amendments

### Annual Review

- Review and update of facts
- Recommendations for amendments and revisions

### Amendment

- Solid Waste Management Board determines whether effect is on body or appendix of the plan
- If amendment is to appendix:
  - Notify local jurisdictions for comments
  - King County Solid Waste Management Board decides disposition
- If amendment is to the body:
  - Notify local jurisdictions
  - Formal comment period
  - Solid Waste Management Board decides disposition and notifies local jurisdictions
  - Local jurisdictions have 45 days to file a motion or resolution of objection
  - Conflict resolution process
  - Unresolved disputes will be noted in Appendix

## ADOPTION OF THE PLAN BY CITIES

Cities required to have a plan

- o Cities who agreed to participate in joint plan

Department of Ecology requires cities adopt plan

Cities adopt plan (February 15 - April 30, 1983)

Conditional endorsement

- o Recorded in plan
- o Conflict resolution

Benefits to cities

- o Cooperative planning
- o City voice in solid waste planning
- o Grant eligibility - reduced capital cost
- o Savings to rate payers
- o Executes city responsibility

MODEL RESOLUTION ENDORSING THE 1982  
COMPREHENSIVE SOLID WASTE MANAGEMENT PLAN

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WHEREAS, the public health and safety of the residents of King  
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solid waste;

NOW THEREFORE, BE IT RESOLVED, that the City of  
does endorse the 1982 King County Comprehensive Solid Waste  
Management Plan as the policy guide for solid waste management  
in King County.

PASSED by the City Council this \_\_\_\_\_ day of \_\_\_\_\_, 1983, and  
signed in authentication of its passage this \_\_\_\_\_ day of \_\_\_\_\_, 1983.

\_\_\_\_\_  
Mayor

Attest:

\_\_\_\_\_  
City Clerk

MODEL RESOLUTION



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APR 07 1983

AM. PM  
CITY OF KIRKLAND

BY \_\_\_\_\_

## EXECUTIVE SUMMARY

The 1982 King County Comprehensive Solid Waste Management Plan updates and replaces the previous Comprehensive Plan published in 1974. The revised plan was prepared under the guidance of a committee of elected officials of the Solid Waste Management Board with the assistance of a broadly based advisory committee.

### Need for a Comprehensive Solid Waste Management Plan

State law, Chapter 70.95 RCW, requires local government to prepare and adopt a comprehensive solid waste management plan. Each county, in cooperation with cities within the county, is required to prepare a coordinated comprehensive solid waste management plan. Each city has three options regarding preparation of the plan.

1. Prepare their own plan and provide it to the county for integration into the comprehensive county plan;
2. Enter into an agreement with the county (or the Solid Waste Management Board in the case of the revised plan) to prepare a joint plan;
3. Authorize the county to prepare a plan for the city for inclusion in the comprehensive county plan.

All participating jurisdictions entered into a joint agreement with the Management Board for revision of the plan.

State law requires that the Comprehensive Solid Waste Plan be kept current. The revision of the plan was done

cooperatively by the Solid Waste Management Board. The primary responsibility for comprehensive planning is placed on counties; in King County, this responsibility has been delegated to the Solid Waste Management Board. The duties of the Solid Waste Management Board are now being performed by the King Subregional Council of the Puget Sound Council of Governments.

### Goals

The plan establishes broad regional solid waste management goals to guide solid waste planning and long-range decisions. The goals promote coordination among interested entities (public and private) and consideration of interjurisdictional impacts. They seek to protect public health and welfare and the quality of the environment. The interests of the ratepayers are emphasized. The plan encourages consideration of short- and long-term impacts and associated risks of solid waste decisions. Cost-effective materials recovery and energy recovery are encouraged. The plan also includes legislatively adopted operational goals for local operating agencies.

The planning process examined the amount of waste in the county and existing facilities to handle the waste. The plan deals mainly with mixed residential and commercial waste which is in the publicly operated system. Hazardous wastes are not addressed in the initial revision and will be addressed in a second phase during 1983-84. It is a negotiated document built on a cooperative approach to handling solid waste. It recognizes the interdependency of entities in the solid waste system and the impact that one jurisdiction or decision may have on another.

## Findings

The plan identifies several significant factors for solid waste management.

- There will be a significant increase in the amount of waste generated in all areas of the county, particularly on the Eastside. Waste volumes will grow by 45 percent by the year 2000.
- None of the disposal sites in the county currently meet the Health Department standards although all of the violations are relatively minor.
- Many disposal sites will close in the mid-1980's, leaving the Cedar Hills Regional Landfill as the primary disposal site.
- In general, the existing solid waste management system works well. Storage of waste meets health and safety standards; the privately operated collection system functions efficiently, and public transfer stations and transport systems operate effectively but need continual replacement and improvements.
- Private recycling operations reduced the volume of waste requiring disposal by 14 percent in Seattle. Recycling is an active, ad hoc system which is a significant part of the solid waste disposal system.
- Energy recovery is a preferred means of solid waste disposal. Public and private entities are actively interested in the potential of incineration with an energy recovery system as an alternative means of disposal. Seattle and King County are about to commence the second phase of a joint energy recovery feasibility study, and private corporations are working to develop economically feasible proposals.
- Decisions affecting allocation of the waste stream among potentially competing users will significantly shape solid waste handling systems of the future.

- Comprehensive planning for hazardous waste will be done in a second phase, to be completed by June 30, 1984. After a supplemental environmental impact statement, the hazardous waste section will be added to the plan through the amendment process.

### "Needs and Opportunities"

The 1982 Comprehensive Solid Waste Management Plan identifies "needs" that exist or "opportunities" to improve the present system. Operating agencies provided the principal identification of the "needs" of the system. Several major points are included in the list of needs and opportunities.

- Local government has limited control or influence over major means of reducing the volume of waste entering the waste stream.
- Littering and illegal dumping remain problems and are influenced by collection and disposal costs.
- The City of Seattle transfer stations are about to be rehabilitated.
- Landfill improvements are recognized as necessary for compliance with the Minimum Functional standards. Capital improvements will include a long-range usage plan for Cedar Hills, and programmed closure of King County's small rural landfills.
- Additional information is necessary before deciding to proceed with an energy recovery system. Phase II of the Energy/Resource Recovery Project and joint or parallel private analysis will provide information and recommendations.
- Assurance of continued availability of waste for alternative uses is necessary to provide a sound financial basis for continued recycling and the possibility of an energy recovery component of the disposal system.

## Responsibilities

The 1982 Comprehensive Solid Waste Management Plan reaffirms the structure and responsibilities of the present solid waste management system. The responsibilities of all entities are directed at promoting the public health and welfare, providing efficient service to the ratepayer, and meeting the overall goals of the system. Existing agencies are designated to continue to perform those functions.

Solid waste management in King County is based on the division of the responsibilities for comprehensive planning, operations, and enforcement. Comprehensive planning is conducted by the Solid Waste Management Board, whose responsibilities include joint planning and agency coordination. The functions of the Solid Waste Management Board are being carried out by the King Subregional Council of the Puget Sound Council of Governments. The Solid Waste Management Board is charged with revision of the comprehensive plan, compilation of an annual list of system improvements, providing a forum for consideration of interjurisdictional impacts within the system and review and comment on proposed projects for consistency with the Comprehensive Solid Waste Management Plan.

Solid waste operations are carried out by operating entities, public and private. The responsibilities of the operating agencies are broadly construed. The operating agencies function under authority vested in them by the Revised Code of Washington, under implementation designations conferred under the Resource Conservation and Recovery Act, permits granted by the Seattle-King County Department of Public Health, certificates of public convenience and necessity granted by the Washington Utilities and Transportation Commission, or under licenses, franchises, or contracts from cities. Operational plans will be prepared by each operating agency as part of a second tier in the comprehensive planning process. Operating plans will be incorporated into

the appendix of the comprehensive plan by the Solid Waste Management Board.

Enforcement of public health and safety standards pertinent to solid waste handling and disposal, is principally the responsibility of the Seattle-King County Department of Public Health.

#### Adoption

A review draft of the plan received wide circulation and review prior to preparation of a final draft for adoption. An environmental impact statement has been prepared as part of the plan revision process.

The plan will be subject to approval by the King Subregional Council functioning as the Solid Waste Management Board and must be adopted by the councils of the county and each city in the county. The plan will be reviewed annually and updated as needed by the Solid Waste Management Board.

#### Hazardous Waste

The Solid Waste Management Board is committed to developing a hazardous waste element for addition to the Comprehensive Solid Waste Management Plan. The hazardous waste element will parallel the original plan in scope and format. Greater detail will be provided, to the extent that the information is available. A schedule for completion of the hazardous element is as follows:

<u>Task</u>	<u>Scheduled Completion</u>
1. Review responsibilities, laws and regulations	April, 1983
2. Complete and review existing data base	June, 1983
3. Secure waste generation information	September, 1983
4. Describe existing system	November, 1983
5. Analyze capacity of system	January, 1984
6. Identify needs, opportunities, and alternatives	February, 1984
7. Propose recommendation	March, 1984
8. Draft plan element	March, 1984
9. Prepare supplemental environmental impact statement	April, 1984
10. Amend comprehensive plan	June, 1984

## 1982 PREFACE

### Purpose

The purpose of the 1982 Comprehensive Solid Waste Management Plan is to provide long-range countywide guidance and coordination for the management of solid waste handling and disposal. The 1982 plan is designed as a process to assess the existing conditions, establish general goals, project future system-wide needs, and identify opportunities to solve anticipated problems. The plan makes general recommendations regarding the future demand for waste handling and disposal facilities, service levels, environmental protection, information needs, energy and resource recovery, institutional arrangements and provides a basis for intergovernmental coordination, management and planning.

The distinctions between the three major system elements, (1) comprehensive planning, (2) operating responsibilities and operational planning, and (3) regulation and enforcement, are maintained in the 1982 Comprehensive Solid Waste Management Plan. The 1982 plan recognizes local operating entities, public and private, as the implementing and operating agencies with full and exclusive responsibility to manage and operate their respective solid waste functions.

### Solid Waste System in 1982

The public and private elements for the countywide solid waste system function well. Waste is collected, handled and disposed of in a generally satisfactory manner without undue risk to public health and welfare. The system elements will continue to be adjusted, improved, and replaced. The stage is set for possible significant changes in the future.

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The last major examination of the countywide solid waste handling system occurred in 1972. Many of the recommendations of the 1974 River Basin Coordinating Committee's plan, Environmental Management for the Metropolitan Area, Part IV: Solid Waste, have been implemented. A multijurisdictional management board has been established. Scale systems have been installed at all transfer stations. King County built a new transfer station at Bow Lake. The leachate collection system at Cedar Hills to serve the existing cells was completed. New areas used for solid waste disposal are being underlaid with collection pipes and tied into the leachate collection system before any waste is deposited in the new areas. Some of the nonconforming rural disposal sites and the Tulalip landfill have been closed. The rate of recycling has grown throughout the county and the City of Seattle has adopted recycling and waste reduction priorities and instituted programs to promote and encourage recycling, source separation and composting. Seattle and King County have jointly undertaken an Environmental Protection Agency funded multiphase study to examine the possibilities for energy and resource recovery within the county. The private sector is also actively considering energy recovery options.

#### Opportunities in 1982

Since 1974, the legal requirements for solid waste planning and handling have changed with the passage of the Resource Conservation and Recovery Act of 1976, and the development of Washington State Department of Ecology regulations on extremely hazardous and dangerous wastes, and guidelines on the handling and disposal of sewage sludge. The practical application of waste handling technology has improved substantially and the issues facing jurisdictions in King County have changed.

Opportunities exist for improvement of the solid waste handling and disposal system. New problems and issues need to



be addressed in the context of the countywide system and by the individual operating entities. The countywide issues and problems current in 1982 include waste stream ownership or control, intercounty transfer of waste, escalating public and private operational and disposal costs, declining landfill capacity, landfill closure costs, risk and liability, environmental degradation, and the obstacles and opportunities for resource recovery and hazardous waste disposal.

### The 1982 Plan

The plan proposes the institutional arrangements desirable to advance the level of sophistication and coordination in comprehensive solid waste policy planning and long-range management. The planning effort has examined existing conditions and considered technical, economic, and institutional arrangements. Alternative planning and management structures were actively and persistently examined. Operational issues, economic analysis, and fiscal matters are the responsibility of local governments. They are synthesized on a countywide basis in the plan. The plan contains a compilation of local operating recommendations and implementation programs. Operational plans prepared by local governments will be incorporated in the plan when approved by the Solid Waste Management Board.

The document itself is intended to be as concise and direct as possible. Essential information, including goals and responsibilities, is presented in the body of the plan. Supporting material and analysis, such as existing baseline conditions, waste generation data, and examination of existing operations are treated as appendices. The appendix also includes information, recommendations, and planned improvements that are subject to annual revisions. The Environmental Impact Statement and the Minimum Functional Standards are incorporated in the plan document to keep all the systemwide planning materials

bound in a single place. Hazardous wastes will be considered in a second phase of the planning process which will be completed in 1984.

This plan and the regional planning process are designed to be flexible and dynamic vehicles subject to change as warranted by changing conditions and priorities. The plan is explicitly designed to be revised annually to include changes in operating agencies' capital improvement programs.