

Section 4. Source Reduction

The Plan supports careful assessment and judicious use of public funds to provide financial assistance for waste reduction programs in meeting the State's priority of waste reduction efforts. Free-market economy and public education should be encouraged in order to contribute to the success of overall waste reduction and recycling programs.

The Plan endorses product stewardship as a means of promoting greater reuse of products and materials that have residual value as an alternative to their disposal as municipal solid waste. Finding alternative uses for waste products can reduce the volume and cost of their disposal and contribute to the cost effectiveness of their consumption as a resource. The complete use of toxic and hazardous substances for their intended purpose can reduce the cost and impact of disposing of them as components of the waste stream. The Plan strongly supports the development of public and/or private partnerships in programs that market the reuse and recycling of select products. Examples include the reuse of grocery bags, reselling or exchange of household items, and greater utilization of used building materials in the construction of public infrastructure and the private housing market.

Product Stewardship

1. Develop partnerships with private sector organizations to provide reuse and recycling options for select products.
3. Support product stewardship efforts.

Procurement

4. Assess using purchasing power to influence markets for recovered materials.

Internal Waste Reduction Practices

6. Implement in-house waste reduction programs and practices.

Waste Reduction Education

7. Continue waste reduction education programs.
9. Assess providing recognition for waste reduction successes.

Waste Material Exchanges

10. Continue administration of waste/materials exchange.
11. Encourage private waste exchanges.

Section 5. Recycling

The Plan supports the region's efforts in recovering recyclable material from the solid waste stream and endorses the recycling priorities and goals established by the State of Washington.

The Plan encourages an increased use of metrics to provide the necessary fact-based feedback upon which continued improvement can occur and recommends regular, recurring evaluation of existing recycling programs to determine the feasibility of adding new materials or removing materials that are not economically feasible to recycle. However, it should be recognized that there could be a lower net cost to recovering recyclable materials and paying for their reentry into the commodities market or utilizing them in another beneficial application than it would be to dispose of them as a solid waste.

The Plan recommends continued examination of established residential recycling methods in the interest of increasing the amount of recyclable materials that is kept out of the waste stream and expanding the opportunity for greater participation in curbside or drop-off collection, particularly in rural areas. Simplicity is often the key to successful public participation in any substantive program. Therefore, modified alternative collection systems should be further examined as a potential means to increase residential recycling rates for both urban and rural areas.

The Plan recommends continued promotion of private efforts to further divert recyclable materials from commercial sources. Under RCW 70.95.020(7): "It is the intent of the legislature that local government be encouraged to use the expertise of private industry and to contract with private industry to the fullest extent possible to carry out solid waste recovery and recycling programs." Given this legislative intent, the System will encourage private sector solutions to present and future recycling and waste reduction challenges in Spokane County, including the incorporated entities that are signatories to the Plan. Contracted recycling should be considered either in lieu of or in addition to public recycling collection programs. Both public institutions and private enterprises could increase recycling through the establishment of a food-waste recycling program. Additionally, large public events and special venues should offer greater opportunities for recycling through increased and more convenient placement of containers for collection.

Residential Recycling

1. Continue to strive to satisfy the State's priorities for recycling.
2. Periodically evaluate existing recycling programs to determine the feasibility of adding new materials or removing materials that are no longer economically feasible to collect.
3. Monitor and improve public education efforts to maintain the current success as well as increase the amounts of materials diverted for recycling and composting.

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4. Monitor and respond to Washington's electronic waste recycling law ESSB 6428.
5. Perform study on costs and benefits of multi-stream and other curbside recycling systems. Use results to determine feasibility of changing curbside recycling systems from current three-sort system.
6. Assess voluntary curbside or drop-off recycling collection programs in rural areas. Provide results to collectors and rural jurisdictions.
8. Evaluate the current residential recycling system for potential improvements that will increase diversion at the lowest cost with the highest effectiveness.

Commercial Recycling

10. Continue to support and encourage private efforts to divert recyclable materials from commercial sources.
11. Continue to encourage non-residential recycling through local ordinances, policies, procedures, incentives, technical assistance, and recognition programs.
12. Encourage food waste management by the commercial sector.

Composting

15. Expand yard waste collection efforts, including construction of a local compost facility or other yard debris management systems.

Public Recycling

17. Develop program to facilitate recycling at public venues and events.

Section 6. Collection

The Plan recommends that additional means be assessed to improve the solid waste collection process. The use of incentive rates should be considered to encourage increased recycling and waste reduction. An example is the "Pay as You Throw" program where the rates are structured so that those who dispose of more are charged more than those with lower waste volumes. Alternative collection strategies such as co-collection and/or frequency of service should also be considered.

The option of mandatory collection should be carefully assessed. More centralized recyclable collection locations for rural households would support optional self-hauling and contribute to greater waste reduction. The Plan does not promote mandatory commercial recycling, but does support a free-market economy with a progressive and participative business sector combined with public education to contribute to Ecology's priorities of waste management.

2. Assess changing service levels to capture more households.

3. Assessing contracting for recycling.
4. Assess alternative collection strategies.
5. Assess mandatory collection.

Section 7. Transfer Systems

The Plan recommends the development of criteria for determining if the existing Spokane Regional Solid Waste System owned transfer stations need to be upgraded. The need for additional Spokane Regional Solid Waste System owned and/or privately owned transfer stations operating within the Spokane Regional Solid Waste System should also be carefully evaluated. The tonnage capacity of the existing System transfer stations is adequate, but the queuing space for self-haul vehicles at the Valley Transfer Station is inadequate. The limited queuing space available at the Valley Transfer Station increases the time required to process through the facility which can serve as an economic disincentive to commercial activities sensitive to time factors and costs.

The Plan strongly encourages regional planning leading to the establishment of locations for staging and processing of large surge volumes of debris that result from major disasters. Potential incidents for the Spokane area realistically include volcanic eruptions, wind storms, firestorms, ice storms, railroad derailment, and/or terrorist attack. Pre-identification of staging areas and the establishment of contingency handling processes, including potential contracted services, will ultimately reduce the impact of such disasters, increase the public safety during response/cleanup operations, and lessen the overall impact on our region.

1. Develop criteria for determining if the existing transfer stations need to be upgraded, including assessing improvements to operational efficiencies.
2. Assess needs for additional transfer stations.
3. Establish locations for staging and storage of natural disaster debris.
4. Offer reuse areas at System facilities if costs, logistics, and demand for the service justify implementing a program.

Section 8. Energy Recovery

Provided that the WTE facility remains an element of the region's solid waste management strategy, the Plan recommends that plant operations must remain responsive enough to be able to meet future State and Federal air emissions requirements through the application of maximum achievable controls technology in a manner that is deemed cost effective and affordable.

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The federal government considers municipal solid waste to be a renewable energy source. The electricity produced from steam, generated as a result of the mass burn process, is a clean, easily distributed form of energy that contributes to the sustainability of our community. The revenue generated from the sale of the recovered energy helps offset the cost of the overall waste management system and allows for the subsequent disposal of solid waste in a manner that is less harmful to our environment. Additionally, there remains a substantial amount of low-grade process heat after the steam turbine electrical generation process that might be sold as district heat in nearby development of the Spokane Airport Business Park.

The Plan recommends the careful assessment of expansion of the WTE Plant, specifically the addition of a third boiler, including considering the impacts from regional solid waste generation volumes. However, the capital bonds required to pay for the initial construction of the WTE Plant will be completely paid off by 2011. This will significantly lower the annual cash flow requirements of the system and perhaps allow for a substantive reduction in tipping fees. The plant has been well maintained and with continued maintenance, has many years of useful life remaining. Therefore, it makes sense to continue operations under the conditions stated above and to take advantage of this opportunity to lower overall system costs and/or tipping fees to competitive levels. The Plan strongly encourages assessing all options that can reduce the cost of plant operations to be considered, including in-house operation, contracted operations, or its sale to a private entity.

The Plan also recommends consideration be given for additional waste processing on the receiving side in order to remove more material that is not burnable and to increase the recovery of recyclable materials. Similarly, the Plan recommends the pursuit of post-processing technologies for the substantial amount of residual ash that is a byproduct of the mass burn process. Possible applications include encouraging the use of bottom ash as a component of non-structural fill for roads, parking lots, and building sites. Possible uses for the fly ash might be as a component in cementitious construction materials as a substitute for cement. Additional waste processing at the WTE Plant and the system transfer stations can further increase recycling rates and improve the overall performance of the plant.

Finally, the Plan encourages the local consumption of the WTE Plant's energy production to help satisfy the area's needs, particularly for public infrastructure that is more heavily energy dependent, such as wastewater treatment or an electrified regional light rail system.

1. Maintain the WTE Facility to continue operations after bond retirement.
2. Assess issues and parameters of adding a third boiler to the WTE Facility.
3. Evaluate front-end processing of waste to improve recovery of material prior to incineration.

4. Assess development of Malloy Prairie landfill site for ash disposal.
6. Assess combining the ash and bypass disposal contract with the WTE operating contract instead of renewing the existing contract.
8. Assess sale of the WTE Facility to a private company or public energy utility.
9. Assess sale of Malloy Prairie landfill site.

Section 9. Landfills

The Waste to Energy facility cannot handle all of the waste generated within Spokane County. A large component of the waste stream is non-burnable waste that does not lend itself to mass burn technology. Additionally, the process itself results in residual ash that currently is transported for disposal in the Roosevelt Regional Landfill in Klickitat County, Washington. Therefore, until other technologies and/or waste disposal strategies become more available and affordable, landfill disposal will remain an element of the region's overall waste management strategy.

The Plan recommends assessing multiple transportation modes for out-of-county landfill disposal of waste in order to reduce the vulnerability and expense associated with any single transport mode. Contracts should be competitively based on cost, reliability, and responsiveness with respect to meeting the needs of Spokane County.

The Plan also recognizes the potential benefits of in-county landfill disposal, in part to provide for contingency disposal capacity when bypass solid waste cannot be sent to an out of county landfill, as well as in the event of civil or natural disasters that could result in a large surge of solid waste requiring immediate disposal. Any additional landfills should be sited within Spokane County with the greatest amount of scrutiny and consideration for the environment, in particular, the regional aquifer.

The Plan recommends that all post-closure costs for landfills that exist within Spokane County, and for which the public has a financial liability, be fully considered for inclusion within the overall regional waste management system. Taking a long-term approach in addressing the financial obligations presented by past and present landfill operations will be in the best interest of Spokane County, both fiscally and environmentally.

The Plan supports the continued development of alternative waste disposal technologies. The Plan is very supportive of monitoring and assessing gas extraction and energy recovery technologies that can further reduce the potential environmental impacts of landfills while adding to the overall sustainability of the region.

1. Investigate alternative transportation modes for waste transferred to an out-of-County landfill.

2. Expand the Northside Landfill MSW cell for contingency/bypass use.
3. Examine post-closure care funding for County- and City of Spokane-owned landfills.
4. Monitor developments in alternative processing technologies for municipal solid waste.
5. Assess development of an in-County MSW landfill for use after 2011, either public or privately owned and operated.
6. Assess long haul of municipal solid waste out of the County.
7. Assess using both the WTE Facility and out-of-County landfill for disposal of MSW.
10. Identify needs and costs to remediate closed landfills in the County (including private landfills).

Section 10. Miscellaneous Waste

The Plan supports public education as it relates to miscellaneous waste handling and disposal. Specifically, efforts to promote awareness among individual homeowners regarding the proper identification, handling, and disposal procedures for asbestos containing materials should be included as part of the System's public outreach program. Similarly, the Plan supports continued coordination with the Spokane Regional Health District to produce and distribute educational materials related to biomedical wastes. The Plan emphasizes the need for continued System involvement in the planning and execution of local, state, and federal emergency response plans, particularly as they involve agricultural or other miscellaneous wastes discussed in this chapter.

The Plan recommends additional research and investigation of alternative uses for the ash generated as a by-product of operating the Waste to Energy facility. Currently, disposal of the resultant ash by rail to a regional landfill is a major cost component of plant operations. This recommendation supports a careful and thorough examination of the issue in the hope that better information will ultimately lead to lower disposal costs for the citizens of Spokane County, a further reduction of waste volumes, increased sustainability of our community development, and continued protection of our environment.

The Plan supports the diversion of yard debris in biosolids composting programs, but funding sources should come from outside of System or solid waste grant funds. The Plan recommends the existing programs related to contaminated soils, recycling of electronics, foundry operations, paper sludge, tires, and universal waste continue to be managed by the private sector. The Plan further encourages that, wherever appropriate, the private sector be allowed to recycle and treat other miscellaneous waste streams as

they exist or become established.

Special Waste

1. In Spokane County, any generator wishing to manage hazardous wastes as special wastes should consult with the Washington State Department of Ecology (Ecology) and, as appropriate, solicit the services of qualified waste management contractors for handling and managing the wastes.

Agricultural Waste

2. Develop emergency response plans regarding agricultural waste specific to available resources and operations and in coordination with local, state, and federal agencies.
3. Continue to support existing federal, state, and other agency policies and procedures that have been developed for the management of animal carcasses that have been diagnosed or suspected of being carriers of an infectious disease.

Asbestos Waste

4. Continue to educate homeowners about proper identification of asbestos-containing materials and proper handling and disposal methods.
5. The System should continue to work with SCAPCA to develop more comprehensive information and outreach strategies. Information is available on the SCAPCA website www.scapca.org.

Ash from Waste-to-Energy Facility

6. Continue to monitor research and investigate alternatives for ash utilization. The handling of ash residue must be protective of public, worker, and environmental health and safety. Substantive changes to the handling of the ash residue shall be accompanied by an early and extensive public process consistent with WDOE permit requirements. Any ash recycling program must be preceded by extensive research into recycled ash, with documentation that no significant harmful effects exist from the recycled ash products before a project is undertaken. Any notification of permit changes shall be copied to the governing bodies over the SRSWS.

Biomedical Waste

7. Continue to coordinate with SRDH in the distribution of educational materials for correct management of medical waste generated by residents.
8. Continue to plan and coordinate with the appropriate federal, state, and local agencies regarding emergency response plans involving human or animal diseases.

Biosolids and Septage

9. Continue to monitor potential changes and examine other alternatives for future disposal, if necessary.

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10. Funding sources should be pursued for existing biosolids composting facilities that need to replace aged and worn-out equipment, to improve system processing, and to provide reliable operations.

Contaminated Soils

11. Continue to allow the private sector to manage and dispose of contaminated soils in permitted facilities.
12. Where appropriate, support and encourage the private sector to treat contaminated soils to minimize the amounts landfilled.

Electronic Waste

13. Support e-waste recycling activities within the private sector.

Foundry Operations

14. Continue to allow the private sector to manage and dispose of foundry wastes.
15. Management practices should be encouraged to reduce and recycle these wastes, when feasible.

Paper Sludge

16. The County and cities should continue to allow the private sector to appropriately manage and dispose of its paper sludge wastes.
17. Management practices to reduce and recycle these wastes should be supported and encouraged, when feasible.

Tires

18. Encourage County and city purchasing programs for recycled tire products.
19. Continue to promote and implement County and city fleet programs to reduce tire waste.
20. Continue to include information on reducing tire waste and recycled tire products in public education programs.
21. Assess use of waste tires as feedstock for Waste to Energy Facility during seasonal low-volume periods.

Universal Wastes

22. Continue to allow small quantity generators to bring UW to existing Small Quantity Generator (SQG) waste collection events for proper disposal.
23. Continue to promote the private sector to appropriately manage universal waste for

recycling.

Section 11. Construction, Demolition, Landclearing, and Inert

The Plan supports continued public outreach and education on options for the waste reduction, recovery, and disposal of construction, demolition, landclearing, and inert waste (CDL/I). Based on the waste stream analysis provided as an appendix to this plan, CDL/I represents the greatest opportunity for further waste reduction through the potential recovery of recyclable materials. Therefore, the Plan strongly supports considerations for development of in-county CDL/I recycling facilities. The Plan supports the identified need for emergency storage, handling, and disposal capacity as called for in regional disaster management plans.

The Plan recommends the development of voluntary waste diversion specifications. Mandatory diversion specifications should be carefully assessed in order that they do not impose unnecessary costs compared to the benefits.

1. Continue to provide outreach and education on options for the waste reduction or recovery of CDL/I.
2. Assess development of CDL/I waste diversion specifications for County or municipal projects.
3. Assess use of recycled content material specifications for County or municipal construction and engineering projects.
4. Assess development of a CDL and Inert waste diversion ordinance.
5. Support markets for CDL/I by promoting reuse and recovery.
6. Evaluate financial incentives, public/private partnerships, and policies to encourage recovery/recycling of CDL/I materials.
7. Continue with development of a Disaster Management Plan for emergency disposal activities that coordinates with federal, state, and local agencies' emergency plans.
8. Assess options regarding development of in-County CDL recovery facilities.

Section 12. Moderate Risk Waste

The Plan recommends continuing with the System's current public education program related to moderate risk waste. Additional opportunities for moderate risk waste education, training, collection, or processing programs should be carefully assessed to weigh the costs with the benefits of the programs. Expenditure of limited resources must always be appropriately scrutinized and prioritized. The Plan encourages the system to continuously look for ways to improve and monitor the effectiveness of its programs.

Household and Public Education

1. Continue public education programs to reduce the generation of moderate risk waste.
2. Continue to provide public education on alternative products.

Household Hazardous Waste Collection

3. Assess using mobile collection centers to target rural areas.
4. Assess providing on-call collection services for moderate risk waste.
- 4a. Continue Household Hazardous Waste collection at permanent System facilities.

Mercury Waste Education and Outreach

5. Continue to provide education and outreach to residents on the risks associated with mercury in the waste stream and to promote the availability of HHW collection sites and recycling businesses for alternate methods of processing along with proper handling and disposal of this waste.

Business Technical Assistance

6. Develop and distribute purchasing guidelines for re-refined lubricating oils.
7. Continue to provide business collection assistance for MRW.
8. Maintain enforcement efforts by appropriate enforcement agencies.

Section 13. Administration and Enforcement

The Plan recommends maintaining support for required regulatory and enforcement activities. The Plan supports cooperative efforts in reducing illegal dumping throughout the County and the abatement of solid waste nuisances on public and private property.

The Plan supports high level collaboration and representation by all affected jurisdictions within Spokane County regarding regional solid waste management and disposal administrative issues, both before and after interlocal agreements expire or are renewed. Careful evaluations of all administrative designs should be conducted in an open, transparent atmosphere to clearly identify the benefits, responsibilities, and commitments of each option.

From a governance and administrative perspective, the Plan recommends the current system be restructured into a system that is governed by a board comprised of membership that is proportionally representative of the overall region. Other regional

governance boards already exist and so this would be consistent with other programs managed on a regional basis. Examples of existing boards are the Regional Public Health Board, Airport Board, Spokane County Air Pollution and Control Authority Board, and the Spokane Transit Authority Board. Suggested representation would be three elected officials from the City of Spokane, two elected officials from the City of Spokane Valley, two elected officials from the Association of Small Cities, and two elected Spokane County Commissioners.

Among options for administrative design, the Liaison Board could be eliminated or considered as the basis for establishment of a regional governing board with real authority for establishing policy and making final decisions in regard to System management and budgetary issues that are regional in nature.

The SWAC recommends that the Solid Waste Advisory Committee, under any revised system of governance, continue to serve in its role as an advisory body to the new board of authority. Their input could be of greater weight than the current reporting structure in which they report to the Board of County Commissioners. Additionally, that body could consider the creation of two sub-committees to help in the formulation of advice regarding (1) policy matters, and (2) technical matters.

SWAC further strongly supports that practical matters along with potential legislative actions to authorize the above recommended system dictate that the transition to a regional governance structure be planned for implementation to coincide with either the expiration of existing interlocal agreements or at such time as the existing agreements can be renegotiated. The Solid Waste Advisory Committee, however, recommends that a new governance system be implemented in the most expeditious manner reasonably achievable, but not later than 2011.

Because of the legal and political complexities involved in understanding and designing regional solid waste disposal systems, the Plan recommends further study and legal expertise to flesh out advantages and challenges to these or any other designs. The Liaison Board could facilitate the formation of a Regional Solid Waste Planning Committee to study and discuss issues and options regarding the future structure of solid waste management and disposal administration within Spokane County, as described in Alternative 6.

6. Regional Solid Waste Planning Committee

The Liaison Board should establish a Regional Solid Waste Planning Subcommittee within 90-days of final Plan approval comprised of County and municipal jurisdictions, Fairchild Air Force Base, and appropriate agencies and stakeholders, to discuss and further research options for future regional solid waste management administrative structures, including but not limited to:

- Liaison Board assumes administration of the Spokane Regional Solid Waste

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Summary of Recommendations

System.

- Transfer of the Spokane Regional Solid Waste System administration to the Board of County Commissioners.
 - Transfer of the Spokane Regional Solid Waste System administration to a Regional Board made up of countywide stakeholders.
 - Spokane Regional Solid Waste System.
 - Solid Waste Disposal District.
 - Solid Waste Disposal District with an Executive Advisory Committee.
 - Independent Regional Authority.
 - Municipal-Operated Disposal Facility(ies).
 - Metropolitan Municipal Corporation.
7. Assess a solid waste program tipping fee rebate.