



Anacortes City Council
Municipal Building Council Chambers
904 6th Street

April 16, 2018
6:00 p.m.

PRELIMINARY AGENDA

[Packet Materials](#)

1. **Call to Order**
2. **Pledge of Allegiance**
3. **Announcements and Committee Reports**
 - a. Arbor Day Proclamation: April 23, 2018
 - b. Port/City Liaison Committee
 - c. Public Safety Committee
 - d. Finance Committee
 - e. Public Works Committee
4. **Public Comment**
5. **Consent Agenda (Action)**
 - a. Minutes of April 9, 2018
 - b. Approval of Claims in the amount of: \$279,821.46
 - c. Resolution 2010: Adopting 2017 Skagit County Comprehensive Solid Waste Management Plan
 - d. Contract Modification: Phase B Telemetry 14-009-IDS-004
 - e. Contract Modification: WTP Chlorine Conversion Project 18-036-WTR-001
 - f. Interlocal Agreement with the Port of Skagit for Construction of Fiber Optic Infrastructure
6. **Public Hearings**
7. **Other Business**
 - a. Municipal Fiber RFQ Finalist Presentation 1 (Discussion)
 - b. Contract Award: 2018 Asphalt Overlay 18-001-TRN-003 (Action)
 - c. Municipal Fiber RFQ Finalist Presentation 2 (Discussion)
 - d. Contract Award: Slurry Seal 2018 18-033-TRN-001 (Action)
 - e. Municipal Fiber RFQ Finalist Presentation 3 (Discussion)
9. **Adjournment**

Per Resolution 1949, citizens wishing to comment on items not on the agenda may do so under the Public Comment portion of the agenda. Citizens wishing to comment on agenda items indicated with an asterisk () may do so as those items are considered by Council during the course of the meeting. Citizens wishing to speak will please sign in at the back of the Council Chambers prior to the start of the meeting. The Mayor may limit comments to those who have signed in, and may limit the time allotted to each speaker to facilitate the orderly progress of the meeting.*

The City of Anacortes encourages people with disabilities to participate in public meetings.
For assistance with special needs, please contact Cherri Kahns at 360-299-1950 at least 48 hours prior to this meeting.



Anacortes City Council

Proposed Agenda Items for the Next Eight Weeks Beginning April 23, 2018

Subjects listed below have been tentatively suggested for consideration by the Anacortes City Council on the dates indicated. Items may be added to, removed from or rearranged on this list. Routine business such as approval of minutes and vouchers are not included. The complete Preliminary Agenda for each meeting is published at 3:00 on the Wednesday prior to the meeting. Published Agendas are subject to change and may be updated following the posting period. For additional information on agenda topics, please contact the City Clerk's office at 360-299-1960 to be directed to the sponsoring staff member.

April 23, 2018

- CDBG - 2018-2022 Consolidated Plan & Action Plan Public Hearing (Discussion/Possible Action)
- Presentation from HAM Radio and CERT Organizations (Discussion)
- Contract Modification: NoaNet - West End Telemetry System (Discussion/Possible Action)
- Municipal Fiber ISP Model Decision (Discussion/Possible Action)
- Executive Session (30 Minutes) : Collective Bargaining Update (6 PM at beginning of meeting)

May 7, 2018

- Presentation: History of Anacortes' North Shore (Discussion)
- Public Works Quarterly Update (Discussion)
- Ordinance 3022: Impact Fees (Action)

May 9, 2018

Special Joint Meeting of the Anacortes City Council and Anacortes Planning Commission

Anacortes Municipal Code Update: Development Regulations and Design Standards Adoption Process Kick-Off

May 14, 2018

- Closed Record Decision Hearing, "A" Dock Replacement & Reconfiguration, Shoreline Substantial Development Permit, Port of Anacortes, SDP-2018-0002 (Discussion/Possible Action)
- Contract Award: Municipal Fiber Pilot Zone Construction (Discussion/Possible Action)

May 21, 2018

- Guemes Channel Trail Update (Edwards Way cul-de-sac to WSF Terminal) (Discussion)

May 29, 2018

- Pavement Management Program Update (Discussion)

June 4, 2018

June 11, 2018

June 18, 2018

Upcoming City Council Committee Meetings

The public is welcome to attend City Council Committee Meetings.

- Public Works, Monday, Apr 16, 2018, 5:00 PM, Public Works Director's Office, City Hall
- Planning, Monday, Apr 23, 2018, 5:00 PM, Main Conference Room, City Hall
- Finance, Wednesday, Apr 25, 2018, 5:00 PM, Main Conference Room, City Hall
- Port/City Liaison, Tuesday, May 1, 2018, 8:30 AM, Port of Anacortes
- Housing Affordability & Community Services, Thursday, May 3, 2018, 1:30 PM, City Hall
- Skagit County Population Health Trust, Thursday, May 3, 2018, 8:30 AM, Mount Vernon
- Public Works, Monday, May 7, 2018, 5:00 PM, Public Works Director's Office, City Hall



ANACORTES EXECUTIVE DEPARTMENT

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CITY OF ANACORTES PROCLAMATION

Arbor Day – April 23, 2018

WHEREAS, arbor means “tree” in Latin, Arbor Day is a special day that has been set aside for planting and caring for trees; and

WHEREAS, this year marks the 146th anniversary of Arbor Day, which was first celebrated by J. Sterling Morrison to encourage his fellow Nebraskans to plant trees to beautify and enrich their state; and

WHEREAS, all fifty states and countries throughout the world celebrate this holiday every spring to teach children the importance of forestry and reforestation; and

WHEREAS, Anacortes has been recognized by the National Arbor Day Foundation as a Tree City USA for the seventeenth consecutive year; and

WHEREAS, the tree planting this year will be held at the Anacortes Public Library to help beautify our city.

NOW, THEREFORE, BE IT RESOLVED it is fitting and appropriate that I, Laurie Gere, Mayor of the City of Anacortes, do hereby proclaim Thursday, April 23, 2018 as our celebration of

ARBOR DAY

In the City of Anacortes and encourage our citizens to plant trees thus leaving a legacy for present and future generations.

Dated this 16th day of April 2018.



Laurie Gere, Mayor

April 16, 2018
6:00 p.m.

Please print your name legibly so we can recognize you correctly in the minutes. Thank you!

Name

Topic

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Continue on back of sheet as needed

City Council Minutes – April 9, 2018

At 6:00 p.m. Mayor Laurie Gere called to order the regular Anacortes City Council meeting of April 9, 2018. Councilmembers Eric Johnson, Ryan Walters, Brad Adams, Liz Lovelett and Matt Miller were present. Councilmembers Anthony Young and Bruce McDougall were absent.

Ms. Lovelett moved, seconded by Mr. Johnson, to excuse the absence of Mr. McDougall who was away on business. Mr. Adams moved, seconded by Mr. Johnson, to excuse the absence of Mr. Young who was ill. The motions carried unanimously by voice vote.

The assembly joined in the Pledge of Allegiance.

Announcements and Committee Reports

Skagit County Population Health Trust: Ms. Lovelett reported from the Trust meeting the prior Thursday at which the Sedro-Woolley school district superintendent discussed safety measures being implemented there and presented the OSPI website rating all Washington State schools on various scales. Ms. Lovelett said that the Trust also reported on its initiative for maternal and child wellbeing for which an action plan was forthcoming. She added that the Trust identified the dire unavailability of quality infant and early childhood care as one of the largest concerns in Skagit County.

Housing Affordability and Community Services Committee: Mr. Johnson reported from the committee meeting the prior Thursday. He said staff met with a group contractors earlier in the day to determine if the committee's proposals for affordable housing would pencil out. He said the city's CDBG allocation amount had not yet been announced by HUD and that the public comment on the Action Plan would close April 23. Mr. Johnson said the Accessible Communities Advisory Committee would be holding a stakeholders meeting on May 1. He said discussion continued on the Olson Building which was on the agenda for the Port/City Liaison Committee meeting the following day. Ms. Lovelett added that the committee wished to consider directing the administrative component of the CDBG grant to capital projects and cover the staff support cost out of the general fund, a topic to be continued during the budget discussions.

Planning Committee: Mr. Adams reported that the committee meeting scheduled for earlier in the evening had not occurred.

Mr. Walters encouraged his colleagues to attend the April 12, 2018 Ruckelshaus Center presentation regarding the GMA beginning at 5:30 p.m.

Public Comment

No one present wished to address Council on any topic not already on the agenda.

Consent Agenda

Mr. Johnson moved, seconded by Ms. Lovelett, to approve the following Consent Agenda items. The motion carried unanimously by voice vote.

- a. Minutes of April 2, 2018
- b. Approval of Claims in the amount of: \$528,550.75

The following vouchers/checks were approved for payment:

EFT numbers: 88733 through 88775 and 88811 through 88813, total \$374,827.40

Check numbers: 88732 and 88776 through 88810, total \$105,111.81

Wire transfer numbers: 229883 through 230964, total \$10,913.02

OTHER BUSINESS

2019/2020 Budget Kickoff: Departmental Goals and Objectives for the Upcoming Biennium - Continued from March 26

Finance Director Steve Hoglund reviewed the 2019/2020 biennial budget development schedule which was posted on the website. Mr. Hoglund suggested reordering the evening's agenda to move the library presentation to first position. Councilmembers concurred.

Library

Library Director Ruth Barefoot shared her slide presentation which was included in the packet materials for the meeting. She noted how the library's vision for the next biennium aligned with the library's 2016-2020 Strategic Plan. Ms. Barefoot summarized the library's achievements in 2017-2018, then outlined its budget goals for 2019-2020 including redesigning the first floor for better wayfinding and branding for key service areas; developing a TinkerTech lab to provide training and workshop space; reconfiguring the workflow using LEAN management strategies; finalizing the Marketing and Communication Plan; expanding applications and digital resources for kids, families, teens and adults; and increasing the materials budget by 3% to support print resources. Mr. Walters requested metrics for the various programs to allow Council to determine its funding priorities for the library. Ms. Lovelett reiterated previous councilmember requests that library branding clearly identify the library as a city facility.

Administrative Services

Administrative Services Director Emily Schuh shared her slide presentation which was included in the packet materials for the meeting. She summarized the varied divisions within the department and its organizational chart, noting one potential new position at the Senior Center that would be largely funded by the Senior Center Foundation. Ms. Schuh alerted Council to situations that may impact the 2019-2020 budget including collective bargaining agreements, Washington State paid family leave regulations, upward trends in healthcare costs, civil service assessment centers, succession planning for several departments, and risk management in cooperation with WCIA. She then listed capital and operational items that she would propose in the budget for the Municipal Court, the Office of Public Defense, the Senior Activity Center, and the city website. She concluded by noting that the ongoing discussion of a potential municipal broadband network would continue at the April 16, 2018 City Council meeting and that the outcome of that discussion during 2018 could be reflected in the budget for the upcoming biennium. Mr. Walters confirmed with Ms. Schuh that capital expenditures for the court and Senior Center facilities would be addressed in the Public Works facilities budget.

Legal

City Attorney Darcy Swetnam shared her slide presentation which was included in the packet materials for the meeting. She reviewed the department organizational chart and added that the department was fortunate to have two volunteer professionals assisting as well. Ms. Swetnam reviewed progress on the budget goals identified for the 2017-2018 biennium including streamlining the land use application process, updating the municipal code and developing public records management and response procedures. She then outlined the ongoing operational budget requirements and new budget goals for 2019-2020 including fully implementing Laserfiche by the end of the biennium (including components in both the Legal and Information Services budgets), continuing significant updates to the Anacortes Municipal Code, and representing the city as in-house counsel as well as supporting departments with contracting, public records and claims. Ms. Lovelett observed that having in house counsel has been extremely valuable for councilmembers. Ms. Swetnam then looked ahead to the 2021-2022 biennium and explained why the city might at that point consider moving towards centralized public records management and consider how the city provides prosecution services.

Planning, Community and Economic Development

Planning Director Don Measamer shared his slide presentation which was added to the packet materials for the meeting. He reviewed the department organizational chart and added that the department was in the process of

recruiting to fill a position that would be vacated by a retirement in 2018. Mr. Measamer shared statistics for land use permit reviews and turnaround times, then described a series of projects that would form part of the Planning Department budget for the biennium including contracted services for the Shoreline Master Program update, travel lift pier dock and pile replacement, exploring a CBD parking structure, planning for an affordable housing project, exploring opportunities for acquisition of sensitive areas/critical areas, undertaking Urban Growth Area planning to investigate potential annexation of Padilla Heights Road, planning for a Community Youth Center, and continued municipal code updates. Mr. Measamer then listed a number of economic development initiatives for the upcoming biennium including South Commercial Avenue Corridor Plan implementation, maintenance projects at the 30th Street boat ramp, establishing an economic development website presence, implementing the Maritime Strategic Plan, and establishing a City Council Economic Development/Tourism Committee consistent with the Tourism Promotion Strategic Plan. Mr. Measamer concluded with a review of Building Department permit and inspection statistics for 2016, 2017 and 2018 and observed that current staffing in that division was not sufficient to meet target response times. He said that the department was recruiting a Building Inspector/Code Enforcement/Permit Tech which would involve a budget amendment for 2018. Ms. Lovelett reminded that any facility updates or maintenance should be included in the capital facilities plan. Mr. Walters praised the current cross-training in the Planning Department. He added that economic development opportunities are tied to larger economic cycles and supported contracting or otherwise funding economic development initiatives as soon as possible to capitalize on current market conditions. Mr. Johnson asked if additional economic development staffing might be added to support the new City Council Economic Development/Tourism Committee and related efforts.

Police

Police Chief John Small shared his slide presentation which was included in the packet materials for the meeting. He reviewed the department's goals and organizational chart, noting the challenge of maintaining full staffing in the face of normal turnover. Chief Small described the budget challenges inherent in ever increasing uniform and equipment costs and the need to replace outdated equipment and keep up with new technology. The chief identified a 2019-2020 budget goal of adding a 27th officer and listed the safety and prevention benefits of that position. Mr. Johnson cited a Governing Institute study indicating that a town the size of Anacortes should have 27.2 officers. Chief Small then elaborated on other budget line items including training, K9 narcotics team support and associated increased towing and supply costs based on the success of that team, and the School Resource Officer position co-funded by the city and the Anacortes School District. He anticipated cost increases for ongoing expense categories including jail medical costs, Skagit 911 dispatching fees, the Spillman Records Management system, bargaining unit agreements, and increasing frequency of abandoned vehicles. Ms. Lovelett spoke in support of the training budget, particularly in response to school violence, and suggested more discussion of that topic at the next Public Safety Committee meeting. She also suggested alternative funding sources that might contribute to the K9 expenses. Chief Small concluded by suggesting budget items for a future biennium, including a second School Resource Officer to focus on elementary schools and development of a Special Reaction Team. Mr. Miller requested figures demonstrating the potential impact of a 27th officer on overtime expenditures. In response to a question from Mr. Walters, Chief Small said a 27th officer would likely allow Anacortes to participate in the county drug task force, which it was not currently doing due to staffing constraints. Mr. Walters noted that the capital facilities plan calls for 1.5 officers per 1000 residents, or 29 officers, and specifies target response times; he urged that proposals for additional FTE address those factors as well as overtime expense. In response to a question from Mr. Adams, Mr. Høglund explained the current allocation of jail medical costs to Anacortes and other users of the Skagit County Criminal Justice Center. Mr. Miller observed that those costs would continue to rise as the County transitioned to a different health care provider at the jail. Ms. Lovelett asked that any capital facility costs be addressed in the budget.

Fire/EMS

Fire Chief Richard Curtis shared his slide presentation which was added to the packet materials for the meeting. He reviewed the department's three broad goals for the biennium in conformance with City Council's direction: maintaining current levels of service for fire suppression, EMS, hazmat mitigation and specialize rescue;

implementing Resolution 1946 including the March Point fire station, 24/7 service at Station 3, achieving imminent rescue staffing at Station 1, and staffing to achieve semi-annual and annual structure inspections; and improving emergency preparedness. Chief Curtis discussed essential equipment replacement due for hose and nozzles as well as fire/EMS apparatus. Councilmembers inquired about the effect of not replacing the ladder truck, as well as possible means of reducing its cost or increasing offsetting impact fee revenue. Mr. Miller asked to know the effect on insurance rates for 3-story buildings if the city did not have a ladder truck.

At approximately 7:55 p.m. Mayor Gere called a 5-minute break. At 8:00 the mayor called the meeting back to order.

Parks and Recreation

Parks and Recreation Director Gary Robinson shared his slide presentation which was added to the packet materials for the meeting. He outlined the extensive scope of operations of the department, shared a videotaped introduction of its staff members, and then described its budget goals for 2019-2020. Those included infrastructure replacement and maintenance, expansion of Grand View Cemetery, Storvik Park upgrades at the baseball field and shuffleboard court area, trail expansion planning and improvements, stabilizing sailing program staffing, updating the parks comprehensive plan and responding to goals identified in the plan, continuing improvements at the Depot, and planning for improvements to the Washington Park boat launch. Mr. Robinson identified ongoing budget needs beyond 2020, including infrastructure capital planning, continuation of the Guemes Channel Trail, Grand View Cemetery expansion, implementing the Heart Lake Master Plan, Washington Park improvements, stabilizing seasonal staffing, replacing equipment, and operating and maintaining the Youth Community Center. In response to a question from Ms. Lovelett, Mr. Robinson estimated that Grand View Cemetery was approximately 40% funded (for operations, not capital) by plot revenues. Ms. Lovelett requested an estimate of the cost to update the water and electrical systems at the Washington Park campground.

Museum

Museum Director Bret Lunsford shared his slide presentation which was included in the packet materials for the meeting. He reviewed the department's mission, its four facilities, and its organizational chart including the three boards that participate in its operation. Mr. Lunsford described recent staffing transitions, ongoing bargaining unit discussions, and a series of board/staff retreats aimed at developing a 5-year Plan for the museum. He then listed 2019-2020 budget items for facilities maintenance and repair, program support, and staffing. Mr. Lunsford suggested that a modest increase in hours for current staff would further collections processing and expand the operation of the Maritime Heritage Center to greet visitors year round, at least on weekends.

There being no further business, at approximately 8:30 p.m. the Anacortes City Council meeting of April 9, 2018 was adjourned.

The following claims against the City of Anacortes have been preaudited and certified by the Clerk-Treasurer as ready for City Council approval at the April 16, 2018 City Council meeting:
[Download this file in OpenDocument spreadsheet format.](#)

Invoice Doc #	Transaction Date	Invoice #	Vendor Full Name	Description	Total Amount
231117	2/22/2018	WAMO145147	FASTENAL COMPANY	DRY GRAPHITE LUBE	\$24.87
231268	2/28/2018	83348	VECA ELECTRIC COMPANY, INC	ELECTRICAL PREP WORK FOR EXTRACTOR	\$895.84
231072	3/1/2018	233092	ANACORTES ANIMAL HOSPITAL	BOARD & DISTRAINER; FEB 2018	\$363.40
230758	3/5/2018	550570	KUSTOM SIGNALS INC	SPEED MEASURING DEVICE	\$2,593.40
230943	3/6/2018	0041941-IN	TMG SERVICES, INC	TUBING	\$387.57
230945	3/7/2018	0103286	POLLARD WATER	GRADUATED CYLINDERS	\$47.52
231113	3/7/2018	00087728	OWEN EQUIPMENT COMPANY	6 FT FIBERGLASS POLES	\$212.87
231121	3/8/2018	WAMO145409	FASTENAL COMPANY	COPER STRUT CLAMP	\$11.95
231255	3/12/2018	202206620	SCOTT RICHARDS INSURANCE, INC	BFA58463881 TERRORISM RISK INSURANCE ACT	\$1,056.00
231261	3/14/2018	1255578864	GRAY, MATTHEW	STRICKERT, ROBERT, DENTAL SERVICES	\$223.00
231069	3/15/2018	1990622333	ARAMARK	APD NYLON MATS CLEANED	\$16.28
231284	3/16/2018	1553	ACME CREATIVE	LIBRARY REBRANDING	\$1,957.50
231269	3/20/2018	S3623242.003	BUILDERS' HARDWARE & SUPPLY	LOCKING MATERIAL	\$116.29
230239	3/21/2018	604177636	EVERGREEN COAST CONSTRUCTION	DOR APPLICATION FEE	\$30.00
231108	3/21/2018	308868	FRONTIER BUILDING SUPPLY	HARDBOARD	\$269.43
230949	3/22/2018	117827	SKAGIT FARMERS SUPPLY	ETHANOL	\$68.07
230961	3/22/2018	0103202	POLLARD WATER	GRADUATED CYLINDERS	\$106.83
231271	3/22/2018	230412	BAY CITY SUPPLY	FACILITY SUPPLIES	\$617.80
230944	3/23/2018	56881/2	H.B. JAEGER	D.I. SPOOL	\$158.13
230978	3/23/2018	31224	BRABER EQUIPMENT	MOWER BLADES	\$535.05
230421	3/26/2018	752360	JCI JONES CHEMICALS INC	SODIUM HYPOCHLORITE 12.5% SOLUTION	\$4,360.75
230962	3/26/2018	9804328331	VERIZON WIRELESS	WTP SCADA MODEM 2/27/18-3/26/18	\$502.73
231288	3/26/2018	S3620459.005	BUILDERS' HARDWARE & SUPPLY	CORMAX CORES FOR WTP	\$960.23
230637	3/27/2018	1195103	FOSTER PEPPER PLLC	WATER TREATMENT PLANT MATTER NO. 96	\$11,970.35
230767	3/27/2018	2954	NOTARY LAW INSTITUTE	JOURNAL OF NOTARY SERVICES/CAROL YATES	\$30.00
230979	3/27/2018	1507157	WASHINGTON TRACTOR, INC	HONDA LAWNMOWER	\$503.50
231172	3/27/2018	16143844	WASHINGTON STATE DEPARTMENT	PATROL SUPPLIES; INSPECTION MIRRORS, CHAIRS AND SAFE	\$295.00
230981	3/28/2018	937534/1	ACE HARDWARE	BATTERIES	\$34.14
231177	3/28/2018	9804366412	VERIZON WIRELESS	CITY CELL PHONES 3/1-3/28/18	\$9,938.95
231189	3/28/2018	1849947	WITMER PUBLIC SAFETY GROUP INC	REPLACEMENT FOR EXPIRED HELMETS	\$527.21
231193	3/28/2018	1850205	WITMER PUBLIC SAFETY GROUP INC	PELICAN RIGHT ANGLE FLASHLIGHT	\$107.33
231285	3/28/2018	84020	VECA ELECTRIC COMPANY, INC	LIBRARY SERVER ROOM ELECTRICAL WORK	\$14,815.67
230977	3/29/2018	21104	AEON MFG CO INC	VASES & VASE SLEEVES FOR CEMETERY	\$641.93
231070	3/29/2018	1990643027	ARAMARK	APD NYLON MATS CLEANED	\$16.28

Invoice Doc #	Transaction Date	Invoice #	Vendor Full Name	Description	Total Amount
231195	3/29/2018	204957	SEAWESTERN, INC.	2 SETS BUNKER GEAR - VOLUNTEER	\$4,556.02
231196	3/29/2018	204956	SEAWESTERN, INC.	5 SETS BUNKER GEAR	\$11,474.08
231286	3/29/2018	1182221	TRINITY CONSULTANTS, INC.	WWTP INCINERATOR AIR DISPERSION MODELING 3/1/18-3/29/18	\$3,309.08
231290	3/29/2018	33906314	INGRAM LIBRARY SERVICES, LLC	BOOKS - ADULT	\$265.36
230947	3/30/2018	R063965	PLATT ELECTRIC SUPPLY INC	WORK GLOVES	\$25.44
230950	3/30/2018	0219013	REISNER DISTRIBUTOR INC	OIL AND BREATHER RESTOCK	\$5,970.27
230963	3/30/2018	248 984 6277 5	CASCADE NATURAL GAS CORP.	WTP 3/1/18-3/29/18	\$2,805.33
231066	3/30/2018	3/30/18	SCOTT MILO GALLERY/FRAMEMAKER	DEPOT APRIL ARTWALK ADVERTISING	\$70.00
231114	3/30/2018	400001957366	PUGET SOUND ENERGY INC	INSTALLATION OF NEW STREET LIGHTING D &	\$1,981.04
231118	3/30/2018	WAMO145825	FASTENAL COMPANY	WIRE NUT	\$2.89
231119	3/30/2018	WAMO145824	FASTENAL COMPANY	EAR PLUGS	\$79.67
231120	3/30/2018	WAMO145820	FASTENAL COMPANY	SAFETY SUPPLIES	\$224.62
231122	3/30/2018	WAMO145826	FASTENAL COMPANY	WASHERS, HEX NUTS	\$10.15
231292	3/30/2018	121270710001	OFFICE DEPOT, INC.	OFFICE SUPPLIES - FINANCE	\$24.85
231293	3/30/2018	121270635001	OFFICE DEPOT, INC.	OFFICE SUPPLIES - FINANCE	\$43.28
230965	3/31/2018	99E018138	UNITED PARCEL SERVICE, INC	RETURN TO HACH	\$14.34
230967	3/31/2018	43513	LAKESIDE INDUSTRIES, INC.	GRAVEL - HEART LAKE ROAD REPAIR	\$188.29
231056	3/31/2018	INV00351883	SMARSH, INC	ARCHIVING PLATFORM 3/1-3/31/18	\$519.05
231057	3/31/2018	43571	LAKESIDE INDUSTRIES, INC.	5/8 & 3/4 ROCK FOR SHARPES CORNER	\$526.95
231110	3/31/2018	882494	PUBLIC SURPLUS	PUBLIC SURPLUS AUCTION FEES MARCH	\$7.70
231112	3/31/2018	13727	LYNDEN PRECAST LLC	GRAVE LINERS - PRESALE	\$1,736.00
231170	3/31/2018	2018-01	SKAGIT COUNTY DEM	1ST QTR 2018 BILLING	\$9,086.03
231184	3/31/2018	11465	ORCA INFORMATION, INC	BACKGROUND CHECKS - 3 NEW VOLUNTEERS	\$186.00
231188	3/31/2018	114-6580000	UNITED SITE SERVICES, INC	Portable toilet rental - WA Pk - Loop 2	\$62.00
231192	3/31/2018	114-6580059	UNITED SITE SERVICES, INC	PORTABLE TOILET RENTAL - WA PK	\$81.29
231194	3/31/2018	114-6579966	UNITED SITE SERVICES, INC	Portable toilet rental - WA Pk Loop #1	\$47.89
231199	3/31/2018	3091393717	LEXISNEXIS	LEXIS NEXIS LEGAL SUBSCRIPTION 03/18	\$278.85
231252	3/31/2018	CL71464	REISNER DISTRIBUTOR INC	VEHICLE FUEL - MARCH	\$18,319.98
231257	3/31/2018	386000156	US BANK NA - CUSTODY TREAS DIV	INVESTMENT FEES 3/1/18-3/31/18	\$59.00
231283	3/31/2018	0000590380	OCLC, INC	CATALOGING, ILL, FIRSTSEARCH/WORLDCAT DISCOVERY 7/1/2017-6/30/2018	\$345.21
230969	4/1/2018	110416	VENTEK INTERNATIONAL	MONTHLY CELLULAR CARRIER SERVICES &	\$135.00
231025	4/1/2018	360-293-0045- 0223175	FRONTIER COMMUNICATIONS	BACKUP LINES 29-1: 4/1 - 4/30	\$146.68
231080	4/1/2018	2583	NW CLEANERS	LTAC HEART RESTROOM CLEANING 32018	\$550.00
231166	4/1/2018	972	MIN-NS	APRIL SUBSCRIPTION	\$130.20
231281	4/1/2018	GB00100301	TRANSAMERICA LIFE INS CO	APRIL LEOFF LONG-TERM CARE INSURANCE	\$430.86
230929	4/2/2018	1512151	WASHINGTON TRACTOR, INC	1 1/2" HOSE KIT , CAMLOCK	\$185.88
230948	4/2/2018	00112659	WALTON BEVERAGE COMPANY, INC	WTP BREAKROOM SUPPLIES	\$87.50

Invoice Doc #	Transaction Date	Invoice #	Vendor Full Name	Description	Total Amount
230976	4/2/2018	23407	WETLANDS & WOODLANDS, INC.	PLANTS FOR ROUNDABOUT	\$537.08
231062	4/2/2018	8498 30 017	COMCAST	LIBRARY INTERNET ACCESS 4/9-5/8/18	\$183.10
231063	4/2/2018	234486	ANACORTES ANIMAL HOSPITAL	BOARD & DISTRAINER; MARCH 2018	\$456.70
231064	4/2/2018	009635632	GALLS, LLC.	UNIFORM PANTS; RECORDS DODGE	\$70.47
231160	4/2/2018	040218	FIDALGO CLEANING	APD CLEANING & SUPPLIES	\$700.00
231173	4/2/2018	18-20405	NORTHWEST SAFETY CLEAN	REPAIR BUNKER PANTS	\$68.63
231178	4/2/2018	300000290043	PUGET SOUND ENERGY INC	STREET LIGHTS	\$19,972.23
231182	4/2/2018	296634	SMILEY'S INC	STEEL PLATES: FLOOR REPAIR @ TRAINING	\$219.06
231183	4/2/2018	300000325005	PUGET SOUND ENERGY INC	SS17 ST BETW Q & COMMERCIAL #2 STREET	\$82.56
231278	4/2/2018	200000667101	PUGET SOUND ENERGY INC	LIBRARY 1220 10TH 2/7-3/8/2018	\$3,141.77
231279	4/2/2018	200000667218	PUGET SOUND ENERGY INC	LIBRARY 10TH & M ST 3/3-4/2/2018	\$69.45
231282	4/2/2018	200000666863	PUGET SOUND ENERGY INC	LIBRARY 10TH STREET LED 3/3 - 4/2/2018	\$14.28
231291	4/2/2018	33945848	INGRAM LIBRARY SERVICES, LLC	BOOKS - ADULT	\$17.18
230912	4/3/2018	April	SKAGIT LAW GROUP PLLC	PROSECUTING ATTORNEY SERVICES APRIL 2018	\$6,000.00
230942	4/3/2018	1512952	WASHINGTON TRACTOR, INC	LAWNMOWER PARTS	\$392.95
231022	4/3/2018	001-397699	PISTON SERVICE OF ANACORTES	BRAKE PADS, DRUMS/ROTORS FOR #046	\$146.94
231060	4/3/2018	Z269353	PLATT ELECTRIC SUPPLY INC	FUSES FOR THE PLANT	\$330.42
231073	4/3/2018	I-16916	SIGNS BY TOMORROW	5 ART IDENTIFICATION SIGNS FOR HEAT OF	\$44.81
231077	4/3/2018	CHAP04032018	CHAPMAN'S TOP & UPHOLSTERY	REPAIR SEAT CUSHION- VEH #219	\$141.31
231179	4/3/2018	18-20412	NORTHWEST SAFETY CLEAN	CLEANER, SOIL REPELLANT FOR TURNOUT GEAR	\$456.18
231015	4/4/2018	I18006687	WASHINGTON STATE PATROL	BACKGROUND CHECKS; MARCH 2018	\$348.00
231018	4/4/2018	I18006204	WASHINGTON STATE PATROL	BACKGROUND CHECKS	\$72.00
231019	4/4/2018	3986-367474	O'REILLY AUTO PARTS	MUFFLER CLAMPS FOR #704	\$17.45
231020	4/4/2018	MV188025	MOTOR TRUCKS, INC	LIGHT HEAD AERO COMPOSITE PART FOR #219	\$431.00
231021	4/4/2018	0122224	PACIFIC TIRE COMPANY, INC	TIRES FOR STOCK	\$495.03
231023	4/4/2018	118768	FRONTIER FORD	MOTOR #039	\$40.38
231024	4/4/2018	3039447	CARDINAL HEALTH 110, INC.	PHARMACEUTICALS	\$99.35
231058	4/4/2018	331 0398136	UNIFIRST CORPORATION	WTP WEEKLY LAUNDRY SERVICE	\$51.21
231059	4/4/2018	331 0398152	UNIFIRST CORPORATION	WTP WEEKLY LAUNDRY SERVICE	\$5.69
231076	4/4/2018	001-397842	PISTON SERVICE OF ANACORTES	WIPER BLADES- VEH #131	\$17.33
231078	4/4/2018	IB32453	FARMERS EQUIPMENT COMPANY	OPERATING SUPPLIES- VEH #704	\$146.48
231106	4/4/2018	PC302040469:01	FREIGHTLINER NORTHWEST	OPERATING SUPPLIES- VEH #202	\$12.03
231123	4/4/2018	WAMO145890	FASTENAL COMPANY	OIL ABSORBENT PADS	\$64.79
231124	4/4/2018	752567	JCI JONES CHEMICALS INC	SODIUM HYDROXIDE (CAUSTIC)	\$3,573.60
231159	4/4/2018	1100092	SKAGIT PUBLISHING LLC	PUBLISH AA-1747220	\$111.78
231187	4/4/2018	I18006177	WASHINGTON STATE PATROL	BACKGROUND CHECKS	\$36.00
231198	4/4/2018	1849947.001	WITMER PUBLIC SAFETY GROUP INC	REPLACEMENT FOR 10 EXPIRED HELMETS	\$1,172.25
231251	4/4/2018	001-397830	PISTON SERVICE OF ANACORTES	LENS FOR #005	\$2.12
231263	4/4/2018	R074115	PLATT ELECTRIC SUPPLY INC	FUSES	\$79.89

Invoice Doc #	Transaction Date	Invoice #	Vendor Full Name	Description	Total Amount
231270	4/4/2018	2018-8144	PUBLIC SAFETY TESTING, INC	SUBSCRIPITON FEES, POLICE & FIRE	\$618.00
231071	4/5/2018	1990653428	ARAMARK	APD NYLON MATS CLEANED	\$16.28
231104	4/5/2018	001-397952	PISTON SERVICE OF ANACORTES	OIL FILTER- PARTS INVENTORY	\$17.99
231105	4/5/2018	001-397992	PISTON SERVICE OF ANACORTES	FILTER- VEH #222	\$30.45
231107	4/5/2018	1990653436	ARAMARK	OPS & PARKS LAUNDRY SVC FOR	\$62.39
231109	4/5/2018	MV188132	MOTOR TRUCKS, INC	OPERATING SUPPLIES- VEH #219	\$277.98
231116	4/5/2018	001-397882	PISTON SERVICE OF ANACORTES	BELT FOR PUMP	\$23.79
231181	4/5/2018	99	SKAGIT DOMESTIC VIOLENCE &	SKAGIT DV&SA SERVICES; 1ST QTR 2018	\$527.18
231246	4/5/2018	4224`	IRONCLAD COMPANY	ELGIN SWARTZE 5 SECTION G/B PAT FOR	\$444.85
231247	4/5/2018	156434	SCOTT RICHARDS INSURANCE, INC	ADD 3 CHEV TAHOE'S	\$813.44
231274	4/5/2018	764982	BAYSHORE OFFICE PRODUCTS INC	OFFICE SUPPLIES	\$2.55
231280	4/5/2018	230412A	BAY CITY SUPPLY	FACILITY ITEMS	\$31.14
231111	4/6/2018	BLD-2018-0193	CITY OF ANACORTES	ALTON DANIELS SCOREBOARD REPLACEMENT	\$188.06
231245	4/6/2018	PC302040469-02	FREIGHTLINER NORTHWEST	PARK BRAKE VALVE	\$75.14
231248	4/6/2018	001-398022	PISTON SERVICE OF ANACORTES	AIR FILTERS & OIL FILTERS TO STOCK SHOP	\$179.43
231253	4/6/2018	001-398079	PISTON SERVICE OF ANACORTES	SOLID SMALL PLASTIC CAPS FOR #842	\$65.58
231266	4/6/2018	PSTAC18-38	PUBLIC SAFETY TESTING, INC	POLICE SERGEANT AND FIRE LIEUTENANT PROMOTIONAL TESTS	\$2,980.00
231272	4/6/2018	180314	T-SHIRTS BY DESIGN	REMAINDER OF ANNUAL T-SHIRT ORDER	\$465.00
231174	4/7/2018	000099E018148	UNITED PARCEL SERVICE, INC	UPS SHIPMENT WTP AND AFD	\$23.80
231254	4/7/2018	001-398115	PISTON SERVICE OF ANACORTES	FRONT RUBBER MATS FOR CAR #036	\$68.45
231161	4/9/2018	109-4	SKAGIT COUNTY INVESTIGATIONS	PUB DEF CONF INVEST	\$137.50
231176	4/9/2018	Rogers	SKAGIT COUNTY AUDITOR'S OFFICE	LIEN RELEASE ROGERS 1410 9TH ST	\$35.00
231185	4/9/2018	5010497706	CINTAS CORPORATION	FIRST AID SUPPLIES - VARIOUS DEPTS	\$513.12
231190	4/9/2018	114-6579967	UNITED SITE SERVICES, INC	Portable toilet rental - Ace of Hearts	\$63.86
231191	4/9/2018	114-6580026	UNITED SITE SERVICES, INC	Portable toilet rental - Edwards Way	\$81.29
231250	4/9/2018	765284	BAYSHORE OFFICE PRODUCTS INC	PRINTED ENERGY SAVING TIPS TO HAND OUT	\$79.42
231256	4/10/2018	001-398198	PISTON SERVICE OF ANACORTES	EXCHANGED RUBBER MATT #036	(\$8.25)
231258	4/10/2018	1990657372	ARAMARK	LAUNDRY SERVICES FOR WWTP	\$71.61
231259	4/10/2018	82264577	150-PRAXAIR DISTRIBUTION INC	CYLINDER RENTAL	\$471.88
231264	4/10/2018	9020577002	LANGUAGE LINE SERVICES	TELEPHONIC INTERPRETER FOR COURT SESSION	\$17.26
231265	4/10/2018	2270967	PLATT ELECTRIC SUPPLY INC	FUSES	\$812.34
231267	4/10/2018	3/31/2018	SKAGIT COUNTY DISTRICT COURT	1ST QTR PROBATION 2018	\$9,550.00
231273	4/10/2018	765071	BAYSHORE OFFICE PRODUCTS INC	TICKETS - W.T. PRESTON	\$470.87
231276	4/10/2018	026585	SEBO'S DO-IT CENTER	MAINTENANCE SUPPLIES	\$39.03
231287	4/10/2018	1389031-0043-8	WASTE MANAGEMENT	MARCH 2018 CONTRACTED SERVICES	\$102,384.04
231289	4/10/2018	765451	BAYSHORE OFFICE PRODUCTS INC	PAPER (CARD STOCK) FOR ENERGY SAVING	\$6.84

Total

\$279,821.46



City Council Agenda Bill

Meeting Date: 4/16/2018

Agenda Item: 5c

Subject: Resolution 2010 adopting the 2017 Skagit County Comprehensive Solid Waste Management Plan

Staff Contact: Mayor Gere, Fred Buckenmeyer

Approved for Submittal to Council by	
	Laurie Gere, Mayor
	Steve Hoglund, Finance Director
	Darcy Swetnam, City Attorney

Action Type	
	Ordinance No.
	Code Revision?
x	Resolution No. 2010
	Contract
	Public Hearing
	Staff Report

Summary Statement: This is largely a housekeeping item. The 2017 Skagit County Solid Waste Management Plan has been approved by the Skagit County Commissioners and is now in the process of being approved by all cities in Skagit County.

Background: The 2017 Skagit County Comprehensive Solid Waste Management Plan [CSWMP] updates the 2008 CSWMP. The 2017 CWSMP was presented to and approved by the Skagit County Solid Waste Advisory Committee in May of 2017, the Skagit County Solid Waste Governance Board in August of 2017, and the Washington State Department of Ecology in March of 2017. The Skagit County Commissioners held a Public Hearing in November of 2017 and adopted the 2017 CSWMP on December 11, 2017 by Resolution 20170251.

Budget Impact	
Amount Budgeted	
Budget Account (BARS)	
Proposed Expenditure	
Budget Amendment Required?	
Revenue Source	

Proposed Contract	
Contractor	
Amount	
Start Date	
End Date	

Previous Council/Committee Action: [Resolution 1764](#) approved the previous, 2008 CSWMP

Competing Viewpoints Considered: N/A

Recommended Motion: I move that we approve Resolution 2010 Adopting the 2017 Skagit County Comprehensive Solid Waste Management Plan

Alternative Actions: N/A

Attachments (listed in order presented): Resolution 2010, Skagit County Resolution 20170251

RESOLUTION NO. 2010

REGARDING ADOPTION OF THE 2017 SKAGIT COUNTY COMPREHENSIVE SOLID
WASTE MANAGEMENT PLAN

WHEREAS, the Solid Waste Management Act (Chapter 70.95 RCW) requires each city and county to prepare a comprehensive solid waste management plan (CSWMP); and

WHEREAS, in April of 2008 the cities and towns in Skagit County joined in signing an interlocal agreement with Skagit County that formed the Solid Waste Governance Board, resulting in the development of a joint city-county plan; and

WHEREAS, the Skagit County Solid Waste Advisory Committee (SWAC), an ongoing committee of balanced interests appointed by the Board of Skagit County Commissioners, is responsible for assisting in the development of the plan; and

WHEREAS, the Skagit County Public Works Department has developed an updated joint city-county CSWMP with active involvement from, and under the guidance of the Solid Waste Advisory Committee (SWAC) and the Solid Waste System Governance Board; and

WHEREAS, the City of Anacortes has had ample opportunity to participate in the development of the CSWMP through the process guided by the Solid Waste System Governance Board; and

WHEREAS, the CSWMP sets forth recommendations for an efficient and integrated solid waste management system; and

WHEREAS, the proposed 2017 CSWMP has been presented to and approved by the Skagit County Solid Waste Advisory Committee (on May 3, 2017), the Skagit County Solid Waste System Governance Board (on August 17, 2017), and Washington State Department of Ecology (on March 28, 2017); and

WHEREAS, the City of Anacortes finds this CSWMP acceptable as the Solid Waste Management Plan for the City of Anacortes;

NOW THEREFOR BE IT RESOLVED AND IT IS HEREBY ORDERED by the City Council of Anacortes Washington that the 2017 Skagit County Comprehensive Solid Waste Management Plan be approved and adopted as the Solid Waste Management Plan for the City of Anacortes.

PASSED AND APPROVED this 16th day of April, 2018.

CITY OF ANACORTES

By: _____
Laurie Gere, Mayor

ATTEST:

Steve Hoglund, City Clerk Treasurer

APPROVED AS TO FORM:

Darcy Swetnam, City Attorney

RESOLUTION NO. _____

RESOLUTION ADOPTING THE 2017 COMPREHENSIVE SOLID WASTE MANAGEMENT PLAN

WHEREAS, Skagit County desires to proceed with updating the 2008 Skagit County Comprehensive Solid Waste Management Plan (CSWMP); and

WHEREAS, the proposed 2017 CSWMP has been presented to and approved by the Skagit County Solid Waste Advisory Committee (on May 3, 2017), the Skagit County Solid Waste System Governance Board (on August 17, 2017), and Washington State Department of Ecology (on March 28, 2017); and

WHEREAS, the Skagit County Board of Commissioners held a Public Hearing to receive comments on the proposed 2017 CSWMP on November 28, 2017; and

WHEREAS, the Skagit County Board of Commissioners wishes to adopt the 2017 CSWMP as presented.

NOW, THEREFORE, BE IT RESOLVED AND IT IS HEREBY ORDERED, by the Skagit County Board of Commissioners that the 2017 Skagit County CSWMP, as attached hereto and incorporated by reference, is hereby approved and adopted as Skagit County's CSWMP for solid waste management.

[View Full CSWMP](#)

PASSED this 11 day of December, 2017.

**BOARD OF COUNTY COMMISSIONERS
SKAGIT COUNTY, WASHINGTON**



Ron Wesen

Ron Wesen, Chair

Kenneth A. Dahlstedt

Kenneth A. Dahlstedt, Commissioner

Lisa Janicki

Lisa Janicki, Commissioner

Attest:

Amber Evans
Clerk of the Board

Approved as to form:

[Signature] 11/1/17
Civil Deputy Prosecuting Attorney

Approved as to Content:

[Signature]
Department Head

RESOLUTION NO. _

RESOLUTION ADOPTING THE 2017 COMPREHENSIVE SOLID WASTE MANAGEMENT PLAN

WHEREAS, Skagit County desires to proceed with updating the 2008 Skagit County Comprehensive Solid Waste Management Plan (CSWMP); and

WHEREAS, the proposed 2017 CSWMP has been presented to and approved by the Skagit County Solid Waste Advisory Committee (on May 3, 2017), the Skagit County Solid Waste System Governance Board (on August 17, 2017), and Washington State Department of Ecology (on March 28, 2017); and

WHEREAS, the Skagit County Board of Commissioners held a Public Hearing to receive comments on the proposed 2017 CSWMP on November 28, 2017; and

WHEREAS, the Skagit County Board of Commissioners wishes to adopt the 2017 CSWMP as presented.

NOW, THEREFORE, BE IT RESOLVED AND IT IS HEREBY ORDERED, by the Skagit County Board of Commissioners that the 2017 Skagit County CSWMP, as attached hereto and incorporated by reference, is hereby approved and adopted as Skagit County's CSWMP for solid waste management.

PASSED this 11 day of December, 2017.

**BOARD OF COUNTY COMMISSIONERS
SKAGIT COUNTY, WASHINGTON**



Ron Wesen

Ron Wesen, Chair

Kenneth A. Dahlstedt

Kenneth A. Dahlstedt, Commissioner

Lisa Janicki

Lisa Janicki, Commissioner

Attest:

Amber Engle
Clerk of the Board

Approved as to form:

[Signature] 11/1/17
Civil Deputy Prosecuting Attorney

Approved as to Content:

[Signature]
Department Head



SKAGIT COUNTY SOLID WASTE MANAGEMENT PLAN

September 2017

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SKAGIT COUNTY SOLID WASTE MANAGEMENT PLAN

September 2017

Prepared for:

Skagit County Public Works Department
1800 Continental Place
Mount Vernon, Washington 98273

Prepared by:

Green Solutions
PO Box 680
South Prairie, WA 98385-0680
(360) 897-9533

with assistance from:

Terrill Chang, B-Town Consulting

ACKNOWLEDGMENTS

This Skagit County Solid Waste Management Plan (SWMP) incorporates the modifications put into practice since the previous solid waste plan was published in 2008, while looking forward to the future needs of Skagit County. The Skagit County Department of Public Works would like to thank the following organizations, and those individuals who participated, for their assistance in the development of this SWMP:

- The cities and towns of Skagit County.
- The Skagit County Solid Waste Advisory Committee.
- Washington Department of Ecology staff.
- Skagit County Health, Planning and other departments.
- Skagit County's Solid Waste Division staff.

Several Skagit County residents also contributed to this document through comments provided during public meetings and through various other channels. The Board of County Commissioners and the Public Works Department gratefully acknowledge this input by the citizens.

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Skagit County Solid Waste Management Plan

This copy is designed for double-sided printing, with blank pages inserted where necessary so that chapters and other sections begin on the right-hand side. Please print two-sided (if you must print at all) and use recycled paper.

EXECUTIVE SUMMARY for the SKAGIT COUNTY SOLID WASTE MANAGEMENT PLAN

INTRODUCTION

This Skagit County Solid Waste Management Plan (SWMP) is intended to provide guidance for the solid waste system in Skagit County. The solid waste system includes garbage collection and disposal, and programs for waste reduction, recycling, organics, special wastes and the administration of those programs. This SWMP provides guidance on program development and implementation for these activities for the next five to six years, while also anticipating the needs of the solid waste system up to 20 years from now.

This document was developed in response to the Solid Waste Management Act, Chapter 70.95 of the Revised Code of Washington (RCW), which states:

“Each county within the State, in cooperation with the various cities located within such county, shall prepare a coordinated, comprehensive solid waste management plan” (Section 70.95.080).

The minimum contents of this SWMP are specified by State law (RCW 70.95.090) and further described in Guidelines for Development of Local Comprehensive Solid Waste Management Plans and Plan Revisions issued by the Washington Department of Ecology (Ecology 2010). The Solid Waste Management Act specifies that this SWMP must “be maintained in a current and applicable condition” through periodic review and revisions (RCW 70.95.110).

GOALS OF THE SWMP

In addition to meeting the requirements of State law and other mandates, the goals established for this update of the SWMP are to:

- maintain and improve a long-term stable solid waste management system.
- lead to efficient service levels with respect to cost and environmental protection.
- establish level-of-service standards for urban and rural areas.
- meet governmental financial, environmental and public health obligations.
- reflect a commitment to environmental protection and preservation of quality of life.
- provide a basis for equitable allocation of costs among those benefitting from the services, subject to public health considerations.

- assure consistency with the Skagit County Comprehensive Plan and other plans.
- address system needs for projected population growth.
- give particular attention to waste stream reduction, recycling and future disposal needs.
- incorporate flexibility to anticipate future needs.
- fully fund and staff the implementation of the SWMP.
- create a solid waste system that is transparent and encourages public participation.

These goals are intended to express the vision for the planning process and the plan itself, as well as provide a guide for the long-term (20 year) implementation of the plan's recommendations. Additional direction can be obtained from the mission statement for the Skagit County Solid Waste Division, which is "to provide for municipal and household solid waste disposal for the citizens of Skagit County in accordance with applicable laws and permits and as directed by the Board of Skagit County Commissioners."

OVERVIEW OF RECOMMENDATIONS

The recommendations proposed by this SWMP are shown below and are identified using a number and an abbreviation for the topic (for example, WR3 is the third recommendation for Waste Reduction). Additional details about the meaning and intent of the recommendations can be found in the appropriate chapter of the plan. The recommendations are assigned a level of priority (high, medium or low) to provide guidance for future work plans and budgets.

WASTE REDUCTION RECOMMENDATIONS

High-Priority Recommendations for Waste Reduction

- WR1) A program educating residents and businesses about avoiding food waste will be implemented.
- WR2) The availability of volume-based rates will be publicized by the County, Cities and waste collectors.
- WR3) Options for clothing reuse and recycling will be promoted.
- WR4) Skagit County will explore the possibilities for a charitable organization to collect reusable materials at the Skagit County Transfer Station.
- WR5) Skagit County will distribute videos that provide waste reduction tips.

Medium-Priority Recommendations for Waste Reduction

- WR6) A county-wide ban on yard debris disposal will be considered.
- WR7) Smart shopping will be promoted.
- WR8) Fix-it workshops will be encouraged and promoted.

RECYCLING RECOMMENDATIONS

High-Priority Recommendations for Recycling

- R1) Skagit County's goal for recycling and composting is 65%.
- R2) Skagit County will adopt a minimum service level ordinance requiring all waste collection subscribers to also receive curbside recycling service.
- R3) Skagit County will consider adopting requirements for C&D recycling.
- R4) Skagit County will support product stewardship programs as appropriate.

Medium-Priority Recommendations for Recycling

- R5) Consideration will be given to increasing curbside recycling frequency to weekly in all areas.
- R6) Disposal bans will be considered for specific materials where alternative handling methods provide improved management of these materials.
- R7) Washington State should enact a bottle bill to divert glass away from curbside recycling programs.

Low-Priority Recommendations for Recycling

- R8) Mandatory commercial recycling should be examined as a possible program to be implemented county-wide.

ORGANICS RECOMMENDATIONS

High-Priority Recommendations for Organics

- O1) More promotion must be conducted for the mixed organics collection services.

Medium-Priority Recommendations for Organics

- O2) Contaminated commercial setouts should be rejected by the collection companies.
- O3) Compostable plastics should not be collected in the mixed organics collection system.
- O4) The cities, towns and county will promote the use of compost.

WASTE COLLECTION RECOMMENDATIONS

Medium-Priority Recommendations for Waste Collection

- WC1) More promotion should be conducted for drop box customers to source-separate recyclable and compostable materials.
- WC2) The cities and Waste Management should consider switching all residential garbage collection services to every-other-week service.

TRANSFER AND DISPOSAL RECOMMENDATIONS

High-Priority Recommendations for the Transfer System

- T1) Skagit County and the City of Sedro-Woolley should evaluate the benefits and impacts of potentially closing the Clear Lake Compactor Site and possibly moving those operations to the Sedro-Woolley Recycling Facility, and this change may be implemented if mutually agreeable.
- T2) Transfer station customers will be encouraged to bring source-separated materials to other facilities for recycling or composting.

High-Priority Recommendations for Waste Export and Disposal

- D1) Skagit County will begin preparing a Request for Proposals for a new waste export and disposal contract in 2021.

Medium-Priority Recommendations for Waste Export and Disposal

- D2) Any future proposals for waste conversion facilities should be evaluated on a case-by-case basis for consistency with this Solid Waste Management Plan and existing programs; the waste export and disposal agreement then in effect; applicable siting, zoning, environmental and health regulations; and other criteria appropriate to the proposed system.

Low-Priority Recommendations for Waste Export and Disposal

- D3) Any future proposals for additional inert or limited purpose landfills should be evaluated on a case-by-case basis for demonstrated need and benefit to the citizens of Skagit County; consistency with this Solid Waste Management Plan; and applicable siting, zoning, environmental and health regulations.

SPECIAL WASTE RECOMMENDATIONS

High-Priority Recommendations for Special Wastes

- SW1) Increased education should be provided for the proper disposal of sharps.
- SW2) The needle exchange should be continued and possibly expanded.

- SW3) Staging areas will be designated for disaster debris.
- SW4) A disaster debris strategy will be developed.
- SW5) Increased education and technical assistance should be provided for CESQGs.

Medium-Priority Recommendations for Special Wastes

- SW6) Increased enforcement of existing regulations for the proper identification and disposal of asbestos-containing materials is needed, beginning with requiring that all demolition permits include an AHERA inspection or other survey for asbestos.
- SW7) Increased publicity will be provided for the HHW Facility.

ADMINISTRATION AND PUBLIC EDUCATION RECOMMENDATIONS

High-Priority Recommendation for Administration and Public Education

- A&PE1) Skagit County and the Cities will create a task force to address consistency and accessibility for public education.
- A&PE2) Skagit County will hire a Recycling Coordinator.
- A&PE3) Skagit County and the cities and towns will continue to implement and enforce flow control provisions of the Skagit County Code and/or the respective municipal codes of the cities and towns.
- A&PE4) Skagit County and the cities and towns will convene a staff workgroup to develop education and implementation strategies for the enforcement of flow control provisions of the respective municipal codes of the County, cities and towns.

Medium-Priority Recommendations for Administration and Public Education

- A&PE5) Rate reviews will be conducted periodically for disposal rates to ensure adequate funds are being collected to support solid waste programs and mandates.
- A&PE6) Consider possible revisions to the Skagit County Code to potentially exempt Sinclair Island from otherwise applicable flow control requirements, and/or to update applicable references.

IMPLEMENTATION DETAILS

Table ES.1 summarizes the implementation responsibilities, schedule and costs for the recommended activities.

Table ES.1. Implementation Schedule and Summary of Costs.

	Lead Agency ¹	Schedule	Cost	Funding Source
High Priority Recommendations				
WR1) Education program for avoiding food waste.	PW, Cities	Ongoing ²	Up to \$15,000	County/CPG ³
WR2) Publicize volume-based rates.	PW	Ongoing	Existing ⁴	Existing
WR3) Promote clothing reuse and recycling.	PW	Ongoing	Existing	Existing
WR4) Explore collection of reusables at the Transfer Station.	PW	Ongoing	Existing	Existing
WR5) Distribute videos for waste reduction tips.	PW	Ongoing	Existing	Existing
R1) Recycling and composting goal is 65%.	PW	Ongoing	NA ⁵	NA
R2) Adopt ordinance for all waste subscribers to receive curbside recycling.	PW	2020	Uncertain	Rates ⁶
R3) Consider adopting requirements for C&D recycling.	PW, Cities	2020	Uncertain	Rates
R4) Support product stewardship programs as appropriate.	PW	Ongoing	Existing	Existing
O1) More promotion for mixed organics collection.	WM	Ongoing	Up to \$50,000	Rates
T1) Evaluate benefits and impacts of closing Clear Lake and moving the operations to the Sedro-Woolley Facility.	PW, Sedro-Woolley	2018	Existing	Existing
T2) Encourage transfer station customers to bring recyclables elsewhere.	PW	Ongoing	\$5,000 - 10,000	County
D1) Prepare an RFP for a new waste export contract.	PW	2021	Existing	Existing
SW1) Provide more education for the proper disposal of sharps.	HD	Ongoing	\$5,000 - 10,000	County
SW2) Needle exchange should be continued and expanded.	HD	Ongoing	Uncertain	County
SW3) Staging areas will be designated for disaster debris.	PW	2018	Existing	Existing
SW4) A disaster debris strategy will be developed.	PW	2019	Existing	Existing
SW5) Increased education and technical assistance for CESQGs.	HD	Ongoing	\$5,000 - 10,000	County
A&PE1) Create a task force to address consistency and accessibility for public education.	PW, Cities	Ongoing	Existing	Existing
A&PE2) Hire a Recycling Coordinator.	PW	2018	\$75,000	County
A&PE3) Skagit County and the cities will continue to enforce flow control.	PW	Ongoing	Existing	Existing
A&PE4) Staff workgroup to develop education and implementation strategies for flow control enforcement.	PW	2018	Existing	Existing

- Notes: 1. For Lead Agency, PW = Skagit County Public Works, HD = Skagit County Health Department, WM = Waste Management, and Cities may only refer to the cities with municipal collection depending on the specific recommendation (see the appropriate chapter for more details).
2. "Ongoing" = means this activity is expected to continue through the 6-year life of this SWMP.
3. "County/CPG" as a funding source indicates some reliance on typical county funding sources (the tipping fee) but also significant contributions from the Coordinated Prevention Grant (CPG) funds administered by Ecology.
4. "Existing" = existing costs consist primarily of staff time and expenses already budgeted.
5. NA = Not Applicable. In the case of funding source, indicates that there is no specific cost associated with the recommendation.
6. "Rates" as a funding source means that additional costs will be paid through user fees.

Table ES.1. Implementation Schedule and Summary of Costs, continued.				
	Lead Agency ¹	Schedule	Cost	Funding Source
Medium Priority Recommendations				
WR6) Consider county-wide ban on yard debris disposal.	PW	2018	Up to \$20,000	County/CPG ²
WR7) Promote smart shopping.	PW	Ongoing ³	Up to \$15,000	County/CPG
WR8) Promote fix-it workshops.	PW	Ongoing	Existing ⁴	Existing
R5) Consider increasing curbside recycling frequency to weekly in all areas.	PW, Cities, WM	2020	Uncertain	Rates ⁵
R6) Consider disposal bans for specific materials.	PW	Ongoing	Up to \$20,000	County/CPG
R7) Washington State should enact a bottle bill to divert glass.	WA State	2019	Uncertain	Private sector
O2) Contaminated commercial setouts should be rejected.	WM	Ongoing	NA ⁶	NA
O3) Do not collect compostable plastics with mixed organics.	WM	Ongoing	Existing	Existing
O4) Promote the use of compost.	PW, Cities	Ongoing	Up to \$25,000	County, Rates
WC1) More promotion for drop box customers to source-separate recyclable and compostable materials.	Cities, WM	Ongoing	Up to \$25,000	Rates
WC2) Consider switching all residential garbage collection to every-other-week.	Cities, WM	Ongoing	Up to \$25,000	Rates
D2) Any future proposals for waste conversion facilities should be evaluated on a case-by-case basis.	PW	Ongoing	Existing	Existing
SW6) Increased enforcement of existing regulations for asbestos.	PW, HD, Others	Ongoing	Existing	Existing
SW7) Increased publicity for the HHW Facility.	PW	Ongoing	\$5,000 - 10,000	County/CPG
A&PE5) Conduct disposal rate reviews periodically.	PW	2018 and 2023	\$25,000 - 35,000	County
A&PE6) Potentially update Skagit County Code.	PW	2018	Existing	Existing
Low Priority Recommendations				
R8) Examine mandatory commercial recycling.	PW, Cities	Ongoing	Uncertain	Rates
D3) Any future proposals for additional inert or limited purpose landfills should be evaluated on a case-by-case basis.	PW	Ongoing	Existing	Existing

- Notes: 1. For Lead Agency, PW = Skagit County Public Works, HD = Skagit County Health Department, WM = Waste Management, and Cities may only refer to the cities with municipal collection, depending on the specific recommendation (see the appropriate chapter for more details).
2. "County/CPG" as a funding source indicates some reliance on typical county funding sources (the tipping fee) but also significant contributions from the Coordinated Prevention Grant (CPG) funds administered by Ecology.
3. "Ongoing" = means this activity is expected to continue through the 6-year life of this SWMP.
4. "Existing" = existing costs consist primarily of staff time and expenses already budgeted.
5. "Rates" as a funding source means that additional costs will be paid through user fees.
6. NA = Not Applicable. In the case of funding source, indicates that there is no specific cost associated with the recommendation.

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INTRODUCTION

1.1. ROLE AND PURPOSE

This Solid Waste Management Plan (SWMP) provides a guide for solid waste activities in Skagit County. This document was prepared in response to the Solid Waste Management Act, Chapter 70.95 of the Revised Code of Washington (RCW), which states:

“Each county within the State, in cooperation with the various cities located within such county, shall prepare a coordinated, comprehensive solid waste management plan” (RCW 70.95.080).

The Solid Waste Management Act also specifies that these plans must “be maintained in a current and applicable condition” through periodic review and revisions (RCW 70.95.110), hence the need for this update to the previous plan.

1.2. PARTICIPATING JURISDICTIONS

As indicated above, Chapter 70.95 RCW delegates the authority and responsibility for the development of solid waste management plans to the counties. State law allows cities to fulfill their solid waste management planning responsibilities in one of three ways:

- by preparing their own plan for integration into the county’s plan,
- by participating with the county in preparing a joint plan, or
- by authorizing the county to prepare a plan that includes the city.

The cities have agreed to participate through an interlocal agreement (see Appendix A).

Other governing bodies (such as Tribes and Federal agencies) may participate in the County’s planning process or conduct their own planning process. The various Tribes in Skagit County generally use the County’s waste disposal facilities. Because this SWMP may impact their current and future solid waste management options, careful review of this plan is recommended for the Swinomish Tribal Community, and the Samish, Sauk-Suiattle, and Upper Skagit Tribes. Federal agencies with significant facilities and activities in Skagit County are also encouraged to review this plan because of the potential impacts on their operations.

1.3. REQUIRED MINIMUM CONTENTS OF PLAN

The minimum contents of this SWMP are specified by State law (RCW 70.95.090) and further described in the Guidelines for Development of Local Comprehensive Solid Waste Management Plans and Plan Revisions issued by the Washington Department of Ecology (Ecology, February 2010). To summarize, solid waste management plans must contain:

- an inventory of existing solid waste handling facilities, including an assessment of any deficiencies in meeting current disposal needs.
- the estimated needs for solid waste handling facilities for a period of twenty years.
- a program for the development of solid waste handling facilities that is consistent with this SWMP and that meets the Minimum Functional Standards. The development program must also take into account land use plans; provide a six-year construction and capital acquisition program; and provide a financing plan for capital and operational costs.
- a program for surveillance and control.
- an inventory of solid waste collection needs and operations, including information on collection certificates (franchises), municipal operations, population densities, and projected solid waste collection needs for a period of six years.
- a comprehensive waste reduction and recycling element that provides for reduction of waste quantities, provides incentives and mechanisms for source separation, and provides opportunities for recycling source-separated materials.
- waste reduction and recycling strategies, including residential collection programs in urban areas, drop-off or buy-back centers at every solid waste handling facility that serves rural areas, monitoring methods for programs that collect source-separated materials from nonresidential sources, yard debris collection programs and education programs.
- an assessment of the impact that implementation of the recommendations will have on solid waste collection costs.
- a review of potential sites for solid waste disposal facilities.
- other details for specific programs and activities.

1.4. RELATIONSHIP TO OTHER PLANS

This SWMP must function within a framework created by other plans and programs, including policy documents and studies that deal with related matters. One of the more important of these documents is the Skagit County Comprehensive Plan (adopted in 1997 and most recently amended in 2016). Other important documents

that must be taken into consideration for solid waste planning include the 1992 Skagit County Moderate Risk Waste Management Plan, the Skagit County 2010 Climate Action Plan, city comprehensive plans, and several other local plans and reports.

1.5. PREVIOUS SOLID WASTE PLANS

Washington State enacted RCW 70.95.080 (requiring counties to develop solid waste plans) in 1969, and Skagit County adopted their first plan in 1973. Subsequent plans were adopted in 1981, 1987, 1994, and 2005, with an amendment to the 2005 plan adopted in 2008. Table 1-1 shows the recommendations from the most recent plan and the status of these recommendations. The current status indicates whether a recommendation has been accomplished or not, or if it is considered to be ongoing. A recommendation is shown as ongoing if it still being conducted (in other words, if it is an ongoing activity instead of a specific milestone or event). A few of the recommendations were determined to be unnecessary and so are shown as “not applicable” in Table 1-1.

1.6. SOLID WASTE ADVISORY COMMITTEE

The formation, membership makeup, and role of the Solid Waste Advisory Committee (SWAC) are specified by the 2008 Interlocal Cooperative Agreement between Skagit County and Cities and Towns in Skagit County for Solid Waste Management (as amended in 2010):

“12.1. Pursuant to Chapter 70.95.165(3) RCW and Chapter 39.34.030(4) RCW and Skagit County Code 12.18, a Solid Waste Advisory Committee shall continue operating for the purpose of rendering advice to Skagit County and the SWSGB regarding solid and moderate risk waste related issues generally, service levels, disposal rates, and short and long term planning, and especially the administration and implementation of the Comprehensive Solid Waste Management Plan.

12.2. Membership of the Solid Waste Advisory Committee shall be as follows:

- (1) Regular members. The Solid Waste Advisory Committee shall consist of:
 - (a) One member from each Party to this Agreement, to be nominated by the legislative authority for that Municipality and appointed by the County Commissioners.
 - (b) One member from each Municipality in Skagit County which has its own Comprehensive Solid Waste Management Plan, to be nominated by

Table 1-1. Status of Recommendations from the Previous Solid Waste Plan	
Background Chapter	Current Status
B1) Prior to any substantial investments in Skagit County that depend on the composition of the waste stream, a detailed study shall be conducted for the waste to be handled.	Not Applicable
Waste Reduction	
WR1) Existing activities should be continued.	Ongoing
WR2) A measurement method is needed to determine the level of waste reduction and the County should monitor progress on the development of such methods.	Ongoing
WR3) The County should promote the establishment of a reusable building materials store.	Accomplished
Public Education	
PE1) Public education is an essential element of the solid waste management system, and the current level of effort must be maintained.	Ongoing
PE2) The County, contingent on the hiring of a new Recycling Coordinator, should investigate the potential for a local program to promote business waste diversion.	Not Accomplished
PE3) Public education activities discouraging illegal dumping need to be continued.	Ongoing
Recycling	
R1) Skagit County's goal should be to show continued improvement each year, with an eventual goal of 50% waste diversion (waste reduction, recycling and composting).	Ongoing
R2) Urban service areas for solid waste services should be based on the Urban Growth Areas (UGAs) identified by the County's Comprehensive Plan, and rural areas west of Highway 9 should receive the same level of service, including curbside recycling.	Ongoing
R3) The County should hire a Recycling Coordinator to assist with the implementation of the recycling and other recommendations.	Not Accomplished
R4) Any new solid waste handling facilities should be designed to provide the maximum practical level of recycling and diversion.	Accomplished
R5) Any proposals for mixed waste processing should be considered cautiously due to the history of problems and failures that have occurred with this technology.	Accomplished
Composting	
C1) Curbside yard debris collection should be offered in all UGAs and in the rural areas west of Highway 9.	Accomplished
C2) The County Recycling and Waste Reduction Educator should continue offering educational materials about home composting of food waste.	Ongoing
C3) Any proposals for food waste composting should be considered, subject to normal permitting requirements and compatibility with the System Policy.	Ongoing
C4) Any proposals for municipal solid waste composting should be considered cautiously due to the history of problems and failures that have occurred with this technology.	Not Applicable
Waste Collection	
WC1) The cities with municipal collections should consider adding every-other-week collection of one can of garbage as an option for residential customers, and also consider adding the option of one mini-can every-other-week.	Accomplished
WC2) Incentive rates for residential customers should be added in the Recycling Service Area. Additional incentives and rate structures should also be considered.	Not Accomplished
WC3) A summary of the minimum required service levels for garbage collection, recycling, and yard debris is shown in Table 6.2.	Ongoing
System Policy	
SP1) The Health Department shall continue to require ongoing contract compliance as a condition of the annual solid waste facility permit renewal requirements.	Ongoing
SP2) The County-owned transfer station is hereby designated as the only currently-approved municipal solid waste facility in Skagit County, and all municipal solid waste generated in Skagit County must be delivered there.	Ongoing

Note: The above recommendations have been abbreviated in some cases due to space constraints, see previous plan for full text of recommendations.

Table 1-1, continued. Status of Recommendations from the Previous Solid Waste Plan	
System Policy, continued	Current Status
SP3) Other solid waste handling or disposal facilities may be allowed in the future, but only after consultation with SWAC, and approval by Skagit County Solid Waste System Governance Board and in response to a procurement process conducted by Skagit County.	Ongoing
In-County Transfer	
T1) All residuals and other municipal solid wastes from recycling, composting, or other waste processing facilities operating in Skagit County must be delivered to the County-owned transfer station (RTS).	Ongoing
T2) Increased efficiencies and other improvements should continue to be examined for the two rural sites.	Ongoing
Waste Import and Export	
WE1) Any solid waste facility designated by the County to be within the System shall be required to dispose of waste at a county designated disposal facility.	Ongoing
In-County Landfilling	
L1) Old landfills that are known to exist throughout the County, and newly discovered dumps, must be further investigated to develop a better assessment of long-term liability, public and environmental health risks.	Ongoing
Regulation and Administration	
RA1) Penalties for illegal dumping should be increased and should include a requirement for violators to spend time on a litter crew.	Not Accomplished
Special Wastes	
S1) Ongoing efforts by Ecology and the Conservation District should be encouraged and supported as appropriate.	Not Applicable
S2) The local solid waste code should be updated to define where and how biomedical wastes can be handled at Skagit County facilities.	Not Accomplished
S3) The Skagit County Public Works Department, the Health Department and the cities (those that issue building permits) shall work together to determine the feasibility of greater control over disposal of C&D waste.	Not Accomplished
S4) Recognition programs should be considered for contractors with a proven history of proper disposal.	Not Accomplished
S5) Additional education should be conducted on the need for proper disposal and the problems associated with illegal dumping.	Not Applicable
S6) In the event of a disaster, this CSWMP recommends using public properties for temporary storage/staging areas, and further recommends recycling where feasible.	Ongoing
S7) This CSWMP recommends improved communications between the Health Department, other municipal agencies and garbage collectors dealing with improper disposal of grease.	Not Applicable
S8) The Conservation District and Department of Ecology should be encouraged to work with food processors to develop better methods for handling their waste streams.	Not Applicable
S9) Recycling of inert wastes should be encouraged.	Ongoing
S10) This CSWMP recommends in favor of adopting the local MRW code.	Accomplished
S11) A collection program should be developed to handle residential fluorescent bulbs.	Accomplished
S12) The cities, County and private operators should follow the guidelines for management of street sweepings as described in the Stormwater Management Manual for Western Washington: Volume IV.	Accomplished

Note: The above recommendations have been abbreviated in some cases due to space constraints, see previous plan for full text of recommendations.

the legislative authority for that Municipality and appointed by the County Commissioners.

(c) Three members, each representing the unincorporated area of one of the three County Commissioner districts. The three members shall be recommended by the County Commissioners. The County Commissioners shall recommend candidates representing a spectrum of citizens, public interest groups, and businesses. Candidates shall be residents of Skagit County or firms licensed to do business in Skagit County.

(d) Two members shall be selected, one to represent commercial solid waste collection firms; and one to represent commercial recycling firms. These members shall be recommended by the County Commissioners.

(e) One ex officio, non-voting representative from the Skagit County Public Works Solid Waste Section.

(f) One ex officio, non-voting representative from the State of Washington Department of Ecology.

(g) One ex officio, non-voting representative from the Skagit County Health Department.

(2) Auxiliary Members. The regular membership of the Solid Waste Advisory Committee may appoint auxiliary members for a specific time period to serve on the committee in a non-voting capacity, for the purpose of providing specific information, technical advice, and information of a general nature which is pertinent to the committee's activities or any other form of assistance which will aid the committee in carrying out its purposes."

Table 1-2. Membership of the Skagit County SWAC	
Members	Area of Representation
Matt Koegel, SWAC Chair	City of Anacortes
Brian Dempsey	City of Burlington
Andy Hanson	City of Mount Vernon
Leo Jacobs, Vice Chair	City of Sedro-Woolley
Torrey Lautenbach	District #1 Citizens
Tamara Thomas	District #2 Citizens
Vacant	District #3 Citizens
Tim Crosby	Haulers
Todd Reynolds	Recyclers
John Doyle	Town of La Conner
Ex-Officio	
Margo Gillaspay	Skagit County Public Works/Solid Waste
Britt Pfaff-Dunton	Skagit County Public Health
Diana Wadley	Department of Ecology

Current as of June 2016.

As required by State law, the Skagit County SWAC includes individuals representing various interests in solid waste issues. The members represent not only the interests of their respective agencies and businesses, but as residents and members of the community they also represent the public's interest. The SWAC functioned in a review and advisory capacity throughout the plan development process. The membership as of June 2016 and affiliations of the SWAC members are shown in Table 1-2.

A change in State law (signed by the Governor on March 31, 2016) now requires a representative of the agricultural community to be included on solid waste advisory committees, but as of early 2016 this new requirement had not yet been incorporated into the Skagit County SWAC's membership and rules.

1.7. PROCESS FOR UPDATING THE SWMP

The process of updating and adopting this SWMP consisted of the following steps:

- initial meetings were held with the SWAC and the Skagit County Governance Board to discuss the planning approach and the overall direction (vision) for the new plan.
- the chapters of the new plan were prepared and reviewed with the SWAC members and County staff.
- once each of the new chapters had been reviewed with the SWAC, the chapters were compiled into a complete draft for review and comment by the SWAC members and County staff.
- with the addition of a SEPA checklist and a Cost Assessment Questionnaire, this plan became the Preliminary Draft SWMP, which was released for public review.
- coincidental with the public review period, this SWMP was submitted to the Governance Board and the Board of County Commissioners for their approval of the plan's submittal for agency review.
- the SWMP was then submitted for agency review (review by Ecology, the UTC and the Department of Agriculture).
- the comments received on the Preliminary Draft will be reviewed with the SWAC and then incorporated into the plan to produce the Final Draft SWMP.
- the Final Draft will be provided to the cities, towns and Skagit County for adoption.
- after adoption, the Final SWMP will be reviewed by the SWAC.
- after SWAC review, the Final SWMP will be submitted to Ecology for final approval.
- after final approval by Ecology, the process of updating the SWMP will be completed and the implementation period for the new SWMP will begin.

1.8. GOALS OF THE SWMP

In addition to meeting the requirements of State law and other mandates, the goals established by the Skagit County SWAC for this update of the Solid Waste Management Plan are to (not listed in order of priority):

- maintain and improve a long-term stable solid waste management system.
- create efficient service levels with respect to cost and environmental protection.
- establish level-of-service standards for urban and rural areas.
- meet governmental financial, environmental and public health obligations.
- reflect a commitment to environmental protection and preservation of quality of life.
- provide a basis for equitable allocation of costs among those benefitting from the services, subject to public health considerations.
- assure consistency with the Skagit County Comprehensive Plan and other plans.
- address system needs for projected population growth.
- give particular attention to waste stream reduction, recycling and future disposal needs.
- incorporate flexibility to anticipate future needs.
- fully fund and staff the implementation of the SWMP.
- create a solid waste system that is transparent and encourages public participation.

These goals are intended to express the vision for the planning process and the plan itself, as well as provide a guide for the long-term (20 years) implementation of the plan's recommendations. Additional direction can be obtained from the mission statement for the Skagit County Solid Waste Division, which is "to provide for municipal and household solid waste disposal for the citizens of Skagit County in accordance with applicable laws and permits and as directed by the Board of Skagit County Commissioners."

1.9. ORGANIZATION OF THE SWMP

The SWMP is organized into the following chapters:

- Chapter 2: Background
- Chapter 3: Waste Reduction
- Chapter 4: Recycling
- Chapter 5: Organics
- Chapter 6: Waste Collection
- Chapter 7: Transfer and Disposal System

Chapter 8: Special Wastes

Chapter 9: Administration Regulation and Public Education

Chapter 10: Implementation Plan

Chapter 2 provides important information about demographics, waste quantities and other factors common to the remaining chapters. Chapters 3 through 9 address specific elements of Skagit County's solid waste management system in order to:

- review existing programs, activities and policies in Skagit County and the cities for each element of the solid waste system.
- identify needs, problems, or opportunities not addressed by existing activities and programs.
- identify and evaluate alternatives to meet the identified needs, problems and opportunities. Alternatives were rated low, medium or high for several criteria (including consistency with goals, feasibility, cost-effectiveness and potential additional waste diversion), and a decision made as to whether to pursue an alternative based on their overall rating (alternatives rated low overall were generally not pursued).
- recommend future programs or actions as appropriate to the needs and abilities of the County's and Cities' residents, businesses and service-providers.
- present implementation schedules and costs for the recommended programs and facilities.

The appendices to this plan contain information relevant to the planning process, including the interlocal agreements, a description of siting factors, the UTC Cost Assessment Questionnaire, a SEPA Checklist and resolutions of adoption.

1.10. STANDARD NOMENCLATURE USED IN THE SWMP

This SWMP attempts to provide a standardized approach for the use of capitalized letters when referring to government agencies, including:

- City: When capitalized, this refers to a particular city or cities. When not capitalized, it simply refers to cities or city authority in general.
- County: When not capitalized, this refers to counties or county authority in general. When capitalized, this refers specifically to Skagit County. In the latter case, the term may apply to the County government, to the unincorporated area outside of the City, or to the entire County (including the cities). Examination of the context should clarify the exact meaning of the term.
- Ecology: When capitalized, this refers to the Washington Department of Ecology.
- State, Federal and Tribes: These words are almost always capitalized, on the grounds that these almost always refer to a specific state government

(Washington State), as well as only referring to specific tribes and a specific national government.

This SWMP also uses standard nomenclature to distinguish between different types of solid waste and recycling containers. The term “drop box” is used only for solid waste, while “carts” or “containers” can be used for either recycling or waste. More information about the definitions for words used in this SWMP can be found in the Glossary.

CHAPTER 2

BACKGROUND OF THE PLANNING AREA

2.1. INTRODUCTION

This chapter provides basic information on demographics and on the amount and composition of waste generated in Skagit County. This information is required by Ecology's guidelines and it is used in several of the following chapters of this Plan. Additional information about the physical and environmental characteristics of the County, including information relevant to siting of solid waste facilities, is provided in Appendix B.

2.2. DEMOGRAPHICS

Current Population and Demographics

According to the Washington State Office of Financial Management, Skagit County had an estimated population of 119,500 people in 2014. The eight cities in Skagit County had 70,780 residents in 2014, or 59.2% of the total population. Table 2-1 shows the County's population distribution for 2010 and 2014.

Table 2-1. Skagit County Population by Area

Area	2010 Population	2010 Percentage	2014 Estimated Population	2014 Percentage
Incorporated Areas:				
Anacortes	15,778	13.5%	16,190	13.5%
Burlington	8,388	7.2%	8,445	7.1%
Concrete	710	0.6%	720	0.6%
Hamilton	301	0.3%	305	0.3%
La Conner	891	0.8%	895	0.7%
Lyman	438	0.4%	445	0.4%
Mount Vernon	31,743	27.2%	33,170	27.8%
Sedro-Woolley	10,540	9.0%	10,610	8.9%
Subtotal, Incorporated Areas	68,789	58.8%	70,780	59.2%
Unincorporated Areas	<u>48,112</u>	41.2%	<u>48,720</u>	40.8%
Total Population	116,901		119,500	

Source: Data is from April 1, 2014 Population of Cities, Towns and Counties, by the Washington State Office of Financial Management.

Future Population/Demographics

Evaluating growth trends in an area's population is useful in determining future trends in solid waste generation. Table 2-2 shows historical and projected population figures for Skagit County. As shown in Table 2-2, the population of Skagit County is expected to increase significantly by 2040. The projected 2040 population of Skagit County (162,740 people) represents a 34% increase over the current (2015) estimated population.

Table 2-2. Skagit County Population Trends		
Year	Total Population	Annual Increase
Historical:		
1960	51,350	---
1970	52,381	0.2%
1980	64,138	2.2%
1990	79,545	2.4%
2000	102,979	2.9%
2010	116,901	1.4%
Projected:		
2015	121,620	0.8%
2020	128,250	1.1%
2025	136,410	1.3%
2030	144,950	1.3%
2035	153,630	1.2%
2040	162,740	1.2%

Sources: Historical data is from Intercensal Estimates of April 1 Population for the State and Counties, 1960-2010, by the Washington State Office of Financial Management. Projected data is from Projections of the Total Resident Population for the Growth Management Act, Medium Series, by the Washington State Office of Financial Management.

2.3. ECONOMY

Skagit County is well-known for agricultural activities, but actually has more jobs in retail, manufacturing and several other categories (see Table 2-3). Many of the jobs in the agricultural sector are seasonal, and in 2013 the number of jobs in this sector went from a high of 3,826 in August to a low of 2,086 in December. The public sector (government) is the single largest employer. The public sector includes police and fire departments, court, public health and several other functions. Skagit County has experienced steady growth in employment in the past few years but has yet to regain all of the jobs lost in the recession.

Table 2-3. Employment by Type of Business in Skagit County (2013)			
Business Type	Number of Employees	Percentage	Statewide Percentage
Agricultural, Forestry and Fishing	2,744	5.8%	3.2%
Mining	29	0.1%	0.1%
Utilities	178	0.4%	0.2%
Construction	2,690	5.7%	4.7%
Manufacturing	5,546	11.7%	9.6%
Wholesale Trade	1,224	2.6%	4.2%
Retail Trade	6,655	14.1%	11.0%
Transportation and Warehousing	1,171	2.5%	2.8%
Information	318	0.7%	3.6%
Finance and Insurance	1,524	3.2%	3.0%
Real Estate	439	0.9%	1.5%
Technical Services	1,309	2.8%	5.8%
Management Services	166	0.4%	1.3%
Administrative, Support, Waste Management	1,161	2.5%	4.9%
Educational Services	329	0.7%	1.3%
Health Care and Social Services	4,368	9.2%	11.4%
Arts, Entertainment and Recreation	600	1.3%	1.5%
Accommodation and Food Services	3,933	8.3%	8.0%
Other Services	2,033	4.3%	4.5%
Government	10,856	23.0%	17.5%
Total	47,272		

Source: Data is from the Employment Security Department and is for 2013. The number of employees shown are the annual averages.

2.4. QUANTITY AND COMPOSITION OF SOLID WASTE

An analysis of the current and future quantities of solid waste in Skagit County is necessary to provide the basis for determining solid waste handling needs for the next twenty years. Composition data is also helpful for this, and for evaluating existing waste diversion programs as well as designing new programs.

The total waste stream for Skagit County consists of many types of wastes. Almost all of the County's wastes are handled through the Skagit County Transfer Station near Mount Vernon and transported to a large regional landfill in Klickitat County, Washington. Historically a small percentage of waste has "migrated" out of the County for various reasons, but in 2013 Skagit County Code 12.18 was updated to implement flow control and this has reduced this migration.

This SWMP focuses primarily on “municipal solid waste” (MSW), which are those wastes generated by residents and businesses and that are handled through the solid waste disposal system. Wastes generated by industrial and agricultural sources are generally included to the extent that these resemble MSW generated by residents and businesses, but some special wastes generated by industrial and agricultural sources are handled separately from the solid waste disposal system (such as sludges disposed by the refineries in their own landfills). Various other special wastes (such as tires, hazardous wastes, and biomedical wastes), some of which are not actually defined as solid wastes, may be handled through separate collection and disposal systems. Wastes require prior approval by the County to be handled separately.

Past and Present Solid Waste Quantities

The solid wastes disposed at Skagit County’s Transfer Station are brought there by a variety of customers, including a private hauler (Waste Management), three cities (Anacortes, Mount Vernon and Sedro-Woolley) and residential and commercial customers that are hauling their own wastes (“self-haul”). Waste from Burlington, which is collected by Waste Management through a contract with that city, is also tracked separately from the wastes collected by Waste Management in the towns and other unincorporated areas of Skagit County. Table 2-4 shows the amount of wastes from the various sources in Skagit County for 2013.

Table 2-4. Skagit County Waste Tonnages (2013)		
Source	Annual Tons	Percent
Cities	39,750	41.6%
Anacortes	7,137	7.5%
Burlington	9,617	10.1%
Mount Vernon	17,099	17.9%
Sedro-Woolley	5,898	6.2%
Waste Management (uninc. areas)	24,295	25.4%
Self-Haul	29,696	31.1%
Commercial Accounts	10,631	11.1%
Cash Customers (res. and comm.)	19,065	19.9%
Rural Drop Boxes	1,776	1.9%
Sauk	1,610	1.7%
Clear Lake	166	0.2%
Non-Revenue	84	0.1%
Litter and Illegal Dump Cleanup	84	0.1%
Recycling	(1,243)*	NA
Total	95,601	100%

Notes: Data is from Skagit County records. Tonnages are not shown for wastes from outside of Skagit County.

* Recycling tonnages are not counted in total.

Skagit County's waste stream has grown significantly in quantity over the past 30 years. Table 2-5 shows the annual waste quantities for this period and the amount of change from the previous year to the next year. These figures do not include the special wastes that are handled separately from the municipal solid waste stream (such as biomedical wastes) or waste amounts that were exported directly to out-of-county facilities.

As can be seen in Table 2-5, there have been significant fluctuations in the amount of wastes in some years. The most recent of these fluctuations occurred due to

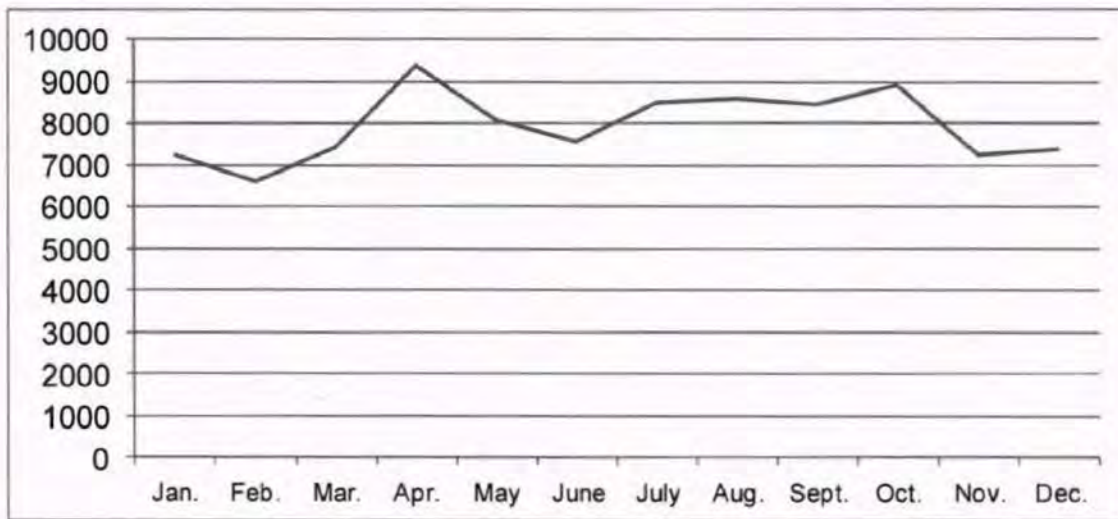
Year	Total Waste, TPY	Percent Change
1984	42,072	--
1985	43,658	4%
1986	47,780	9%
1987	46,399	-3%
1988	57,703	24%
1989	58,943	2%
1990	61,058	4%
1991	52,705	-14%
1992	59,781	13%
1993	63,377	6%
1994	65,786	4%
1995	65,808	0%
1996	65,340	-1%
1997	67,056	3%
1998	70,705	5%
1999	78,901	12%
2000	83,249	6%
2001	86,650	4%
2002	90,037	4%
2003	93,507	4%
2004	98,036	5%
2005	100,452	2%
2006	101,486	1%
2007	106,786	5%
2008	95,859	-10%
2009	90,714	-5%
2010	90,066	-1%
2011	86,932	-3%
2012	87,321	0%
2013	93,189	7%
2014	99,189	6%

Source: Skagit County solid waste records.

the recession that began in 2008. Solid waste tonnages were lower until 2013 as a result of the recession, and have still not recovered to previous levels (although some of the decrease could be due to increased waste reduction and recycling activities).

The rate at which solid waste is generated varies throughout the year due to seasonal differences in residential and commercial activities. Data from Skagit County records shows that the amount of solid waste disposed in any one month in 2013 varied from a low of 6,619 tons in February to a high of 9,403 tons in April (see Figure 2-1). This is a typical pattern for many areas, with the lowest amounts of wastes being disposed in the winter months and the largest amounts being disposed in the spring and fall.

Figure 2-1
Solid Waste, Tons per Month (2013)



Current Recycling Levels

The most recent recycling survey conducted by Ecology shows that 76,169 tons of materials were recycled from Skagit County in 2013, which was less than in the previous two years. Table 2-6 shows the tonnages of materials recycled for the past five years (2009-2013), and the average of those five years.

The bottom section of Table 2-6 shows materials that are not defined as "recycling" and so cannot be included in the calculation of a recycling rate. These "diverted" materials, including materials burned for energy recovery and recycled construction materials, are being put to a beneficial use but simply are not included in the definition of recycling.

Table 2-6. Recycled and Composted Quantities by Material for Skagit County

Material	Annual Tons					Five-Year Average
	2009	2010	2011	2012	2013	
Recycled Materials						
Cardboard	12,746	5,704	12,259	10,110	10,137	10,191
Newspaper	7,156	6,692	6,255	6,528	6,896	6,705
Other Recyclable Paper	6,703	4,307	5,715	5,626	5,446	5,559
PET Bottles	815	123	524	591	462	503
HDPE Bottles	174	122	115	2,984	215	722
Other Plastics	499	473	950	582	429	587
Glass	3,061	2,282	1,913	2,509	1,850	2,323
Aluminum Cans	268	119	272	227	226	222
Tin Cans	214	188	247	252	322	245
Appliances/White Goods	1,329	2,937	2,148	2,120	232	1,753
Ferrous Metals	17,874	22,854	36,873	27,082	21,452	25,227
Non-Ferrous Metals	4,053	744	18,157	2,011	3,098	5,613
Food Waste (Post-Consumer)	3,821	3,302	443	271	156	1,599
Yard Waste	7,221	2,882	4,798	4,593	6,844	5,268
Mixed Food/Yard Waste	0	6,970	7,323	5,810	6,895	5,400
Fats, Oils and Rendering	225	457	484	265	164	319
Textiles	1,155	538	609	1,047	195	709
Tires	723	742	795	883	478	724
Wood	700	1,261	7,778	6,448	6,609	4,559
Batteries, Auto Lead Acid	301	382	466	803	674	525
Electronics	874	53	92	580	440	408
Fluorescents	14	11	18	25	19	17
Used Oil	2,075	2,888	2,668	2,818	2,318	2,553
Other	387	309	533	400	610	448
Total Recycled	72,385	66,340	111,435	84,566	76,169	82,179
Diverted Materials						
Agricultural Organics	1,438	1,352	5,510	1,081	1,262	2,129
Antifreeze	142	203	145	115	149	151
Batteries (All Other)	3	2	3	131	170	62
C&D*	28,317	20,257	75,030	72,723	82,984	55,862
Food Processing Waste	321	1,200	1,084	4,349	2,364	1,864
Glass (for aggregate)	0	0	309	0	52	72
Landclearing Debris	327	47	174	0	0	110
Oil Filters	70	64	80	189	67	94
Reuse (clothing, household)	818	165	199	199	0	276
Tires (baled, burned, reused)	290	285	355	278	142	270
Wood (burned for energy)	9,235	2,410	6,224	53	55	3,596
Miscellaneous/Other	9	0	2	4,628	6,399	2,208
Total Diverted	40,971	25,984	89,114	83,746	93,643	66,692

Notes: All data is from the annual recycling survey conducted by Ecology.

* "C&D" tonnages include asphalt, asphalt roofing, concrete and mixed C&D.

The data in Table 2-6 can be combined with disposal data to calculate the recycling rate for Skagit County (see Table 2-7). The recycling survey conducted by Ecology shows that 45.1% of Skagit County's waste stream was recycled or composted in 2013. This figure is generally called a "recycling rate," although it also includes composting. The figure is based on 76,169 tons reported as being recycled or composted in 2013, versus a total of 168,983 tons of MSW generated (i.e., MSW disposed plus the amount recycled).

Table 2-7. Recycling and Diversion Rates

Material	Annual Tons					Five-Year Average
	2009	2010	2011	2012	2013	
MSW:						
Recycled Materials	72,385	66,340	111,435	84,566	76,169	82,179
MSW Disposed	<u>91,215</u>	<u>90,067</u>	<u>86,933</u>	<u>86,906</u>	<u>92,814</u>	<u>89,587</u>
Waste Generation (Recycled Amount + MSW Disposed)	163,600	156,407	198,367	171,472	168,983	171,766
Recycling Rate	44.2%	42.4%	56.2%	49.3%	45.1%	47.8%
All Wastes:						
Recycled Materials	72,385	66,340	111,435	84,566	76,169	82,179
Diverted Materials	<u>40,971</u>	<u>25,984</u>	<u>89,114</u>	<u>83,746</u>	<u>93,643</u>	<u>66,692</u>
All Recovered Materials	113,356	92,325	200,549	168,312	169,812	148,871
MSW Disposed	91,215	90,067	86,933	86,906	92,814	89,587
Other Wastes Disposed	<u>8,130</u>	<u>6,157</u>	<u>5,696</u>	<u>6,133</u>	<u>22,918</u>	<u>9,807</u>
Total Wastes Disposed	99,345	96,224	92,628	93,039	115,732	99,393
Diversion Rate	53.3%	49.0%	68.4%	64.4%	59.5%	60.0%
Pounds per Capita (MSW only):						
Population	116,612	116,901	117,400	117,950	118,600	
Recycled, pounds/person/yr	1,241	1,135	1,898	1,434	1,284	1,399
Disposed, pounds/person/yr	<u>1,564</u>	<u>1,541</u>	<u>1,481</u>	<u>1,474</u>	<u>1,565</u>	<u>1,525</u>
Generated, pounds/person/yr	2,806	2,676	3,379	2,908	2,850	2,924

Sources: All data (except the population figures) is from the annual recycling survey conducted by Ecology (see www.ecy.wa.gov/programs/swfa/solidwastedata/ for more information). Population data is from Projections of the Total Resident Population for the Growth Management Act, Medium Series, by the Washington State Office of Financial Management.

The data shown in Table 2-7 can also be used to calculate a "diversion rate," which includes the diverted materials that are not counted as recycling. In this case, other types of waste that are not defined as MSW (such as industrial wastes) must also be included in the calculation.

There is little data available on the current levels of waste diverted by most forms of waste reduction, although a few categories of reuse are at least partially tracked. If all waste reduction activities and the missing recycling tonnages could be accounted for, the County's current diversion rate could be significantly greater.

Solid Waste Composition

Composition data for Skagit County's waste stream would be useful for designing solid waste handling and disposal programs. The most recent composition study performed in Skagit County was conducted in 1990. Significant changes have occurred since that study was conducted and hence it must be considered too outdated to be useful at this point. The best method for estimating the current Skagit County waste composition is to apply percentages from a waste composition study conducted for Snohomish County in 2008-2009. Table 2-8 shows the estimated waste composition for Skagit County based on this data.

Waste composition can be expected to change in the future due to changes in consumption patterns, packaging methods, disposal habits, tourism, the economy, and other factors. These changes are very difficult to predict in the long term. Furthermore, it is hoped that implementation of this SWMP will affect waste composition in Skagit County by changing purchasing and disposal habits.

Future Solid Waste Quantities

In Table 2-9, waste quantities have been projected using the current (2013) per capita generation rate multiplied by population forecasts for the County. The amounts of diverted materials and non-MSW types of solid waste are not included in these figures because these materials are typically handled outside of the County solid waste system. By using the current per capita rate without adjustments, the projected figures assume no change in the percentage of material recycled and reduced. While it could be assumed that the percentage of recycling will increase and that waste reduction will further decrease the amount of waste that is disposed, the projections shown in Table 2-9 provide a conservative baseline estimate for planning purposes. This approach also assumes no change in the amount of waste migrating to out-of-county facilities and other factors such as tourism remaining proportionate to increases in the general population.

Conclusions

Based on the projections shown in Table 2.9, the capacity of existing facilities and disposal systems (see Figure 2-2) is adequate to handle the needs of Skagit County through the planning period.

As mentioned above, the composition data for Skagit County is outdated by changes that have taken place in recent years. Performing a waste composition study or similar analysis of Skagit County's waste stream would be helpful, especially if

Table 2-8. Estimated Waste Composition in Skagit County					
Material	Entire Waste Stream, % by wt	Tonnages, 2014	Select Waste Streams, % by Wt.		
			Single-Family Homes	Residential Self-Haul	Commercial
Paper	18.4%	18,240	18.3%	12.3%	22.7%
Cardboard	3.7	3,670	1.3	3.8	5.0
Newspaper	1.2	1,210	1.3	1.1	1.0
Other Recy. Paper	6.4	6,310	7.7	4.9	5.6
Compostable Paper	4.9	4,850	5.7	1.1	7.7
Non-Recyclable Paper	2.2	2,200	2.2	1.5	3.2
Plastic	13.4	13,330	12.8	9.2	18.9
PET Bottles	0.8	790	1.0	0.5	0.8
HDPE Bottles	0.6	580	0.6	0.5	0.6
Film and Bags	5.0	5,000	6.0	1.9	7.0
Other Plastics	7.0	6,990	5.2	6.4	10.5
Glass	3.6	3,610	2.4	5.4	2.7
Clear Bottles	1.3	1,270	1.2	1.5	1.1
Green Bottles	0.5	540	0.5	0.6	0.4
Brown Bottles	0.6	570	0.4	0.7	0.5
Other Glass	1.2	1,230	0.4	2.5	0.8
Metals	7.2	7,120	7.0	11.8	6.0
Aluminum Cans	0.4	420	0.4	0.2	0.4
Tin Cans	0.7	730	1.1	0.4	0.6
Other Metals	6.0	5,970	5.5	11.2	5.0
Organics	16.9	16,770	28.4	7.0	15.4
Food Waste	14.6	14,510	26.2	5.5	13.1
Yard Debris	2.3	2,270	2.2	1.5	2.3
Other	21.3	21,100	29.2	20.6	15.4
Disposable Diapers	2.5	2,490	5.7	1.4	0.6
Textiles, Shoes	3.8	3,760	3.8	2.9	5.0
Tires, Rubber Products	0.3	250	0.2	0.3	0.3
Animal Excrement	2.7	2,720	7.2	2.3	0.3
Other Special Wastes	1.3	1,220	0.9	1.9	1.0
Other Materials	10.7	13,380	11.6	11.8	8.1
Wood, Const. Debris	19.2	19,020	1.8	33.8	19.0
Wood Waste	13.8	13,640	1.2	26.0	15.3
Construction Debris	5.4	5,380	0.6	7.8	3.7

Notes: Tonnages are based on Skagit County's 2014 disposed amount of 99,189 tons. Percentage figures are from the Snohomish County Waste Composition Study, April 2009.

Table 2-9. Projected Solid Waste and Recycling Quantities for Skagit County				
	2013	2015	2025	2035
Population	118,600	121,620	136,410	153,630
Recycled Amounts, tons/year	76,169	78,080	87,580	98,630
Disposed Amounts, tons/year	<u>92,184</u>	<u>95,170</u>	<u>106,740</u>	<u>120,200</u>
Total Waste Generated, tons/year	168,983	173,250	194,320	218,930

Source: Based on the per capita figures shown in Table 2-7 and population figures shown in Table 2-2.

programs or facilities are proposed that depend on the composition of the waste stream. A detailed local study would, however, would cost a substantial amount (\$150,000 to \$200,000) and so is not being recommended at this time. Prior to any substantial investments in Skagit County that depend on the composition of the waste stream, a detailed study should be considered.

Figure 2-2
Location of Skagit County Solid Waste Facilities



CHAPTER 3

WASTE REDUCTION

3.1. PREFACE TO THE WASTE REDUCTION, RECYCLING AND ORGANICS CHAPTERS

Introduction

This chapter and the following two chapters on recycling and organics describe existing programs and future plans for activities that reduce the amount of solid waste being generated or disposed in Skagit County. This chapter discusses waste reduction methods that reduce the amount of waste being generated, while the next two chapters discuss methods that reduce the amounts being disposed. In other words, waste reduction methods prevent wastes from being created, while recycling and composting handle materials after those have been created as a waste. Collectively, these approaches (waste reduction, recycling and composting) are known as “waste diversion” in this plan.

Purpose

Chapters 3, 4 and 5 provide an update of the County’s waste diversion methods and comply with State requirements regarding waste reduction and recycling opportunities and programs. The State requirements are shown in various sections of the Revised Code of Washington (RCW) and the Washington Administrative Code (WAC). Additional guidance is also provided by Ecology’s solid waste planning guidelines and the Beyond Waste Plan. In 2010, RCW 70.95.080 was amended to include:

- “(1) When updating a solid waste management plan developed under this chapter, after June 10, 2010, local comprehensive plans must consider and plan for the following handling methods or services:
 - (a) Source separation of recyclable materials and products, organic materials, and wastes by generators;
 - (b) Collection of source separated materials;
 - (c) Handling and proper preparation of materials for reuse or recycling;
 - (d) Handling and proper preparation of organic materials for composting or anaerobic digestion; and
 - (e) Handling and proper disposal of nonrecyclable wastes.
- (2) When updating a solid waste management plan developed under this chapter, after June 10, 2010, each local comprehensive plan must, at a minimum, consider methods that will be used to address the following:
 - (a) Construction and demolition waste for recycling or reuse;

- (b) Organic material including yard debris, food waste, and food contaminated paper products for composting or anaerobic digestion;
- (c) Recoverable paper products for recycling;
- (d) Metals, glass, and plastics for recycling; and
- (e) Waste reduction strategies."

The Legislature's stated intent for making this amendment was "increasing available residential curbside service for solid waste, recyclable, and compostable materials provides enumerable public benefits for all of Washington. Not only will increased service provide better system-wide efficiency, but it will also result in job creation, pollution reduction, and energy conservation, all of which serve to improve the quality of life in Washington communities. It is therefore the intent of the legislature that Washington strives to significantly increase current residential recycling rates by 2020."

The Beyond Waste Plan

Another relevant source of guidance on policies and goals is the State Solid and Hazardous Waste Plan. Commonly referred to as the "Beyond Waste plan," this plan has adopted a vision that states:

We can transition to a society where waste is viewed as inefficient, and where most wastes and toxic substances have been eliminated. This will contribute to economic, social and environmental vitality.

This transition is expected to take 20 to 30 years or more.

The Beyond Waste plan has been recently updated (the "2015 Update"). The plan previously focused on actions that could be taken in five areas (industrial waste, small volume hazardous waste, organic materials, green building, and measuring progress). The updated Beyond Waste plan is divided into five sections:

- Managing Hazardous Waste and Materials
- Managing Solid Waste and Materials
- Reducing Impacts of Materials and Products
- Measuring Progress
- Providing Outreach and Information

Each of these sections presents goals and actions that can be taken over the next five years. The updated plan also incorporates the concept of sustainable materials management, which has been adapted from recent work by the U.S. Environmental Protection Agency (EPA). Sustainable materials management looks at the full life cycle of materials, from the design and manufacturing phase, to the use phase, and then to the end-of-life phase when the material is either disposed or recycled.

Materials management still focuses on recycling and disposal issues, but in looking at production methods and the use of materials, this approach can help identify more sustainable ways to design products that use less energy, water and toxics. This is important because the adverse environmental impacts of extraction, production and use can be far greater than those associated with disposal when the product becomes a waste. According to the EPA, a materials management approach is essential to conserving natural resources to meet today's needs and those of future generations.

The Beyond Waste plan is referenced in later chapters of this SWMP as appropriate to the topics in each chapter. Copies of the Beyond Waste plan and additional information can also be downloaded from the Ecology's web site (www.ecy.wa.gov/beyondwaste/index.html).

3.2. EXISTING CONDITIONS FOR WASTE REDUCTION

Definition of Waste Reduction

Waste reduction is the highest priority for solid waste management according to Chapter 70.95 RCW, and is preferred over recycling and composting because the social, environmental and economic costs are typically lower for waste reduction. All three methods avoid the cost of disposing of the diverted materials as garbage, but recycling and composting frequently require significant additional expenses for collecting and processing the materials. Those additional expenses are avoided in the case of waste reduction, where the waste is not produced. Examples of waste reduction methods include:

- reuse a product.
- reduce consumption of materials and products.
- reduce materials used to manufacture products.
- increase the useful life of a product through durability and reparability.

By definition, waste reduction also includes activities and practices that reduce the toxicity of wastes that are created (per RCW 70.95.030(27)).

Several waste reduction activities and programs are currently conducted in Skagit County. These include a variety of public programs as well as private efforts, with the latter including a broad range of activities that are not well documented. Waste reduction could be shown to be handling significantly more waste if the private efforts could be measured more completely.

Private Reuse Activities

A significant amount of waste reduction is accomplished by second-hand and thrift shops, garage sales, used bookstores, rental shops and through similar activities. A

few charitable organizations provide collection services. Various websites also facilitate a large amount of reuse, most notably Craigslist, eBay and FreeCycle. No estimates are available for the amount of goods handled through these methods in Skagit County, but a recent study for Clark County, Washington, concluded that there were 357 companies involved in waste reduction activities (reuse, rentals and repairs) in that county. These companies employed 1,193 workers and were creating almost \$86 million of sales in Clark County annually. These estimates do not include the value of goods given away or sold on websites, through garage sales and similar activities. All of these activities benefit the economy by creating local jobs and by helping residents and businesses to “stretch” their budgets (by allowing them to purchase used or repaired goods or to rent items needed only for a short time).

Backyard Composting

An effective method of waste reduction is the composting of yard debris and vegetative food scraps on the property where it was generated (typically called “backyard” or “on-site” composting). In Skagit County, backyard composting is encouraged through demonstration gardens, workshops, the County’s website and other efforts. In 2014, five free workshops were conducted for backyard composting and six workshops were conducted for vermicomposting (use of earthworms to break down vegetable matter). Brochures and other information are available on the County’s website for these activities and for natural (non-chemical) lawn care. Home composting talks are also offered on a case-by-case basis to community groups, and volunteer trainings are provided throughout the County, such as the WSU Master Gardener Spring Intern Training and Skagit Conservation District’s Backyard Wildlife Habitat Training.

Other Activities

Many other waste reduction activities are being conducted currently in Skagit County. A few examples of these include:

- The Skagit County Master Composter/Recycler Volunteer Program is offered annually each spring. The program trains up to 30 volunteers per year in waste reduction methods, zero waste lifestyle tips, recycling, hazardous waste reduction, organic gardening and home composting. Volunteers receive 30 hours of free training, including books, tours, and hands-on composting experience. In return, they agree to give 40 hours of volunteer service back to the Skagit County community as recycling and composting educators. Each year, a minimum of 600 volunteer hours are returned to Skagit County residents in the form of Master Composter/Recycler volunteer hours.
- Skagit River Steel & Recycling actively pursues reuse opportunities for the materials they receive for recycling, including a wide range of metal parts and other supplies.

- For building materials, there are three locations in Skagit County that sell salvaged materials, including Skagit Habitat for Humanity, Skagit Building Salvage and Duluth Timber Company.
- There are at least three shipping services in Skagit County that accept styrofoam “peanuts,” “bubble wrap” and other materials for reuse (see the County’s website for current information about these services).
- Waste reduction practices have been implemented in many offices in both the public and private sectors, including reusing blank sides of paper for drafts, increased use of email and digital copies in lieu of paper copies, increased double-sided copying, and avoiding non-recyclable packaging. Recycling in all Skagit County offices has also been upgraded since 2010. All County offices now offer options for compost, recycling, as well as garbage in common areas of buildings. Desk side recycling containers are also offered and made available to all individual work stations.
- The Fidalgo Island community (“Transition Fidalgo & Friends”) has developed a plan (Vision 2030) and is regularly conducting activities that address waste reduction and other aspects of a sustainable community. Waste reduction activities include “fix-it days,” which is a booth at the Anacortes Farmers Market staffed by volunteers who help repair products, and a gleaning group (the Fidalgo Island Gleaners), who pick surplus fruit and vegetables to prevent it from going to waste.
- The Skagit Gleaners, based in Mount Vernon, gathers surplus, slightly damaged and donated food from stores, farms, restaurants and individuals throughout the Skagit Valley and provides this to 250 local families that are in need of support. This non-profit group has operated since 1984 and currently diverts about 320 tons of food from disposal.
- Community-wide garage sales help promote waste reduction through reuse. The Shelter Bay Community (near La Conner), for example, organizes a community-wide garage sale annually.
- Waste reduction is promoted as part of the Skagit County Zero Waste Event program, which certifies public and private events at either a silver or gold level for addressing waste reduction, recycling and composting at the event. This program provides recycling and organics collection containers, logos and signage, and technical assistance for events.
- The EnviroStars program conducted by the Skagit County Health Department recognizes and promotes businesses that practice waste reduction and use less toxic materials. The Local Source Control Program encourages businesses to use less-toxic alternatives for the products they use, and encourages other waste reduction methods.

Volume-Based Waste Collection Rates

A successful and effective tool for encouraging waste reduction and recycling is the use of “variable rates” or “volume-based rates,” where households are charged more for disposing of more garbage. Businesses are generally already charged according to the amount of garbage disposed and this approach is essentially impossible to implement for individual apartments, so this strategy typically refers only to single-family homes. Volume-based rates are currently in effect throughout the County for single-family homes.

3.3. PLANNING ISSUES FOR WASTE REDUCTION

Waste reduction is the highest priority waste management strategy but can be the most difficult to implement because these programs may require changes in production methods and consumption pattern. Specific waste reduction issues are discussed below.

Food Waste

Food waste is one of the largest components of the waste stream (see Table 2-8) and so its potential for waste reduction deserves attention. At the same time, there is increasing national awareness as to the amount of edible food that is going to waste. According to a recent report by the Natural Resources Defense Council,¹ 40% of edible food is wasted as it travels from farms to kitchen tables. According to the USDA, a family of four could save \$2,275 per year by avoiding food waste through simple changes in the way they handle food purchases and storage. A recent study for Thurston County (the 2014 Thurston County Waste Composition Study) showed that 7.2% of that county’s waste stream was edible food.

Reuse as a Benefit to the Local Economy

Many of the reuse activities currently occurring in Skagit County may seem minor or even trivial in scope, but these activities are actually providing a substantial amount of benefit for the local economy. Promoting these activities and finding ways to facilitate more of these activities would significantly benefit Skagit County residents.

Clothing Reuse

Despite the large number of organizations addressing clothing in Skagit County and other areas, the results of waste composition studies for other areas (see Table 2-8) show that almost 4% of the waste stream consists of clothing and shoes. Not all of this amount would be reusable, but virtually all of this could be either reused or recycled (converted to rags or other products).

¹ From “Wasted: How America is Losing up to 40 Percent of its Food from Farm to Fork to Landfill,” by Dana Gunders, staff scientist with the Natural Resources Defense Council, August 2012.

Yard Debris

Despite the wide range of options for yard debris (backyard composting, mulching of grass clippings, drop-off sites and collection programs), there is likely a significant percentage of this material disposed in Skagit County's waste stream. Based on waste composition data from other areas, the waste stream typically consists of 2-4% of yard debris.

Promotion of Volume-Based Garbage Rates

Existing volume-based garbage rates are being promoted on the websites of Skagit County, Waste Management, and Sedro-Woolley, but could be promoted better on Anacortes and Mount Vernon websites. In general, every possible opportunity should be used to promote the ability to save money on disposal fees by treating certain materials as a resource instead of a waste.

Climate Action Plan

The Skagit County Climate Action Plan adopted in 2010 included goals and activities for waste reduction. One of the goals in that plan is to reduce the amount of garbage to 10% below 2008 levels. This plan also made a number of specific recommendations regarding waste reduction and recycling, including:

- reduce and then eliminate polystyrene (styrofoam) food containers.
- prohibit marine use of expanded polystyrene.
- reduce the use of single-use food containers by County departments and educate the public to avoid these containers.
- eliminate permit fees for deconstruction projects.
- ban disposal of yard debris.
- more promotion of backyard composting in East County.

Measuring and Evaluating Waste Reduction Activities

Measuring waste reduction is difficult because the amount of waste generated in a specific area fluctuates with many variables, including economic conditions, seasonal changes and local weather. Hence, it can be difficult to demonstrate the cost-effectiveness or productivity of specific waste reduction techniques.

3.4. ALTERNATIVE WASTE REDUCTION STRATEGIES

The following alternatives were considered for new or expanded waste reduction activities. The listing of an alternative in this section does not mean that it is considered feasible or desirable, nor that is recommended (see Section 3.6 for waste reduction recommendations).

Alternative A - Ban Yard Debris from Garbage Disposal

Of all of the materials in the waste stream, yard debris is possibly the easiest material to handle through other means. Yard debris can be left on the lawn (mulching of grass clippings), applied as a mulch in landscaping and gardens, handled through backyard composting (for leaves, grass clippings and some types of food wastes), chipped on-site (for branches and other woody materials), or recycled through residential and commercial yard waste collection programs.

Some of the cities in Skagit County already ban yard debris from disposal. Hence, there is not much yard debris currently being disposed as garbage, but this approach could eliminate up to 2% of the current waste stream (see Table 2-8). If a ban is implemented, it should be accompanied by additional public education to promote alternatives such as mulching of grass clippings, backyard composting, and even vermicomposting (using worm bins to convert food wastes into a desirable soil amendment).

Alternative B - Focus on Wasted Food

A substantial amount of edible food waste is unnecessarily discarded. A public education campaign could be used to inform residents of the meaning of expiration dates, opportunities to donate food, and other steps that could be taken to reduce food waste. Skagit County could partner with other organizations, such as the Skagit Valley Food Co-Op, to help spread information about this (and for the next option, on smart shopping). Much of the materials for this campaign could be provided by other programs, such as EPA's "Too Good To Waste" program and the various strategies being used by Thurston County.

Alternative C - Promote Smart Shopping

The Cities and County could conduct more promotion on the subject of smart shopping, such as buying in bulk (at least for non-perishable items). The Cities and County could conduct a campaign that encourages:

- buying in bulk.
- buying concentrates.
- purchasing reusable products.
- buying secondhand items.
- avoiding over-packaged items.
- avoiding products containing hazardous ingredients.
- borrowing or renting when possible.
- purchasing durable and repairable products.
- using reusable shopping bags.
- shared ownership of large items with a neighbor or friend.

These activities could provide benefits to personal finances as well providing benefits to the local economy (to the extent that local businesses can provide repair and rental services).

Alternative D – Fix-It Workshops

An idea that is gaining in popularity is the use of fix-it workshops, where people can bring items in need of repairs and knowledgeable volunteers show them how to fix the item. Organizing this type of workshop is probably better accomplished by a non-profit group, but the County could help promote the workshops, provide space for the events, and possibly assist in other ways.

Alternative E – Promote Volume-Based Collection Fees

Information on volume-based rates could be more easily accessible and this approach could be more widely promoted as a way to save money by recycling and reducing wastes. The success of this approach could be monitored by the number of people who sign up for lower service levels.

Alternative F – Promote More Clothing Reuse and Recycling

Educational materials could encourage people to bring reusable or recyclable clothing to charities and other collection programs for those. Specific educational materials could be designed for clothing, but it would probably be more cost-effective to include this topic in existing materials and websites. Clothing reuse and recycling could also be a special focus of a newspaper ad, fair booth and other educational opportunity. Additional recycling options could be explored or promoted, although this idea should be approached carefully so as not to undermine existing efforts that are collecting reusable clothing for charitable purposes.

Alternative G – Collect Reusable Materials at Skagit County Transfer Station

One option to divert reusable materials from disposal could be a cooperative effort with Goodwill or another charity to collect reusable materials at the main transfer station. Several counties in Washington are working with charities to divert reusable materials through staffed trailers located prior to the entrance of a landfill or transfer station. This could also take the form of a joint effort or cooperative arrangement with one of the reusable building material operations to collect building materials. One consideration for this approach would be the degree of access to the tipping floor that would be allowed by this arrangement. If employees of the charities were reasonably allowed more access to the tipping floor to observe materials being dropped off there, rather than depending on customers to voluntarily stop at a trailer, then much more material could be recovered.

Alternative H – Promote Waste Reduction through Videos

Waste reduction lifestyle tips could be encouraged by creation of educational videos that can be viewed through a high traffic website, such as YouTube. Short, informational videos could be created to show people the basic steps to reducing

waste at home. This educational outreach method is capable of reaching many people, without a tremendous amount of work, and could cover a wide variety of topics. The time and other costs for this approach can be reduced by using videos prepared by others.

3.5. EVALUATION OF WASTE REDUCTION ALTERNATIVES

Review of Rating Criteria

The above alternatives can be evaluated and rated according to several criteria and then a decision can be made as to whether to pursue it or not based on the overall rating. These criteria include:

- consistency with the planning goals shown at the beginning of this SWMP and with the goal of diverting more materials from disposal.
- the degree to which an alternative is considered to be technically and politically feasible to implement.
- the potential for additional diversion of materials from the waste disposal system (as a percentage of the waste stream).

Consistency with Solid Waste Planning Goals: All of these alternatives support the goal of emphasizing waste reduction as a fundamental management strategy, and support other planning goals as well.

Feasibility: In judging the alternatives for technical and political feasibility, most of the alternatives can be adopted without controversy or legal issues. Alternative A (the yard waste ban) has potential issues with public acceptance and so is rated low for this criterion. Alternative D (fix-it workshops) may depend on others to implement and could be challenging to arrange, and so this alternative is rated medium. Alternative F, more clothing reuse and recycling, is rated medium for feasibility due to the questions about conflicts with existing operations (if additional reuse and recycling opportunities are established).

Diversion Potential: The alternatives are rated high for diversion potential if the alternative could potentially reduce the waste stream by more than 1%, medium for 0 to 1%, and low for alternatives that would have an impact of 0% or near zero. The alternatives for yard debris, food waste, and clothing are all rated as high because these alternatives address materials present in the waste stream in amounts higher than 1%. Likewise, volume-based fees are rated as high because these could influence the waste stream by at least this much. Alternatives G, collecting reusable materials at the transfer station, and H, producing videos that provide waste reduction tips, were rated medium based on the potential to divert a significant amount of material. Other alternatives, while still valuable, were rated low because the amounts of materials potentially diverted (or avoided) are fairly small.

Rating of Alternatives

The evaluation of the alternatives is summarized in the following table.

Table 3-1. Ratings for the Waste Reduction Alternatives				
Alternative	Consistency with Goals	Feasibility	Diversion Potential	Overall Rating
A, Ban yard debris	H	L	H	M
B, Focus on wasted food	H	H	H	H
C, Promote smart shopping	H	H	L	M
D, Fix-it workshops	H	M	L	M
E, Promote volume-based fees	H	H	H	H
F, Promote more clothing reuse and recycling	H	M	H	H
G, Collect reusables at transfer station	H	H	M	H
H, Waste reduction videos	H	H	M	H

Rating Scores: H – High, M – Medium, L – Low

3.6. WASTE REDUCTION RECOMMENDATIONS

The following recommendations are being made for waste reduction programs.

High-Priority Recommendations

- WR1) A program educating residents and businesses about avoiding food waste will be implemented.
- WR2) The availability of volume-based rates will be publicized by the County, Cities and waste collectors.
- WR3) Options for clothing reuse and recycling will be promoted.
- WR4) Skagit County will explore the possibilities for a charitable organization to collect reusable materials at the Skagit County Transfer Station.
- WR5) Skagit County will distribute videos that provide waste reduction tips.

Medium-Priority Recommendations

- WR6) A county-wide ban on yard debris disposal will be considered.
- WR7) Smart shopping will be promoted.

WR8) Fix-it workshops will be encouraged and promoted.

Overview of Implementation Responsibilities, Costs and Schedule

The lead agency responsible for implementing these recommendations will be Skagit County, with assistance from the Cities as appropriate. The costs for these activities are minor, and funds are expected to come from available County and City funds, and possibly the CPG grant program administered by Ecology.

The costs for five of these recommendations (WR2, WR3, WR4, WR5, and WR8) consist primarily of staff time. Recommendations WR1 and WR7 could cost up to \$15,000 each, depending on the level of effort expended on promoting smart shopping and food waste issues. The cost for Recommendation WR6 would include a campaign to inform the public of a yard waste ban and possibly also costs for enforcement activities.

The implementation of all of these recommendations should begin next year (2018), but implementation of many of the recommendations will be contingent upon the hiring of an additional staff person (a Recycling Coordinator, see Chapter 9 for more details).

More details on the implementation of these and other recommendations are shown in the Implementation Plan (Chapter 10).

RECYCLING

4.1. DEFINITION AND GOALS FOR RECYCLING

Definition of Recycling

“Recycling” refers to the act of collecting and processing materials to return them to a similar use. Recycling does not include materials burned for energy recovery or destroyed through pyrolysis and other high-temperature processes. The State’s definition of recycling is “recycling means 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” (Chapter 173-350 WAC). As indicated in the definition, “recycling” does not occur when people place materials in a cart or other container to be collected separately from garbage, but occurs when the materials are processed and then used to create new products. On the other hand, keeping recyclable materials separate from garbage at the point of generation is typically a critically-important first step in ensuring that the materials are actually recycled.

Recycling Goal

The State’s goal is to reach 50% recycling and composting, and this goal was achieved in 2011 when the recycling rate rose to 50.7%. More recent data shows the rate slipping a bit, dropping to 48.9% in 2013.

Chapter 70.95 RCW does not mandate that each county or city adopt a 50% goal, since it is recognized that less-populated areas have greater barriers to cost-effective collection and marketing of recyclable materials. Each community is expected to set a goal that suits its situation, provided that the goal is based on justified and sound reasoning. In Skagit County, the 2013 recycling rate was 45.1% (see Table 2.7) and the average recycling rate over the past five years (2009 to 2013) was 47.8%. After discussion by the Skagit County Governance Board and the Skagit County Solid Waste Advisory Committee of the current programs and the desire to continue to show progress, the County’s recycling goal has been set at 65%. The County’s progress towards meeting this goal should be monitored primarily through the annual recycling survey conducted by Ecology, supplemented with local data as available and appropriate.

4.2. EXISTING RECYCLING PROGRAMS

Numerous recycling activities are currently being conducted in Skagit County. These are discussed below according to the type of program. A comprehensive list of

recycling opportunities can also be found on Skagit County's website.

Drop-Off and Buy-Back Programs

The three Skagit County disposal facilities collect a variety of recyclable materials, including newspaper, cardboard, mixed waste paper, magazines, aluminum and tin cans, scrap metal, plastic bottles (pop and milk), glass bottles, appliances, motor oil, antifreeze, and batteries. The Skagit County Transfer and Recycling Station (TRS) also recovers metals from the tipping floor, as time allows.

The City of Sedro-Woolley operates a drop-off facility that accepts the typical recyclables (paper, cans, plastic and glass bottles), and also scrap metal, vehicle and household batteries, motor oil, printing cartridges, e-waste, fluorescent lights, styrofoam peanuts and bubble wrap. A few materials are accepted for recycling for a fee, including appliances, tires and "non-covered electronics" (e-waste not covered by Washington State law).

Lautenbach Industries accepts construction and demolition debris (C&D) at their processing facility on Ball Road (near the Skagit County Transfer Station) and also provides a collection service for it. Materials recycled by Lautenbach Industries include wood, drywall, plastics (plastic film and various types of rigid plastics), carpet and padding, metals, cardboard, asphalt and concrete.

Skagit River Steel and Recycling accepts the traditional recyclable materials (paper, cans, glass, and plastic bottles), and provides drop-off containers for special items such as plastic plant pots and film, electrical wiring, and many types of non-ferrous metal. Skagit River Steel serves as the processing/transfer site for some of the materials collected for recycling in Skagit County, including many of the types of materials collected at the three County sites and the City of Sedro-Woolley's site, and is currently charging a handling fee for some of these materials. Skagit River Steel also purchases metals, and recycles several special and industrial materials.

There are numerous other drop-off opportunities in Skagit County for a wide variety of materials. A few examples include:

- E-waste (electronics) can be dropped off at several locations, including Sedro-Woolley's recycling site, Best Buy (Burlington), Goodwill locations in Anacortes and Mount Vernon, Appliance Connection (Mount Vernon), E-Waste LLC (Mount Vernon), Value Village (Mount Vernon), and Anacortes Aktion Club (Anacortes).
- Ink cartridges can be returned for recycling at several local stores, or sent back to manufacturers through the mail.
- Rechargeable batteries can be dropped off at certain hardware stores and other locations (depending on the type of battery).

- In addition to drop-off sites mentioned above, appliances can also be taken to Skagit Appliance Recycling, Larry's Auto and Truck Repair, and Rita Street Appliance Recycling for recycling purposes. Several charities in the county will also accept functional appliances for reuse purposes.

Curbside Recycling Programs

The Cities of Burlington and Mount Vernon have curbside recycling programs through a contract with Waste Management. These cities pay Waste Management by the ton for materials collected. Until recently, the City of Anacortes contracted with Republic Services for curbside recycling service, but this contract was re-bid and awarded to Waste Management effective July 1, 2015. As of September 1, 2015, the City of Sedro-Woolley began providing curbside recycling and yard waste services with city crews instead of service provided by Waste Management. The cost for the recycling services in these four cities is paid by fees collected by the cities through utility billings. In all four of these cities, all single-family homes must subscribe to both garbage and recycling services. Curbside recycling in Anacortes is conducted weekly and in the other three cities it is every-other-week.

In the towns and unincorporated areas west of Highway 9, residents and businesses have the option of subscribing to every-other-week recycling services provided by Waste Management, whether they are garbage collection customers or not. The cost for this service was \$7.22 per month in early 2016. Residential and commercial customers in this area are not required to subscribe to garbage collection or recycling service. The most recently available data (2011) shows that there were 9,637 residential garbage customers in unincorporated Skagit County (including the towns of Concrete, Hamilton, La Conner and Lyman), and 3,435 recycling customers and 259 yard waste customers. There are an estimated 24,290 housing units in this area, so an estimated 40% of these households are subscribing to garbage collection, 14% are subscribing to curbside recycling and 1% are subscribing to yard waste.

The curbside programs in Skagit County collect newspaper, cardboard, mixed waste paper, paper cups, paper food boxes, milk cartons and juice boxes, aluminum and tin cans, scrap metal (less than 2 feet in any direction and under 35 pounds in weight), glass bottles and jars, and plastic bottles and tubs. The recycling programs in Skagit County use "single-stream" collection, where all materials are placed into one cart and processing facilities perform the separation later. The advantages of single-stream collection are reduced costs and greater participation, but there is also some loss of materials because the new mechanized separation techniques are not as effective as source-separation programs.

Multi-Family Recycling

Recycling services to multi-family units (apartments) are generally available in the cities, where the bulk of the apartment buildings are located. As in other areas, there are several difficulties in providing recycling services to multi-family units

(including tenant turnover, communication problems, and the ability to provide a financial incentive).

In Mount Vernon, only buildings with three to five units are defined as multi-family, while larger buildings (six and more units) are classified as “high density” and must contract directly with Waste Management for services.

Commercial Recycling Programs

Commercial recycling services are provided by several private companies, including Waste Management, Skagit River Steel, Tri-County Recycling and Lautenbach Industries. For commercial collections, Waste Management provides collection services for the same materials as residential collections. Waste Management also provides roll-off containers for cardboard, drywall, wood, metal, asphalt roofing, and other materials on a case-by-case basis.

Skagit River Steel collects from commercial and industrial sources using roll-off containers for new drywall, plastic “shrink wrap”, metals, cardboard and other paper, and essentially all of the other materials that they handle. Skagit River Steel will also pick up appliances.

Tri-County Recycling provides containers and collection services for cardboard, mixed waste paper, cans and other materials.

Lautenbach Industries provides collection services for construction and demolition debris (C&D), which is taken to their facility on Ball Road for processing.

Other private collection activities in Skagit County include one or more paper shredding services for high grade papers; collection of various oils, oil filters and antifreeze; and several companies that collect appliances and other metals.

State law requires a program for monitoring commercial activities, although Federal law prevents any control over these activities. In Skagit County, this monitoring is conducted by the Recycling and Waste Reduction Educator, who periodically collects information on services offered by the private sector and cities in order to help promote those. This monitoring should be continued and any problems detected should be reported to the SWAC.

Other Programs

The Adopt-a-Road groups and litter cleanup crews endeavor to recycle a portion of the materials they pick up, as time and the condition of the materials (bottles, cans and metals) permit.

Other materials recycled in Skagit County by private companies, either as a special collection service or through drop-off centers in and near the County, include

textiles, oils, grease, tires, printer cartridges, and x-ray film. Current information on these services is available from County brochures or at Ecology's website (the 1-800-RECYCLE website).

Recycling Markets

State regulations (RCW 70.95.090(7)(c)) require "a description of markets for recyclables," hence a description of the markets for recyclable materials is provided below. This is intended to be only a brief report of current conditions, and it should be noted that market conditions for recyclables can undergo substantial changes in a short amount of time.

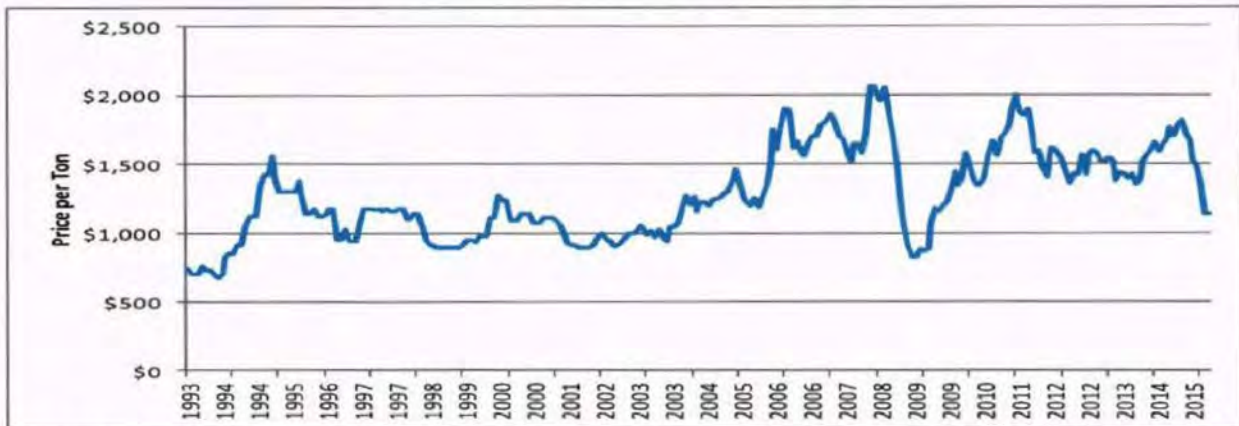
Market demand and prices for recyclables have fluctuated significantly over the past several years, just as prices for all commodities fluctuate with demand and other factors. Some recyclable materials have seasonal cycles in supply and demand, but all materials exhibit long-term trends with the possibility of sudden price spikes or dips. In some cases, long-term contracts with price floors can help moderate the swings in market revenues, but this isn't possible for all materials. Figures 4-1, 4-2, and 4-3 show how the prices for aluminum cans and other materials collected from residential sources in the Pacific Northwest have fluctuated over the past 20 years. As can be seen in the figures, market prices for most materials dipped from 2008 to 2009 due to the slump in demand caused by the recession. Prices for most of the metals recovered after this period and led to better-than-average metal recycling tonnages (see Table 2-6), but both prices and tonnages have dropped off in the past few years, and recently have dropped to 2008-2009 levels.

Urban-Rural Designation

State planning guidelines require that counties develop clear criteria for designating areas as urban or rural for the purpose of providing solid waste and recycling services. The urban-rural designations are the basis for determining the level of service that should be provided for recycling and other solid waste programs. For example, State law (RCW 70.95.090(7)(b)(i)) requires that recyclables be collected from homes and apartments in urban areas (although exceptions to this requirement can be granted if based on viable alternatives and other criteria), whereas drop-off centers and other methods can be used in rural areas.

In this case, the Skagit County Comprehensive Plan provides an up-to-date basis for the determination of urban-rural areas (although distance from recycling facilities and other operations is also a factor for recycling programs in the upriver areas), and so any future changes in the Comprehensive Plan are considered to be adopted by reference in this SWMP. Recycling and other services may need to be implemented or adjusted based on these changes and this should be accomplished within 120 days of the adoption of changes to the Comprehensive Plan. The responsible party for implementing changes in recycling or other services will depend on the hauler or city that is responsible for that service in the affected area.

Figure 4-1
Price Paid for Baled Aluminum Cans



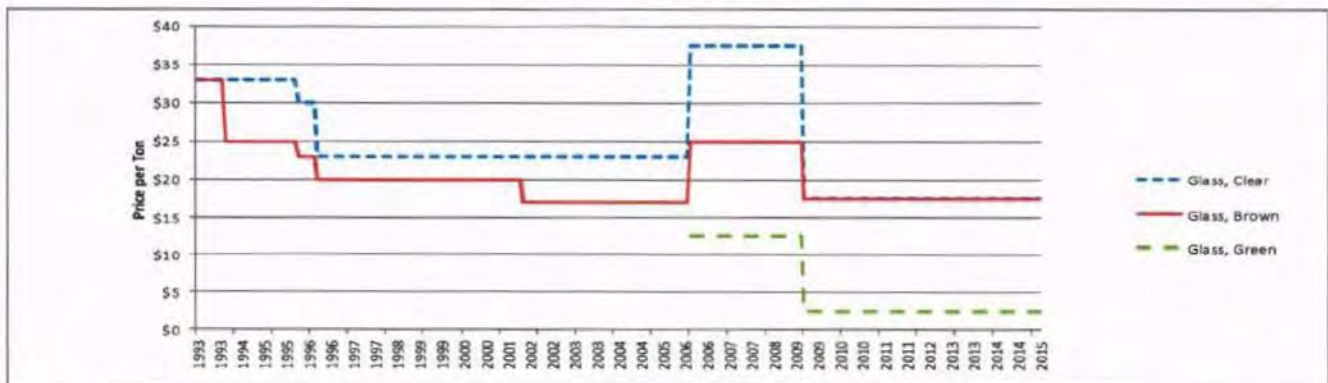
Source: Seattle Public Utilities website (original data source: American Metal Markets).

Figure 4-2
Prices Paid for Select Recyclable Materials



Source: Seattle Public Utilities website (original data sources are Mill Trade Journal's Recycling Markets, Pulp and Paper Week, Recycling Times, and Waste News).

Figure 4-3
Prices Paid for Glass



Source: Seattle Public Utilities website.

All areas currently identified as urban by Skagit County also have recycling and organics collection services available except for the towns of Concrete, Hamilton and Lyman, and a few small urban growth areas (UGAs) adjacent to (but outside the city limits of) Sedro-Woolley. It is anticipated that the UGA areas will be eventually incorporated by Sedro-Woolley.

4.3. DESIGNATION OF RECYCLABLE MATERIALS

The designation of recyclable materials has taken on more importance with the adoption of Chapter 173-350 WAC, which defines recyclable materials as being those materials "that are identified as recyclable materials pursuant to a local comprehensive solid waste plan." Since market conditions for recyclables can change drastically in a short amount of time, the list of designated materials is also accompanied by a description of the process for revising that list.

Table 4-1 shows the list of designated recyclable materials. This list is not intended to create a requirement that every recycling program in Skagit County collect every designated material. Instead, the intent is that through a combination of programs, residents and businesses should have an opportunity to recycle all of the designated materials through at least one program. In other words, if plastics are on the designated materials list, then there must be at least one program in Skagit County that collects plastics. The list has been grouped to indicate the degree of access that residents and businesses should have for these materials (in other words, greater access should be available for the higher-priority materials). It should also be noted that this list is considered the minimum set of materials to be recycled, and that it is not intended to discourage the recycling of additional types of materials.

The list of "designated recyclable materials" shown in Table 4-2 should be used for guidance as to the materials to be recycled in the future. This list is based on existing conditions (collection programs and markets), and future markets and technologies may warrant changes in this list. The following conditions are grounds for additions or deletions to the list of designated materials:

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

Table 4-1. List of Designated Recyclable Materials	
Priority Level	Material
Group 1 Materials: Materials that should be collected by curbside, multi-family and commercial recycling programs, or by the mixed organics collection programs, in Skagit County.	<u>Recyclables</u> Clean paper and cardboard Clean glass bottles and jars Aluminum and tin cans, scrap metal, aluminum food containers, and empty/non-hazardous aerosol cans Plastic bottles, jars and tubs <u>Mixed Organics</u> Yard debris Food scraps Food-soiled paper
Group 2 Materials: Materials that should be collected at drop-off and buy-back locations or through other collection services.	Edible food (donated) Cell phones Electronics (e-waste) Clothing and textiles Oil and oil filters Antifreeze Asphalt and concrete Batteries (all types) All metals, inc. appliances Plastic bags Rigid plastics Reusable building materials Tires Wood
Group 3 Materials: Materials that should be recycled if markets are available.	Carpet Drywall Polystyrene Other plastics Roofing materials Mixed construction and demolition Shrink wrap, building wrap, and other film plastics

Any proposed changes in the list of designated materials should be submitted to the SWAC for their discussion and approval. With the concurrence of the SWAC, followed by approval by the Solid Waste System Governance Board (SWSGB), minor changes in the list could be adopted without formally amending the SWMP. Thus,

minor changes should be able to be addressed in 60 to 75 days at most, depending on the schedule of SWAC meetings at the time of the proposed change. Should the SWAC or the SWSGB conclude that the proposed change is a “major change” (what constitutes a “major change” is expected to be self-evident at the time, although criteria such as the length of the discussion and/or inability to achieve consensus could be used as indicators of what is a “major change”), then an amendment to the SWMP would be required (a process that could take 120 days or longer to complete).

4.4. PLANNING ISSUES FOR RECYCLING

Skagit County is currently well-served by a variety of recycling programs, but several improvements and issues could be addressed by this Plan. The most significant of these are noted below.

Climate Action Plan

The Skagit County Climate Action Plan adopted in 2010 made a number of recommendations regarding waste reduction and recycling, including:

- provide additional incentives for recycling through rates and education.
- conduct a waste characterization study to better inform recycling efforts.
- implement efficient recycling and waste reduction at all County facilities.
- provide additional recycling opportunities in East county.
- support recycling at public events.
- reduce C&D disposal amounts through education and by eliminating permit fees for deconstruction projects.

Collection Frequency

The collection frequency for the residential curbside recycling programs is currently every-other-week in most areas and weekly in Anacortes. Studies have repeatedly shown that more frequent collections will lead to more diversion. Some communities have gone so far as to make garbage collection every-other-week and recycling weekly to encourage more recycling.

Glass in Commingled Mix

Glass is currently included in the curbside recycling program and is mixed with other materials. When mixed with other materials, glass both contaminates the other materials and the glass itself is difficult to recycle.

C&D Recycling

Additional collection and recycling of C&D wastes could have a significant impact in reducing the County’s waste stream. Waste composition data shown in Table 2.8

indicates that 19% of the County's waste stream may be wood and construction debris. It appears that more could be done to promote recycling of this waste.

4.5. ALTERNATIVE RECYCLING STRATEGIES

The following alternatives were considered for new or expanded recycling activities. The listing of an alternative in this section does not mean that it is considered feasible or desirable, nor that is recommended (see Section 4.7 for the recommendations).

Alternative A - Increase Curbside Recycling to Weekly Collection

Studies have repeatedly shown that more frequent collection of recyclables leads to increased tonnages collected. Several cities have recently gone so far as to make recycling collections weekly and changed garbage collection to every-other-week (although a recent proposal by Seattle to do this failed due to questions about costs versus service levels). In general, weekly recycling collections are not double the cost of every-other-week collections, but the additional cost is in the range of 30 to 50% more than every-other-week collections. Weekly collection programs can be expected to collect about 30 to 40% additional tonnages over every-other-week collections. It should be noted that the additional tonnages more than make up for the greenhouse gas emissions related to the additional fuel consumed to run the route twice as often, since every additional ton of recyclables carries with it a huge benefit in greenhouse gas reductions.

Alternative B - Switch to Dual Stream Collection to Collect Glass Separately

Glass is a serious problem when mixed with other materials for recycling. Broken glass contaminates the other materials, especially paper and plastic, and makes it more difficult to recycle those materials. The glass that is carried along with the other materials causes problems with the processing equipment for paper and plastic and does not get recycled but ends up in landfills near the processing plants for the other materials. The glass that is recovered from a curbside mixture is also difficult to recycle because it consists of mixed colors and is also highly contaminated by other materials.

Alternative C - Minimum Service Level to Include Curbside Recycling

Through a service level ordinance, the County could require that curbside recycling services be included in the minimum service provided to residential garbage customers. Several counties (including Snohomish, Spokane and Thurston Counties) take this approach. More recycling program subscribers would lead to a lower per-household cost for the recycling service. Although many households would see this as a price increase over the current cost for garbage service alone, most of these households would also likely be able to reduce their garbage service level by choosing a smaller can and actually save money.

A service level ordinance could also require regular reports and other data which would lead to significant improvements in the ability of Skagit County to monitor progress toward recycling goals. A service level ordinance could require quarterly reports on the numbers of residential and commercial recycling and organics customers in the certificated areas and in the City of Burlington, and the same information could be requested from the cities that conduct their own waste collection.

Alternative D – County to Contract for Curbside Recycling in Unincorporated Areas

The County could consider contracting for curbside recycling in the unincorporated areas. Clark County does this currently. Contracting for recycling services in the unincorporated areas is one of the few collection activities allowed by Washington State law for a county (per RCW 36.58.040). Taking this approach would require working out several important details, including financing, processing systems, frequency of collection and other collection methods.

Alternative E – Mandatory Recycling for C&D Wastes

Skagit County could adopt recycling requirements for construction and demolition wastes that are similar to the approach used by Seattle and King County. Seattle rules currently require that construction companies either recycle at construction sites or deliver C&D to facilities that are certified as meeting Seattle's standards for recovering regulated materials. The processing facilities must recover specific materials, so that their residuals do not contain more than 10% of asphalt paving, bricks, concrete, metal, new gypsum board and wood over 6 inches, and cardboard over 8 inches.

Alternative F – Support New Product Stewardship Programs

Product stewardship is a concept designed to alleviate the burden of end-of-life product management on local governments. Product stewardship programs, or "extended producer responsibility" (EPR), typically address a specific type of product and provide an alternative collection or disposal system. One of the principles that this approach is based on is that the manufacturers of a product should bear the cost of collecting and recycling (or disposing of) that product, and that this will create an incentive for them to reduce the weight and/or toxicity of their products. Retailers, if they are involved in a program, would have an incentive to carry products that are easier (and so less expensive) to collect and recycle.

Developing new product stewardship programs is beyond the scope of a county, but Skagit County could participate in such programs developed by others. Any new product stewardship proposals at the state or federal level could be evaluated and supported as appropriate to the County's interests. The cost for implementing this alternative would primarily be a small amount of staff time, unless the County would be actively involved in a new collection program (which may require more

time and expense, although in theory any expenses for an EPR program would be covered by manufacturers).

Alternative G – Disposal Bans for Specific Materials

Disposal bans have proven effective in some cases, although there would need to be an alternative collection or handling system available for the banned material.

Hence, a phased-in approach would be best, providing enough advance notice to allow alternative handling systems to be developed.

Alternative H – Mandatory Commercial Recycling

Mandatory requirements for commercial recycling could take a number of different approaches, including requirements to recycle specific materials (such as cardboard), to recycle the primary materials generated by the business, a requirement for all businesses to subscribe to commingled recycling, or other approaches. Businesses often generate significant amounts of relatively clean recyclables, but resist recycling programs for a variety of reasons. Requiring all business to recycle would create a “level playing field” that would not create a competitive advantage or disadvantage. On the other hand, such requirements would not be well received by the businesses and would be politically difficult to implement.

4.6. EVALUATION OF RECYCLING ALTERNATIVES

Review of Rating Criteria

The above alternatives can be evaluated and rated according to several criteria and then a decision can be made as to whether to pursue it or not based on the overall rating. These criteria include:

- consistency with the planning goals shown at the beginning of this SWMP and with the goal of diverting more materials from disposal.
- the degree to which an alternative is considered to be technically and politically feasible to implement.
- the cost-effectiveness of an alternative can be assessed based on the presumed total costs of the activity versus its potential benefits and relative to other alternatives or to the existing practices.
- the potential for additional diversion of materials from the waste disposal system (as a percentage of the waste stream).

Consistency with Solid Waste Planning Goals: All of these alternatives support the goal of encouraging recycling as a fundamental management strategy, and support the goal for the recycling rate. Alternative D, a county contract for curbside recycling, is not consistent with some of the planning goals, and so is rated low for

this criteria. Alternative G, disposal bans for specific materials, is the least directly associated to increases in recycling and so is only rated as medium for this criteria.

Feasibility: In judging the alternatives for technical and political feasibility, most of the alternatives are technically feasible but some may be controversial. Alternative A, increasing curbside frequency to weekly, would be somewhat controversial due to the increased costs that would result. Alternative B, switching to a dual stream system, would be very difficult to implement due to the difficulty in changing people's existing practices. Alternative C, requiring that recycling be included with garbage service, would likely cause complaints initially, but it is expected that these would diminish quickly as people saw the value in the service. Alternative D, a county contract for curbside recycling, could be more controversial, depending in part on how this was actually implemented, and would also be technically challenging to implement. Alternative E, requiring recycling for C&D wastes, would be controversial for those in the construction industry and for the general public if applied to them. Alternative F, support for future product stewardship programs, could be controversial but the support could be evaluated on a case-by-case basis. Alternative G, disposal bans for specific materials, and Alternative H, mandatory commercial recycling, would be politically challenging.

Cost Effectiveness: Alternative A, increasing curbside to weekly, should be neutral in cost-effectiveness, based on information from other areas that show that this approach would increase both costs and tonnages collected by about 50%. Alternative B, switching to a dual stream system, would likely not be very cost-effective, based on the significant additional expenses for new containers and extensive outreach that would be needed to separately collect a low-value material (glass). Alternative C, requiring that recycling be included with garbage service, would be cost-effective in the sense that an increased customer base for curbside recycling would allow this service to be provided more cost-effectively. Alternative D, a county contract for curbside recycling, may not be as cost-effective if this approach led to more overhead expenses for administering the program. Alternative E, requiring recycling for C&D wastes, should be cost-effective compared to disposal costs. Alternative F, support for future product stewardship programs, should also be cost-effective in that this type of program typically shifts costs away from the public sector and to the manufacturers of specific products. Alternatives G, disposal bans, and H, mandatory commercial recycling, would be cost-effective in the sense that costs would be shifted to the generators of the waste, but the alternatives may not be cost-effective for the generators.

Diversion Potential: Several of the alternatives can be rated high for diversion potential based on the idea that the alternative would lead to a substantially greater amount of materials collected for recycling. Only one alternative (Alternative B, switching to a dual stream system) is rated low based on the idea that no additional

tonnages would be collected for recycling (in theory, the same amount of glass would simply be placed into a separate container).

Rating of Alternatives

The evaluation of the alternatives is summarized in the following table.

Table 4-2. Ratings for the Recycling Alternatives					
Alternative	Consistency with Goals	Feasibility	Cost-Effective-ness	Diversion Potential	Overall Rating
A, Weekly curbside recycling	H	M	M	H	M
B, Collect glass separately	H	L	L	L	L
C, Minimum service level	H	M	H	H	H
D, County contract for curbside recycling in uninc. areas	L	L	M	H	L
E, Require C&D recycling	H	M	H	H	H
F, Support product stewardship programs	H	M	H	H	H
G, Disposal bans	M	L	L-M	M-H	M
H, Mandatory commercial recycling	H	L	L-M	H	M

Rating Scores: H – High, M – Medium, L – Low

4.7 RECYCLING RECOMMENDATIONS

The following recommendations are being made for recycling programs.

High-Priority Recommendations

- R1) Skagit County's goal for recycling and composting is 65%.
- R2) Skagit County will adopt a minimum service level ordinance requiring all waste collection subscribers to also receive curbside recycling service.
- R3) Skagit County will consider adopting requirements for C&D recycling.
- R4) Skagit County will support product stewardship programs as appropriate.

Medium-Priority Recommendations

- R5) Consideration will be given to increasing curbside recycling frequency to weekly in all areas.
- R6) Disposal bans will be considered for specific materials where alternative handling methods provide improved management of these materials.
- R7) Washington State should enact a bottle bill to divert glass away from curbside recycling programs.

Low-Priority Recommendations

- R8) Mandatory commercial recycling should be examined as a possible program to be implemented county-wide.

Overview of Implementation Responsibilities, Costs and Schedule

The lead agency responsible for implementing most of these recommendations will be Skagit County, with assistance from the Cities as appropriate. Recommendation R5 will need to be implemented by both the County and the four cities with contracts for curbside recycling. Recommendation R7 will need to be implemented by the State.

The costs to Skagit County for these recommendations will consist primarily of staff time. Some of the recommendations will also create costs for subscribers and waste generators (R2, R3, R5 and R8). The cost for Recommendation R6 would include a campaign to inform the public of any bans and possibly also costs for enforcement activities. The cost for Recommendation R7 may be significant and would be paid by manufacturers and retailers.

The implementation of most of these recommendations should begin next year (2018), but implementation of many of the recommendations will be contingent upon the hiring of an additional staff person (a Recycling Coordinator, see Chapter 9 for more details). Washington State should enact a bottle bill for glass as soon as possible (implementing this by 2020 is likely the soonest possible schedule).

More details on the implementation of these and other recommendations are shown in the Implementation Plan (see Chapter 10).

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CHAPTER 5

ORGANICS

5.1. DEFINITIONS AND GOALS FOR ORGANICS

Definitions for Organic Materials

In this Solid Waste Management Plan (SWMP), the term “organics” is intended to include compostable materials such as yard debris, food waste, and compostable paper. Other compostable materials, such as compostable plastics, shredded paper and clean wood may also be included depending on the collection program and acceptance policies for processing facilities. Some programs in Skagit County collect a mixture of yard debris, food waste, and food-soiled paper, and this is referred to as “mixed organics” in this SWMP.

Yard debris is defined to include materials such as lawn clippings, leaves, weeds, vegetable garden debris, branches (up to seven inches in diameter) and brush. Because branches and brush are included in the definition of yard debris, programs discussed in this chapter and figures for “composting” include chipping and other processing of brush, Christmas trees and similar materials. Backyard composting means a small-scale activity performed by homeowners or others on their own property, using yard debris that they have generated on that property. Some types of food waste, primarily fruit and vegetable scraps, can also be managed through backyard composting or through the use of worm bins (“vermicomposting”). By definition, backyard composting and vermicomposting are considered to be a form of waste reduction and so are addressed in Chapter 3 of this SWMP.

Food waste can be defined in a number of ways. For the purposes of this SWMP, food waste is generally intended to include those materials acceptable in the curbside collection program, which are all types of food waste (including dairy and meat products), food-soiled paper (such as paper towels and pizza boxes), shredded paper, and some types of compostable paper.

Composting can be defined as the controlled biological decomposition of organic materials to produce a beneficial product (compost). Compost has a number of applications, but as a soil amendment it provides organic matter and nutrients, loosens soils, and helps retain moisture.

Goal for Diverting Organics

Organic materials collected for composting are intended to count towards Skagit County’s recycling goal of 65% (see Section 4.1).

The programs in Skagit County are intended to be based on a hierarchy of management methods for organics. Washington State law (RCW 70.95.010 (8)) provides direction on the preferred management methods for yard debris. Recent work by the U.S. EPA provides a hierarchy specifically for food waste. The hierarchy for food waste differs somewhat from other organics due to the fact that a portion of the food waste could be recovered to feed to humans and animals, but otherwise both are similar in that each begins with waste prevention as the most desirable management method and ends with landfilling as the least preferred option. Table 5-1 shows specific options for managing yard waste and other organics and options for food waste, in order of preference from waste prevention methods to disposal.

Table 5-1. Hierarchy of Preferred Management Methods		
Management Method (in order of highest to lowest preference)	Yard Debris, Wood, Compostable Paper, Other Compostables	Food Waste¹
Waste Prevention	Product Substitution ² On-Site Composting GrassCycling	Source Reduction Feed Hungry People Feed Animals
Composting and Recycling	Collection and Processing into Mulch (wood waste) Collection and Processing into Compost	Collection and Processing into Compost and Other Products Rendering
Energy Recovery	Anaerobic Digestion Fuel (wood waste)	Anaerobic Digestion Biodiesel (grease)
Landfilling and Incineration without Energy Recovery	Disposal (waste export)	Disposal (waste export)

- Notes:
1. The hierarchy shown above for food waste is based on EPA's "Food Recovery Hierarchy," but with energy recovery methods downgraded below composting.
 2. Product substitution in this case includes the use of durable products (ceramic plates, cloth napkins, etc.) in place of disposable products (such as paper plates and napkins).

This chapter addresses the second step, collection and processing of organics into compost and for other purposes. Waste prevention methods are addressed in Chapter 3, and the last two steps (energy recovery and landfilling) are addressed in Chapter 7 (to the extent that these are addressed in this SWMP).

5.2. EXISTING ORGANICS PROGRAMS

Numerous activities are currently being conducted in Skagit County for collecting and processing organics. These are discussed below according to the type of program.

Several cities in Skagit County (including Anacortes and Mount Vernon) have banned yard debris disposal, and encourage the use of other options instead. Burning of yard debris has also been banned by State rules, as implemented by the Northwest Clean Air Agency. Burning of residential yard debris and landclearing debris is not allowed in all eight cities and towns (including adjacent urban growth areas), as well as in the areas of Bay View and March Point.

Drop-Off Programs

Four cities and towns operate drop-off programs for yard debris. Three of these are year-round programs that are supported by charges for this service. These three (La Conner, Mount Vernon and Sedro-Woolley) have a system of pre-paid punch cards that are used for this. The Mount Vernon and Sedro-Woolley sites accept pumpkins and Christmas trees at no charge.

The City of Anacortes accepts yard debris for free at their Public Works Operations facility on two Saturdays each year (once in the spring and once in the fall). This is done to accommodate residents who generate larger materials that do not fit into the organics collection carts (tree limbs, branches, shrubs, large amounts of leaves, etc.). In 2014, 160 cubic yards were collected on these two days. Christmas trees are also collected for free each year by volunteers working with the Parks Department.

The City of Mount Vernon's drop-off site for yard debris is at their Public Works shop and is open to city residents only. This site is open five days per week in March through October, and three days per week for November through February. This site accepts yard debris, clean wood, and shredded paper. Organic materials are brought to Skagit Soils for composting, and the wood is brought to Lautenbach Industries. In 2014, the drop-off site collected 1,796 tons of organics and 421 tons of wood. The sales of punch cards generated \$22,159 in revenue in 2014.

The City of Sedro-Woolley accepts yard debris at their recycling center. Customers are encouraged to keep grass clippings separate from brush, as these materials are marketed separately.

The Town of La Conner accepts yard debris at their wastewater treatment plant and uses it in their biosolids composting process. The resulting compost is sold for \$5 to \$13 per cubic yard, depending on the amount sold and whether it is screened or not. Small amounts of compost are provided free to people who can load it themselves.

Skagit County collects yard debris at the Transfer and Recycling Station. Yard debris separated from solid waste loads is directed to a designated area of the tipping floor. This material is currently being delivered to Skagit Soils for composting.

A number of private companies accept yard debris and woody materials for composting and grinding. The two largest private composting operations in Skagit County are Skagit Soils near Mount Vernon and Dykstra Farms near Burlington. Dykstra Farms takes in a variety of organics (such as seafood processing waste and shredded paper) and uses these materials to compost their dairy manure. Skagit Soils is open to the public and charges a tipping fee for people to drop off yard debris. Much of the material composted by Skagit Soils is delivered by Waste Management (mixed organics from curbside and commercial routes) and others such as the City of Mount Vernon.

Several companies in Skagit County accept woody debris for grinding or grind materials they generate to produce mulch and other products.

Lautenbach Industries accepts incidental amounts of yard debris, but they generally refer people with large loads to Skagit Soils (which is located nearby) or other facilities.

Collection Programs

The Cities of Anacortes, Burlington, and Mount Vernon have curbside collection for mixed organics through contracts with Waste Management. Current charges for these services are shown in Table 5-2. As of May 2015, the charge for this service was \$8.95 per month in Burlington (and \$4.00 per extra can or bundle), \$11.24 per month in Mount Vernon (plus \$3.48 for extra 32-gallon cans or bundles). In both of these cities, service is provided using 96-gallon carts that are emptied weekly March through November and every-other-week in December through February. As of July 2015, the charge for this service in Anacortes was \$11.00 per month for a 96-gallon cart (plus \$11.00 for extra 32-gallon cans or bundles) emptied weekly year-round. As of September 1, 2015, city crews began collecting yard waste in Sedro-Woolley.

Table 5-2. Monthly Charges for Organics Collections		
City	Monthly Charge	Extra Cans or Bundles
Anacortes	\$11.00	\$11.00
Burlington	\$8.95	\$4.00
Mount Vernon	\$11.24	\$3.48
Sedro-Woolley	\$8.94	NA

Current as of July 2015.

The organics collection program in Anacortes diverted 2,483 tons in 2014. In Mount Vernon, the collection program diverted 1,606 tons of material from 2,255 residential customers (with a total of 5,933 garbage customers, the organics subscription rate in Mount Vernon was 38% in 2014). In Sedro-Woolley, there were 704 tons of organics collected from 820 residential subscribers in 2014 (with a total of 3,212 residential garbage subscribers, the subscription rate was 26% in Sedro-Woolley).

Waste Management also provides curbside collection of mixed organics in the unincorporated area west of Highway 9, excluding Guemes Island. As of July 2015, the charge for this service was \$9.65 per month for a 96-gallon cart (\$4.30 for extra 32-gallon cans or bundles) emptied weekly March through November and once-monthly for December through February. There were 259 mixed organics customers in the unincorporated area in 2011.

Businesses in Skagit County can sign up for organics collection services. Several businesses are subscribing, but an exact number is unknown.

Lawn maintenance and landscaping services, including land clearing services, also provide collection services for organics in a sense.

Processing and Market Capacity

Processing capacity in Skagit County is sufficient to handle the organics currently being collected. Markets are reported to be adequate as well, as long as the quality of the compost is maintained.

The primary processor of mixed organics in Skagit County, Skagit Soils, uses a static windrow system. Incoming materials are ground up soon after being delivered, and are mixed in the grinder with other materials as needed to create the proper mix of materials for composting purposes. This mixture is placed into windrows (long piles) and then turned five times over the following two weeks. After that, the composted material is moved to a curing pile for a few months, and then screened and sold. As part of the screening process, a vacuum system removes most (but not all) of the plastic contamination and a magnet removes any ferrous metals.

5.3. PLANNING ISSUES FOR ORGANICS

Skagit County is currently served by a variety of organics programs, and a few potential improvements and issues are noted below.

Contamination in Mixed Organics

The primary processing facility in Skagit County, Skagit Soils, reports that excessive amounts of contamination are present in some of the loads of mixed organics and

that this seems to be the result of commercial food waste customers that are not adhering to the rules regarding acceptable materials.

Problematic Materials in Mixed Organics

The primary processing facility in Skagit County, Skagit Soils, reports that some of the materials considered acceptable in the mixed organics stream, specifically compostable plastic bags, plastic serveware and other types of compostable plastics, are not breaking down in their system and hence are contaminating the end products.

Data for Evaluating and Monitoring Organics Programs

Better data is needed on the quantity and quality of organics collected by various programs in the County. It is impossible to evaluate the performance of these programs without this information.

Promotion for Organics Collection Program

Information about the mixed organics collection program is difficult to find on some of the city's websites. Promotional efforts for the mixed organics programs in the unincorporated areas could also be improved.

Climate Action Plan

The Climate Action Plan adopted in 2010 made a few recommendations regarding organics, including:

- divert food waste to compost or anaerobic digestion.
- ban yard debris from garbage.

5.4. ALTERNATIVE ORGANICS STRATEGIES

The following alternatives were considered for new or expanded organics activities. The listing of an alternative in this section does not mean that it is considered feasible or desirable, nor that is recommended (see Section 5.6 for the recommendations). It should also be noted that the possibility of a ban on yard waste disposal is discussed in Chapter 3 as a potential waste reduction method (see Section 3.4), and the possibility of using a service level ordinance to collect better data on organics and recycling programs is addressed in Chapter 4 (see Section 4.5).

Alternative A – Institute Practice of Inspecting and Potentially Rejecting Commercial Mixed Organics Setouts

Waste Management could initiate a practice of inspecting containers of commercial organics, at least for problematic customers, before emptying those into the collection truck. Containers could be not emptied if deemed too contaminated, and instead the container could be tagged and emptied as waste at a higher cost to the customer

(thus providing incentive for the customer to do better in separating the acceptable and unacceptable materials).

Alternative B – Reduce the Types of Acceptable Materials for Mixed Organics

Plastic bags and some other types of “compostable” plastics are not breaking down in the composting process at Skagit Soils. These materials could be removed from the list of acceptable materials for the organics collection program and participants could be discouraged from including compostable plastics in the mixed organics.

Alternative C – More Promotion of the Mixed Organics Collection Program

More promotion could be conducted for the mixed organics to encourage residents and businesses to sign up for this service and to inform them of the materials that are acceptable for it. An increased emphasis of the promotion for this service could be directed at reducing the amount of contamination by non-compostable materials. This information could be distributed to existing customers, placed more prominently on city websites, and promoted in other ways as available.

Alternative D – Encourage Markets for Compost

Skagit County and the cities and towns could take steps to encourage markets for locally-produced compost by encouraging the use of compost by all departments in public projects. Planning departments could be encouraged to recommend compost in landscaping and erosion control projects, using brochures and other information developed by Skagit County. Private companies could also be encouraged to use compost through public outreach and building specifications.

5.5. EVALUATION OF ORGANICS ALTERNATIVES

Review of Rating Criteria

The above alternatives can be evaluated and rated according to several criteria and a decision made as to whether to pursue it or not based on the overall rating for each. These criteria include:

- consistency with the hierarchies shown at the beginning of this chapter and with the goal of diverting more materials from disposal.
- the degree to which an alternative is considered to be technically and politically feasible to implement.
- the cost-effectiveness of an alternative can be assessed based on the presumed total costs of the activity versus its potential benefits and relative to other alternatives or to the existing practices.
- the potential for additional diversion of materials from the waste disposal system (as a percentage of the waste stream).

Consistency with Solid Waste Planning Goals: It could be argued that Alternatives A, rejecting contaminated commercial setouts, and B, reducing the types of acceptable materials for the mixed organics programs, will lead to less material being diverted from the waste stream and thus are not consistent with the idea of achieving a higher recycling rate, but in actuality these alternatives will reduce the amounts of contaminants that should not be counted as being diverted anyways. Alternatives C, more promotion of mixed organics collection services, and D, encouraging markets, are very consistent with the hierarchy and planning goals.

Feasibility: In judging the alternatives for technical and political feasibility, Alternatives A, rejecting contaminated commercial setouts, and C, increasing promotion for the mixed organics program, should be highly feasible. Although Alternative C could lead to additional demands on staff time and other costs, much of this alternative could be accomplished by making use of existing tools (such as websites) and minimal investments in staff time. Alternative B, reducing the list of acceptable materials for the mixed organics programs, would be more challenging to implement, as this would require “re-training” participants that have been told that compostable plastics are acceptable. Alternative D, encouraging markets, may be difficult to implement due to the need to for additional staff (a new Recycling Coordinator) to implement these steps.

Cost Effectiveness: Alternative A, rejecting contaminated commercial setouts, should be highly cost-effective since this activity could eliminate contamination at the source. The cost-effectiveness for Alternative B, reducing the list of acceptable materials for the mixed organics programs, is uncertain because the cost of publicizing a change in the list of acceptable materials would need to be balanced against the cost of removing those contaminants during processing and the potential for higher market revenues. The cost-effectiveness for Alternative C, increasing promotion for the mixed organics program, should be high based on the assumption that the cost of this approach would be low and that it could potentially result in more tons of material being diverted. The cost-effectiveness of Alternative D, encouraging markets, is uncertain, but the use of compost has been demonstrated to be very cost-effective in many applications.

Diversion Potential: Alternatives A, rejecting contaminated commercial setouts, and B, reducing the list of acceptable materials for the mixed organics programs, are rated low with respect to diversion potential since these steps could reduce the amount of materials diverted to composting. Alternatives C, increasing promotion for the mixed organics program, and D, encouraging markets, should result in more tons of mixed organics being diverted.

Rating of Alternatives

The evaluation of the alternatives is summarized in the following table.

Table 5-3. Ratings for the Organics Alternatives

Alternative	Consistency with Goals	Feasibility	Cost-Effectiveness	Diversion Potential	Overall Rating
A, Reject contaminated commercial setouts	M	H	H	L	M
B, Reduce acceptable materials for mixed organics	M	M	M	L	M
C, More promotion for mixed organics	H	H	H	H	H
D, Encourage markets for compost	H	M	M	M	M

Rating Scores: H – High, M – Medium, L – Low

5.6. ORGANICS RECOMMENDATIONS

The following recommendations are being made for organics programs in Skagit County (see also Chapters 3 and 4).

High-Priority Recommendations

- O1) More promotion must be conducted for the mixed organics collection services.

Medium-Priority Recommendations

- O2) Contaminated commercial setouts should be rejected by the collection companies.
- O3) Compostable plastics should not be collected in the mixed organics collection system.
- O4) The cities, towns and county will promote the use of compost.

Overview of Implementation Responsibilities, Costs and Schedule

The lead agency responsible for Recommendations O1, O2 and O3 should be the organics collection companies or agencies (Waste Management and Sedro-Woolley). For Recommendation O4, the responsible agencies include Skagit County and the eight cities and towns, as well as associated agencies. Contingent on the hiring of a new Recycling Coordinator, additional steps should be taken to encourage the use of compost and mixed organics collection systems in the public bidding process. The County and Cities should also distribute brochures and other information with

building permits, and the County should take the lead on developing this information (again, contingent on the hiring of a new Recycling Coordinator).

The cost for Recommendation O1 will be up to \$50,000 and this would be primarily funded by Waste Management (but paid through collection service fees). The cost for Recommendations O2 and O3 will be minimal. The cost for Recommendation O4 will be up to \$25,000 for development and printing costs.

The implementation of these recommendations should begin in 2018.

More details on the implementation of these and other recommendations are shown in the Implementation Plan (see Chapter 10).

CHAPTER 6

WASTE COLLECTION

6.1. BACKGROUND FOR WASTE COLLECTION

Introduction

This chapter addresses the solid waste collection system in Skagit County. The primary focus of this chapter is on the non-recycled portion of solid wastes.

Regulations Concerning Waste Collection

The Washington State authorities that govern collection activities are Ecology and the Washington Utilities and Transportation Commission ("UTC"). RCW 70.95.020 also assigns responsibilities to local government for solid waste handling while encouraging the use of private industry. The various laws that apply to solid waste collection companies include:

- **Chapter 81.77 RCW, Solid Waste Collection Companies:** This law establishes the State regulatory authority for solid waste collection companies and the procedures and standards with which they must comply.
- **Chapter 35.21 RCW, Cities and Towns:** This law provides cities and towns with the authority for solid waste and the procedures and standards with which they must comply. Per RCW 35.21.120, "A city or town may by ordinance provide for the establishment of a system or systems of solid waste handling for the entire city or town or for portions thereof. A city or town may provide for solid waste handling by or under the direction of officials and employees of the city or town or may award contracts for any service related to solid waste handling."
- **Chapter 36.58 RCW, Solid Waste Disposal, and 36.58A RCW, Solid Waste Collection Districts:** Chapter 36.58A RCW authorizes counties to form a collection district that would enable the adoption of mandatory waste collection. Chapter 36.58 RCW primarily addresses disposal activities, including the ability to form a solid waste disposal district, but one section (RCW 36.58.045) authorizes counties to "impose a fee upon ... a solid waste collection company" to fund planning and administrative expenses that may be incurred by the county.
- **Chapter 480-70 WAC, Rules for Solid Waste and/or Refuse Collection Companies:** This chapter establishes standards for solid waste collection companies, including public safety, fair practices, reasonable charges, consumer protection, compliance, and other factors.

There are four forms of collection services that are allowed by State law in cities:

- **Certificated:** With this collection method, cities are not actively involved in the management of garbage collection. Instead, the UTC-certificated hauler provides

service under UTC regulation. There are four towns in Skagit County that use this approach (Concrete, Hamilton, La Conner and Lyman).

- **Municipal:** This approach utilizes municipal employees and equipment to collect waste. There are three cities in Skagit County that use this approach (Anacortes, Mount Vernon and Sedro-Woolley).
- **Contract:** The contract approach provides cities and towns with a great deal of control over the services and rates provided in their jurisdiction. There is one city in Skagit County (Burlington) that uses this approach.
- **Licensed collection:** This method applies to municipalities that require private collectors to have both a city-issued license as well as a UTC certificate. This approach gives the municipality limited control over collection services. No cities in Skagit County currently use this approach.

Cities can also attach a utility tax to the waste collection services in their jurisdiction, and this option is currently exercised by:

- the City of Anacortes assesses a 12% tax on solid waste charges assessed by the city,
- the Town of Hamilton assesses a 6.38% utility tax on solid waste services in the town,
- the Town of La Conner assesses a 3.0% utility tax on solid waste services in the town,
- the City of Sedro-Woolley assesses an 8.1% utility tax on solid waste services in the city, and
- the Swinomish Reservation assesses a 3.0% utility tax on solid waste services provided within their reservation.

Local Regulations

In addition to the utility tax, a number of the cities and towns in Skagit County have local codes addressing the requirements to have garbage service, to keep properties in a clean and orderly fashion, and related concerns. A few of the cities have also adopted disposal bans for yard waste.

County ordinances addressing waste collection include the "flow control ordinance" (Chapter 12.18 of the County Code), which requires that solid wastes generated in Skagit County be delivered to one of the designated disposal facilities (which are defined to include the main transfer station, the Sauk and Clear Lake sites, and the MRW Facility). Exceptions are provided in Chapter 12.18 for source-separated materials delivered to a recycling or composting facility, and for a limited number of other cases. Chapter 12.17 of the County Code addresses the need for vehicles transporting solid wastes to secure their loads so as to prevent any part of the load from falling off of the vehicle while it is in motion. The interlocal agreements

between Skagit County and the cities also require that the cities bring or direct their solid wastes to the County system.

Goals for the Waste Collection System

A number of the goals for this SWMP are applicable to waste collection:

- maintain and improve a long-term stable solid waste management system.
- create efficient service levels with respect to cost and environmental protection.
- establish level-of-service standards for urban and rural areas.
- provide a basis for equitable allocation of costs among those benefitting from the services, subject to public health considerations.

6.2. EXISTING WASTE COLLECTION PROGRAMS

Three types of waste collection systems exist in Skagit County; municipal programs operated by three cities, a city that contracts for collection services, and waste collection services offered by private haulers throughout the rest of the county. In addition, residents and businesses have the option of hauling their own garbage (i.e., "self-haul") to the transfer station or the two rural dropbox facilities.

Municipal Collection Services

Three of the cities (Anacortes, Mount Vernon and Sedro-Woolley) provide garbage collection services to their residents and businesses with their own equipment and personnel. These three cities have universal, or mandatory, garbage collection services. Rates charged for various service levels are shown in Table 6.1. Billing is performed by the cities, and includes a mandatory charge for recycling service.

In Mount Vernon and Sedro-Woolley, all solid wastes are required to be collected and transported by the city's crews and equipment. This is also the case in Anacortes, except that in the past the City of Anacortes has not had the equipment to haul larger containers (roll-off containers). The City of Anacortes has recently purchased additional equipment for this and will be providing more of these services in the future.

In addition to the service levels shown in Table 6.1, the City of Anacortes has a pre-paid bag system for residents who have extra amounts of garbage. The bags are sold for \$4.00 each at local stores and City Hall, with the cost of collection included in the bag price. Commercial customers in Anacortes can also subscribe to a mini-can rate at the same charge as residential customers (\$7.00 per month) or can use up to five 32-gallon cans for service (at \$13.00 per can).

Table 6-1. Collection Rates in Skagit County								
Area	Residential Collection Rates ¹					Commercial Collection Rates ²		
	Mini-can (20 gallons)	1 can (32 or 35 gallons)	2 cans or a 64-gallon cart	Recycling	Mixed Organics	1 yard/wk	2 yards/wk	4 yards/wk
Municipal Services								
Anacortes	\$18.50	\$25.43	\$50.86	Included (\$9.00)	\$11.00	\$109.82 (1.5 yd)	\$132.94	\$190.74 (3 yd)
Mount Vernon	\$13.47	\$23.56	\$39.71	Inc. (\$3.40)	\$11.24	\$78.47	\$125.56	\$217.47
Sedro-Woolley	\$11.50	\$19.40	\$26.93	Inc. (\$2.65)	\$8.94	\$83.06	\$109.82	\$215.39
City Contract								
Burlington	\$10.94	\$14.24	\$20.13	Inc. (\$2.80)	\$9.11	\$60.87	\$96.93	\$178.51
Waste Management Service Area								
Certificated Area ³	\$14.80	\$16.60	\$24.50	\$7.22 ⁴	\$9.65	\$76.26	\$117.86	\$202.78

Notes: Rates shown are current as of July 1, 2015 and are subject to change. Rates shown include recycling (where required) and applicable taxes.

- 1) Residential collection rates refer to monthly charges for weekly pickup of the number of cans shown. All city utilities include a basic recycling charge as part of the utility service. In the areas served by Waste Management, recycling services and costs are optional (i.e., at the customer's request).
- 2) Commercial collection rates vary significantly depending on the size of the container and frequency of service. A few rates are shown in the above table to illustrate the range of rates associated with different waste volumes (all of these rates are based on permanent, not temporary, service for one pickup per week at the volume shown). Additional charges may apply for container rental, recycling services, access problems, overflow conditions and other factors.
- 3) Waste Management's certificated service area includes the towns of Concrete, Hamilton, La Conner and Lyman, and the unincorporated areas. Recycling and mixed organics collection services are available only west of Highway 9. Rates shown are for service using containers provided by Waste Management.
- 4) The recycling rate in the certificated area reflects a commodity credit of \$2.18 (effective July 1, 2015 through June 30, 2016).

Population densities (the number of people per acre) for the service areas are based on the 2010 Census results (OFM 2014) and land area figures for the year 2015:

	<u>2014 Population</u>	<u>Land Area, acres</u>	<u>Density</u>
Anacortes	16,190	9,939	1.63
Burlington	8,445	2,829	2.99
Mount Vernon	33,170	8,070	4.11
Sedro-Woolley	10,610	2,438	4.35
Remainder of County	<u>51,085</u>	<u>1,084,690</u>	<u>0.05</u>
Totals	119,500	1,107,970	0.11

The City of Mount Vernon provides a senior discount for the smaller garbage can sizes. For the mini-can (20-gallon can), the discount is 50% of the regular rate (before recycling and taxes), and the discount is 25% for the 35-gallon size.

Sedro-Woolley recently conducted a pilot project for every-other-week (EOW) garbage collection. The pilot project was conducted December 2014 through May 2015. The pilot project was considered a success but the City is not pursuing this approach at this time. Sedro-Woolley also provides low-income rates for residential services that are 20% less than regular rates, and offers "bulk collection" for large items (stoves, refrigerators, etc.) for an extra fee.

City Contracts

The City of Burlington provides waste collection services to their residents and businesses through a contract with Waste Management. The City of Burlington has universal, or mandatory, garbage collection services, and the rates charged are based on the contract between the City and Waste Management (see Table 6-1). The billing for these services is conducted by Waste Management. A discounted garbage service rate is offered for senior citizens and disabled customers in Burlington. In Burlington, recycling is required for residential customers.

Certificated Areas

Waste Management (800-592-9995, 12122 Bay Ridge Drive, Burlington, WA) provides waste collection services in five cities and towns (Burlington, Concrete, Hamilton, La Conner and Lyman) and in the unincorporated areas of Skagit County, as well as providing curbside recycling services to homes in the area west of Highway 9. In the Waste Management service area (except for Burlington), subscription to waste collection services is voluntary for residential and commercial customers. A certificate issued by the State provides Waste Management with the exclusive right to collect solid waste from residences and businesses in the unincorporated areas of the County, although people and companies also have the right to haul their own garbage to the transfer station or one of the two rural facilities. Waste Management also collects solid waste in most of the neighboring counties (Chelan, Island, Okanogan, Snohomish and Whatcom Counties).

Waste Management's rates are shown in Table 6.1. In addition to the typical service options for residential customers, Waste Management offers once-monthly and every-other-week pickup of one can. The rate for once-monthly collection of garbage (\$5.60) is the lowest monthly rate offered by Waste Management for residential service, and the low rate is based on the actual collection cost savings and lower disposal volumes associated with this level of service. Additional fees are assessed for temporary accounts, container rental, special (unscheduled) pickups, overfull containers and other services. Rates charged by Waste Management in the certificate areas are regulated by the UTC.

One small area of Skagit County, Sinclair Island, may be serviced by another certificated hauler. Sinclair Island is part of the certificated area for Disposal Services, Inc., which is based in Ferndale, Washington (4916 LaBounty Drive, Ferndale, WA 98248, 360-384-8011). Sinclair Island lies off of the western shore of mainland Skagit County and is only 1.6 square miles in size. The most recent annual report provided to the UTC for this area shows that no services were provided on Sinclair Island in 2015.

Collection Services for Other Jurisdictions

Tribal lands and Federal facilities such as military bases can arrange for refuse collection services independently. The Swinomish Tribal Community and the Samish, Sauk-Suiattle, and Upper Skagit Indian Reservations are located within Waste Management's certificate area but have not chosen to make alternative arrangements.

6.3. PLANNING ISSUES FOR WASTE COLLECTION

Current and Future Capacity

The current collection system does a good job of collecting and removing solid wastes generated by the County's and City's residents and businesses. Future waste quantities have been estimated (see Table 2.9), and the existing collection system is anticipated to be able to handle the projected increase.

Waste Diversion Programs

Some service gaps associated with the current collection system have been noted for recycling and organics, and these are discussed in Chapters 4 and 5, respectively.

Climate Action Plan

The Skagit County Climate Action Plan adopted in 2010 made one recommendation regarding waste collection, which is to "provide garbage vouchers for low-income residents" (Policy D-10). This policy was intended to apply to garbage collection and disposal, as well as recycling.

6.4. ALTERNATIVE WASTE COLLECTION STRATEGIES

The following alternatives were considered for new or expanded waste collection activities. The listing of an alternative in this section does not mean that it is considered feasible or desirable, nor that is recommended (see Section 6.6 for the recommendations).

Alternative A – Institute Program of Discounts for Low-Income Families

All four of the largest cities (Anacortes, Burlington, Mount Vernon and Sedro-Woolley) already offer low-income or senior citizen and disability discounts. Implementing this approach in the certificated area is allowed by State law (RCW 81.77.195) and would require that Skagit County adopt a service level ordinance for this. Procedures would need to be worked out for determining the households that would qualify for this. Waste Management would need to file a new tariff to adopt rates that are based on an estimate of the number of qualifying households that would use the discount. It should be noted, however, that other provisions of State law (WAC 480-70-336(4)) do not allow other ratepayers to be charged more to make up for the discounted rates, meaning that Waste Management would be forced to absorb the reduction in revenues caused by the discount.

Alternative B – More Promotion of Drop Box Service for Recycling and Organics

Customers who use temporary drop boxes (roll-off containers) could be encouraged to source-separate organics and recyclables, including C&D, so that these materials could be delivered to the appropriate processing facilities instead of being disposed. This promotion is already being done to some extent, but more could be done.

Alternative C – Switch to Every-Other-Week Collection

The Cities (through changes in their own operations or in contracts) and the County (through a service level ordinance) could change garbage collection to every-other-week. This step would reduce the environmental impacts associated with waste collection, promote diversion of recyclables and organics, and reduce costs for waste collection subscribers. Potential drawbacks include concerns about odors and pests, and more missed pickups due to confusion about the collection schedule. Every-other-week service is already offered as an option in Waste Management's service area, but this alternative is not well publicized.

Alternative D – Mandatory Waste Collection

Another alternative to meet collection needs for Skagit County is mandatory garbage collection in the rural areas. Currently about 57% of the County's residents are in areas where collection service is already mandatory (i.e., the four largest cities) and the remainder of the residents are in areas where subscription to collection service is voluntary. Mandatory collection in unincorporated areas could be provided through a solid waste collection district. State law (Chapter 36.58A RCW) enables a county to establish such a district.

Mandatory collection programs throughout the rest of Skagit County would provide some benefits, but not without possible drawbacks. Potential benefits include a reduction in illegal dumping; a reduced need for enforcement of illegal dumping, littering and other laws; and greater ability to provide curbside recycling programs (assuming a combination of recycling and garbage services). Mandatory collection, however, can act as a disincentive for those who are already reducing their wastes.

6.5. EVALUATION OF WASTE COLLECTION ALTERNATIVES

Review of Rating Criteria

The above alternatives can be evaluated and rated according to several criteria and a decision made as to whether to pursue an alternative or not based on the overall rating for each. These criteria include:

- consistency with the planning goals shown at the beginning of this chapter and with the goal of diverting more materials from disposal.
- the degree to which an alternative is considered to be technically and politically feasible to implement.
- the cost-effectiveness of an alternative can be assessed based on the presumed total costs of the activity versus its potential benefits and relative to other alternatives or to the existing practices.
- the potential for additional diversion of materials from the waste disposal system (as a percentage of the waste stream).

Consistency with Solid Waste Planning Goals: None of the alternatives are inconsistent with the planning goals, but some agree with the goals better than others. Alternative D, mandatory garbage collection, is rated low for consistency with planning goals due to the lack of flexibility it creates for rural residents.

Feasibility: All of these alternatives would be challenging in various ways to implement. Alternative A, low income vouchers, would require the County to adopt a service level ordinance and additional actions by Waste Management would be needed to implement this in the certificated area. Alternative B, more promotion of drop boxes for organics and recyclables, would be difficult to implement outside of the cities. Both Alternative C, switching to EOW collection, and Alternative D, mandatory garbage collection, would be very politically challenging to implement.

Cost Effectiveness: Alternative A, low-income vouchers, could be cost-effective in the sense that encouraging proper waste disposal is less expensive than cleaning up junk properties and illegal dumping, but is rated low for this criteria due to the high administrative costs involved in setting up this program. The other alternatives are rated better for cost-effectiveness on the basis that the cost of the approach would be low or because the costs would be covered by user fees.

Diversion Potential: Alternative A, low-income collection vouchers, is not expected to lead to increased recycling. Alternative B, more promotion of drop boxes for organics and recyclables, could lead to more diversion. Alternative C, switching to EOW collection, could encourage more waste diversion but this could depend on how recycling and waste collection services are packaged. Alternative D, mandatory garbage collection, could lead to significantly more recycling or have the reverse effect, depending on whether it is combined with curbside recycling services.

Rating of Alternatives

The evaluation of the alternatives is summarized in the following table.

Table 6-2. Ratings for the Waste Collection Alternatives					
Alternative	Consistency with Goals	Feasibility	Cost-Effective-ness	Diversion Potential	Overall Rating
A, Collection vouchers for low-income families	M	L	L	L	L
B, Promote drop boxes for recycling and organics	H	L	M	M	M
C, Switch to EOW service	M	L	H	M-H	M
D, Mandatory garbage collection	L	L	M	L-H	L

Rating Scores: H – High, M – Medium, L – Low

6.6. WASTE COLLECTION RECOMMENDATIONS

The following recommendations are being made for waste collection programs in Skagit County.

Medium-Priority Recommendations

WC1) More promotion should be conducted for drop box customers to source-separate recyclable and compostable materials.

WC2) The cities and Waste Management should consider switching all residential garbage collection services to every-other-week service.

Overview of Implementation Responsibilities, Costs and Schedule

The lead entities responsible for these recommendations are the three cities with municipal collection systems and the primary waste hauler (Waste Management). The City of Burlington will also need to be involved in Recommendation WC2.

The cost for Recommendation WC1 will be up to \$25,000 and this would be primarily funded by the Cities and Waste Management (but paid through collection service fees). The cost for Recommendation WC2 will include public education expenses if every-other-week service is actually implemented.

The implementation of these recommendations should begin in 2018.

More details on the implementation of these and other recommendations are shown in the Implementation Plan (see Chapter 10).

CHAPTER 7

TRANSFER AND DISPOSAL SYSTEM

7.1. BACKGROUND FOR THE TRANSFER AND DISPOSAL SYSTEM

Introduction

This chapter of the Solid Waste Management Plan (SWMP) discusses the various components and options for the transfer and disposal system in Skagit County.

Regulations Concerning Waste Transfer and Disposal

State laws and regulations concerning waste transfer and disposal can be found in the Revised Code of Washington (RCW) and the Washington Administrative Code (WAC). The RCW contains the laws adopted by the State Legislature, while the WAC consists of the regulations adopted by State agencies to implement the laws contained in the RCW. The most relevant State regulations include:

- WAC 173-350-100 defines transfer stations, drop box facilities, and intermediate solid waste handling facilities. These facilities must meet specific design and operating standards, although closure and financial assurance standards are minimal for these types of facilities.
- RCW 36.58.050 states that transfer stations included in a solid waste plan are exempt from regulation by UTC and requirements to use certificated haulers. Furthermore, it states that the county "may enter into contracts for the hauling of trailers of solid wastes from these transfer stations to disposal sites and return either by (1) the normal bidding process, or (2) negotiation with the qualified collection company servicing the area under authority of Chapter 81.77 RCW."
- Chapter 36.58 RCW, Solid Waste Disposal, authorizes counties to contract for disposal services, designate disposal sites, and to form disposal districts.
- Chapter 173-350 WAC, Solid Waste Handling Standards, provides rules for implementing Chapter 70.95 RCW and sets minimum functional performance standards for the proper handling of solid wastes. Ch. 173-350 contains rules for facilities for recycling, composting, land application, anaerobic digesters, intermediate solid waste handling, piles, MRW and limited purpose landfills, as well as providing rules for beneficial use permits, groundwater monitoring, financial assurance and other important activities.
- Chapter 173-351 WAC, Criteria for Municipal Solid Waste Landfills, provides minimum standards for solid waste landfills (not including inert or limited purpose landfills). Local jurisdictional health departments can enact ordinances equally as or more stringent than this regulation.

The primary local regulations addressing transfer stations and other solid waste facilities are included in the Skagit County Code (SCC), Chapters 12.16 - Solid Waste Handling and Facilities, and 12.18 - Solid Waste Disposal System. Chapter 12.18 contains the flow control ordinance that requires solid wastes generated in Skagit County to be delivered to a designated disposal facility, which effectively prevents a private transfer station from being established in Skagit County unless County code is revised to designate it.

A landfill typically operates under the rules of the county in which it is located, as enforced by the local health district, as well as State and Federal rules. The Roosevelt Regional Landfill (owned by Republic Services), where Skagit County's waste is currently disposed, is governed by the rules of Klickitat County and its health district. Activities at the Roosevelt Regional Landfill are also guided by an agreement between Klickitat County and Republic Services and by the conditional use permit for the landfill.

Goals for the Transfer and Disposal System

While all of the goals adopted by the SWAC (see Section 1.8) apply to the transfer and disposal system, the following goals are the most relevant:

- create efficient service levels with respect to cost and environmental protection.
- establish level-of-service standards for urban and rural areas.
- meet governmental financial, environmental and public health obligations.
- incorporate flexibility to anticipate future needs.
- maintain and improve a long-term stable solid waste management system.

7.2. SYSTEM OVERVIEW AND POLICY

In the early to mid-2000s, the roles of the private sector, the Cities, and the County in solid waste transfer and disposal (collectively called "the System") was a topic of serious debate. In response to these discussions, on March 19, 2007 the Board of Skagit County Commissioners adopted resolution #R20070141 requiring "that the County-owned transfer station be the primary designated site within Skagit County for the purpose of collection, processing and transferring of municipal solid waste."

The System is now a well-integrated combination of facilities, programs, activities and agreements that work together to ensure the proper and effective handling of solid waste. The County, Cities and private companies have made substantial investments in the System to ensure environmentally-sound recycling and disposal of solid waste and to safeguard public health. In addition, the transfer and disposal elements of the System also funds related aspects such as cleanup of illegal dumping, remediation of past disposal sites, and proper management of moderate risk wastes.

A System Policy was developed to preserve the System's ability to fulfill its obligations and mandates for solid wastes. The key points of the System Policy are:

- The County-owned transfer station is designated as the only currently-approved municipal solid waste facility in Skagit County, and all municipal solid waste generated in Skagit County must be delivered there (or to one of the two rural drop box sites) unless specifically exempted in the System Policy.
- Other solid waste facilities may be allowed in the future, but only after consulting with the SWAC and then approval by the Skagit County Solid Waste System Governance Board (per the terms of the interlocal agreement dated April 30, 2008 [Skagit County Contract # C20080306, amended in 2010 by #20100124]), and in response to a procurement process conducted by Skagit County. If successful, this process may result in a contract between Skagit County and another entity.
- The Health Department shall continue to require ongoing contract compliance as a condition of annual solid waste facility permit renewal requirements.

Private facilities handling waste from outside the county must comply with the Skagit County Solid Waste Management Plan, the Moderate Risk Waste Management Plan, the Skagit County Comprehensive Plan, and the solid waste management plan and regulations of the jurisdiction in which the waste is generated. Because Skagit County Code (SCC 12.18.040(3)) states that emptying a waste container in Skagit County is defined as waste that is generated in Skagit County, any recycling or other waste handling facilities in the county must use a Skagit County facility for disposal of non-recycled residuals.

7.3. TRANSFER SYSTEM

Existing Activities for Waste Transfer

The transfer system consists of three facilities owned and operated by Skagit County: two drop box sites that collect waste and recyclables in rural locations, and a transfer station near Mount Vernon that receives waste and recyclables from commercial haulers, self-haulers, and drop boxes from the rural sites.

Skagit County Transfer and Recycling Station (TRS): Completed in 2012, the TRS consists of a vehicle scale, scalehouse, recycling drop-off area, tipping building for commercial and self-haul vehicles, and pre-load compactor. It is located at the site of the closed incinerator, approximately five miles west of Mount Vernon at the intersection of Farm-to-Market and Ovenell Roads. The TRS is open 359 days a year for recycling and waste disposal from 8:30 a.m. to 6:00 p.m.

In 2014, the TRS received a total of 99,189 tons of waste, including the wastes brought from the Sauk (1,550 tons) and Clear Lake (136 tons) sites, waste delivered by Waste

Management (the primary certificated collection company in Skagit County), the cities that conduct municipal collections, and waste brought in by businesses and residents (self-haulers). Excluding contributions from the Sauk and Clear Lake sites, the TRS received 97,465 tons, or 98% of the County's total solid waste. A total of 111,842 loads were disposed at the TRS in 2014.

Sauk Transfer Station: The Sauk Transfer Station is located between Concrete and Rockport and is open Thursday through Sunday from 9:00 a.m. to 5:00 p.m., except for six holidays per year. This facility is operated for the collection of household waste only (i.e., no commercially-collected waste). The site consists of an attendant's trailer, a vehicle scale, six recycling drop boxes of various sizes, and an appliance receiving area. A Z-wall allows customers to drop waste down into the six solid waste drop boxes located on the lower level of the station.

In 2014, 10,660 customers delivered 1,550 tons of solid waste to this facility, or about 1.7% of the County's waste stream. The Sauk Transfer Station also accepts a variety of materials for recycling, including glass, aluminum, cardboard, plastic milk jugs, magazines, and mixed waste paper. Used motor oil, antifreeze and white goods (large appliances) are also accepted. The County hauls full waste containers to the TRS for disposal and recycling containers are brought to Skagit River Steel & Recycling in Burlington for sorting, processing, and marketing. In 2014, 202 tons of recyclables were dropped off at this facility.

Clear Lake Recycling and Compactor Site: The Clear Lake compactor site is located on Howey Road near the intersection of State Highway 9 and South Skagit Highway. As of January 1, 2017, this site is open Friday through Monday from 8:00 a.m. to 6:00 p.m. for the collection of household wastes and recyclables. The site consists of an attendant's building, two stationary compactors, six recycling drop boxes of various sizes, and an appliance receiving area. Because Clear Lake has no scale, customers are charged on the basis of volume. Recyclables accepted include cardboard, mixed waste paper, magazines, newspaper, aluminum cans, plastic containers, glass, scrap metal, used oil and antifreeze.

In 2014, 4,049 customers delivered 136 tons of solid waste to this facility, or about 0.2% of the County's waste stream. Another 238 tons of recyclables were dropped off at this facility in 2014. The County hauls full waste containers to the TRS for disposal and recycling containers are brought to Skagit River Steel.

Planning Issues for Waste Transfer

Cost-Effectiveness of Rural Sites: The Sauk and Clear Lake facilities provide convenience and reduce the driving distance for County residents who do not subscribe to curbside collection service. However, in 2014 Sauk handled only about 1.7% of the County's waste stream, while Clear Lake handled less than 0.2%. At

these levels, the cost of operating these sites is relatively high (especially for Clear Lake, at more than \$883 per ton).

Signage for TRS: It has been reported that self-haul customers occasionally miss the entrance to the TRS and end up at one of the nearby recycling or composting facilities. The signage could be reviewed and upgraded, and additional signs installed as appropriate.

Emphasis on Recycling and Coordination between Facilities: It has been suggested that there may be a better way to handle customers with mixed loads, such as a vehicle carrying both solid waste and yard waste/construction debris. It is desirable to divert material away from landfill disposal and direct it instead to recycling or composting facilities. One method would be to have the scale attendants at the transfer station (TRS) encourage customers to preferentially utilize local recycling facilities.

Alternatives for Waste Transfer

Alternative A – Install Waste Transfer Capacity at Sedro-Woolley Site and Close Clear Lake Site: The County's Clear Lake compactor site is located about two miles from Sedro-Woolley's recycling and yard waste facility at 315 Sterling Street. This proximity makes it worthwhile to consider closing the Clear Lake facility and redirecting County customers to the City's facility, whose permit would need to be modified to become a drop box facility and accept solid waste. If this is done, applicable Skagit County Code (including SCC 12.18) may also need to be revised. The Clear Lake compactors could be relocated to the City's facility, or it may be more cost-effective to have self-haulers unload garbage into small dumpsters which can then be emptied into City compactor trucks.

Potential advantages for this alternative include:

- increases the functionality of the current City site by adding solid waste collection.
- potential overall labor savings by operating one facility instead of two. the close proximity of the Sedro-Woolley facility does not significantly increase the driving distance for County self-haul customers.
- increased quantities of recyclables at the City site may increase prices received.

Potential disadvantages for this alternative include:

- traffic considerations and inconvenience to customers from outlying areas.
- need to negotiate mutually agreeable terms between the County and City.
- need to decide who should haul garbage from the City's site to the TRS and recyclables to processing facilities, and for what compensation.
- potential zoning and environmental issues to permit the City's site to accept garbage.

- possible increase in illegal dumping by existing Clear Lake customers (although likely this would be only a temporary problem).

Alternative B – Increased Emphasis on Recycling: A policy could be adopted by Skagit County that states that scalehouse attendants at TRS could inform customers with potentially-recyclable materials about possible cost savings and environmental benefits of taking recyclable or compostable materials to other local facilities. The County could develop updated brochures or handouts listing locations and rates at these alternative facilities that could be provided to these customers. The brochures could be provided at the scalehouse and at the tipping floor. Changing customers' behavior at either of these points could be difficult due to customers' reluctance to change their practices by hauling their material to two facilities (e.g. TRS and a yard waste or construction debris facility). In addition, it may be difficult for scale attendants to clearly see the contents of loads and identify appropriate customers.

These alternatives are evaluated later in this chapter (see Section 7.6), and the resulting recommendations are shown at the end of this chapter (see Section 7.7).

7.4. WASTE IMPORT

Existing Waste Import Activities

Currently only a small amount of solid waste is imported to disposal facilities in Skagit County, although significant amounts of wastes are transported through the county. In addition, various materials flow back and forth across the county line to composting and recycling facilities. Waste import and trans-shipment activities include:

- Containers of waste from the Orcas Island Transfer Station are hauled by truck directly to Republic Service's intermodal railhead facility near the TRS.
- Solid waste from the Friday Harbor transfer station is hauled through Skagit County to a landfill in Cowlitz County.
- Waste from the Lopez Island transfer station is hauled in 40-yard roll-off containers to the TRS (this arrangement is permitted by an Interlocal agreement, Skagit County Contract #20130187).
- Island County waste is either trucked through Skagit County to Everett or to Republic Service's intermodal railhead facility near the TRS and put on trains there.
- Solid waste from the Diablo and Newhalem area (Whatcom County) is hauled by Waste Management to the TRS.
- Some recyclables and feedstocks are imported to recycling and composting facilities in Skagit County.

Planning Issues and Alternatives for Waste Import

There are no specific waste import issues that need to be addressed at this time and so no waste import alternatives are being considered (although see Chapter 9 for a discussion of an interlocal agreement between Skagit and Whatcom Counties).

7.5. WASTE EXPORT AND DISPOSAL

Existing Waste Export and Disposal Activities

Existing Landfills in Skagit County: There are no solid waste landfills open to the public currently operating in Skagit County. The Sauk and Gibraltar Landfills received solid waste until 1989 and the Inman Landfill operated until 1994.

Two limited purpose landfills are currently operating in Skagit County. Tesoro's limited purpose landfill on West March Point Road in Anacortes accepts only sludge generated from the Tesoro industrial wastewater treatment plant system. Shell Oil also has an active limited purpose landfill on South Texas Road in Anacortes that only receives sludge from Shell's industrial wastewater treatment plant system.

Closed or Abandoned Landfills: There are 37 closed or abandoned landfills located throughout Skagit County. Three sites were closed under Chapter 173-304 WAC provisions and are still undergoing routine groundwater and gas monitoring as part of the post-closure process. The remaining 34 sites vary in age, size, and complexity. The Health Department periodically inspects the sites and when warranted may require occasional groundwater, surface water, and/or gas monitoring related to a particular site. The Health Department reviews any major land use changes and well drilling occurring within the immediate vicinity of a site. All of the sites are included in the Skagit County mapping information accessible to the general public.

Some sites have gone through additional remediation activities since their original closure. Since 2010, four sites have completed additional remediation activities. The Whitmarsh Landfill (March's Point Landfill) is currently involved in formal RI/FS review and remediation activities via the Department of Ecology. The Whitmarsh Landfill remediation is part of Ecology's Puget Sound Initiatives cleanup process.

Existing Waste Export System: The Inman Landfill was used to dispose of incinerator ash and wastes that the incinerator (the Resource Recovery Facility, or RRF) could not handle. When it was determined that it was not economically feasible to bring the Inman Landfill up to new regulatory (Subtitle D) standards, the County requested proposals from private companies for transportation and disposal of these wastes at an out-of-county landfill. In October 1993, a 10-year contract was executed with the Regional Disposal Company (RDC, now part of Republic Services) to transport ash and non-processible wastes from the RRF to RDC's landfill in Klickitat County, Washington. After the RRF closed in 1994, Skagit County's entire

solid waste stream was disposed through this waste export and landfill disposal system. Supplemental Agreement #2 (June 15, 1998) extended the term of the contract through September 30, 2013. The County has since exercised its option for two five-year renewals, extending the contract until late 2023.

When the RRF was closed in 1994, it was converted into a transfer station to serve the waste export system. In 2012, the new Transfer and Recycling Station (TRS) constructed at the RRF site began operations. The County hauls containers of compacted waste about one mile to the Republic Services railhead near the TRS. The RRF was converted to a street waste decant facility in 2014 and began taking street sweepings and material from catch basin cleaning.

Small amounts of contaminated soils and sludges are currently exported to other landfills outside of Skagit County. The only other waste export systems in use in the County are for small quantities of special wastes (such as biomedical waste, see Chapter 8) that are sent to special facilities.

Planning Issues for Waste Export and Disposal

Waste Export and Disposal Contract: In 2021, the County will need to begin preparing a Request for Proposals for export of solid waste in anticipation of the 2023 expiration of the current contract with Republic Services.

Need for In-County Landfills: It is possible that additional special purpose or inert waste landfills may become desirable in the future. These types of landfills can provide a cost-effective disposal option for local industries or special wastes without excessive environmental impacts. There are a variety of reuse options available for some types of wastes, however, and these options currently limit the need for additional special purpose or inert waste landfills. Inert landfills also require continued oversight as they tend to attract wastes other than inert waste.

Potential Future Options for Disposal: Skagit County is well-served by its current waste export and disposal program, but occasionally there may be some interest in additional methods of reducing the amount of waste being landfilled. The term “conversion technologies” refers to methods for converting organics or other materials into energy or useful products. These methods require inputs of waste and energy and may involve mechanical and/or thermal pretreatment. The outputs can include energy (electricity and/or heat), recyclable materials, inert materials, residuals requiring disposal, and flue gas emissions that require treatment. It should be noted that not all of these technologies are considered disposal methods (especially in the case of anaerobic digestion) and all create residues that would need further processing and/or disposal. The major types of waste conversion are:

- **Pyrolysis:** For this process, waste is broken down thermally in the absence of air, producing oil and synthetic gas that can be burned to generate electricity.

- **Gasification:** This process is similar to pyrolysis, but takes place under low-oxygen conditions (less than necessary for ordinary combustion) to produce a synthetic gas that can be used to generate electricity.
- **Plasma gasification:** This process uses an electrical arc to break down organic parts of waste into elemental gas which can then be burned in a gas turbine or engine to generate electricity.
- **Anaerobic digestion:** This process uses microbes to digest organic wastes and produce methane gas, which then powers turbines or generators to produce electricity. Sometimes the waste heat from the engines is reclaimed to heat the digester. There is currently an operating anaerobic digester in Skagit County that treats food processing waste.
- **Chemical production:** Chemical and/or biological processes can be used to break down the organic portion of solid waste to produce useful chemicals such as ethanol.
- **Conventional energy from waste (EfW, formerly called incineration):** The heat from incineration of waste, typically captured in the form of steam, can be used as an energy source. Most of the steam produced is used to generate electricity, although some European cities use a portion of the steam for district heating of nearby buildings. There are about 2,000 EfW plants worldwide, mostly in Europe and Asia. Scrap metals are typically recovered from EfW plants and in some areas the ash is beneficially reused.

In recent years, conversion technology vendors have proposed various projects, but relatively few facilities have been able to successfully apply these technologies to solid waste in the United States. Because solid waste is such a highly variable mix of materials, it is more difficult to process than more homogenous waste streams such as wood chips, agricultural waste, or certain industrial wastes. Conversion technologies still have a sparse track record of successful full-scale projects with demonstrated long-term economic feasibility from the sale of energy and/or useful byproducts. Conversion technologies need to meet regulatory compliance and environmental protection standards to gain public acceptance. In addition, the possible adverse impact on existing diversion/recycling programs must be weighed against the potential benefits of energy production.

Alternatives for Waste Export and Disposal

Alternative C – Waste Export and Disposal: Waste export via rail and disposal in an out-of-county landfill has worked well for Skagit County for over two decades, and there is no strong case for changing that practice. The current export and disposal agreement expires in 2023, and in order to continue with this system the County would need to begin in 2021 to prepare a Request for Proposals for export and disposal of solid waste.

Alternative D – Conversion Technology: As waste conversion technologies improve and if energy and materials markets become more favorable, it may be worthwhile to consider proposals for conversion technology facilities to process a portion of the County's solid waste. These could be evaluated on a case-by-case basis for consistency with this Solid Waste Management Plan and with the waste export and disposal agreement, as well as consistency with siting, zoning, environmental and health regulations. Potential adverse impacts on existing recycling and other diversion programs should be weighed against potential benefits of energy production, particularly in light of the cyclical nature of energy prices.

Alternative E – Additional In-County Landfills: While there is currently no need for another inert waste or limited purpose landfill in Skagit County, a public or private entity may propose to develop one in the future. Such proposals could be evaluated on a case-by-case basis for consistency with this Solid Waste Management Plan and with the waste export and disposal agreement, as well as consistency with siting, zoning, environmental and health regulations.

These alternatives are evaluated in the next section (see Section 7.6), and the resulting recommendations are shown at the end of this chapter (see Section 7.7).

7.6. EVALUATION OF TRANSFER AND DISPOSAL ALTERNATIVES

Review of Rating Criteria

The transfer and disposal alternatives can be evaluated and rated according to several criteria and a decision made as to whether or not to pursue an alternative based on its overall rating. These criteria include:

- consistency with the planning goals shown at the beginning of this chapter and with the goal of diverting more materials from disposal.
- the degree to which an alternative is considered to be technically and politically feasible to implement.
- the cost-effectiveness of an alternative can be assessed based on the presumed total costs of the activity versus its potential benefits and relative to other alternatives or to the existing practices.

Consistency with Solid Waste Planning Goals: Alternatives A, B and C are consistent with the planning goals for transfer and disposal. Alternative A merely relocates solid waste and recycling functions from the Clear Lake site to Sedro-Woolley. Alternative B promotes recycling of mixed loads taken to the transfer station. Alternative C extends the existing disposal system farther into the future. Neither Alternative D (a conversion facility) nor Alternative E (an inert or limited purpose landfill) respond to a pressing current need, but they do provide flexibility.

to consider certain proposals in the future. Alternative D is potentially more consistent with other goals of this SWMP, such as increased diversion and recovery of energy and materials.

Feasibility: Both Alternative A and C are rated high for feasibility because the existing Sedro-Woolley site appears to be suitable for adding waste transfer (Alternative A) and Alternative C would allow continuation of the current waste export and disposal system. Alternative B is rated medium for feasibility due to questions about the ability to observe loads and to convince customers to change their disposal and recycling practices. Alternative D is rated low due to the limited successful experience with waste conversion facilities in the U.S. If there were sufficient economic demand, Alternative E (inert or limited purpose landfill) could be technically feasible under existing environmental regulations, but could be politically challenging and so it is rated low for this criteria.

Cost-Effectiveness: Alternative A, adding waste transfer to Sedro-Woolley and closing Clear Lake, could be more cost-effective if operational efficiencies are realized. Alternative B entails a nominal cost for developing and printing new educational brochures but customers could potentially realize a cost savings. Alternative C involves continuing the existing waste export and disposal system, which is currently cost-effective and expected to remain so. Because no proposals for Alternative D (a conversion facility) or Alternative E (an inert or limited purpose landfill) have yet been received, it is not possible to accurately judge their cost-effectiveness at this time.

Rating of Alternatives

The evaluation of the alternatives is summarized in the following table.

Table 7-1. Ratings for the Transfer and Disposal Alternatives				
Alternative	Consistency with Goals	Feasibility	Cost-Effective-ness	Overall Rating
A, Add waste transfer in Sedro-Woolley and close Clear Lake site	H	H	M-H	H
B, Increased emphasis on recycling mixed loads	H	M	H	H
C, RFP for new waste export and disposal contract	H	H	H	H
D, Consider waste conversion proposals	M-H	L	NA	M
E, Consider inert or limited purpose landfill proposals	L	L	NA	L

Rating Scores: H – High, M – Medium, L – Low, NA – Not Applicable (unknown at this time).

7.7. RECOMMENDATIONS FOR TRANSFER AND DISPOSAL

High-Priority Recommendations for the Transfer System

- T1) Skagit County and the City of Sedro-Woolley should evaluate the benefits and impacts of potentially closing the Clear Lake Compactor Site and possibly moving those operations to the Sedro-Woolley Recycling Facility, and this change may be implemented if mutually agreeable.
- T2) Transfer station customers will be encouraged to bring source-separated materials to other facilities for recycling or composting.

High-Priority Recommendations for Waste Export and Disposal

- D1) Skagit County will begin preparing a Request for Proposals for a new waste export and disposal contract in 2021.

Medium-Priority Recommendations for Waste Export and Disposal

- D2) Any future proposals for waste conversion facilities should be evaluated on a case-by-case basis for consistency with this Solid Waste Management Plan and existing programs; the waste export and disposal agreement then in effect; applicable siting, zoning, environmental and health regulations; and other criteria appropriate to the proposed system.

Low-Priority Recommendations for Waste Export and Disposal

- D3) Any future proposals for additional inert or limited purpose landfills should be evaluated on a case-by-case basis for demonstrated need and benefit to the citizens of Skagit County; consistency with this Solid Waste Management Plan; and applicable siting, zoning, environmental and health regulations.

Overview of Implementation Responsibilities, Costs and Schedule

The lead agency responsible for implementing most of these recommendations will be Skagit County, with assistance from the Cities as appropriate. Recommendation T1 will be implemented by the County and the City of Sedro-Woolley, with input from the Health Department. The County should implement Recommendation T2 with assistance from private recycling and composting facilities. The County will need to implement Recommendation D1 with approval by the Governance Board. Recommendations D2 and D3 will not need to be acted upon until such time as an applicable proposal is received.

The costs to Skagit County for these recommendations will consist primarily of staff time. Recommendation T2 will require the production of additional education materials, at a cost of \$5,000 to \$10,000 (and staff time). Changes in costs brought about by implementation of any of these recommendations may affect costs for waste generators.

Discussions between Skagit County and the City of Sedro-Woolley regarding Recommendation T1 should begin in 2018. Recommendation T2 should be implemented in 2017 if possible. Implementation of Recommendation D1 should begin in 2021. Recommendations D2 or D3 cannot be implemented until a proposal for either a waste conversion facility or a landfill is actually received by the County.

More details on the implementation of these and other recommendations are shown in the Implementation Plan (see Chapter 10).

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CHAPTER 8

SPECIAL WASTES

8.1. BACKGROUND

Introduction

This chapter of the Solid Waste Management Plan (SWMP) reviews the generation, handling and disposal methods for several special wastes in Skagit County. These wastes require special handling and disposal due to regulatory requirements or for reasons such as toxicity, quantity or other special handling problems.

The following special wastes are discussed in this chapter:

- 8.2 Asbestos
- 8.3 Biomedical Wastes
- 8.4 Disaster Debris
- 8.5 Moderate Risk Wastes

The nature and source(s) for each special waste are described in this chapter, as well as the existing programs and facilities in Skagit County for handling each waste. The wastes are also examined for needs and opportunities (planning issues), and then alternatives and recommendations are proposed based on those needs.

Goals for Special Wastes

While all of the goals adopted by the SWAC (see Section 1.8) apply to special wastes, the following are most relevant:

- meet governmental financial, environmental and public health obligations.
- create efficient service levels with respect to cost and environmental protection.

8.2. ASBESTOS

Existing Management Practices for Asbestos

Asbestos is a naturally occurring fibrous mineral with heat, chemical, and electrical resistant properties. Before it was banned in the 1980s as a cause of respiratory diseases and cancers, asbestos was widely used in a variety of building materials such as siding, insulation, fireproofing, ductwork, and piping. Although asbestos is still used in some products, today it is typically encountered during the demolition of old buildings or removal of old piping, ductwork, boilers and furnaces during building renovations. Airborne asbestos particles are the primary health concern, as

these particles become lodged in the lungs when breathed in and then cause long-term health problems.

The Northwest Clean Air Agency (NWCAA) regulates asbestos removal activities in Skagit County through its Regulation of the Northwest Clean Air Agency. The applicable regulations are found primarily in Section 570 – Asbestos Control Standards, and Section 550 – Preventing Particulate Matter from Becoming Airborne. These regulations provide guidelines for safe asbestos handling and require that NWCAA be notified prior to removal. NWCAA regulations require that they be notified of any demolition project exceeding 120 square feet. The NWCAA regulations are coordinated with the National Emission Standards for Hazardous Air Pollutants (NESHAP), and regulations administered by OSHA, the Washington Department of Labor and Industries, the Washington Department of Ecology, and the solid waste regulations of Island, Skagit and Whatcom Counties.

Asbestos-containing materials (ACM) are not accepted for disposal at any Skagit County-owned solid waste facility. NWCAA publishes a list of firms that accept ACM, as well as landfills that dispose of ACM.

Planning Issues for Asbestos

Skagit County Planning and Development Services does not require an asbestos permit prior to issuing a renovation or demolition permit, nor an asbestos product checklist prior to issuing a building permit, so there is not a link between performing demolition or construction activities and testing for ACM. Without certification by an AHERA-certified inspector, theoretically any load of construction or demolition waste could contain asbestos. This poses a potential health risk for workers at both County-operated waste facilities and private sector construction/demolition debris facilities.

Asbestos Management Alternatives

Improved disposal practices for ACM could be accomplished through:

- **Special Waste Alternative A – Stricter Enforcement of ACM Regulations:** Current ACM regulations, which already require a survey for ACM as part of building or demolition permits for projects greater than a specified minimum size, could be strictly enforced by County and municipal building/planning departments and NWCAA.

This alternative is evaluated later in this chapter (see Section 8.6), and the resulting recommendations are shown at the end of this chapter (see Section 8.7).

8.3. BIOMEDICAL WASTES

Regulation of Biomedical Wastes

State law (Chapter 70.95K RCW) defines biomedical wastes to include:

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

Biosafety level 4 disease waste: waste contaminated with blood, excretions, exudates, or secretions from humans or animals who are isolated to protect others from highly communicable infectious diseases that are identified as pathogenic organisms assigned to biosafety level 4 by the centers for disease control, National Institute of Health, biosafety in microbiological and biomedical laboratories, current edition.

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

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

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

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

Skagit County Code (SCC) 12.16.350 regulates the collection, management, and disposal of biomedical wastes generated within the County. The Washington Utilities and Transportation Commission (UTC) regulates transporters of biomedical wastes and has issued statewide franchises to Waste Management and Stericycle. Non-residential generators of biomedical wastes (e.g. hospitals, clinics, etc.) can contract with the certified haulers to safely dispose of biomedical wastes.

Existing Management Practices for Biomedical Wastes

There are many sources of biomedical waste. SCC 12.16.060 defines “biomedical waste generator” as a commercial or clinical producer of biomedical waste, including general acute care hospitals, skilled nursing facilities, convalescent hospitals, intermediate care facilities, in-patient care facilities for the developmentally disabled,

chronic dialysis clinics, community clinics, health maintenance organizations, surgical clinics, urgent care clinics, acute psychiatric hospitals, laboratories, medical buildings, physicians' offices and clinics, veterinary offices and clinics, dental offices and clinics, funeral homes, home health care facilities or other persons whose act or process produces biomedical waste. These types of generators typically use a licensed biomedical waste hauler to dispose of their wastes properly. Businesses that generate only small amounts of sharps also use licensed mail order options.

Disposal of sharps from clinics, hospitals and agencies is regulated, but not sharps from individual residents. Residents may collect used hypodermic needles in either labeled sharps containers specifically made for that purpose or in opaque plastic bottles (such as liquid laundry soap or cooking oil bottles) that have a special biohazards label on the bottle. Full sharps containers can be disposed of in a household's regular trash or taken to a Skagit County transfer facility. Information jointly distributed by Skagit County Public Works and Skagit County Public Health provides the label and describes how to properly label and dispose of sharps containers. Households can also use a mail order service for proper disposal of residential sharps.

Planning Issues for Biomedical Wastes

In general, most biomedical wastes generated in Skagit County are currently being handled properly. The primary concern is the improper disposal of sharps from residences, illegal drug users, and small medical, dental, and veterinary facilities. Sharps have been found illegally dumped in vacant lots, in the woods, in parks and in alleys. Sometimes sharps are improperly disposed with solid waste. Occasionally containers of sharps are improperly placed in the recycling system (e.g. in aluminum cans), where they pose a safety risk to the staff at the facilities that sort and process recyclables.

Needle exchanges have been shown to be effective in reducing improper disposal of sharps. There is an existing needle exchange program operating in Skagit County (Phoenix Recovery Services, LLC), although it is not widely publicized.

Biomedical Waste Management Alternatives

Improved disposal practices for sharps could be accomplished through:

- **Special Waste Alternative B - Increased Education:** More education could be conducted to promote safe handling and disposal of sharps. Targeted audiences could include small medical, dental, and veterinary practices. Residential sources could be targeted with the assistance of home healthcare agencies and pharmacies. Needle exchanges could be better publicized. One form of education could be site visits to train staff at targeted facilities. More brochures could be made available at public locations and businesses, and as inserts mailed with garbage or other utility bills. Haulers could also inform their commercial

customers (those that are potential generators of sharps) about safe disposal practices.

- **Special Waste Alternative C – Increased Enforcement:** Increased enforcement activities and larger penalties could be implemented for improper disposal of biomedical waste (although in most cases, the source for the sharps cannot easily be determined).
- **Special Waste Alternative D – Continue and Expand the Needle Exchange:** Funding for the needle exchange lapsed for a few years and then was recently reinstated. Anecdotal evidence indicates that the lack of the needle exchange led to more sharps being improperly disposed in ways that created potential exposure for others. The exchange provides a reliably safe method for disposing of sharps and should be continued. Contingent on the availability of funding, the exchange's activities could be expanded, but in any case the existing program could be publicized better.

These alternatives are evaluated later in this chapter (see Section 8.6), and the resulting recommendations are shown at the end of this chapter (see Section 8.7).

8.4. DISASTER DEBRIS

Existing Management Practices for Disaster Debris

Potential disasters could include flooding, earthquakes, tsunamis, droughts, forest fires, wind storms and other types of severe weather, landslides, hazardous material incidents, military ordnance incidents, oil spills, pandemics and terrorism. The impacts of these types of disasters could include serious disruptions to the solid waste system and/or the creation of very large quantities of wastes.

The County's 2013 Comprehensive Emergency Management Plan (CEMP) identifies specific types of disasters and potential responses to these, while also providing a framework to address disasters that cannot easily be anticipated. The CEMP mentions debris removal and solid waste disposal as essential actions to be taken and identifies the Public Works Department as the lead agency for these, but otherwise provides no details as to what actions will be taken. The CEMP is, however, only designed to serve as a "basic plan" or broad framework, with more specific plans serving as supplements to the basic plan.

Emergency Support Function (ESF) #3 of the CEMP provides more detail about the duties and responsibility of Public Works, in particular to "coordinate and provide for the removal and disposal of debris as required." The Health Department should also be involved in the planning, designation and oversight of debris disposal activities.

ESF #3 further states: "Skagit County no longer has a landfill. All waste is currently transported from the County via truck from fixed sites. Debris from a small to moderate event will be handled through existing means. In an event that would necessitate disposal of large amounts of debris and waste, a temporary landfill location will be determined by the Board of Commissioners. There is currently no agreement, MOU or ILA in place with a hauler and we recognize the gap. Until a long-term contract/agreement can be negotiated with a hauler, each event will be treated as incident specific."

The website for the Skagit County Department of Emergency Management also stresses the need for proper documentation of damages due to disaster incidents. Proper documentation is one of the more important elements that could be addressed in a FEMA-approved disaster debris management plan.

The Federal Emergency Management Agency (FEMA) encourages state and local governments, Tribal authorities and private non-profit organizations to develop disaster debris management plans. Communities with disaster debris management plans are in a better position to receive the full amount of financial assistance from FEMA and other agencies. Disaster debris management plans can identify those activities and wastes that are eligible for FEMA assistance and ensure that proper documentation occurs to allow the maximum amount of reimbursement.

Planning Issues for Disaster Debris

Skagit County is currently not as prepared as they could be to manage disaster debris effectively and in a manner that could maximize cost reimbursement by FEMA. Recommended steps, such as designating debris staging areas and entering into an ILA or MOU with a hauler, have not yet been conducted. A limited area at the TRS has been permitted for emergency storage, but this is the only area in the County that has been designated.

Management Alternatives for Disaster Debris

The following alternatives, which represent different levels of effort, were considered for disaster debris:

- **Special Waste Alternative E - Designate Staging Areas:** Specific properties could be designated for receiving and temporary staging of disaster debris. These could include County-owned sites as well as sites owned by municipalities or private parties. Areas near construction/demolition debris and other recycling facilities could also be considered.
- **Special Waste Alternative F - Develop a Debris Management Strategy:** A debris management strategy could be developed to provide more details on responsible personnel and debris management activities. This strategy could address debris staging and loading, including procurement of needed equipment. The strategy could allow coordination in advance with recycling facilities and the

waste export and disposal contractor regarding handling capacity, the availability of railcars, and other conditions.

- **Special Waste Alternative G - Develop a FEMA-Approved Debris Management Plan:** A separate, stand-alone disaster debris management plan that meets FEMA standards and requirements could be developed, the cost of which could be in the range of \$100,000 to \$150,000.

These alternatives are evaluated later in this chapter (see Section 8.6), and the resulting recommendations are shown at the end of this chapter (see Section 8.7).

8.5. MODERATE RISK WASTES

Existing Management Practices for Moderate Risk Wastes

Many homes, businesses and farms throughout Skagit County produce small amounts of hazardous wastes. For most of these, the amount of any waste produced falls below regulated quantities and so is classified by the State as a "moderate risk waste" (MRW). Moderate risk waste includes:

- household hazardous wastes, which are wastes produced by residential activities that would be classified as hazardous waste except that by definition they are exempt from regulation, and
- wastes from small-quantity generators, which are wastes from businesses that produce less than 220 pounds of dangerous waste per month or less than 2.2 pounds of extremely dangerous waste per month, and that do not accumulate these wastes in excess of 2,200 or 2.2 pounds, respectively. These businesses are also defined by the U.S. Environmental Protection Agency as "conditionally-exempt small quantity generators" (CESQGs) on the premise that improper handling or disposal of such wastes would cause the CESQG to fall under the full body of hazardous waste regulations.

County code SCC 12.16.210 (moderate risk waste, used oil, and hazardous substance handling) and SCC 12.16.220 (CESQG requirements) addresses the handling and disposal of MRW.

Moderate risk wastes that are generated in Skagit County can be brought to the Household Hazardous Waste (HHW) Facility at the TRS. Hazardous wastes are not accepted at the Sauk and Clear Lake sites, although there are separate drop-off containers at those facilities for car batteries, motor oil and antifreeze.

The HHW Facility is located at the TRS and is open Monday through Friday 10:00 a.m. to 4:00 p.m. and during the first Saturday of the month. Hazardous waste from residential sources is accepted free, while business waste (CESQGs) and non-county

residential waste is accepted for a fee that is based on the cost for disposing the waste. A variety of wastes are handled by this facility, including automotive products, oil-based paint and paint-related materials, lawn and garden chemicals, cleaners and many miscellaneous wastes.

Funding for the HHW Facility is provided by a portion of the tipping fee from the Skagit County solid waste disposal system and a portion of the coordinated prevention grant (CPG) from Ecology. Fees charged to some users (CESQGs and out-of-county customers) pay for the disposal costs of those wastes. CESQGs paid \$5,187 to dispose of wastes in 2015, which was 6.5% of the annual amount of MRW disposal expenses. Fees for CESQGs range from \$1.00-3.00 per aerosol can depending on the contents to \$38.00 per gallon of pesticide, poison, reactive, oxidizer, or organic peroxide.

Much of the material collected at the HHW Facility in 2014 was used oil (220,680 pounds or 56% of the total), oil-based paint (20%), and antifreeze (5%). Flammable liquids, liquid poisons, and mercury-containing fluorescent bulbs each contributed about 4%.

Public education and information about the HHW Facility and hazardous wastes in general is accomplished through brochures and other activities conducted by the Skagit County Public Works Department, including information posted on the County's website, staffing of informational booths, and newspaper inserts. The Skagit County Public Health Department provides some technical assistance to CESQGs regarding proper MRW storage and disposal and information on selecting safer chemical alternatives through the Local Source Control program funded by the Department of Ecology. Public Health Department staff are responsible for the regulation of proper MRW disposal. Health Department funding comes from a tip fee surcharge for Health Department solid waste functions and a portion of the CPG funds from Ecology. The amount of funding that the Health Department receives for regulatory activities and that Public Works receives for the operation of the HHW Facility through the CPG program has decreased over the last few years. Others in Skagit County, including the garbage haulers, and recycling companies also provide information on proper handling and disposal of moderate risk wastes.

Planning Issues for Moderate Risk Wastes

There is a continuing need for education about proper handling and disposal of moderate risk wastes, as evidenced by the occasional customer that brings inappropriate materials to one of the County's transfer facilities, as well as the improper disposal of MRW with wastewater and in garbage cans. There is also a need for ongoing education on waste reduction methods for MRW, including non-toxic alternatives to hazardous chemicals.

The decrease in CPG funds from Ecology will lead to the need for more local funds (from a surcharge on the tipping fee or other sources) in order to continue existing activities.

Management Alternatives for Moderate Risk Wastes

Alternatives for moderate risk wastes include increased educational efforts and alternative disposal methods. For the latter, there are few options that could be used that would pose an improvement over current methods, although manufacturer responsibility mechanisms could address specific types of waste. Improved collection capabilities and, if cost-effective, mobile collection events might also help extend opportunities for proper disposal to a larger number of County residents. For this SWMP, the two alternatives currently being considered at this time are:

- **Special Waste Alternative H - Increased Publicity:** Increased publicity for the HHW Facility would be helpful in preventing improper disposal of potentially hazardous materials. This approach does, however, need to be weighed against the potential effectiveness of more publicity and the availability of funds and staff time for conducting additional outreach and disposing of additional MRW.
- **Special Waste Alternative I - Technical Assistance and Enforcement:** Increased outreach and technical assistance to small quantity generators could help reduce the amount of hazardous material disposed of improperly in the solid waste stream. Increased enforcement of CESQG regulations could also help. These activities could be implemented through the local source control program.

These alternative are evaluated in the next section of this chapter (see Section 8.6), and the resulting recommendations are shown at the end of this chapter (see Section 8.7).

8.6. EVALUATION OF SPECIAL WASTE ALTERNATIVES

Review of Rating Criteria

The special waste alternatives can be evaluated and rated according to several criteria and a decision made as to whether or not to pursue an alternative based on its overall rating. These criteria include:

- consistency with the planning goals shown at the beginning of this chapter and with the goal of diverting more materials from disposal.
- the degree to which an alternative is considered to be technically and politically feasible to implement.
- the cost-effectiveness of an alternative can be assessed based on the presumed total costs of the activity versus its potential benefits and relative to other alternatives or to the existing practices.

Consistency with Solid Waste Planning Goals: None of the alternatives are inconsistent with the planning goals for special wastes, but neither can it be said that the alternatives are necessary for meeting the goals. Most of the alternatives propose activities that exceed current levels of governmental obligations, and the alternatives also potentially do not preserve a good balance between lowest costs and best services. Alternatives B (sharps education), D (continuing and possibly expanding the needle exchange), and I (CESQG technical assistance and enforcement) do a better job of maintaining this balance and so are rated high, while the other alternatives are rated medium for this criteria.

Feasibility: This criteria addresses whether an alternative can be adopted without controversy or legal issues, and if the alternative is technically feasible. Alternative E (designating staging areas for disaster debris), and F (developing a disaster debris strategy), are rated high for feasibility because these activities can be conducted by County Public Works and Health Department staff without significant cost or controversy. Alternatives B (sharps education) and I (CESQG technical assistance and enforcement) are rated high because they can be accomplished by Public Health staff, provided adequate funding is available. Alternative D (continuing and possibly expanding the needle exchange) is considered highly feasible because it is currently being conducted and any expansion is contingent on available funding.

Alternative A is rated medium for feasibility due to the large amount of inter-agency cooperation required. Alternative H (increased publicity for the HHW Facility) is rated medium for feasibility due to the uncertain results of this activity. Alternative C is rated low for feasibility due to the difficulties in identifying the source of illegally-disposed sharps. Alternative G is rated low due to the expense and significant amount of effort required to develop a disaster debris plan that would receive FEMA approval.

Cost Effectiveness: This criteria addresses whether an alternative can be implemented in a cost-effective manner and if it can be implemented without creating an excessive impact on the financial stability of the solid waste system. Four alternatives (D, E, F and I) are rated high for this criteria based on the idea that the cost of the alternative would be relatively low and the benefits would be high. The other alternatives are rated low to medium depending on whether the alternative reduces existing costs or solves an existing problem in a cost-effective manner.

Rating of Alternatives

The evaluation of the alternatives is summarized in the following table.

Table 8-1. Ratings for the Special Waste Alternatives				
Alternative	Consistency with Goals	Feasibility	Cost-Effectiveness	Overall Rating
A, Increased enforcement of ACM regulations	M	M	M	M
B, Increased education about sharps disposal	H	H	M	H
C, Increased enforcement for sharps	M	L	L	L
D, Continue and possibly expand needle exchange	H	H	H	H
E, Designate staging areas for disaster debris	M	H	H	H
F, Develop disaster debris strategy	M	H	H	H
G, Develop FEMA-approved disaster debris plan	M	L	L	L
H, Increase publicity for the HHW Facility	M	M	M	M
I, Technical assistance and enforcement of CESQG regulations	H	H	H	H

Rating Scores: H – High, M – Medium, L – Low

8.7. SPECIAL WASTE RECOMMENDATIONS

The following recommendations are being made for special wastes.

High-Priority Recommendations for Special Wastes

- SW1) Increased education should be provided for the proper disposal of sharps.
- SW2) The needle exchange should be continued and possibly expanded.
- SW3) Staging areas will be designated for disaster debris.
- SW4) A disaster debris strategy will be developed.
- SW5) Increased education and technical assistance should be provided for CESQGs.

Medium-Priority Recommendations for Special Wastes

- SW6) Increased enforcement of existing regulations for the proper identification and disposal of asbestos-containing materials is needed, beginning with requiring that all demolition permits include an AHERA inspection or other survey for asbestos.
- SW7) Increased publicity will be provided for the HHW Facility.

Overview of Implementation Responsibilities, Costs and Schedule

The lead agency responsible for implementing most of these recommendations is Skagit County, with assistance from the Cities and others as appropriate to the specific activity. Recommendation SW1 should be implemented by the County (Public Works and the Health Department) and the municipal and private waste collectors. The County (primarily through the Health Department) will need to work with the needle exchange to expand their outreach efforts and assisting with expansion of their activities (contingent on funding being available for this). The County Public Works Department will be responsible for Recommendations SW3 and SW4, with assistance from the Cities. The Health Department will need to take the lead on implementation of Recommendation SW5, with assistance provided by the HHW Facility staff. Recommendation SW6 will need to be a joint effort involving County and City planning departments, with coordination with NWCAA and the Washington State Department of Labor and Industries. Public Works will be primarily responsible for Recommendation SW7.

The costs for these recommendations will consist primarily of staff time and additional expenses for education materials. Recommendation SW2 may require substantial additional funds for the expansion of the needle exchange.

These recommendations should be implemented beginning in 2018, although Recommendation SW3 could be conducted in 2018 and SW4 could begin after the staging areas have been identified (2019).

More details on the implementation of these and other recommendations are shown in the Implementation Plan (see Chapter 10).

CHAPTER 9

ADMINISTRATION AND PUBLIC EDUCATION

9.1. BACKGROUND FOR ADMINISTRATION AND PUBLIC EDUCATION

Introduction

This chapter of the Solid Waste Management Plan (SWMP) addresses the administration and public education activities in Skagit County.

Goals for Administration and Public Education

A number of the goals for this SWMP are applicable to administration and public education:

- maintain and improve a long-term stable solid waste management system.
- meet governmental financial, environmental and public health obligations.
- reflect a commitment to environmental protection and preservation of quality of life.
- provide a basis for equitable allocation of costs among those benefitting from the services, subject to public health considerations.
- assure consistency with the Skagit County Comprehensive Plan and other plans.
- incorporate flexibility to anticipate future needs.
- fully fund and staff the implementation of the SWMP.

9.2. EXISTING ADMINISTRATION AND PUBLIC EDUCATION PROGRAMS

At the federal and state levels, the primary regulatory authorities for solid waste management are the Environmental Protection Agency (EPA) and the Washington State Department of Ecology (Ecology), respectively. Skagit County is in the jurisdiction of the northwest regional office of Ecology, located in Bellevue, Washington. At the local level, the responsibility for solid waste administration and enforcement is shared among several departments of Skagit County and the cities.

Federal Level

At the federal level, the Resource Conservation and Recovery Act of 1976 (RCRA), as amended by the Solid Waste Disposal Act Amendments of 1980 (42 U.S.C. 6901-6987), is the primary body of legislation dealing with solid waste. Subtitle D of RCRA deals with non-hazardous solid waste disposal and requires the development of a state solid waste management program that outlines the authorities of local, state

and regional agencies. Subtitle D requires that the state program provides that all solid waste is disposed in an environmentally-sound manner.

A provision of RCRA requires that federal facilities comply with substantive and procedural regulations of state and local governments, and so military installations and federal agencies must operate in a manner consistent with local solid waste management plans and policies. There are no major federal installations in Skagit County that are directly involved in solid waste management, however, and solid wastes generated by the few federal offices in the County are handled through local services and programs.

State Level

The State Solid Waste Management Act, Chapter 70.95 the Revised Code of Washington (RCW), provides for a comprehensive, statewide solid waste management program. Chapter 70.95 RCW assigns primary responsibility for solid waste handling to local governments, giving each county, in cooperation with its cities, the task of developing and maintaining a solid waste management plan that places an emphasis on waste reduction and recycling programs. Enforcement and regulatory responsibilities are assigned to cities, counties, or jurisdictional health departments, depending on the specific activity and local preferences.

Chapter 36.58 RCW, Solid Waste Disposal, delineates the counties' rights and responsibilities regarding solid waste management, including the authority to establish solid waste disposal districts (Sections 36.58.100 through 36.58.150) as well as providing special authorization for contracting procedures for solid waste handling facilities (Section 36.58.090). The authority to establish waste collection districts is provided in Chapter 36.58A.

Other relevant State legislation includes Washington's Model Litter Control and Recycling Act. The Model Litter Control and Recycling Act (Ch. 70.93 RCW) and associated State regulations (Ch. 173-310 WAC) generally prohibit the deposit of garbage on any property not properly designated as a disposal site. There is also a "litter fund" that has been created through a tax levied on wholesale and retail businesses, and the monies from this fund are being used for education, increased litter clean-up efforts by the State, and grants to counties for litter and illegal dump clean-up activities. The State conducts litter cleanups on interstate and state highways, while County efforts are focused on local roads.

Additional State rules that impact solid waste management in Skagit County includes the ban on outdoor burning and provisions that provide penalties for littering and illegal dumping in rural areas (RCW 70.93.060).

Local Level

In Skagit County, local agencies involved in solid waste management include the Skagit County Solid Waste System Governance Board, the Skagit County Public Works Department, the Skagit County Health Department, and various departments of the cities. Each entity has a particular area of operations, providing specific services to the residents within that area and enforcing specific rules and regulations. In addition, the Skagit County Solid Waste Advisory Committee (SWAC) plays an important advisory role for the solid waste management system in Skagit County. Local rules that affect solid waste management include ordinances, land use plans and zoning codes.

Skagit County Solid Waste System Governance Board: The Solid Waste System Governance Board (SWSGB) was created by an interlocal agreement dated April 30, 2008 (Skagit County Contract #C20080306, as amended by A20100124), superseding the terms of a previous interlocal agreement (Skagit County Contract #C20040228). The SWSGB is comprised of representatives from the eight municipalities as well as the Board of Skagit County Commissioners and is tasked with approving “significant solid waste decisions” including but not limited to tipping fee adjustments, facility siting, and the annual Solid Waste Division budget.

Skagit County Department of Public Works: The Public Works Department is the agency primarily responsible for solid waste management activities for Skagit County. The Public Works Department operates three solid waste transfer facilities: the Transfer and Recycling Station, the Sauk Transfer Station and the Clear Lake compactor facility. The Public Works Department also operates the Household Hazardous Waste Facility (see Chapter 8 for more details) and manages the waste export contract (see Chapter 7). Staffing includes dedicated personnel, such as a Solid Waste Division Manager, Recycling and Waste Reduction Educator, HHW Facility operator, part-time transfer station attendants, equipment operators, and assistance as needed from the Public Works Director, financial manager and support coordinator.

Skagit County utilizes an enterprise fund for the solid waste management system. The premise of this approach is that expenditures must be matched by revenues from service fees and other appropriate funding mechanisms. Total expenditures by Skagit County for solid waste activities in 2014 were \$9,388,615. The revenues to pay for these expenses came primarily from tipping fees plus a small amount of grant and other funds. Table 9.1 shows more detail on actual and anticipated revenues and expenditures for 2014, 2015 and 2016.

Grant funds are provided through Ecology’s Coordinated Prevention Grant (CPG) program, and these are used by Skagit County for education and household hazardous waste disposal. Unfortunately, the funding this program was cut in half

Table 9-1. Skagit County Solid Waste Budget			
	2014	2015	2016
Revenues			
Tipping Fees;			
Municipal	3,569,819	3,520,000	3,696,000
Private and Individual	5,208,077	4,600,000	4,806,000
Sauk	154,216	160,000	160,000
Clear Lake	41,025	40,000	40,000
Recyclables	84,225	68,500	70,000
MRW Fees	5,650	6,000	6,000
Grants	222,295	241,450	175,000
Build America Bond	170,380	180,506	174,973
Miscellaneous	23,030	15,167	13,000
Total Revenues	9,478,717	8,831,623	9,140,973
Expenses			
Administration	1,153,781	1,486,694	1,467,953
Environmental	1,010,630	212,357	201,158
Education	96,299	104,290	112,731
Transfer Station	6,382,846	6,391,183	6,582,225
Sauk Site	329,573	300,368	295,897
Clear Lake Site	120,062	128,419	150,534
Training	955	10,922	25,027
Hazardous Waste Facility	186,708	193,591	124,109
Litter Crew	107,760	107,493	108,307
Total Expenses	9,388,614	8,962,317	9,067,941
Balance	90,103	-103,694	73,032

Notes: All figures are in dollars. The 2014 figures are the actual amounts, 2015 figures are projected, and the 2016 figures are the budgeted amounts.

in 2015. For the current two-year period (mid-2015 through mid-2017), \$238,910 will be provided to Skagit County from this program.

The stability of the solid waste system in Skagit County has improved significantly over recent years, and the disposal cost for the county reflects this. Skagit County's disposal cost (tipping fee) compares favorably to surrounding counties, as can be seen in Table 9-2.

Several public education activities and programs are currently conducted in Skagit County. Many of these activities are conducted or facilitated by the County's Recycling and Waste Reduction Educator, plus the municipalities and private companies also conduct public education. The Recycling and Waste Reduction

Table 9-2. Tipping Fees for Skagit County and Neighboring Counties	
County	Tipping Fee, \$/ton
Chelan County	\$95
Island County	\$126
San Juan County	\$294
Skagit County	\$92
Snohomish County	\$109
Whatcom County	\$97-\$116

Notes: All figures are in dollars, rates are effective January 2015.

Educator gives presentations at schools and to civic groups. Information (written and verbal) is also distributed at fairs and other events about recycling, alternatives to toxic chemicals and reducing consumption. The Educator conducts composting workshops, administers the Master Composter/Recycler Volunteer Program, and writes a bimonthly column in the Skagit Valley Herald Home and Garden section on topics of recycling, waste reduction, composting, and household hazardous waste.

In 2014 and 2015, the Recycling and Waste Reduction Educator conducted 60 presentations to approximately 5,000 students at 18 different schools. A booth was staffed at 24 fairs and events where over 4,500 contacts with the public were made. A total of twelve composting workshops were conducted in 2015, including the WSU Master Gardener Program and the WSU Cultivating Success Program. Over 200 participants learned how to turn waste into soil amendments at these workshops, the majority of which are advertised in all of the local newspapers.

The Master Composter/Recycler Volunteer program provides an excellent opportunity for citizens to assist with waste diversion projects and help spread the word. Twelve Master Composter/Recyclers volunteered 480 hours in 2015. These hours were spent helping to staff the Master Composter/Recyclers' booth at fairs and festivals, giving workshops, and maintaining compost demonstration sites and worm recycling boxes. Most importantly, the Master Composter/Recyclers network within their communities and set an example for others. The Solid Waste Division offers a training class for new Master Composter/Recyclers each year.

Compost demonstration sites are located at Discovery Garden, Mount Erie School Community Garden, and the Anacortes 29th Street Community Garden. These sites provide an educational opportunity for backyard composting and related topics.

Illegal dumping on public property is addressed through the Community Litter Cleanup Program, which is a three-way partnership between the Sheriff's Office, the Health Department and the Solid Waste Division. The Solid Waste Division provides a crew supervisor, administrative direction, supplies and equipment. The Sheriff's Office provides a workforce of people sentenced to community service by the court system. The Health Department monitors litter complaints and informs Solid Waste about problem spots. The litter crew has been funded by two-year grants (\$62,000 for July 1, 2015 through June 30, 2017) from the Community Litter Cleanup Program (CLCP) administered by Ecology.

The goal of the Litter Cleanup Program is to address the issue of litter and illegal dumping of trash along County roads and public property, such as boat launches, parks and other public access areas. For the 2015-2017 grant cycle, the Litter Crew is projected to utilize 6,800 hours of community service labor per year. The crews are projected to annually clean up litter on 900 miles of roadway shoulders, clean up 750 illegal dumpsites and collect 80 tons of garbage and litter.

The Skagit County Solid Waste Division provides staffing and support for the Solid Waste Advisory Committee (SWAC). The SWAC assists with solid waste administration and regulation by providing a vehicle for public input and by serving in an important advisory capacity (see Section 1.6 and Table 1.2 for more details).

The Public Works Department is responsible for ensuring that the Skagit County Solid Waste Management Plan is periodically updated. They also ensure that the county maintains a viable solid waste disposal system, including adherence to County Code Chapter 12.18, Solid Waste Disposal System, which includes flow control issues throughout the county.

Skagit County Health Department: The Health Department is the local enforcement agency for County and State regulations regarding solid waste activities for both the incorporated and unincorporated areas of Skagit County (except for flow control issues for non-permitted facilities). County regulations pertaining to solid waste activities are primarily contained in Ch. 12.16 and 12.18 of the County Code. The Health Department is the responsible local authority (per RCW 70.95.160) for issuing permits for solid waste facilities and enforcing against illegal solid waste handling or disposal activities. The Health Department also inspects and monitors all permitted solid waste facilities and closed landfills. The Health Department's solid waste activities are funded from several sources, including a surcharge on the solid waste disposal tip fee, state grants, permit fees and fines.

The Health Department conducted contract work with Ecology on their Site Hazard Assessment (SHA) program through mid-2015. SHA funding was \$85,361 during 2013-2015. Approximately 25% of that funding was used for initial investigation of complaints regarding potentially-contaminated sites. The SHA program funding has

been eliminated for mid-2015 through mid-2017. The CPG program funding has been reduced from \$157,740 for the previous two-year period (mid-2013 through mid-2015) to \$97,295 for mid-2015 through mid-2017. CPG funding partially covers solid waste enforcement activities such as permitting and complaint investigation. The Local Source Control Program (LSCP) contract with Ecology provides funding for technical assistance to conditionally exempt small quantity generators (CESQGs) regarding moderate risk waste (MRW) storage and disposal in addition to stormwater issues. As part of the LSCP, businesses can choose to become EnviroStars certified, where businesses are given recognition for following good practices in these areas.

The permit process for solid waste facilities requires an application and approval for new sites, and an annual review and renewal for existing permits. The application form requires information about the types of waste to be processed or disposed, environmental conditions of the area and an operations plan that must be approved by the Health Department.

The Health Department investigates and resolves complaints concerning illegal solid waste handling and disposal throughout the county. This can range from dealing with accumulation issues at individual households to enforcement actions for businesses illegally handling or disposing of large quantities of solid or moderate risk wastes.

Skagit County Planning Department: The Planning Department is involved in solid waste management primarily through permitting and zoning activities. The Planning Department issues land use and building permits, conducts the SEPA and/or EIS process where needed, and reviews critical area checklists. The Planning Department is also the lead agency for maintaining the County's Comprehensive Plan, which guides land use (see below). Interdepartmental cooperation between the various county and city departments dealing with land use and permitting issues helps ensure a cohesive approach to development within the County. This SWMP is considered to be a "functional plan" of the Comprehensive Plan.

The County's Comprehensive Plan, adopted June 1, 1997, and most recently revised in 2016, provides guidance pertaining to land use issues and so can affect decisions such as siting of solid waste facilities. Several of the cities have also adopted land use plans that addresses similar issues within their boundaries.

Solid waste is specifically addressed in the Skagit County Comprehensive Plan in the chapters dealing with utilities (Chapter 9) and capital facilities (Chapter 10). Relevant goals and policies from the County's land use plan are shown in Table 9-3.

Cities: The Public Works or Sanitation Departments for the four larger cities in Skagit County (Anacortes, Burlington, Mount Vernon and Sedro-Woolley) are

Table 9-3. Goals and Policies from Skagit County's Comprehensive Plan	
Relevant Goals and Policies from County's Comprehensive Plan	
Utilities Chapter	
Goal 9A-6	Protect environmental quality and public health in Skagit County through effective practices, education, regulations, and economic incentives.
Policies	
9A-6.1	Waste Reduction – The county shall endeavor to reduce per capita waste production by changing consumer and industrial practices.
9A-6.2	Recycling – The county shall encourage recycling.
Capital Facilities	
GMA Goal	Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
Policies	
CPP 12.4	Lands shall be identified for public purposes, such as: utility corridors, transportation corridors, landfill, sewage treatment facilities, recreation, schools, and other public areas. The County shall work with the state, cities, communities and utility providers to identify areas of shared need for public facilities.
CPP 12.13	A county-wide recycling program shall be developed.

Source: From the Skagit County Comprehensive Plan.
 GMA = Growth Management Act, CPP = Countywide Planning Policy.

involved in solid waste management in several ways; by managing contracts for garbage collection and recycling (for Burlington), operating collection systems for garbage and recycling (for Sedro-Woolley), or a combination of both (for Anacortes and Mount Vernon). The four smaller cities (Concrete, Hamilton, La Conner, and Lyman) are not extensively involved in solid waste management activities, although La Conner operates a composting site that accepts yard debris.

Public education activities conducted by the cities include a semi-annual mailing by Mount Vernon, monthly tips by Burlington in the utilities newsletter, and quarterly and annual informational mailings by Anacortes. The four largest cities maintain websites with extensive information about recycling and composting programs.

Private Efforts: Waste Management includes recycling information in new customer packets, publishes annual calendars and provides other educational materials. Other companies generally promote their services as appropriate.

Tribal Councils: As mentioned in Chapter 1, there are three Tribes and one Tribal community that are located in Skagit County (Swinomish Tribal Community, and the Samish, Sauk-Suiattle, and Upper Skagit Tribes). Each Tribe is governed by a Tribal

Council or Committee made up of elected members. The Councils hold regular meetings and handle the business affairs of the Tribes. These Tribes are not currently active in administration and enforcement issues for solid waste management, but they have the option of exercising solid waste management authority over tribal lands. In doing so, the Tribes would need to abide by federal regulations and policies outlined in the Resource Conservation and Recovery Act (RCRA).

9.3. PLANNING ISSUES FOR ADMINISTRATION AND PUBLIC EDUCATION

Staffing Needs

Additional staffing (a Recycling Coordinator) is needed to implement several of the recommendations in this SWMP.

Consistency of Messaging

The various public education messages distributed by Skagit County, the cities and towns, and Waste Management are not always consistent or readily available on websites. A coordinated effort to ensure that residents and businesses can easily find consistent information on recycling and other solid waste issues would improve participation in recycling and other programs.

More Public Education and Outreach would be Beneficial

Comments from various sources have indicated that more outreach is needed to inform residents and businesses about available services. This is particularly needed for:

- the mixed organics program operated by Waste Management (see also Chapter 5),
- recycling programs in all areas,
- transfer station customers with loads of construction debris and other materials that could be recycled or composted (see also Chapter 7), and
- information about recycling opportunities that could be provided to people in special circumstances, including people who rent roll-off containers for construction or remodeling projects.

Periodic Rate Adjustments Needed

The current solid waste system has maintained a low tipping fee but has expended reserve funds as a result. A tipping fee increase may be necessary to restore a reserve funds to a prudent level and also to create an equipment replacement fund. Furthermore, periodic rate reviews and adjustments may be needed to keep revenues in line with inflationary increases.

In addition, the Health Department may need to increase the surcharge on the tipping fee in order to continue to address the enforcement and education activities dealing with solid waste handling and illegal dumping as the State grants and contracts continue to decrease.

Illegal Dumping

Illegal dumping is an ongoing problem in Skagit County. Illegal dumping is addressed through enforcement of State laws regarding solid waste disposal and Skagit County ordinances concerning solid waste disposal and/or littering.

County Code

SCC Chapter 12.18 potentially needs to be revised to provide for waste from Sinclair Island to be taken out of county (because it may not be practical to require this waste be brought to the TRS). SCC 12.16 may also need revisions to update applicable references to the Washington Administrative Code.

Flow Control Enforcement

There is evidence that waste is potentially being removed from the County in violation of SCC Chapter 12.18. If needed, applicable city and town codes could be revised concerning enforcement and penalty provisions for flow control. It may also be appropriate for the County and cities and towns to consider better coordination concerning flow control enforcement.

County Procurement Practices

The Skagit County Climate Action Plan, adopted in 2010, addresses procurement practices in depth and made several recommendations that could reduce wastes and provide cost savings for the County (see Policies C-1, C-2, C-3 and C-4 of the Climate Action Plan). These recommendations are not being actively pursued at this time due to the lack of a Sustainability Administrator and Sustainability Coordinator.

Long-Term Funding

The County may face the potential for financial constraints due to the reliance on tipping fees to fund some of the recycling programs. Ultimately, should recycling become "too successful," funding for these programs would diminish due to shrinking waste quantities. Relying on the tipping fee for recycling funds may not be the best long-term strategy.

Regional Opportunities

There may be opportunities for regional efforts involving the neighboring counties (primarily Snohomish, San Juan, Whatcom and Island Counties). Many of these opportunities are in transfer and disposal systems but opportunities may exist for other activities as well. One possibility is an interlocal agreement with Whatcom County for the Diablo and Newhalem area, for Skagit County to take on additional

responsibilities for the waste management system in that area (see Alternative D, Section 9.4, for more details).

Public Education in the Unincorporated Areas

Garbage haulers are required by State law to distribute public education materials annually (WAC 480-70-361(7)). At a minimum, these notices must be distributed to current customers (for garbage and/or recycling) in the certificate (franchise) areas, and must describe all of the service and options available for waste collection and recycling (including mini-can rates for residential customers). If a brochure is distributed by a local government directly to the public instead, then the hauler does not need to distribute a brochure as long as the minimum information described above is included. If a local government provides a brochure to the hauler, then the hauler must distribute those, and in this case the brochure may also address commercial recycling and waste reduction options offered by other companies and agencies. Brochures developed and distributed by the hauler are not required to present information on recycling and waste reduction programs offered by others.

9.4. ALTERNATIVE STRATEGIES FOR ADMINISTRATION AND PUBLIC EDUCATION

The following alternatives were considered for new or expanded administration and public education activities. The listing of an alternative in this section does not mean that it is considered feasible or desirable, nor that is recommended (see Section 9.6 for the recommendations).

Alternative A - Hire a Recycling Coordinator

Additional staffing is needed to accomplish the recommendations shown in this SWMP. A new Recycling Coordinator could conduct increased efforts in several areas, including conducting commercial and multi-family recycling outreach, working with other departments to implement procurement policies, implementing several of the waste reduction recommendations and assisting with other activities. Hiring a new Recycling Coordinator would allow the existing Recycling and Waste Reduction Educator to continue to focus on general outreach activities and important new topics such as food waste reduction.

The role of a Recycling Coordinator could be filled by a part-time or full-time position. The recommendations made by this plan that are contingent on this person could conceivably be fulfilled by a part-time employee, although a full-time employee could also take on other duties and serve to further improve recycling and other programs in Skagit County. It is also possible that this position could be filled by an intern, AmeriCorps volunteer or similar person, but a permanent full-time or part-time staff person would be more effective in the long term.

Alternative B – Create a Task Force to Address Consistent Messaging

A temporary or permanent task force could be created to address issues with consistent public education messages, and to address methods for improving the ease of accessing that information. The task force could include representatives from Skagit County (from the Solid Waste Division and Public Health Department), the four largest cities, Waste Management and, at their option, the four towns. This group could also be a subcommittee of the SWAC.

Alternative C – Periodic Rate Reviews and Adjustments

Reserve funds are currently exhausted and should be restored to a prudent level (10 to 25% of operating expenses) to ensure continued financial stability. A rate review could be conducted to determine the rate needed to restore the reserve funds to an appropriate level, create an equipment replacement fund, and to provide the funds necessary to implement the recommendations of this SWMP. This rate review could be conducted every three to four years to provide the basis for a periodic rate adjustment. The approximate cost of a rate review such as this would be about \$25,000 to \$35,000.

Alternative D – Interlocal Agreement with Whatcom County

Skagit and Whatcom Counties could enter into an interlocal agreement to allow the Diablo and Newhalem area to be included in the Skagit County solid waste system. This area of Whatcom County is isolated from the rest of Whatcom County and can only be accessed through Skagit County. The solid waste from this area is already being taken to Skagit County solid waste facilities by Waste Management and by self-haulers using the Sauk Transfer Station. Taking on more responsibility for this area would, however, create significant costs for Skagit County. Additional costs would be created by the need to manage MRW from this area, provide public education, and address illegal dumping and solid waste permitting needs.

Alternative E – Enforcement of Flow Control

If needed, the four incorporated cities could revise applicable city codes concerning flow control enforcement. It may also be appropriate for the County and cities and towns to consider better coordination concerning flow control enforcement. For example, flow control provisions could also be noted in public bid documents and in permits.

Alternative F – County Code

Revisions could be considered to the Skagit County Code to recognize the unique situation of Sinclair Island (as it relates to flow control) and to potentially update outdated references.

9.5. EVALUATION OF ADMINISTRATION AND PUBLIC EDUCATION ALTERNATIVES

Review of Rating Criteria

The above alternatives can be evaluated and rated according to several criteria and a decision made as to whether to pursue an alternative or not based on the overall rating for each. These criteria include:

- consistency with the planning goals shown at the beginning of this chapter and with the goal of diverting more materials from disposal.
- the degree to which an alternative is considered to be technically and politically feasible to implement.
- the cost-effectiveness of an alternative can be assessed based on the presumed total costs of the activity versus its potential benefits and relative to other alternatives or to the existing practices.
- the potential for additional diversion of materials from the waste disposal system (as a percentage of the waste stream).

Consistency with Solid Waste Planning Goals: All of these alternatives are consistent with the planning goals, although Alternative D (the interlocal agreement with Whatcom County) is consistent with only one of the applicable planning goals (common commitment to environmental protection and preservation of quality of life) and Alternative F (updating the County code) is relatively neutral with respect to the goals.

Feasibility: All of these alternatives would be challenging in various ways to implement. Alternative A, hiring a Recycling Coordinator, would require approval for the new position. For Alternative B, a task force on public education, it may be difficult to get representatives involved from the necessary organizations and then implement the ideas that are agreed upon by the task force. The cost of Alternative C, a rate review and adjustment, may be challenging to justify but is necessary. Alternative D, the interlocal agreement with Whatcom County, may be politically challenging, especially if it proves difficult to justify for Skagit County. For Alternative E, enforcement of flow control, it would be challenging to adopt revisions to city codes as well as justify enforcement actions against offenders. Alternative F, updating the County code, wouldn't be that difficult but would require an investment in staff and commission time.

Cost-Effectiveness: Alternative A, hiring a Recycling Coordinator, could be cost-effective in the sense that recycling leads to disposal cost savings for the participants. Alternative B, a task force on public education, would be cost-effective if it led to more effective approaches. For Alternative C, a rate review and adjustment, the concept of cost-effectiveness is difficult to apply. Alternative D, the interlocal agreement with Whatcom County, would lead to additional costs for Skagit County

without an off-setting benefit. Alternative E, enforcement of flow control, would possibly be cost-effective in the sense that expenses for enforcement activities may possibly be offset by increased tipping fees and other revenues. Cost-effectiveness is not a factor for Alternative F.

Diversion Potential: Both Alternatives A, hiring a Recycling Coordinator, and B, a task force on public education, could lead to significant additional amounts of waste diversion. For Alternative C, a rate review and adjustment, the concept of diversion potential is difficult to apply. Alternative D, the interlocal agreement with Whatcom County, would not lead to significant additional waste diversion in the affected area. Alternative E, enforcement of flow control, could lead to significant increased diversion potential by providing a greater financial incentive to waste generators. Diversion potential is not a factor for Alternative F, cleaning up the County code.

Rating of Alternatives

The evaluation of the alternatives is summarized in the following table.

Table 9-4. Ratings for the Administration and Public Education Alternatives					
Alternative	Consistency with Goals	Feasibility	Cost-Effective-ness	Diversion Potential	Overall Rating
A, Hire a Recycling Coordinator	H	M	H	H	H
B, Task force for public education	H	M	H	M-H	H
C, Rate review and adjustment	H	M	M	M	M
D, Interlocal agreement with Whatcom County	M	L	L	L	L
E, Enforce flow control	H	M	H	H	H
F, County Code	M	M	NA	NA	M

Rating Scores: H – High, M – Medium, L – Low, NA – Not Applicable

9.6. ADMINISTRATION AND PUBLIC EDUCATION RECOMMENDATIONS

The following recommendations are being made for administration and public education programs in Skagit County.

High-Priority Recommendations

- A&PE1) Skagit County and the Cities will create a task force to address consistency and accessibility for public education.
- A&PE2) Skagit County will hire a Recycling Coordinator.
- A&PE3) Skagit County and the cities and towns will continue to implement and enforce flow control provisions of the Skagit County Code and/or the respective municipal codes of the cities and towns.
- A&PE4) Skagit County and the cities and towns will convene a staff workgroup to develop education and implementation strategies for the enforcement of flow control provisions of the respective municipal codes of the County, cities and towns.

Medium-Priority Recommendations

- A&PE5) Rate reviews will be conducted periodically for disposal rates to ensure adequate funds are being collected to support solid waste programs and mandates.
- A&PE6) Consider possible revisions to the Skagit County Code to potentially exempt Sinclair Island from otherwise applicable flow control requirements, and/or to update applicable references.

Overview of Implementation Responsibilities, Costs and Schedule

The lead agency responsible for most of these recommendations is the Skagit County Public Works Department, with assistance from the Health Department for Recommendations A&PE5 and A&PE6. For Recommendation A&PE3, the Cities will need to take the lead on flow control enforcement within their jurisdictions.

The cost for Recommendation A&PE1 will consist largely of staff time, although the production of new public education materials (including changes to websites) may be necessary. The cost for Recommendation A&PE2 will be up to \$75,000 (including benefits and overhead). The estimated cost of the rate review (Recommendation A&PE5) will be about \$25,000 to \$35,000 for each year it is conducted. The costs for Recommendations A&PE3, A&PE4 and A&PE6 will largely consist of staff time.

The implementation of Recommendation A&PE1 should begin in 2016, and Recommendations A&PE2, A&PE4 and A&PE6 should be implemented in 2018. The rate review (Recommendation A&PE5) should be conducted in 2018 and again after the waste export contract has been re-bid (in 2023).

More details on the implementation of these and other recommendations are shown in the Implementation Plan (see Chapter 10).

IMPLEMENTATION PLAN

10.1. INTRODUCTION

This chapter lists all of the recommendations from previous chapters and presents a plan to implement the recommendations. These recommendations are intended to guide decision-making activities for Skagit County for the next six years, while also providing direction for the next 20 years. Implementation of individual program elements will be accomplished through annual budgets and contracts.

The recommendations for each element of the solid waste system are grouped according to priority level (high, medium and low), but otherwise are not shown in any particular order within each group. The priority levels are intended to guide future implementation activities and are based on the evaluation of the underlying alternatives (see specific chapters for more details).

10.2. WASTE REDUCTION RECOMMENDATIONS

The following recommendations are being made for waste reduction programs (see Chapter 3 for more details):

High-Priority Recommendations for Waste Reduction

- WR1) A program educating residents and businesses about avoiding food waste will be implemented.
- WR2) The availability of volume-based rates will be publicized by the County, Cities and waste collectors.
- WR3) Options for clothing reuse and recycling will be promoted.
- WR4) Skagit County will explore the possibilities for a charitable organization to collect reusable materials at the Skagit County Transfer Station.
- WR5) Skagit County will distribute videos that provide waste reduction tips.

Medium-Priority Recommendations for Waste Reduction

- WR6) A county-wide ban on yard debris disposal will be considered.
- WR7) Smart shopping will be promoted.
- WR8) Fix-it workshops will be encouraged and promoted.

10.3. RECYCLING RECOMMENDATIONS

The following recommendations are being made for recycling programs (see Chapter 4 for more details):

High-Priority Recommendations for Recycling

- R1) Skagit County's goal for recycling and composting is 65%.
- R2) Skagit County will adopt a minimum service level ordinance requiring all waste collection subscribers to also receive curbside recycling service.
- R3) Skagit County will consider adopting requirements for C&D recycling.
- R4) Skagit County will support product stewardship programs as appropriate.

Medium-Priority Recommendations for Recycling

- R5) Consideration will be given to increasing curbside recycling frequency to weekly in all areas.
- R6) Disposal bans will be considered for specific materials where alternative handling methods provide improved management of these materials.
- R7) Washington State should enact a bottle bill to divert glass away from curbside recycling programs.

Low-Priority Recommendations for Recycling

- R8) Mandatory commercial recycling should be examined as a possible program to be implemented county-wide.

10.4. ORGANICS RECOMMENDATIONS

The following recommendations are being made for organics collection programs (see Chapter 5 for more details):

High-Priority Recommendations for Organics

- O1) More promotion must be conducted for the mixed organics collection services.

Medium-Priority Recommendations for Organics

- O2) Contaminated commercial setouts should be rejected by the collection companies.
- O3) Compostable plastics should not be collected in the mixed organics collection system.
- O4) The cities, towns and county will promote the use of compost.

10.5. WASTE COLLECTION RECOMMENDATIONS

The following recommendations are being made for waste collection programs (see Chapter 6 for more details):

Medium-Priority Recommendations for Waste Collection

- WC1) More promotion should be conducted for drop box customers to source-separate recyclable and compostable materials.
- WC2) The cities and Waste Management should consider switching all residential garbage collection services to every-other-week service.

10.6. TRANSFER AND DISPOSAL RECOMMENDATIONS

The following recommendations are being made for transfer and disposal programs (see Chapter 7 for more details):

High-Priority Recommendations for the Transfer System

- T1) Skagit County and the City of Sedro-Woolley should evaluate the benefits and impacts of potentially closing the Clear Lake Compactor Site and possibly moving those operations to the Sedro-Woolley Recycling Facility, and this change may be implemented if mutually agreeable.
- T2) Transfer station customers will be encouraged to bring source-separated materials to other facilities for recycling or composting.

High-Priority Recommendations for Waste Export and Disposal

- D1) Skagit County will begin preparing a Request for Proposals for a new waste export and disposal contract in 2021.

Medium-Priority Recommendations for Waste Export and Disposal

- D2) Any future proposals for waste conversion facilities should be evaluated on a case-by-case basis for consistency with this Solid Waste Management Plan and existing programs; the waste export and disposal agreement then in effect; applicable siting, zoning, environmental and health regulations; and other criteria appropriate to the proposed system.

Low-Priority Recommendations for Waste Export and Disposal

- D3) Any future proposals for additional inert or limited purpose landfills should be evaluated on a case-by-case basis for demonstrated need and benefit to the citizens of Skagit County; consistency with this Solid Waste Management Plan; and applicable siting, zoning, environmental and health regulations.

10.7. SPECIAL WASTE RECOMMENDATIONS

The following recommendations are being made for special waste programs (see Chapter 8 for more details):

High-Priority Recommendations for Special Wastes

- SW1) Increased education should be provided for the proper disposal of sharps.
- SW2) The needle exchange should be continued and possibly expanded.
- SW3) Staging areas will be designated for disaster debris.
- SW4) A disaster debris strategy will be developed.
- SW5) Increased education and technical assistance should be provided for CESQGs.

Medium-Priority Recommendations for Special Wastes

- SW6) Increased enforcement of existing regulations for the proper identification and disposal of asbestos-containing materials is needed, beginning with requiring that all demolition permits include an AHERA inspection or other survey for asbestos.
- SW7) Increased publicity will be provided for the HHW Facility.

10.8. ADMINISTRATION AND PUBLIC EDUCATION RECOMMENDATIONS

The following recommendations are being made for administration programs (see Chapter 9 for more details):

High-Priority Recommendation for Administration and Public Education

- A&PE1) Skagit County and the Cities will create a task force to address consistency and accessibility for public education.
- A&PE2) Skagit County will hire a Recycling Coordinator.
- A&PE3) Skagit County and the cities and towns will continue to implement and enforce flow control provisions of the Skagit County Code and/or the respective municipal codes of the cities and towns.
- A&PE4) Skagit County and the cities and towns will convene a staff workgroup to develop education and implementation strategies for the enforcement of flow control provisions of the respective municipal codes of the County, cities and towns.

Medium-Priority Recommendations for Administration and Public Education

- A&PE5) Rate reviews will be conducted periodically for disposal rates to ensure adequate funds are being collected to support solid waste programs and mandates.

- A&PE6) Consider possible revisions to the Skagit County Code to potentially exempt Sinclair Island from otherwise applicable flow control requirements, and/or to update applicable references.

10.9. SIX-YEAR IMPLEMENTATION SCHEDULE

The proposed implementation schedule is shown in Table 10-1. It should be noted that the recommendations have been abbreviated to fit better into this table.

10.10. IMPLEMENTATION RESPONSIBILITIES

Skagit County and the cities and towns are primarily responsible for most of the recommendations made in this Solid Waste Management Plan (SWMP), but that responsibility is shared with others as appropriate to the nature of the recommended activity. Implementation responsibilities for the recommended activities are summarized in Table 10-2.

10.11. FUNDING STRATEGY

The recommended programs will be funded through garbage rates, tipping fees, other user fees and State grants (CPG funds). A summary of the funding sources for the recommended programs is shown in Table 10-3.

As indicated in Table 10-3, garbage rates will be used to fund solid waste collection, curbside recycling and commercial recycling programs. Tipping fees will be the primary source of funds for waste reduction, transfer, disposal, administration, education and some of the recycling programs. Special user fees will fund some of the recycling and special waste programs. The State coordinated prevention grant funding program (CPG grants) will be used for MRW, enforcement, and recycling and waste reduction education programs, with additional funds contributed from tipping fees. Local source control funds will be used for technical assistance.

Solid waste planning guidelines require that this SWMP include a six-year construction and capital acquisition strategy for recommended activities, but no significant construction or capital acquisition expenses are required for this plan. Recommendation T1, which states that Skagit County and the City of Sedro-Woolley may evaluate the benefits and impacts of potentially closing the Clear Lake Compactor Site and moving those operations to the Sedro-Woolley Recycling Facility, may eventually lead to construction and capital costs for the Sedro-Woolley site, but the decision to proceed with that approach has not been made yet.

Table 10-1. Implementation Schedule for Recommendations						
Recommendation	2018	2019	2020	2021	2022	2023
Waste Reduction						
WR1) Education program for avoiding food waste.						
WR2) Publicize volume-based rates.						
WR3) Promote clothing reuse and recycling.						
WR4) Explore collection of reusable materials at the Transfer Station.						
WR5) Distribute videos for waste reduction tips.						
WR6) Consider county-wide ban on yard debris disposal.	X					
WR7) Promote smart shopping.						
WR8) Promote fix-it workshops.						
Recycling						
R1) Recycling and composting goal is 65%.						
R2) Adopt ordinance for all waste subscribers to have curbside recycling.			X			
R3) Consider adopting requirements for C&D recycling.			X			
R4) Support product stewardship programs as appropriate.						
R5) Consider increasing curbside recycling frequency to weekly in all areas.			X			
R6) Consider disposal bans for specific materials.						
R7) Washington State should enact a bottle bill to divert glass.			X			
R8) Examine mandatory commercial recycling.						
Organics						
O1) More promotion for mixed organics collection.						
O2) Contaminated commercial setouts should be rejected.						
O3) Do not collect compostable plastics with mixed organics.						
O4) Promote the use of compost.						
Waste Collection						
WC1) More promotion for drop box customers to source-separate recyclable and compostable materials.						
WC2) Consider switching all residential garbage collection to every-other-week.						

X – indicates a deadline or a singular event. Shading indicates ongoing activities. Recommendations have been abbreviated to fit into table.

Table 10-1. Implementation Schedule for Recommendations, continued						
Recommendation	2018	2019	2020	2021	2022	2023
Transfer and Disposal						
T1) Evaluate benefits and impacts of closing Clear Lake and moving the operations to the Sedro-Woolley Facility.	X					
T2) Encourage transfer station customers to bring recyclables elsewhere.						
D1) Prepare an RFP for a new waste export contract.				X		
D2) Any future proposals for waste conversion facilities should be evaluated on a case-by-case basis.						
D3) Any future proposals for additional inert or limited purpose landfills should be evaluated on a case-by-case basis.						
Special Wastes						
SW1) Increased education should be provided for the proper disposal of sharps.						
SW2) Needle exchange should be continued and possibly expanded.						
SW3) Staging areas will be designated for disaster debris.	X					
SW4) A disaster debris strategy will be developed.		X				
SW5) Increased education and technical assistance for CESQGs.						
SW6) Increased enforcement of existing regulations for asbestos.						
SW7) Increased publicity for HHW Facility.						
Administration						
A&PE1) Create a task force to address consistency and accessibility for public education.						
A&PE2) Hire a Recycling Coordinator.	X					
A&PE3) Skagit County and the cities will continue to enforce flow control.						
A&PE4) Staff workgroup for education and implementation strategies for flow control enforcement.		X				
A&PE5) Conduct disposal rate reviews periodically.	X					X
A&PE6) Potentially update Skagit County Code.	X					

X – indicates a deadline or a singular event. Shading indicates ongoing activities. Recommendations have been abbreviated to fit into table.

Table 10-2. Implementation Responsibilities for Recommendations

Recommendation	Skagit County	Cities, Towns	Health Dept.	Waste Haulers	Others
Waste Reduction					
WR1) Education for avoiding food waste.	1	1			
WR2) Publicize volume-based rates.	1	2		2	
WR3) Promote clothing reuse and recycling.	1	2			
WR4) Explore collection of reusable materials at the Transfer Station.	1				
WR5) Distribute videos for waste reduction tips.	1				
WR6) Consider county-wide ban on yard debris disposal.	1				
WR7) Promote smart shopping.	1	2			
WR8) Promote fix-it workshops.	1	2			
Recycling					
R1) Recycling and composting goal is 65%.	1				
R2) Adopt ordinance for all waste subscribers to receive curbside recycling.	1				
R3) Consider adopting requirements for C&D recycling.	1	1			
R4) Support product stewardship programs as appropriate.	1				
R5) Consider increasing curbside recycling frequency to weekly in all areas.	1	1		1	
R6) Consider disposal bans for specific materials.	1	2			
R7) Washington State should enact a bottle bill to divert glass.					1, WA State
R8) Examine mandatory commercial recycling.	1	1			
Organics					
O1) More promotion for mixed organics collection.	2	2		1	
O2) Contaminated commercial setouts should be rejected.				1	
O3) Do not collect compostable plastics with mixed organics.				1	
O4) Promote the use of compost.	1	1			
Waste Collection					
WC1) More promotion for drop box customers to source-separate recyclable and compostable materials.		1		1	
WC2) Consider switching all residential garbage collection to every-other-week.		1	2	1	

1 – indicates primary responsibility. 2 – indicates secondary responsibility. Recommendations have been abbreviated to fit into table.

Table 10-2. Implementation Responsibilities for Recommendations, continued

Recommendation	Skagit County	Cities, Towns	Health Dept.	Waste Haulers	Others
Transfer and Disposal					
T1) Evaluate benefits and impacts of closing Clear Lake and moving the operations to the Sedro-Woolley Facility.	1	1, Sedro-Woolley	2		
T2) Encourage transfer station customers to bring recyclables elsewhere.	1				2, Recycling facilities
D1) Prepare RFP for waste export contract.	1				
D2) Any future proposals for waste conversion facilities should be evaluated on a case-by-case basis.	1				
D3) Any future proposals for additional inert or limited purpose landfills should be evaluated on a case-by-case basis.	1				
Special Wastes					
SW1) Increased education should be provided for the proper disposal of sharps.	2		1		
SW2) Needle exchange should be continued and possibly expanded.			1		
SW3) Staging areas will be designated for disaster debris.	1	2	2		
SW4) A disaster debris strategy will be developed.	1		2		
SW5) Increased education and technical assistance for CESQGs.	2		1		
SW6) Increased enforcement of existing regulations for asbestos.	1	1			1 (L&I, NWCAA)
SW7) Increased publicity for the HHW Facility.	1				
Administration					
A&PE1) Create a task force to address consistency and accessibility for public education.	1	1		2	
A&PE2) Hire a Recycling Coordinator.	1				
A&PE3) Skagit County and the cities will continue to enforce flow control.	1	1			
A&PE4) Staff workgroup for education and implementation strategies for flow control.	1	2			
A&PE5) Conduct disposal rate reviews periodically.	1		2		
A&PE6) Potentially update Skagit County Code.	1		2		

1 – indicates primary responsibility. 2 – indicates secondary responsibility. Recommendations have been abbreviated to fit into table.

Table 10-3. Funding Strategies for Recommendations					
Project or Activity	Garbage Rates	Tipping Fees	Special User Fees	Grants	Other Funding as Available
Waste Reduction		X		X	X
Recycling and Organics	X	X	X	X	X
Solid Waste Collection	X				
Transfer and Disposal		X			
Special Wastes		X	X	X	X
Administration and Education		X		X	

10.12. TWENTY-YEAR IMPLEMENTATION SCHEDULE

It is anticipated that programs and facilities in Skagit County will generally be able to stay on the course established by this SWMP for the next twenty years. The waste stream for the County is not expected to increase so much (see Table 2-9) as to create capacity issues for the collection and disposal system. Hence, the twenty-year implementation strategy is much the same as the implementation details shown in this chapter. Changes will likely continue to occur, however, in the local, statewide and national solid waste arena, and should any of these changes require an amendment or revision to this SWMP, then the steps described in the next section can be taken to address those.

10.13. PROCEDURES FOR AMENDING THE SWMP

Ecology's Planning Guidelines require that solid waste management plans be reviewed at least every five years. At any point in time, however, it may be necessary to update this SWMP due to one or more specific changes, and if this should occur then the changes could be either addressed through an amendment or through a revision to the plan, depending on the magnitude of the change(s).

An amendment is a simpler process that can be used to keep the SWMP current for minor changes. Amendments can be used when there are minor changes in programs, financing or operations, and these changes are still within the original scope and goals of the SWMP. For more significant changes, such as a change in the underlying vision of the plan or other changes that impact all or most of the elements

of the solid waste system, a plan revision would be needed. Other examples of changes that would require a plan revision include unanticipated changes (changes not addressed in this SWMP) such as a change in the disposal method, the development of a new transfer station or disposal facility, and other significant changes in service levels. The process for adopting a revision to the SWMP would be similar to the process for creating the SWMP in the first place, but amendments can be adopted through a simpler process.

The following steps should be undertaken if the SWMP needs to be amended:

1. a proposed amendment to the SWMP should be prepared by the local government agency (or other party in special cases) initiating the change. This should generally be preceded by discussions at the SWAC. The proposed amendment must be presented to the SWAC for review and comment, and submittal to the SWAC should be accompanied by a report providing an analysis of the impacts of the proposed change.
2. the SWAC should provide a recommendation for the proposed amendment in a timely manner. If the SWAC's recommendation is to proceed with the proposal, it should be submitted to Ecology staff for review and comment. If the SWAC recommends against moving forward, Skagit County staff can consider whether the proposal should be modified or to proceed with it as stated.
3. the Solid Waste System Governance Board should be briefed on the proposed amendment. Depending on the timing and the nature of the proposal, this briefing could occur before or after the SWAC's review of it. The Governance Board should be allowed to comment on the proposed amendment and concur with it or suggest modifications prior to submitting it to Ecology for review.
4. after local review, the proposed amendment should be submitted to Ecology for review and comment. It should be noted that Ecology's solid waste planning guidelines do not require this step, and so at their option Ecology could decline to comment on the amendment. As a shorter and simpler document, it is anticipated that Ecology review of the proposed amendment can be conducted within 45 days to 60 days. It is also anticipated that UTC review of the amendment will not be necessary, since by definition an amendment is a relatively simple change without a substantial impact on the costs of the solid waste system.
5. the proposed amendment can then be revised as necessary and presented for adoption by the elected officials of the municipalities and Skagit County. This part of the process will require a meeting of the Solid Waste System Governance Board (as described in the interlocal agreement) or similar activities consistent with agreements and procedures in effect at that time.

6. once the amendment has been adopted, Ecology should be notified and the amendment should be included with any future copies of the SWMP.

GLOSSARY

The following definitions are provided for terms used in this SWMP:

AHERA: Asbestos Hazard Emergency Response Act.

Biomedical waste: infectious and injurious waste originating from a medical, veterinary or intermediate care facility, or from home use.

Biosolids: includes sludge from the treatment of sewage at a wastewater treatment plant and semisolid waste pumped from a septic system that have been treated to meet standards for beneficial use (see Chapter 173-308 WAC).

Buy-back recycling center: a facility that pays people for recyclable materials.

Commercial solid waste: solid waste generated by non-industrial businesses. This includes waste from business activities such as construction; transportation, communications and utilities; wholesale trades; retail trades; finance, insurance and real estate; other services; and government.

Commingled: recyclable materials that have been collected separately from garbage by the generator, but the recyclable materials have been mixed together in the same container (see also single stream).

Composting: the controlled biological decomposition of organic wastes to produce a humus-like final product that can be used as a soil amendment. In this plan, backyard composting means a small-scale activity performed by homeowners on their own property, using yard debris that they generate.

Conditionally-exempt small-quantity generator (CESQG): a non-residential generator of small quantities of hazardous wastes that is exempt from the full regulations for hazardous wastes as long as the wastes are handled properly.

Consistency with planning goals: one of the criteria used to evaluate alternatives discussed in this SWMP, "consistency with planning goals" is a relative measure as to how well an alternative agrees with the goals that are relevant to that aspect of the solid waste system and with the general goal of diverting more materials from the waste stream (if applicable).

Cost-effectiveness: one of the criteria used to evaluate the alternatives discussed in this SWMP, cost-effectiveness is a relative measure as to how costly an alternative is in handling the materials or waste that it is designed to address, generally on a per-ton basis and compared to other potential alternatives and/or to existing practices.

CPG: Coordinated Prevention Grants, a grant program administered by the Washington State Department of Ecology.

Curbside recycling: the act of collecting recyclable materials from residential generators, usually after the materials have been placed in a cart at the curb.

Diversion potential: one of the criteria used to evaluate the alternatives discussed in this SWMP, diversion potential is a relative measure as to how much material an alternative can divert from the waste stream.

E-waste: electronic waste. As defined under Chapter 173-900 WAC, e-waste includes computers, monitors, laptops, tablet computers, televisions, portable DVD players and e-readers (these are sometimes collectively referred to as "covered units").

EPA: the United States Environmental Protection Agency; the federal agency responsible for promulgation and enforcement of federal environmental regulations.

Feasibility: one of the criteria used to evaluate the alternatives discussed in this SWMP, feasibility is a relative measure intended to address the political and/or technical feasibility of an alternative.

Ferrous metals: materials that are predominantly (over 75% by weight) made of iron. Includes cans and various iron and steel alloys that contain enough iron such that magnets adhere to them, but for recycling this generally does not include paint cans or other containers that may contain hazardous residues.

Flow control: a term that refers to the authority to direct solid wastes to specific facilities.

Groundwater: water present in subsurface geological deposits (aquifers).

HDPE: high-density polyethylene, a type of plastic commonly used in milk, detergent, and bleach bottles and other containers.

Household hazardous waste: wastes that would be classified as hazardous due to their nature or characteristics, except that the amount is generated by households and so is exempt. Includes aerosol cans, solvents, some paints, cleaners, pesticides, herbicides, compressed gases, oil, other petroleum products, car batteries and other materials.

Incentive rates: a rate structure for certificate (franchise) areas that incorporates the cost of recycling into the cost of garbage collection, such that customers who recycle can then be charged a lower monthly fee as an incentive.

Industrial waste: solid waste generated by manufacturing companies. Does not include hazardous wastes generated by these industries.

Inert wastes: includes wastes that are inert in nature, such as glass, concrete, and bricks (see WAC 173-350-990).

Interlocal agreement: a formal agreement between two or more public agencies to work cooperatively (see also RCW 70.95.080 and RCW 39.34.030).

Mixed paper: other types of recyclable paper not including newspaper and cardboard. Includes materials such as "junk mail," magazines, books, paperboard (non-corrugated cardboard), and colored printing and writing papers.

Moderate risk wastes (MRW): household hazardous waste (see definition, above) and wastes produced by businesses that potentially meet the definition of a hazardous wastes except the amount of waste produced falls below regulatory limits (see CESQG).

MSW: municipal solid waste (see also "solid waste").

Mulching: 1) leaving grass clippings on the lawn when mowing; 2) placing yard debris, compost, wood chips or other materials on the ground in gardens or around trees and shrubs to discourage weeds and retain moisture.

Non-ferrous metals: materials predominantly made of copper, lead, brass, tin, aluminum, and other metals except iron.

NWCAA: the Northwest Clean Air Agency; an agency with regulatory and enforcement authority for air pollution issues in Skagit, Island, San Juan and Whatcom Counties.

Overall rating: for evaluating the alternatives discussed in this SWMP, "overall rating" is the average of the other criteria used for evaluating the alternatives.

PET: polyethylene terephthalate, a type of plastic. Commonly used to refer to 2-liter beverage bottles, although other containers are also increasingly being made from this material, including containers for liquid and solid materials such as cooking oil, liquor, peanut butter, and many other food and household products.

Public education: a broad effort to present and distribute public information materials.

Public information: the development of educational materials for the public, including brochures, videos, and public service announcements.

RCW: Revised Code of Washington.

Recycling: the act of transforming or remanufacturing wastes into usable or marketable materials for use other than landfilling or incineration.

Self-haul waste: waste that is brought to a landfill or transfer station by the person (residential self-haul) or company (non-residential or commercial self-haul) that generated the waste.

SEPA: State Environmental Policy Act.

Septage: a semi-liquid waste consisting of settled sewage solids combined with varying amounts of water and dissolved materials.

Sewage sludge: the concentrated solids derived from the treatment of sewage at a municipal wastewater treatment plant (see also "biosolids").

Sharps: in this SWMP, refers to used syringes and similar items.

Single stream: refers to the practice of placing all recyclable materials together in one container for curbside collection. This is similar to "commingled" except that glass

bottles may or may not be included in a commingled mixture whereas glass bottles are definitely mixed with the other materials in single stream collection programs.

Solid waste: all putrescible and nonputrescible solid and semisolid wastes, including, but not limited to, garbage, rubbish, ashes, industrial wastes, swill, demolition and construction wastes, septage, abandoned vehicles or parts thereof, waste tires, contaminated soils and contaminated dredged material, and recyclable materials.

Solid Waste Advisory Committee (SWAC): a group assisting Skagit County with the development of this solid waste management plan, composed of representatives from the general public, private industry, and the cities.

Source-separated: recyclable materials that have been kept separate from garbage or other forms of solid waste by the waste generator. This may or may not include keeping different types of recyclable materials separate from each other (see also "commingled" and "single stream").

Special wastes: wastes that have particular characteristics such that they present special handling and/or disposal problems.

Sustainable: meeting the needs of the present without compromising the ability of future generations to meet their needs.

SWAC: see Solid Waste Advisory Committee.

SWMP: Solid Waste Management Plan.

Tipping fee: The rate charged by transfer and disposal facilities, generally on a per-ton basis.

Transfer station: an intermediate solid waste disposal facility at which solid waste is temporarily deposited to await transportation to a final disposal site. Note that the State's definition for a transfer station requires acceptance of waste from garbage collection trucks, which the Sauk and Clear Lake sites do not.

UGA: Urban Growth Area, see Skagit County Comprehensive Plan for more details.

UTC: Washington Utilities and Transportation Commission.

WAC: Washington Administrative Code.

Waste reduction or waste prevention: reducing the amount or type of solid waste that is generated. Also defined by state rules to include reducing the toxicity of wastes.

Yard debris: includes leaves, grass clippings, brush and branches.

See also Skagit County Code 12.16.060 and WAC 173-350-100 for additional definitions related to solid waste management. In the case of any inconsistencies, Skagit County Code and State law will take precedence over the above definitions.

APPENDIX A

INTERLOCAL AGREEMENTS

INTRODUCTION

The current interlocal agreement between Skagit County and the eight cities and towns is shown in the following pages.

DISCUSSION

This interlocal agreement (the "Agreement", dated April 30, 2008 [Skagit County Contract #C20080306], as amended in 2010 by A20100124) provides for a number of changes from the previous agreement, including, but not limited to:

- extends the effective date until December 31, 2030,
- replaces the Municipalities Committee with a Solid Waste System Governance Board (WSGB). The WSGB has decision-making authority regarding significant Solid Waste System Decisions (as defined in the Agreement), subject to and pursuant to the terms of the Agreement.

These changes are intended to support the existing solid waste system and to provide a timely opportunity in the future for consideration of changes to the system.

AFTER RECORDING RETURN TO:
SKAGIT COUNTY BOARD OF COMMISSIONERS
1800 CONTINENTAL PLACE, STE. 100
MOUNT VERNON, WA 98273

DOCUMENT TITLE: INTERLOCAL COOPERATIVE AGREEMENT BETWEEN
SKAGIT COUNTY AND CITIES AND TOWNS IN SKAGIT
COUNTY FOR SOLID WASTE MANAGEMENT

DATE SIGNED: April 30, 2008

GRANTOR: SKAGIT COUNTY, a Political Subdivision of the State of
Washington,

GRANTEE: CITY OF MOUNT VERNON, a Washington Municipal Corporation;
CITY OF ANACORTES, a Washington Municipal Corporation;
CITY BURLINGTON, a Washington Municipal Corporation;
CITY OF SEDRO-WOOLLEY, a Washington Municipal Corporation;
TOWN OF LA CONNER, a Washington Municipal Corporation;
TOWN OF CONCRETE, a Washington Municipal Corporation;
TOWN OF LYMAN, a Washington Municipal Corporation;
TOWN OF HAMILTON, a Washington Municipal Corporation

COUNTY CONTRACT NO.: SKAGIT COUNTY
Contract # C20080306

Page 1 of 21

DOCUMENT TITLE: INTERLOCAL COOPERATIVE AGREEMENT BETWEEN SKAGIT COUNTY AND CITIES AND TOWNS IN SKAGIT COUNTY FOR SOLID WASTE MANAGEMENT.

DATE SIGNED: April 30th, 2008

GRANTOR: SKAGIT COUNTY, a Political Subdivision of the State of Washington,

GRANTEES: CITY OF MOUNT VERNON, a Washington Municipal Corporation;
CITY OF ANACORTES, a Washington Municipal Corporation;
CITY OF BURLINGTON, a Washington Municipal Corporation;
CITY OF SEDRO-WOOLLEY, a Washington Municipal Corporation;
TOWN OF LA CONNER, a Washington Municipal Corporation;
TOWN OF CONCRETE, a Washington Municipal Corporation;
TOWN OF LYMAN, a Washington Municipal Corporation; and
TOWN OF HAMILTON, a Washington Municipal Corporation

INTERLOCAL COOPERATIVE AGREEMENT
BETWEEN
SKAGIT COUNTY
AND CITIES AND TOWNS IN SKAGIT COUNTY
FOR
SOLID WASTE MANAGEMENT

THIS INTERLOCAL COOPERATIVE AGREEMENT ("Agreement"), made and entered into on this 30th day of April, 2008, by and between the CITY OF MOUNT VERNON, a Washington Municipal Corporation; the CITY OF ANACORTES, a Washington Municipal Corporation; the CITY OF BURLINGTON, a Washington Municipal Corporation; the CITY OF SEDRO-WOOLLEY, a Washington Municipal Corporation; the TOWN OF LA CONNER, a Washington Municipal Corporation; the TOWN OF CONCRETE, a Washington Municipal Corporation; the TOWN OF LYMAN, a Washington Municipal Corporation; and the TOWN OF HAMILTON, a Washington Municipal Corporation hereinafter collectively referred to as the "Municipalities", and SKAGIT COUNTY, a political subdivision of the State of Washington, hereinafter referred to as the "County", pursuant to the authority granted by Chapter 39.34 RCW, INTERLOCAL COOPERATION ACT. The Municipalities and the County may be individually referred to herein as a "Party", and may be collectively referred to herein as the "Parties."

WHEREAS, the County and each of the Municipalities executing this Agreement are authorized and directed by Chapter 70.95 RCW to prepare a Comprehensive Solid Waste Management Plan ("CSWMP") and are further authorized by Chapter 39.34 RCW to enter into an agreement for the administration and implementation of said CSWMP; and

WHEREAS, the County prepared a Comprehensive Solid Waste Management Plan for the County and Municipalities of the County in 1994, and updated the CSWMP with the active involvement of the Municipalities in 2004; and

WHEREAS, the 2004 Comprehensive Solid Waste Management Plan update calls for significant improvements to and replacements for existing waste facilities, and the County has entered into a waste export contract that expires in 2013, and in light of these factors long term financial planning is desirable; and

WHEREAS, providing the most effective and efficient system for managing solid waste generated in Skagit County, including its Municipalities, requires use of the solid waste disposal system established by the County and the Comprehensive Solid Waste Management Plan of the County to the fullest extent possible;

WHEREAS, in or about May of 2004, the County and the Municipalities entered into a previous interlocal agreement (Skagit County Contract # C20040228) regarding the administration and implementation of the CSWMP; and

WHEREAS, the County, in response to recent policy guidance provided by the Skagit County Board of County Commissioners (including, but not limited to, Skagit County Resolution # R20070141) is in the process of amending the CSWMP, and pursuant to these amendments, the Parties desire to mutually effectuate changes between the relationship of the Parties to provide for enhanced cooperation by and between the County and the Municipalities, and also to make additional changes to the terms of the previous interlocal agreement by and between the Parties (Skagit County Contract # C20040228); and

WHEREAS, the terms of this Agreement are intended to wholly replace and supersede the terms of the previous interlocal agreement by and between the Parties (Skagit County Contract # C20040228);

NOW THEREFORE, in consideration of the forgoing, and in consideration of the following terms and conditions, the Parties mutually agree as follows:

1. **NEW AGREEMENT; EFFECTIVENESS.** This Agreement entirely replaces and supersedes the previous interlocal agreement (herein the "previous interlocal agreement") for a Comprehensive Solid Waste Disposal System that the Parties entered into in 2004 (Skagit County Contract # C20040228). This Agreement shall not become effective until all Parties to the previous interlocal agreement have duly executed this Agreement. Unless and until all Parties to the previous interlocal agreement have duly executed this agreement, the previous interlocal agreement shall remain in full force and effect pursuant to the terms therein.

2. **DEFINITIONS.** For the purposes of this Agreement, the following definitions apply:

2.1 "Comprehensive Solid Waste Management Plan," or "CSWMP" means the comprehensive plan for solid waste management as required by Ch. 70.95 RCW.

2.2 "Party" or "Parties" shall mean any signatory or signatories to this Agreement.

2.3 "Solid Waste" means all putrescible and nonputrescible solid and semi-solid wastes including, but limited to, garbage, rubbish, ashes, industrial wastes, swill, sewage sludge, demolition and construction wastes, abandoned vehicles or parts thereof, and recyclable materials, with the exception of wastes excluded by WAC 173-304-015.

2.4 "Solid waste handling" means the management, storage, collection, transportation, utilization, processing, and final disposal of Solid Waste, including the recovery and recycling of materials from Solid Waste, the recovery of energy resources from such wastes or the conversion of energy in such wastes to more useful forms or combinations thereof, and as such term may be modified by amendments to Chapter 70.95.030(23) RCW.

2.5 "System" means all facilities for Solid Waste handling owned or operated, or contracted for, by the County, and all administrative activities related thereto, and as further defined and provided within the County's Comprehensive Solid Waste Management Plan, as may be amended and/or updated.

2.6 "System Costs" means all costs arising from System operation, and maintenance, capital costs for new System facilities and equipment, past and future System liabilities, known or unknown, and shall include any municipal liability for disposal clean-up costs anywhere within the jurisdiction of Skagit County or the municipal Parties to this Agreement, provided, however, the System shall have no liability for the clean-up costs or other liabilities of any Party that terminates their participation in the System.

3. RESPONSIBILITIES FOR WASTE DISPOSAL SYSTEM. For the duration of this Agreement, the Parties shall have the following responsibilities:

3.1 The County shall continue to provide for the efficient disposal of all Solid Waste generated within the jurisdictions of each Party to this Agreement to the extent, in the manner, and by facilities as described in the Comprehensive Solid Waste Management Plan. The County shall not be responsible for disposal of nor claim that this Agreement extends to Solid Waste that has been eliminated through waste recycling activities in conformity with the Comprehensive Solid Waste Management Plan.

3.2 Subject to the governance structure established by other provisions of this Agreement, the County shall continue to provide a comprehensive Solid Waste management system, including educational programs, as defined by the Comprehensive Solid Waste Management Plan.

3.3 The County shall continue to operate the System in a financially prudent manner, minimize fee increases, and use System revenues only for System purposes. The County's operation of the System is subject to governance by the SWSGB, as further set forth in elsewhere in this Agreement.

4. COMPREHENSIVE SOLID WASTE MANAGEMENT PLAN. For the duration of their participation in this Agreement, each Party shall participate in the Comprehensive Solid Waste Management Plan prepared and periodically reviewed and revised pursuant to Chapter 70.95 RCW. For the duration of their participation in this Agreement, each Party authorizes the County to include in the Comprehensive Solid Waste Management Plan (CSWMP) provisions

for the management of solid waste generated in each Party's jurisdiction. Parties executing this Agreement hereby agree to respectively adopt any CSWMP updates properly adopted by the SWSGB within 30 days of approval by the Department of Ecology. No Party may veto, reject, or fail to adopt any CSWMP Amendments or Revisions as recommended by the SWSGB pursuant to this agreement. Until such time as the CSWMP is updated by the SWSGB consistent with this Agreement, the Parties understand and agree that this Agreement shall control with respect to any inconsistency between the CSWMP and this Agreement. The Parties to this Agreement further understand and agree that the County shall promptly amend the CSWMP after execution of this Agreement solely as necessary to incorporate and reflect the terms of this Agreement in the CSWMP, which amendment shall be applicable to and deemed adopted by all Parties to this Agreement by virtue of their execution of this Agreement.

5. **DESIGNATION OF COUNTY SYSTEM FOR SOLID WASTE DISPOSAL.** Each Party shall designate the County System for disposal of all Solid Waste generated within the Party's jurisdictional limits, and within the scope of the Comprehensive Solid Waste Management Plan.

6. **DESIGNATION OF DISPOSAL SITES.** The SWSGB shall designate County System disposal site or sites for the disposal of such solid waste except for recyclable and other materials removed from solid waste by waste recycling activities in conformity with the Comprehensive Solid Waste Management Plan. Designation by the SWSGB of disposal site(s) pursuant to this Agreement shall not diminish any Party's power to regulate land use and establish land use criteria within the Party's jurisdiction. Furthermore, designation by the SWSGB of disposal site(s) pursuant to this Agreement shall not diminish the County's authority to regulate public health pursuant to Title 70 RCW and other applicable laws and regulations.

7. **ENFORCEMENT.** The County shall be primarily responsible for enforcement of laws and regulations requiring persons to dispose of solid waste at sites designated by the County. Each Party shall cooperate with the County in its enforcement efforts, and shall provide by ordinance that any person that disposes of Solid Waste generated within its boundaries at a site other than a site designated by the County will be guilty of a misdemeanor, except where such disposal may be otherwise permitted by state law. To the extent legally possible, the County shall be responsible for bringing enforcement actions against persons violating state statutes, or County ordinances relating to the disposal of Solid Waste at sites designated by the County. However, in instances in which the County lacks legal authority to bring an enforcement action and another Party possesses that authority, the County may request that the Party bring such enforcement action. The Party shall comply with this request, or in some other way ensure that Solid Waste generated with the Party is disposed of at those sites designated by the County. All reasonable costs incurred by the Party in taking such enforcement or other actions that are requested in writing by the County shall be paid as System costs.

8. **LIABILITY AND INDEMNIFICATION.** Each Party agrees to be responsible and assume liability for its own wrongful and/or negligent acts or omissions or those of their elected officials, officers, agents, or employees to the fullest extent required by law, and further agrees to save, indemnify, defend, and hold the other Party harmless from any such liability. It is further provided that no liability shall attach to any other Parties by reason of entering into this Agreement except as may be expressly provided herein.

9. **SYSTEM COSTS AND RATES.** The Parties agree that all System Costs shall be paid by the System through tipping fee rates and rate adjustments established in conformance with the Level of Service ("LOS") envisioned in paragraph 13.1.6 below. Rates set

by the SWSGB shall accommodate long-term System viability and a financially reasonable level of cash reserves.

10. **DURATION; TERM OF AGREEMENT.** The Parties agree to be bound by this Agreement until September 15, 2013, unless prior modified in accordance with paragraph 9. This Agreement shall not sunset or expire, but shall continue in full force and effect. Individual Parties to this Agreement may, after September 15, 2013, withdraw from this Agreement by giving sixty (60) days' notice to all other Parties to this Agreement.

11. **REVISION, AMENDMENT, SUPPLEMENTATION, OR TERMINATION.** This Agreement shall be reviewed by the Parties in conjunction with any review of the Comprehensive Solid Waste Management Plan. The terms of the Agreement may be revised, amended, or supplemented, or the Agreement as a whole may be terminated only upon the written agreement of all Parties executed with the same formalities as the original. No revision, amendment, supplementation or termination shall be adopted or put into effect if it impairs any other contractual obligation of the County. Waiver or breach of any term or condition of this Agreement shall not be considered a waiver of any prior or subsequent breach.

12. **SOLID WASTE ADVISORY COMMITTEE.**

12.1 Pursuant to Chapter 70.95.165(3) RCW and Chapter 39.34.030(4) RCW and Skagit County Code 12.18, a Solid Waste Advisory Committee shall continue operating for the purpose of rendering advice to Skagit County and the SWSGB regarding solid and moderate risk waste related issues generally, service levels, disposal rates, and short and long term planning, and especially the administration and implementation of the Comprehensive Solid Waste Management Plan.

12.2 Membership of the Solid Waste Advisory Committee shall be as follows:

(1) Regular members. The Solid Waste Advisory Committee shall consist of:

(a) One member from each Party to this Agreement, to be nominated by the legislative authority for that Municipality and appointed by the County Commissioners.

(b) One member from each Municipality in Skagit County which has its own Comprehensive Solid Waste Management Plan, to be nominated by the legislative authority for that Municipality and appointed by the County Commissioners.

(c) Three members, each representing the unincorporated area of one of the three County Commissioner districts. The three members shall be recommended by the County Commissioners. The County Commissioners shall recommend candidates representing a spectrum of citizens, public interest groups, and businesses. Candidates shall be residents of Skagit County or firms licensed to do business in Skagit County.

(d) Two members shall be selected, one to represent commercial solid waste collection firms; and one to represent commercial recycling firms. These members shall be recommended by the County Commissioners.

(e) One ex officio, non-voting representative from the Skagit County Public Works Solid Waste Section.

(f) One ex officio, non-voting representative from the State of Washington Department of Ecology.

(g) One ex officio, non-voting representative from the Skagit County Health Department.

(2) **Auxiliary Members.** The regular membership of the Solid Waste Advisory Committee may appoint auxiliary members for a specific time period to serve on the committee in a non-voting capacity, for the purpose of providing specific information, technical advice, and information of a general nature which is pertinent to the committee's activities or any other form of assistance which will aid the committee in carrying out its purposes.

12.3 Meetings. The Solid Waste Advisory Committee shall meet as required to carry out the purposes of the Committee. Meetings may be held at various locations within the County with written notification to the membership and chairman designating the time and place of such meetings. Meetings shall be held not less than quarterly. A quorum shall consist of a simple majority of the members on the Committee. A majority of the total voting membership of the Committee is required to pass a motion.

12.4 Transfer Station Oversight Sub-Committee. Provides operational and customer-based input on Skagit County Transfer Station operations and serves as an advisory resource to the Solid Waste Advisory Committee.

(1) **Regular Members.** The Transfer Station Oversight Sub-Committee shall consist of one staff member each from Mount Vernon, Sedro-Woolley, Burlington, Anacortes, Regional Disposal Company, Waste Management, Inc., Skagit River Steel and Recycling, and Skagit County Public Works.

(2) **Meetings.** The Transfer Station Oversight Sub-Committee shall meet every year, or as needed, to carry out the purposes of the Committee including making recommendations to the Solid Waste Advisory Committee.

13. SOLID WASTE SYSTEM GOVERNANCE BOARD.

13.1 Purpose. Any proposed changes or improvements significantly affecting the operation of the System or which may directly or indirectly impact tipping fees (including, but not limited to, tipping fee adjustments) or the siting of disposal facilities (herein collectively referred to as "Significant Solid Waste Decisions") shall be submitted to the Solid Waste System Governance Board (SWSGB) for final decision. Significant Solid Waste Decisions within the scope of the SWSGB's purview shall include timely review and approval by a 60% supermajority vote of the following matters, as recommended by the SWAC and/or the County in a manner consistent with this Agreement:

13.1.1 Major capital improvements to the System. "Major capital improvements" shall be defined as any capital expenditures in excess of Fifty Thousand Dollars (\$50,000) which modify the method or model of operation of the System.

13.1.2 Designation of site(s) for inclusion within the System, provided that such designation shall be consistent with the other provisions of this Agreement and the Comprehensive Solid Waste Management Plan as approved by the Parties and adopted as set forth in this Agreement;

13.1.3 Long-range plans for System expansion and construction. By December 31, 2011 the SWSGB shall produce a long-range plan for the System that encompasses the ensuing twenty (20) year period (the "Long Range Plan"), in accordance with RCW 70.95.090(2). If the SWSGB fails to produce a Long Range Plan by December 31, 2011, the Skagit County Board of Commissioners may adopt a Long Range Plan.

13.1.4 Requests for Proposals for privatization of all or any part of the System, including approval of any System/Operator Agreement (or similar agreement) for private parties (and/or third parties who are not signatories to this Agreement) seeking to become a part of the System;

13.1.5 Changes to tipping rates, which shall be done in a manner consistent with the other terms and conditions of this Agreement;

13.1.6 The annual operating and capital budget (Annual Budget) for the following year. Provided, however, the SWSGB's approval shall be limited to approval of the overall budget based on the adopted level of service ("LOS"), and shall not include the right to disapprove individual line-item budget expenditures. The LOS shall be initially established as the current LOS and may be amended from time to time by the SWSGB. Changes to the LOS shall be made at least 180 days prior to the scheduled adoption of the Annual Budget. The Annual Budget shall be prepared in conformance with the rate structure and LOS established by the SWSGB.

The SWSGB may direct the County to perform and/or commission studies including, but not limited to, rate studies, capital improvement studies, and comprehensive plan update studies as are necessary toward making reasoned and informed Significant Solid Waste Decisions, all costs of which shall be paid as System costs.

13.2 Powers Not Enumerated. Any powers not enumerated herein and assigned to the SWSGB shall be retained by the Skagit County Department of Public Works.

13.3 Regular Members. The SWSGB shall consist of at least one representative of each Party executing this Agreement.

13.4 Meetings. The SWSGB shall meet a minimum of at twice each calendar year, or as often as otherwise needed to adequately deliberate upon and decide Significant Solid Waste Decisions (as defined in Section 13.1, above), or for other purposes (such other purposes including, but not limited to, review of the status of the solid waste disposal system, and review of any recommendations from the Solid Waste Advisory Committee).

13.5 Decisions of SWSGB Initiated by County. The County shall retain responsibility for day-to-day operations of the System. Without diminishing the power afforded the SWSGB pursuant to ¶13.1, supra, the County may request a decision as to a Significant Solid Waste Decision from the SWSGB. After submitting any Significant Solid Waste Decision to the SWSGB that is within the scope set forth in Section 13.1 (above), the SWSGB shall render a

decision within sixty (60) days. Upon a finding by the SWSGB that additional time is needed in which to render a decision, the SWSGB may extend the decision timeline for an additional 60 days. In addition to the foregoing, upon a finding by the County Public Works Director that any Significant Solid Waste Decision constitutes an emergency that threatens the operation of the System, the SWSGB may be convened on an emergency basis three (3) days after notice to each Party to this Agreement. The County shall submit requests for decisions from the SWSGB regarding Significant Solid Waste Decisions in writing. In the event that the County does not receive a final written decision from the SWSGB within sixty (60) days (or 120 days if properly extended as set forth above), the County may take action consistent with the best interests of the System within the scope of the Significant Solid Waste Decision initially sought.

13.6 SWSGB Voting. All decisions of the SWSGB envisioned herein shall be done by majority vote, and immediately reduced to writing and provided to the County. A quorum shall consist of a simple majority of the Municipal members of the SWSGB. Counting of Municipal members present for the purposes of a quorum shall be based on the presence of one Municipal representative. A transcript shall be made of each SWSGB meeting. Each Party shall have one vote weighted as outlined in Section 13.6.1 below.

13.6.1 Based on the 2000 U.S. Census establishing a total County population of 102,979 (and subject to modification after each new census), each Party's vote shall be determined as follows:

The voting structure shall be based two-thirds on the population of each participating municipality with the County's portion equal to the unincorporated population, and one-third equally distributed to each entity. The following table summarizes the overall allocation of votes expressed as percentages.

Anacortes	14,557	13.1
Burlington	6,757	8.1
Sedro-Woolley	8,658	9.3
Mount Vernon	26,232	20.7
La Conner	761	4.2
Hamilton	309	3.9
Lyman	409	4.0
Concrete	790	4.2
County	44,506	32.5

Any decision of the SWSGB under this Agreement must obtain a 60% majority.

13.7 Extraordinary Veto by Board of Commissioners. The Skagit County Board of Commissioners (by action of the Skagit County Board of Commissioners) may veto any final decision of the SWSGB within thirty (30) days of any final decision by the SWSGB on the sole grounds that a final decision of the SWSGB will: (a) jeopardize the long-term viability of the System; (b) impair the ability of the county to meet current solid waste contractual obligations (c) be out of compliance with the adopted CSWMP, and adopted LOS, and/or (d) be contrary to State law governing operation of the System. Any final decision of the SWSGB vetoed by the Skagit County Board of Commissioners pursuant to this paragraph shall be returned to the SWSGB for further deliberation. In the event the SWSGB and the Skagit County Board of County Commissioners cannot agree after veto and remand of any final decision within twenty

(20) days, the matter shall be submitted to final, binding arbitration before a single arbitrator to be selected within thirty (30) days by the Presiding Judge, Skagit County Superior Court. The arbitration shall be held at a mutually convenient time and location with Skagit County, not less than forty-five (45) days after the selection of the arbitrator. Any arbitration shall apply the laws of the State of Washington. Each Party shall bear its own costs and fees in the event of any such arbitration. The Parties must each submit a concise statement setting forth a proposed resolution to the dispute, from which the arbitrator shall choose on the basis of its consistency with this Agreement. The arbitrator's decision shall be final and binding on the Parties. All matters arising under this agreement shall be deemed arbitrable including questions of procedural arbitrability. The arbitrator may award the prevailing Party their reasonable attorney fees and costs, including expert and consultant fees. Any arbitrated dispute shall be maintained by individual Parties to this Agreement and not the System, and attorney fees and costs fixed by the arbitrator shall not be assessed as System costs. The arbitrator's decision may be entered by any Party in Skagit County Superior Court.

14. **NO THIRD PARTY BENEFICIARIES:** This Agreement is not entered into with the intent that it shall benefit any Municipality not signing this Agreement and no other person or entity shall be entitled to be treated as a third party beneficiary of this Agreement. This Agreement is not intended to nor does it create any third party beneficiary or other rights in any third person or party, including, but not limited to, any agent, contractor, subcontractor, consultant, volunteer, or other representative of either party. No agent, employee, contractor, subcontractor, consultant, volunteer, or other representative of the Parties shall be deemed an agent, employee, contractor, subcontractor, consultant, volunteer, or other representative of any other party.

15. **SEVERABILITY:** In the event any term or condition of this Agreement or application thereof to any person or circumstances is held invalid, such invalidity shall not affect other terms, conditions or applications of this Agreement which can be given effect without the invalid term, condition, or application. To this extent and end the terms and conditions of this Agreement are declared severable.

16. **ENTIRE AGREEMENT:** This Agreement contains all the terms and conditions agreed upon by the Parties. All items incorporated herein by reference are attached. No other understandings, oral or otherwise, regarding the subject matter of this Agreement shall be deemed to exist or to bind any of the Parties hereto.

17. **COMPLIANCE WITH LAWS:** The Parties to this Agreement shall comply with all applicable federal, state, and local laws, rules, and regulations in carrying out the terms and conditions of this Agreement. The Parties shall obtain and comply with any and all necessary permits and approvals from all applicable jurisdictions prior to commencing any work related to this Agreement.

18. **VENUE AND CHOICE OF LAW:** In the event that any litigation should arise concerning the construction or interpretation of any of the terms of this Agreement including the enforcement of the arbitrator's judgment, the venue of such action of litigation shall be in the Superior Court of the State of Washington in and for the County of Skagit. This Agreement shall be governed by the laws of the State of Washington.

19. **CAPTIONS & COUNTERPARTS:** The captions in this Agreement are for convenience and reference only and do not define, limit, or describe the scope or intent of this Agreement. This Agreement may be executed in any number of counterparts, and each such

counterpart hereof shall be deemed to be an original instrument, but all such counterparts together shall constitute but one agreement.

20. **TIME OF PERFORMANCE:** Time is specifically declared to be of the essence of this Agreement and of all acts required to be done and performed by the Parties hereto.

21. **NO SEPARATE ENTITY:** It is not the intention that a separate legal entity be established to conduct this cooperative undertaking, and no separate legal entity is established by this Agreement.

22. **NEUTRAL AUTHORSHIP:** Each of the terms and provisions of this Agreement have been reviewed and negotiated, and represents the combined work product of the Parties hereto. No presumption or other rules of construction which would interpret the provisions of this Agreement in favor of or against the Party preparing the same shall be applicable in connection with the construction or interpretation of any of the provisions of this Agreement. The Parties represent that they have had a full and fair opportunity to seek legal advice with respect to the terms of this Agreement and have either done so, or have voluntarily chosen not to do so. The Parties represent and warrant that they have fully read this Agreement, that they understand its meaning and effect, and that they enter into this Agreement with full knowledge of its terms. The Parties have entered into this Agreement without duress or undue influence.

IN WITNESS WHEREOF, the Parties have executed this Agreement this 30th day of April, 2008.

APPROVED:

BOARD OF COUNTY COMMISSIONERS
SKAGIT COUNTY, WASHINGTON



Don Munks
DON MUNKS, Chairman

Kenneth A. Dahlstedt
KENNETH A. DAHLSTEDT, Commissioner

Sharon D. Dillon
SHARON D. DILLON, Commissioner

Recommended:

By: [Signature]
Department Head

By: [Signature]
Budget & Finance Administrator

Approved as to Indemnification:

By: [Signature]
Risk Manager

Approved as to Form:

By: [Signature]
Deputy Prosecuting Attorney

Attest: [Signature]
Clerk of the Board

STATE OF WASHINGTON

COUNTY OF SKAGIT

} ss.

I certify that I know or have satisfactory evidence that Sharon Dillon, Don Munks, and ~~or~~ Kenneth A. Dahlstedt is/are the person(s) who appeared before me, and said person(s) acknowledged that she/he/they signed this instrument, on oath stated that she/he/they was/were authorized execute the instrument and acknowledged it as Commissioner(s) of Skagit County, to be the free and voluntary act of such Party for the uses and purposes herein mentioned.

DATED this 30th day of April, 2008.



Joanne P. Giesbrecht
Notary Public

print name

Residing at Mount Vernon

My commission expires 09-01-09

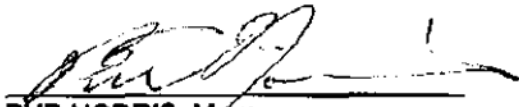
SKAGIT COUNTY

Contract # C20080306

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CITY OF MOUNT VERNON:


BUD NORRIS, Mayor
(Date 4/22/2008)

Mailing Address:
City of Mount Vernon
910 Cleveland Avenue
P.O. Box 809
Mount Vernon WA, 98273

STATE OF WASHINGTON)
) SS
COUNTY OF SKAGIT)

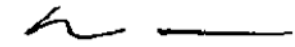
I certify that I know or have satisfactory evidence that Bud Norris is the person who appeared before me, and said person acknowledged that he signed this instrument, on oath stated that he was duly authorized execute the instrument and acknowledged it as Mayor of the City of Mount Vernon, to be the free and voluntary act of such Party for the uses and purposes herein mentioned.

DATED this 22nd day of April, 2008.



Kerri A. Grechishkin
Notary Public
print name: Kerri A. Grechishkin
Residing at Mount Vernon
My commission expires 7/3/2011

APPROVED AS TO FORM


MOUNT VERNON CITY ATTORNEY

Attest:



SKAGIT COUNTY
Contract # C20080306

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CITY OF ANACORTES:

H. Dean Maxwell

DEAN MAXWELL, Mayor

(Date 4/16/08)

Mailing Address:

City of Anacortes

City Hall

P.O. Box 547

Anacortes, WA 98221

STATE OF WASHINGTON)
) SS
COUNTY OF SKAGIT)

I certify that I know or have satisfactory evidence that Dean Maxwell is the person who appeared before me, and said person acknowledged that he signed this instrument, on oath stated that he was duly authorized execute the instrument and acknowledged it as Mayor of the City of Anacortes, to be the free and voluntary act of such party for the uses and purposes herein mentioned.

DATED this 16 day of April, 2008.

(SEAL)

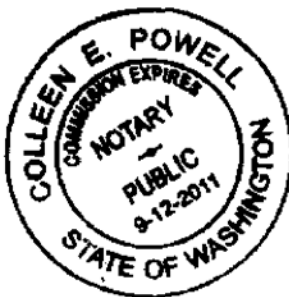
Colleen E. Powell

Notary Public

print name: Colleen E. Powell

Residing at Burlington, WA

My commission expires 9/12/11



SKAGIT COUNTY
Contract # C20080306

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CITY OF BURLINGTON:

Edward J. Brunz
ED BRUNZ, Mayor
(Date 4/14/08)

Attest:

GREG THRAMER
GREG THRAMER, Finance Director

Approved as to form:

SCOTT G. THOMAS
SCOTT G. THOMAS, City Attorney

Mailing Address:

City of Burlington
833 South Spruce Street
Burlington, WA 98233

STATE OF WASHINGTON)
COUNTY OF SKAGIT) SS

I certify that I know or have satisfactory evidence that Ed Brunz is the person who appeared before me, and said person acknowledged that he signed this instrument, on oath stated that he was duly authorized to execute the instrument on behalf of the City of Burlington and acknowledged it as Mayor of the City of Burlington, to be the free and voluntary act of such party for the uses and purposes herein mentioned.

DATED this 14th day of April, 2008.



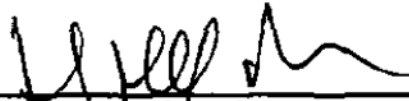
Shelley Acero
Notary Public
print name: Shelley Acero
Residing at 1111 1st St NW
My commission expires 10-22-2011

SKAGIT COUNTY
Contract # C20080306

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Page 16 of 21

CITY OF SEDRO-WOOLLEY:


MIKE ANDERSON, Mayor
(Date _____)

Mailing Address:

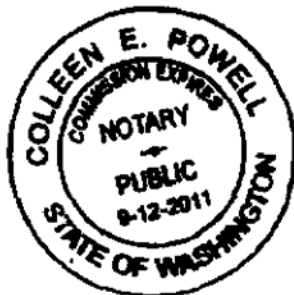
Sedro-Woolley City Hall
720 Murdock Street
Sedro-Woolley, WA 98284

STATE OF WASHINGTON)
) SS
COUNTY OF SKAGIT)

I certify that I know or have satisfactory evidence that Mike Anderson is the person who appeared before me, and said person acknowledged that she/he signed this instrument, on oath stated that she/he was duly authorized execute the instrument and acknowledged it as Mayor of the City of Sedro-Woolley, to be the free and voluntary act of such party for the uses and purposes herein mentioned.

DATED this 16 day of April, 2008.

(SEAL)




Notary Public

print name: Colleen E Powell

Residing at Burlington, WA

My commission expires 9/12/2011

SKAGIT COUNTY
Contract # C20080306

TOWN OF LA CONNER:

12
RAMON HAYES, Mayor

(Date 4. 16. 08)

Mailing Address:

Town of La Conner

P.O. Box 400

La Conner, WA 98257

STATE OF WASHINGTON)
) SS
COUNTY OF SKAGIT)

I certify that I know or have satisfactory evidence that Ramon Hayes is the person who appeared before me, and said person acknowledged that he signed this instrument, on oath stated that he was duly authorized execute the instrument and acknowledged it as Mayor of the Town of La Conner, to be the free and voluntary act of such party for the uses and purposes herein mentioned.

DATED this 16 day of April, 2008.

(SEAL)

Colleen E. Powell
Notary Public

print name: Colleen E. Powell

Residing at Burlington, WA

My commission expires 9/12/2011



SKAGIT COUNTY

Contract # C20080306

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Judd Wilson, Mayor

(Date 4-18-08)

Concrete, WA 98237

DATED this 18 day of April 2008

My commission expires 12/3/11

Debra K. Heinzman
DEBRA HEINZMAN, Mayor
(Date 04-08-08)

**Town of Lyman
PO Box 1248
8334 S Main St.
Lyman, WA 98263-9800**

STATE OF WASHINGTON)
) SS
COUNTY OF SKAGIT)

DATED this 8 day of April, 2008.

My commission expires April 27, 2011

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TOWN OF HAMILTON:

Timothy Bates
TIMOTHY BATES, Mayor
(Date April 16 2008)

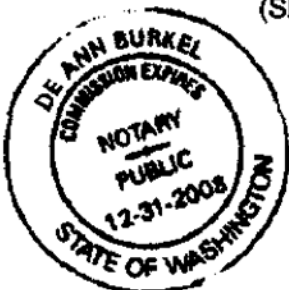
Mailing Address:
Town of Hamilton
584 Maple St.
P.O. Box 528
Hamilton, WA 98255

STATE OF WASHINGTON)
) SS
COUNTY OF SKAGIT)

I certify that I know or have satisfactory evidence that Timothy Bates is the person who appeared before me, and said person acknowledged that he signed this instrument, on oath stated that he was duly authorized execute the instrument and acknowledged it as Mayor of the Town of Hamilton, to be the free and voluntary act of such party for the uses and purposes herein mentioned.

DATED this 16th day of April, 2008.

(SEAL)



De Ann Burkel
Notary Public
print name: De Ann Burkel
Residing at Burlington
My commission expires 12-31-08

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SKAGIT COUNTY
Contract # C20080306

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After Recording Return to:

Skagit County
Public Works Department
Attn: Kevin Renz,
Solid Waste Division Manager
1800 Continental Place
Mount Vernon, WA 98273

SKAGIT COUNTY
Amendment # A20100124
Page 1 of 12

**AMENDMENT TO
INTERLOCAL COOPERATIVE AGREEMENT BETWEEN SKAGIT COUNTY AND
CITIES AND TOWNS IN SKAGIT COUNTY FOR SOLID WASTE MANAGEMENT
(SKAGIT COUNTY CONTRACT No. 20080306)**

THIS AMENDMENT (herein "Amendment") to that certain interlocal cooperative agreement (herein the "Agreement" [defined herein below]) is made and entered into by and between the CITY OF MOUNT VERNON, a Washington Municipal Corporation; the CITY OF ANACORTES, a Washington Municipal Corporation; the CITY OF BURLINGTON, a Washington Municipal Corporation; the CITY OF SEDRO-WOOLLEY, a Washington Municipal Corporation; the TOWN OF LA CONNER, a Washington Municipal Corporation; the TOWN OF CONCRETE, a Washington Municipal Corporation; the TOWN OF LYMAN, a Washington Municipal Corporation; and the TOWN OF HAMILTON, a Washington Municipal Corporation (hereinafter collectively referred to as the "Municipalities"), and Skagit County, a political subdivision of the State of Washington ("County") pursuant to the authority granted by Chapter 39.34 RCW, INTERLOCAL COOPERATION ACT. The Municipalities and the County may be individually referred to herein as a "party", and may be collectively referred to herein as the "parties."

WHEREAS, the parties have entered into an interlocal cooperative agreement (herein the "Agreement") dated April 30, 2008 (Skagit County Contract #: C20080306) establishing the Solid Waste System Governance Board ("SWSGB"), and for purposes of solid waste management pursuant to the terms therein; and

WHEREAS, the SWSGB has authorized the construction of the new Skagit County Transfer and Recycling Station; and

WHEREAS, the construction of the new Skagit County Transfer and Recycling Station will require bond funding; and

WHEREAS, in order to facilitate bond funding for the new Skagit County Transfer and Recycling Station, the parties mutually desire to modify the terms of the Agreement pursuant to the terms of this Amendment herein.

NOW THEREFORE, in consideration of the forgoing, and following terms and conditions, the parties mutually agree as follows:

A. **TERMS OF AMENDMENT:** The terms of the Agreement are amended as follows:

A.1. The following terms shall be included within Section 10, of the Agreement (DURATION; TERM OF AGREEMENT), and are amended, revised, modified, and/or supplemented to read as follows:

10.1 Subject to the terms of Section 10.2, the Parties agree to be bound by this Agreement until December 31, 2030, or until such time as the bonding obligations associated with the construction of the new Skagit County Transfer and Recycling Station have been fully satisfied and retired (whichever is sooner), or unless this Agreement is subsequently modified in accordance with the terms of this Agreement. This Agreement shall not sunset or expire, but shall continue in full force and effect. Individual Parties to this Agreement may, after December 31, 2030, or at such time as the bonding obligations associated with the construction of the new Skagit County Transfer and Recycling Station have been fully satisfied and retired (whichever is sooner), withdraw from this Agreement by giving sixty (60) days' notice to all other Parties to this Agreement.

10.2 Any Party to this Agreement may withdraw from this Agreement prior to the term of this Agreement as specified in Section 10.1, upon the full and complete satisfaction of all of the following conditions, and upon the following terms. (a.) The Party proposing early withdrawal from this Agreement must provide all other Parties with at least ninety (90) days written notice of intent to withdraw from this Agreement in accordance with the terms of this Section 10.2.; and (b.) The bonding obligations associated with the construction of the new Skagit County Transfer and Recycling Station must be eligible (according to the terms and conditions of the bonding obligations) for early payment (by the Party requesting withdrawal from this Agreement) at the time the request for early payment is made, and any such early payment must be expressly made in full accordance and compliance with the terms, restrictions, and conditions of said bonding obligations (as determined by the County); (c.) Any Party proposing early withdrawal from this Agreement must pay and satisfy in full its proportionate pro-rata share of the remaining bonding obligations associated with the construction of the new Skagit County Transfer and Recycling Station (including, but not limited to, principal and all past and future interest, and any fees, penalties, expenses, and/or charges arising from and/or related to the early payment in any way). The calculation of any Party's individual proportionate pro-rata share of the remaining bonding obligations associated with the construction of the new Skagit County Transfer and Recycling Station shall be made and provided only by the County, and shall be based upon the projected tonnage to be delivered to the System as per the respective Parties' waste deliveries for the preceding five (5) years, and shall be adjusted for future inflation and for projected population growth; and (d.) The SWSGB must approve any Party's request for early withdrawal from this Agreement by a simple majority vote; and (e.) Any Party who withdraws from this Agreement shall only be relieved of its future obligations for such Party's pro-rata share of the remaining bonding obligations associated with the construction of the new Skagit County Transfer and Recycling Station, and such withdrawal from this Agreement does not relieve any Party of such Party's obligation for other System Costs or liabilities.

A.2. Section 4. of the Agreement (COMPREHENSIVE SOLID WASTE MANAGEMENT PLAN) is hereby amended, revised, modified, and/or supplemented to read as follows:

4. COMPREHENSIVE SOLID WASTE MANAGEMENT PLAN. For the duration of their participation in this Agreement, each Party shall participate in the Comprehensive Solid Waste Management Plan prepared and periodically reviewed and revised pursuant to Chapter 70.95 RCW. For the duration of their participation in this Agreement, each Party authorizes the County to include in the Comprehensive Solid Waste Management Plan (CSWMP) provisions for the management of solid waste generated in each Party's jurisdiction. Parties executing this Agreement hereby agree to respectively adopt any CSWMP updates properly adopted by the SWSGB within 30 days of approval by the Department of Ecology. No party may veto, reject, or fail to adopt and CSWMP Amendments or Revisions as recommended by the SWSGB pursuant to this agreement. Until such time as the CSWMP is updated by the SWSGB consistent with this Agreement, the Parties understand and agree that this Agreement shall control with respect to any inconsistency between the CSWMP and this Agreement. The parties to this Agreement further understand and agree that the County shall promptly amend the CSWMP after execution of this Agreement solely as necessary to incorporate and reflect the terms of this Agreement in the CSWMP, which amendment shall be applicable to and deemed adopted by all Parties to this Agreement by virtue of their execution of this Agreement. The County shall take steps to explore the potential implementation of mandatory curbside solid waste collection in all unincorporated areas of Skagit County, and also to explore the possible revision of County solid waste regulations (as per the Skagit County Code) to expressly include more detailed flow control terms.

A.3. Section 13.1.1 of the Agreement is hereby amended, revised, modified, and/or supplemented to read as follows:

13.1.1 Major capital improvements to the System and the issuance of major system debt. "Major capital improvements" shall be defined as any capital expenditures in excess of Fifty Thousand Dollars (\$50,000) which modify the method or model of operation of the System. "Major system debt" shall mean debt securities, including bonds, debentures, or promissory notes in excess of Fifty Thousand Dollars (\$50,000) issued to fund capital improvements or operations, and repaid by System revenues or other System financial resources.

B. All other terms and conditions of the Agreement shall remain unchanged, unmodified, and in full force and effect.

IN WITNESS WHEREOF, the parties have executed this Agreement this 23rd day of August, 2010.

APPROVED:
BOARD OF COUNTY COMMISSIONERS
SKAGIT COUNTY, WASHINGTON

Sharon D. Dillon
Sharon D. Dillon, Chair

Ron Wesen
Ron Wesen, Commissioner

Kenneth A. Dahlstedt
Kenneth A. Dahlstedt, Commissioner

Recommended:

By: [Signature]
Department Head

By: Lusta Lynne
Budget & Finance Director

Approved as to Indemnification:

By: Brenee Kadrmas 8/10/2010
Risk Manager

Approved as to Form:

By: [Signature]
Deputy Prosecuting Attorney

Attest:

Amber Kilgus Assistant
Clerk of the Board

BUD NORRIS, Mayor
(Date 9/14/10)

STATE OF WASHINGTON)
) SS
COUNTY OF SKAGIT)

DATED this 14th day of September, 2010.



Kerri A. Grechishkin
 Notary Public
 print name: Kerri A. Grechishkin
 Residing at Mount Vernon
 My commission expires 7/3/11

Kevin Rogerson
City Attorney
City of Mount Vernon

CITY OF ANACORTES:

Dean Maxwell
DEAN MAXWELL, Mayor
(Date 8/21/10)

Mailing Address:
City of Anacortes
City Hall
P.O. Box 547
Anacortes, WA 98221

STATE OF WASHINGTON)
) SS
COUNTY OF SKAGIT)

I certify that I know or have satisfactory evidence that Dean Maxwell is the person who appeared before me, and said person acknowledged that he signed this instrument, on oath stated that he was duly authorized execute the instrument and acknowledged it as Mayor of the City of Anacortes, to be the free and voluntary act of such party for the uses and purposes herein mentioned.

DATED this 31st day of August, 2010.



Cherry L. Kahns
Notary Public
print name: Cherry L. Kahns
Residing at Mount Vernon
My commission expires 10-18-10

MIKE ANDERSON, Mayor
(Date 8/3/10)

STATE OF WASHINGTON)
) SS
COUNTY OF SKAGIT)

DATED this 3rd day of August, 2010.

Christine A. Salsena
Notary Public
print name: Christine A. Salsena
Residing at Skagit Co.
My commission expires 7-22-2013



TOWN OF LA CONNER:

R. Hayes

RAMON HAYES, Mayor

(Date 8.27.2010)

Mailing Address:

Town of La Conner

P.O. Box 400

La Conner, WA 98257

STATE OF WASHINGTON)

) SS

COUNTY OF SKAGIT)

I certify that I know or have satisfactory evidence that Ramon Hayes is the person who appeared before me, and said person acknowledged that he signed this instrument, on oath stated that he was duly authorized to execute the instrument and acknowledged it as Mayor of the Town of La Conner, to be the free and voluntary act of such party for the uses and purposes herein mentioned.

DATED this 27th day of August, 2010.

(SEAL)



Cynthia S. Rowe

Notary Public

Print name: CYNTHIA S. ROWE

Residing at La Conner

My commission expires 6-30-2011

DEBRA HEINZMAN, Mayor

Town of Lyman
8334 S Main St
Lyman, WA 98263-9800

STATE OF WASHINGTON)
) SS
COUNTY OF SKAGIT)

I certify that I know or have satisfactory evidence that Debra Heinzman is the person who appeared before me, and said person acknowledged that she signed this instrument, on oath stated that she was duly authorized execute the instrument and acknowledged it as Mayor of the Town of Lyman, to be the free and voluntary act of such party for the uses and purposes herein mentioned.

DATED this 14 day of September, 2010.

(SEAL)

**Notary Public
State of Washington
DEBORA E BOYD
MY COMMISSION EXPIRES
April 27, 2011**

Notary Public
 print name: Deborah E Boyd
 Residing at Lyman
 My commission expires April 27, 2011

TOWN OF HAMILTON:

Timothy Bates
TIMOTHY BATES, Mayor
(Date 9/2/2010)

Mailing Address:
Town of Hamilton
584 Maple St.
P.O. Box 528
Hamilton, WA 98255

STATE OF WASHINGTON)
) SS
COUNTY OF SKAGIT)

I certify that I know or have satisfactory evidence that Timothy Bates is the person who appeared before me, and said person acknowledged that he signed this instrument, on oath stated that he was duly authorized execute the instrument and acknowledged it as Mayor of the Town of Hamilton, to be the free and voluntary act of such party for the uses and purposes herein mentioned.

DATED this 2nd day of September, 2010.

(SEAL)



Margaret S. Fleck
Notary Public
print name: Margaret S. Fleck
Residing at Lyman
My commission expires 8/1/2012

APPENDIX B

SITING FACTORS

INTRODUCTION

This SWMP is required to contain the following information to provide guidance for siting new solid waste disposal facilities (RCW 70.95.165).

DESCRIPTION OF THE PLANNING AREA

An understanding of the environmental, demographic and land use conditions in Skagit County is important because it provides a frame of reference for discussions of existing solid waste practices and future solid waste handling needs. To address these conditions in Skagit County, this section is divided into two parts: the natural environment and the human environment. The description of the natural environment includes a review of topography, geology, soils and climate. The description of the human environment includes the demographic and land use characteristics of the County.

Overview

Skagit County is situated in the northwestern part of Western Washington and constitutes a land area of 1,735 square miles. The County is characterized by mountains in the central and eastern parts, and by floodplains and rolling hills in the western part. It includes parts of the Mount Baker National Forest, North Cascades National Park, and Glacier Peak Wilderness area, as well as several islands in the San Juan archipelago.

Topography

The topography of Skagit County ranges from sea level along the western shores of the County to 8,966 feet above mean sea level at Mount Logan in the extreme eastern portion of the County. The County can be characterized into four general areas based on its topography: the Skagit Flats, the western islands, the upper Skagit and Sauk River Valleys, and the Cascades.

The Skagit Flats is a broad, fairly level valley extending west from Mount Vernon and Sedro-Woolley out to LaConner, Fir Island, Bow and Edison. The Flats contain the deltas of the Skagit and Samish Rivers and several prominent ridges that rise up from the valley floor. These ridges include Pleasant Ridge near LaConner, Burlington and Sterling Hill near Burlington, and Bay View Ridge near the Skagit County Regional airport. The Skagit Flats are bounded to the east by foothills, to the north by the

beginning of the Chuckanut Mountain Formation, and to the south and west by Samish, Skagit, and Padilla Bays.

The second topographic area of the County is located to the extreme west and includes all the islands of the County. The largest of these is Fidalgo Island, which is 165 square miles. These islands are generally hilly with outcroppings of bedrock that form steep cliffs throughout the area. Many of the islands rise up several hundred feet, including the Vendovi, Hat and Guemes Islands. The greatest elevation in this area is Mount Erie on Fidalgo Island, which is 1,275 feet high.

The upper Skagit River Valley east of Sedro-Woolley and the Sauk River Valley are generally the only non-mountainous areas in the central part of the County. The floodplains of these rivers have created valleys that are one to two miles wide between the mountains.

The most prominent topographic area of the County consists of the Cascade foothills and mountains. These formations dominate the eastern two-thirds of the County.

Geology and Soils

The geology of the County was largely influenced by two factors: periods of volcanic action and mountain building (uplifting and folding), and episodes of glacial activity. The most recent glacial activity occurred during the Pleistocene ice age roughly 11,000 years ago. The Cascade Mountains were formed during the episodes of volcanic activity and uplifting. At that time, the Puget Sound was a wide, deep trough without the present-day lowlands. The advance and retreat of the continental glacier from Canada resulted in vast deposits of sediments by glacial streams onto the lower slopes and valley bottoms, subsequently building up the present lowlands of the Skagit Flats. Local alpine glaciers have continued to carve the Cascades into a series of sharp peaks, ridges and deep valleys.

Sediments deposited from glacial meltwater and the Skagit and Samish Rivers created the delta of the Skagit Flats. As the delta expanded outward from the mountains, it engulfed several low landmasses that were former islands. These include Bay View and Pleasant Ridge, which are composed of unconsolidated deposits similar to those found on the terraces of the Cascade foothills.

One of the main geologic features in the County is that bedrock is at or near the surface throughout the region except in the river valleys and Skagit Flats area that have extensive deposits of alluvial and glacial deposits. Generally, bedrock consists of metamorphic and granitic rocks, although some volcanic and sedimentary rocks also exist.

There are three main types of glacial deposits: outwash, till, and lacustrine deposits. Outwash deposits were formed as the continental glacier advanced and receded. As it

moved forward, the glacier scoured the earth's surface and deposited large quantities of sand and gravel in the meltwater at the head and sides of the glacier. Likewise, when the glacier receded, it formed meltwater streams that deposited sand and gravel. Outwash deposits consist of medium to coarse-grain sand and gravel with some cobbles and boulders. These deposits are moderately permeable and thus are often a source of groundwater. This material may be unstable when found on steep hillsides.

Till is made up of clay, silt, sand, pebbles, and boulders and was deposited as a sheet at the base of the ice. As the glacier overrode this material, it was compressed into a concrete-like mixture. Till generally has low permeability due to the predominance of silt.

Lacustrine deposits are made up of fine-grained sand and silt deposited by glacial meltwater. These fine sediments may be found in lakes or river valleys that were dammed by glaciers. Some of these deposits may be perennially wet and unstable.

Nine categories of soil types have been identified and mapped in Skagit County by the U.S. Department of Agriculture's Soil Conservation Service (SC 1994). These categories provide a generalized sense of soil type, characteristics, and suitability for various land uses. Approximately, 25% of the County is made up of soil types that are characteristic of flood plains and deltas and 75% are characteristic of soils on upland and mountain areas. The nine categories are:

Skagit-Sumas-Field: These soil types are very deep, poor to moderately well-drained with a high water table, and are located mainly on the flood plains and delta of the Skagit Flats. Comprising 16% of the County, these soils are made up of silt loam to 12 inches deep, silty-clay loam to 24 inches deep, and very fine sandy-loam to 60 inches deep.

Larush-Pilchuck: Larush-Pilchuck soils are found in the floodplains of the Skagit and Sauk River Valleys east of Sedro-Woolley. These are very deep soils that are moderately well-drained. Typically the upper layers of these soil types are silt loam and sandy loam with underlying areas of gravel that in some areas is very gravelly. These soil units make up 9% of the County.

Barneston-Dystric-Xerorthents-Indianola: Located along the terraces of the Skagit, Sauk, and Samish Rivers, these soils are very deep and well-drained. Generally underlain by glacial till and making up 9% of the County, this soil is characterized by high to very high gravel content where it is located on or near escarpments.

Tokul-Skipopa-Dystric-Xerochrepts: These soil types are located mainly on glaciated uplands and lakebed terraces in the northwestern and southwestern parts of the County. They make up 6% of the soil types and consist of soils that are

moderately to poorly-drained. Surface layers range from gravelly loam to silt loam. Under this layer, the soil is made up of gravelly, fine sandy-loam and silt loam. Glacial till forms a lower layer at a depth from 20 to 40 inches deep.

Vanzandt-Mountborne-Squires: Approximately 21% of the County contains these soil types. They are characterized by moderately deep and well-drained soils that are found anywhere from level to very steep slopes. They are generally located above the terraces of the Skagit and Sauk Rivers. A dense glacial till layer is located 20 to 40 inches below the surface and the soils over this layer consist of gravelly to very gravelly loam.

Chuckanut-Cathcart: These deep and well-drained soil units are only found in 3% of the County and are located south of Mount Vernon to the Snohomish border. A sandstone layer is located from 40 to 60 inches below the surface. Surface layers are typically made up of loam and gravelly loam.

Bow-Coveland-Swinomish: These soils are located exclusively in the western part of the County, including the area around Mount Vernon, the airport, and all the western islands. Making up 5% of the area, these soil units are somewhat poorly to moderately well-drained and moderately deep to very deep. These soil units are indistinguishable and usually are made up of gravelly loam with a clay content that increases with depth particularly for the Bow soil series and there is low permeability, with a perched water table on a seasonal basis.

Skykomish-Jug-Saxon: Found on terraces and hills in the south-central and north-central part of the County, these soil units are very deep and moderate to excessively well-drained and make up 6% of the area. These soils are associated with glacial outwash deposits. They have a high to very high gravel/cobble content with occasional inclusions of silty, clay loam.

Wollard-Kindy-Diobsud: The central and eastern parts of the County contain these soil units, which make up 25% of the area. These soils are moderately deep and well-drained. They formed from volcanic ash and glacial till. They are comprised of gravelly silty loam underlain by glacial till approximately 35 inches below the surface.

Land uses can be affected by the characteristics and placement of the nine soil categories. For instance, farmland is largely concentrated in the Skagit-Sumas Field and Larush-Pilchuck soils due to their fertility and location in level areas. Wetness is a limiting factor for crop production in the Skagit-Sumas Field soils and flooding occurs in both types of soils. Timber production can accommodate a wider variety of the soil types. In particular, timber production is high for the first six soil types listed above and moderate for the other three types. The main restriction on commercial forest

production areas is not so much the soil unit as the steepness of slopes and use of land for other purposes such as agriculture.

Climate

Skagit County has a marine climate that is affected by air currents originating from the Pacific Ocean. These currents moderate temperatures resulting in mild, wet winters and comfortably warm, drier summers. There are few hot days, and snow and freezing weather are not common except at higher altitudes. Prevailing winds generally blow from the southwest averaging nine miles per hour, but during the summer winds are light and blow out of the north and northwest. Sunshine hits Skagit County approximately 65% of the time in summer and 25% in winter. Precipitation in the County increases as one moves towards the Cascades.

Two major meteorological patterns dominate local weather. In the late spring, a Pacific high-pressure ridge forms off the Washington coast forcing storms north of Washington, creating dry stable weather conditions. During winter, a stationary low-pressure ridge develops in the Aleutian Islands and sends storms throughout the Puget Sound. These storms occasionally produce damaging winds and are accompanied by heavy rains and flooding.

Temperature inversions can form during periods of stable weather, particularly during the winter at night. These inversions often last until late in the day and may sometimes persist for several days. Temperature inversions cause pollutants emitted at ground level to collect in high concentrations and can cause health problems for people with respiratory or heart ailments. Carbon monoxide from cars and particulate matter from wood stoves are the main pollutants of concern during temperature inversions.

Vegetation

Skagit County has a diverse array of vegetation that is greatly influenced by topography, soil conditions, rainfall, and people. Plant communities can be characterized into several major areas based on the conditions listed above including: urban and agricultural, lowland valleys and forest, subalpine zones, and the alpine zone. Native vegetation has largely been altered or disturbed in the urbanized and agricultural lowland areas. Vegetation in farm areas consists of a variety of agricultural and flower crops while ornamental vegetation and grass dominate urban areas.

In well-drained lowlands, coniferous and deciduous trees compete for dominance and include such species as western hemlock, vine maple, western yew and Pacific dogwood. In the understory, sword fern, salal, Oregon grape and salmonberry thrive. Swampy lowland areas find western red cedar, devils club, skunk cabbage, and lady fern while bigleaf maples are found on moist foothill terraces. Mushrooms are also common, particularly along the Skagit River north of Sedro-Woolley.

The subalpine zone is located below the alpine zone and is dominated by conifers. Fir trees are the most common species and include Douglas fir, Pacific silver fir, and noble fir. Understory plants include huckleberry, common beargrass, and rustyleaf.

The alpine zone has the harshest climate and is located above the treeline and beneath the glaciers of the high Cascades. Few plant species survive year-round in the alpine zone because they are covered by snow for 8 to 9 months of the year. However, during the summer, alpine meadows often bloom with lush vegetation. Flower species and shrubby communities coexist with moss and lichen-covered rocks. Plant species include lupine, paintbrush, valerian, lousewort, cassiope, and mountain heath.

Animals

Skagit County contains many different environments including open salt water, rocky and sandy shores, fresh water, wet and dry coniferous forests, riparian woodlands, dry grasslands, wet meadows, shrubby thickets, parks and gardens, and farmland. The diversity of habitats has created environments suitable for a wide variety of birds, fish, reptiles, amphibians, and animals. In some cases, the habitat found in the County is critical for the survival of a species and there are many protected areas such as the North Cascades National Park.

The bird populations in the County include both migratory and non-migratory birds. Migratory birds depend heavily on the Skagit Flats, which are an important component of the Pacific flyway. Many migratory birds use this area to rest and forage as they make their way south in the fall and north in the spring. The tide flats at the mouth of the Skagit River are particularly important. Some of the migratory birds include trumpeter swans, Canadian geese, avocets, songbirds, plovers, terns, and many species of ducks. Other notable birds in the County include eagles, ospreys, blue herons, sparrows, hawks, sea gulls, grouse, quails, doves, pigeons, and owls.

Common animal populations found in the County include smaller species such as the shrew, mole, gopher, bat, marten, skunk, opossum, raccoon, and squirrel and larger species such as black bear, mountain goat, black-tailed deer, coyote, elk, wolf, and fox.

The aquatic environment is equally diverse and includes many species of fish, mammals, crustaceans, and shellfish. Salmon is probably the most well-known fish species in the Puget Sound, however there are many other species that provide commercial as well as recreational opportunities such as starry flounder, ling cod, rockfish, Pacific herring, and hake. Freshwater fish species include rainbow trout, cutthroat, brook trout, Dolly Varden, sculpin, and stickleback, as well as salmon. Other species that live in the marine environment include seals, Orca whales, porpoise, crab, octopus, oysters, clams, scallops, and shrimp.

SOLID WASTE FACILITY SITING FACTORS

This SWMP is required to contain the following information to provide guidance for siting new solid waste disposal facilities. This requirement (RCW 70.95.165) refers specifically to disposal facilities (landfills and incinerators), but these criteria could also be considered in the siting of other solid waste facilities. Furthermore, local code (Skagit County Code, Chapter 12.18) defines disposal sites more broadly, and includes any site "where final treatment, utilization, processing, transfer for long-haul or deposit of Skagit County waste occurs, including but not limited to locations where landfilling, composting or incineration is carried out."

Soils and Geology

Soils and underlying geology are important considerations for solid waste management facilities. The appropriate type of soil varies somewhat depending on the type of solid waste facility, but any building or other structure must be built upon a stable foundation. With the possible exception of one or two soil types, such as the Skagit-Sumas-Field soils in the flood plains and delta of the Skagit Flats, the soils in Skagit County are generally acceptable for foundations.

Given the complicated nature of the soils in Skagit County, detailed studies will be necessary to evaluate potential sites for any proposed solid waste disposal facilities. Geologic hazards will also need to be evaluated at that time. The major geologic hazards existing in Skagit County include the occurrence of seismic, landslide, and erosion events and processes.

Seismic events are a normal occurrence in the Puget Sound Region and Skagit County has historically experienced many earthquakes. Most earthquakes in the County are shallow, with the quakes being only barely or not all perceptible, but Whatcom and Skagit County have also been the sites of some of the largest earthquakes in the recorded history of the State. The largest known earthquake in the State occurred in 1872 in an area east of Mount Baker. Other earthquakes have occurred in Skagit County with epicenters located just west of Fidalgo Island in the Puget Sound (1896) and in the North Cascades (1915). Earthquakes tend to occur more frequently along the Skagit River Valley below Rockport and in the western third of the County.

The uniform building code classifies areas of the United States into seismic zones for the purposes of developing design criteria for building construction that minimizes the potential for damage from earthquakes. The scale ranges from 1 to 4 with the higher number equated to greater potential damage from earthquakes. For example, a rating of 4 includes those areas likely to have serious damage because of their proximity to major fault systems, such as the San Andreas Fault in California and the Alaska subduction zone. Skagit County and the Puget Sound basin are classified as seismic zone 3 because of the history of earthquakes.

Erosion and landslides are other geologic hazards. Erosion is caused by the actions of wind, rain, and surface water on soils. Landslides can be caused in several ways including earthquakes, erosion, rain-saturated soils, and gravity. Although soil erosion and landslides are naturally occurring processes, they are aggravated when vegetation is removed, topography is modified, and surface water runoff is uncontrolled. These events are more pronounced in areas with steep slopes (over 30%). Landfills and other solid waste facilities could be located in areas that have slopes greater than 30%, however these sites are also more difficult to engineer and more costly to build, in addition to the greater potential for erosion and landslides to occur.

Groundwater

Distance to groundwater, measured in feet or in terms of the time that it takes for water to travel from the surface to the groundwater level, is an important consideration for the siting of solid waste facilities. Shallow bodies of groundwater and/or fast travel times are a problem due to the risks associated with spills and contaminated runoff from waste facilities. Other factors such as the existing and potential beneficial uses of the groundwater are also important factors to consider, especially if the groundwater is or could be used for drinking water. A significant percentage of the population in Skagit County depends on private wells for drinking water. Agricultural uses (irrigation) also depend on a relatively clean source of groundwater and far outweigh the amount used for drinking water.

Groundwater must also be considered when siting or designing solid waste facilities because shallow groundwater can result in higher construction and maintenance costs, interfere with excavation, and require special foundations.

In Skagit County, groundwater can be found in the unconsolidated alluvial and glacial deposits of sand and gravel found in the lowland areas in the major river valleys and Skagit Flats. The igneous and metamorphic rocks that make up the bedrock essentially form the bottom of the groundwater layer, although some fractures and joints in these rocks may yield small localized quantities of water. Aquifers are recharged primarily from local precipitation.

The highest yields of groundwater are found in the Mount Vernon, Burlington, and Sedro-Woolley areas where alluvial deposits of sand and gravel are thickest. These supplies may yield more than 250 gallons of water per minute at depths of 100 feet. Secondary areas of importance include the upper Skagit River valley from Sedro-Woolley to Marblemount, the Baker River Valley, the Sauk River Valley, and areas northwest and southwest of Mount Vernon, but excluding the areas bordering the Puget Sound (which are made up of finer-grained material). Bay View and Pleasant Ridge are composed of older unconsolidated deposits that produce adequate quantities of groundwater from sand and gravel strata at a depth near sea level. The

islands of the County generally have less groundwater supply because of the prominence of bedrock located near the surface.

The County's groundwater is generally suitable for most purposes, although some groundwater contains excessive quantities of minerals such as iron and this water may exhibit extreme hardness. Some water from wells in the delta show small concentrations of chloride and there is the potential for saltwater encroachment in this area. In several of the urban areas, groundwater is relatively near the surface and is overlain with coarse sediments making these aquifers vulnerable to contamination from surface sources.

Flooding

Areas known to have experienced flooding are generally not acceptable sites for solid waste facilities. Solid waste facilities often entail risks not associated with other types of development, such as the potential to create contaminated runoff. Additionally, solid waste facilities must remain operational during and after natural disasters such as floods, in order to handle the large amount of debris that may be created.

Significant flood events in Skagit County have been recorded as early as 1815 and have occurred as recently as October 2003. Because much of the urban development and agricultural land lies in the lowland areas, flooding can cause a significant amount of damage and financial loss.

Floods can occur during most seasons of the year. Winter floods are the result of warm weather and excessive rainfall on a heavy snowpack. These floods cause a rapid increase of the rivers to flood stage and beyond, and may recede just as rapidly. Snowmelt from glaciers can cause summer floods, which have a lower crest but last for a longer duration and have higher volumes. Floods in the fall can be caused by heavy rains, such as the flooding that occurred in October 2003.

Flooding has been somewhat less severe since the 1920's when dams were constructed on the Baker and Skagit Rivers that provide some retention and upstream storage of floodwaters. There has also been an extensive program of levee construction along the Skagit River downstream from Sedro-Woolley. The flood events of 1995 and 2003, however, indicate that flooding is still a problem, especially for Hamilton, Mount Vernon, Burlington, and low-lying rural areas adjacent to the rivers. The Skagit River has also occasionally overflowed the low divide at Sedro-Woolley and added to flooding in the Samish River basin.

Surface Water

Numerous rivers, creeks and small lakes are present throughout the County. These bodies of water pose a serious constraint for locating solid waste facilities, since the facilities frequently present a possible risk of contamination for surface water.

Regulatory standards (Chapter 173-351-140 WAC) require that new disposal facilities be located more than 200 feet from surface waters, which eliminates a substantial amount of land for a water-rich area such as Skagit County.

The surface waters of the County are made up of two major river systems (the Skagit and Samish), lakes, wetlands, and the Puget Sound. The Skagit watershed basin is the largest drainage system in the Puget Sound and contains a multitude of rivers, streams, and lakes within its boundaries. The main river drainages in the basin include the Skagit and Samish Rivers, Colony Creek, and Indian, Joe Leary, Telegraph and Sullivan Sloughs. In addition, there are approximately 2,990 identified streams associated with the basin that stretch from the Puget Sound to Canada. The Skagit River is the longest river in the Skagit watershed basin and in the Puget Sound region, with 162 miles of mainstem river. The main tributaries to the Skagit River include the Cascade, Sauk and Suiattle Rivers. The Samish River contains 29 miles of mainstem river channel and is the second largest river system in the County.

Other surface waters are made up of numerous lakes and wetland areas, the largest of which include Lake Shannon, Lake Cavanaugh, Lake Campbell, Big Lake, Lake Erie, and Clear Lake. In addition, the western part of the County is surrounded and outlined by the waters of the Puget Sound including the straits of Juan de Fuca and Rosario, and Padilla, Samish, and Skagit Bays.

Slope

Part of Skagit County is mountainous and has steep slopes that pose serious problems for solid waste disposal facilities. Steep slopes pose problems for site development and for future access. The lower valleys and coastal terrace areas have gentler slopes but these areas also have high value for other purposes, such as agriculture and housing.

Cover and Liner Materials

Cover and liner materials are important because their presence on-site at landfills and other disposal facilities will reduce the cost of construction, operation and maintenance. Cover materials are required to ensure that waste materials are securely buried and to prevent gas and odors from being released in an uncontrolled fashion, while liners are needed below the landfill to contain the leachate that is created by landfills. Silt and clay can be used for liners and cover, while coarser materials (sand and gravel) can be used for gas venting, leachate collection and road construction. A variety of materials can be used for intermediate cover. As previously discussed under the "soils and geology" subsection of this chapter, many of these soils are present throughout the County. In the absence of naturally-occurring materials, however, synthetic materials can be used instead.

Capacity

The capacity of a waste disposal facility will obviously affect the number of potential locations that can be used for it. It is generally easier to find an acceptable parcel of land for smaller facilities. Conversely, there are significant economies of scale for all waste disposal facilities, and the base cost per ton for waste brought to a small facility will be much higher than for a larger facility.

Land Use

Skagit County encompasses an area of 1,735 square miles with the western quarter of the County containing almost all of the urban development. In 1970 more than 50% of the people lived in the unincorporated areas of the county. Currently, 41% of the people live in incorporated areas.

Urbanized areas are located generally along two routes: Interstate 5 (I-5) and State Route 20 (SR-20, the North Cascades Highway). Mount Vernon and Burlington are located on I-5 and Anacortes, Concrete, Hamilton, Lyman, and Sedro-Woolley are located on SR-20. LaConner is the only other major urban area and is located on the Swinomish Channel west of I-5 and south of SR-20. There are also urbanized densities (one to five acre lots) in approximately 14 unincorporated communities and residential developments.

Land uses in the unincorporated area of the County are focused on natural resource use and include timber, agriculture and mining. Approximately 877,000 acres of the County are forested lands and parks, with almost half of this acreage owned by the Federal government. Farmland comprises approximately 89,300 acres.

The Skagit County Board of County Commissioners adopted a Comprehensive Plan in 1997 (SC 1997). The Skagit County Comprehensive Plan and subsequent development regulations are the tools for designation of land use. The development regulations ensure that development occurs in a way that protects private property rights and existing land uses while also protecting natural resources, promoting economic growth, and assuring the compatibility of proposed land uses with existing ones. The cities and Tribes also have land use plans, zoning codes and other policies and regulations that may affect land use and development.

Other special considerations may apply to specific sites and/or specific types of facilities. The Federal Aviation Administration has stipulated that landfills cannot be located within 6 miles of an airport unless a waiver is obtained. Because birds that are attracted to landfills pose a hazard to aircraft, the granting of this waiver is dependent upon the magnitude of the anticipated bird population. Areas designated as critical habitat by responsible agencies (i.e., the U.S. Fish and Wildlife Service and Washington State Department of Wildlife) are considered regulatory exclusions for landfill siting. Information concerning such areas is available from the appropriate State and Federal wildlife management agencies.

Air Emissions and Air Quality

Siting and operating a new landfill or other solid waste facility could impact air quality. Dust, gases, odors, particulates and vehicle emissions are all potentially increased by landfills and other disposal operations. In certain cases, however, the centralization of such emissions may be preferable to the impacts caused by other options. Any proposal would need to be examined for the net impact on air quality.

Air quality in the County is considered good and all parts of the County generally meet air quality standards. There are periods when local air quality can deteriorate, however, due to weather patterns and/or large amounts of open burning or wood stove and fireplace usage. These problems usually occur during times of stable weather when there is an absence of wind.

Particulates are occasionally an air pollutant of concern. Particulates are small particles of dust, dirt, smoke, and other debris that are carried up into the atmosphere by air currents, and can be damaging to respiratory systems. This material is generated by many types of sources including combustion sources (wood stoves and forest slash burning), vehicle exhaust, industrial processes, and dust from vehicle traffic and land clearing activities. Particulate matter may be particularly problematic during temperature inversions in urban areas where burning from wood stoves and fireplaces occurs.

Summary of Siting Factors

Based on the above discussion of siting factors, it can be concluded that only limited portions of Skagit County would be available for siting a new solid waste disposal facility such as a landfill or incinerator. A more detailed analysis of siting factors is not being provided at this time due to the unlikely possibility of siting such a disposal facility in the County. The above siting factors and the following brief discussion of the siting process could be used, however, to provide guidance for other types of solid waste handling or treatment facilities, such as transfer stations, composting plants, and recycling facilities.

SOLID WASTE LANDFILL SITING PROCESS

Any new facilities developed in the future will have to meet the State and local standards current at that time. State standards include the Solid Waste Handling Standards (Chapter 173-350 WAC) and the Criteria for Municipal Solid Waste Landfills (Ch. 173-351 WAC). Local standards include the County Code (especially Chapters 12.16 and 12.18), municipal codes, the Skagit County Comprehensive Plan (SC 2016), and zoning codes.

The siting process for disposal facilities could include the following steps:

1. **Site Identification:** For a public disposal facility, the process of identifying sites may include soliciting nominations from citizens and interested parties, identification of major landholders and City/County properties, and other activities to initially identify as many sites as practical. For a private site, the site selection process may consist primarily of an inventory of sites currently owned or available for purchase.
2. **Broad Site Screening:** The second step typically involves evaluating potential sites for "fatal flaws", such as unsuitable neighboring land use, distance from the point of waste generation, site size, steep slopes, floodplain area, wetlands, surface water or shorelines. For a public site, the goal should be to retain up to 12 sites after this step is completed. For a private facility or other cases where there may be only a few sites to begin with, only one or two sites need to survive this evaluation.
3. **Detailed Site Ranking:** After sites with fatal flaws have been eliminated, the remaining sites should be evaluated against more detailed criteria such as the availability of utilities (water, sewer, and electricity), traffic impacts and road access, and other factors affecting the ability to develop and use the site. For a public effort, no more than four sites should remain after this step is completed.
4. **Detailed Site Evaluation:** The final step in evaluating potential sites involves a detailed investigation to assess environmental impacts, in accordance with the State Environmental Policy Act (SEPA). This step should result in the recommendation of a preferred site.
5. **Siting Decision:** Finally, the decision to proceed with a recommended site should be based on environmental, engineering, financial and political factors, and then more detailed plans can be developed and the permitting process can begin.

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APPENDIX C

UTC COST ASSESSMENT QUESTIONNAIRE

INTRODUCTION

By State law (RCW 70.95.090), solid waste management plans are required to include:

“an assessment of the plan’s impact on the costs of solid waste collection. The assessment shall be prepared in conformance with guidelines established by the Utilities and Transportation Commission. The Commission shall cooperate with the Washington state association of counties and the association of Washington cities in establishing such guidelines.”

The following cost assessment has been prepared in accordance with the guidelines developed by the Utilities and Transportation Commission (UTC). The purpose of this cost assessment is not only to allow an assessment of the impact of proposed activities on current garbage collection and disposal rates, but to allow projections of future rate impacts as well. The UTC needs this information to review the potential impact of this Solid Waste Management Plan (SWMP) to the certificated waste haulers that it regulates. For these haulers, UTC is responsible for setting collection rates and approving proposed rate changes. Hence, the UTC will review the following cost assessment to determine if it provides adequate information for rate-setting purposes, and will advise Skagit County as to the possible collection rate impacts of proposed programs. Consistent with this purpose, the cost assessment focuses primarily on those programs with potential rate impacts.

SUMMARY

A significant recommendation in this SWMP is to adopt a minimum service level ordinance that would require all waste collection customers in the certificated areas to also receive recycling service. Due to the current poor state of recycling markets, however, implementation of this recommendation is not being proposed until 2019. Several recommendations, such as the need for a new staff person and increased publicity for specific programs, will lead to an increase in the tipping fee if fully implemented (for an increase as high as \$150,000 per year). Re-bidding the waste export contract in 2021 could either increase or decrease the tipping fee. Operating costs for Waste Management will be increased if they implement this SWMP due to more promotion for the organics collection program. Other recommendations made in the SWMP are primarily refinements to existing programs.

COST ASSESSMENT QUESTIONNAIRE

PLAN PREPARED FOR: Skagit County

PREPARED BY: Rick Hlavka, Green Solutions

CONTACT TELEPHONE: 360-897-9533

DATE: July 7, 2016

DEFINITIONS

These definitions as used in the Solid Waste Management Plan and the Cost Assessment Questionnaire.

Throughout this document:

YR.1 shall refer to 2017.

YR.3 shall refer to 2019.

YR.6 shall refer to 2022.

Year refers to (circle one) calendar (Jan 01 - Dec 31)
fiscal (Jul 01 - Jun 30)

1. DEMOGRAPHICS:

1.1 Population

1.1.1 What is the **total** population of your County?

YR.1: 124,270 YR.3: 126,920 YR.6: 131,510

1.1.2 For counties, what is the population of the area **under your jurisdiction?**
(Exclude cities choosing to develop their own solid waste management system.)

YR.1: 124,270 YR.3: 126,920 YR.6: 131,510

1.2 References and Assumptions

Population figures are taken from Table 2-2 of the Skagit County Solid Waste Management Plan, Preliminary Draft, July 2016.

- 2. WASTE STREAM GENERATION:** The following questions ask for total tons recycled and total tons disposed. Total tons disposed are those tons disposed of at a landfill, incinerator, transfer station or any other form of disposal you may be using. If other please identify.

2.1 Tonnage Recycled

- 2.1.1** Please provide the total tonnage **recycled** in the base year, and projections for years three and six.

YR.1: 79,980 YR.3: 81,880 YR.6: 84,730

2.2 Tonnage Disposed

- 2.2.1** Please provide the total tonnage **disposed** in the base year, and projections for years three and six.

YR.1: 97,480 YR.3: 99,800 YR.6: 103,270

2.3 References and Assumptions

All recycling and disposal tonnages are projected, and are from Table 2-9 of the Skagit County Solid Waste Management Plan, Preliminary Draft, July 2016.

- 3. SYSTEM COMPONENT COSTS:** This section asks questions specifically related to the types of programs currently in use and those recommended to be started. For each component (i.e., waste reduction, landfill, composting, etc.) please describe the anticipated costs of the program(s), the assumptions used in estimating the costs and the funding mechanisms to be used to pay for it. The heart of deriving a rate impact is to know what programs will be passed through to the collection rates, as opposed to being paid for through grants, bonds, taxes and the like.

3.1 Waste Reduction Programs

- 3.1.1** Please list the solid waste programs which have been implemented and those programs which are proposed. If these programs are defined in the SWM plan please provide the page number. (Attach additional sheets as necessary.)

IMPLEMENTED

Various existing activities are already being conducted for waste reduction and public education, see Chapters 3 and 9 for details.

PROPOSED

Additional waste reductions activities proposed in the plan include:

- implement a program to educate residents and business about avoiding food waste.
- the availability of volume-based rates will be better publicized.
- options for clothing reuse and recycling will be promoted.
- the County will explore options for a charity to collect reusables at the transfer station.
- the County will distribute videos that provide waste reduction tips.
- a county-wide ban on yard debris disposal will be considered.
- smart shopping will be promoted.
- fix-it workshops will be promoted.
- create a task force to address consistency and accessibility of public education.

3.1.2 What are the costs, capital costs and operating costs for waste reduction programs implemented and proposed?

IMPLEMENTED

YR.1: \$118,400 YR.3: \$130,500 YR.6: \$151,100

PROPOSED

YR.1: \$40,000 YR.3: \$44,000 YR.6: \$51,000+

3.1.3 Please describe the funding mechanism(s) that will pay the cost of the programs in 3.1.2.

Implemented		
Year 1	Year 3	Year 6
Tipping Fees and CPG Funds	Tipping Fees and CPG Funds	Tipping Fees and CPG Funds
Proposed		
Year 1	Year 3	Year 6
Tipping Fees, CPG Funds, and Other Funds as Available	Tipping Fees, CPG Funds, and Other Funds as Available	Tipping Fees, CPG Funds, and Other Funds as Available

3.2 Recycling and Organics Programs

3.2.1 Proposed or implemented recycling and organics programs:

IMPLEMENTED

Existing recycling and organics programs are extensive and are managed by several different parties, see Chapters 4 and 5 for more details.

PROPOSED (see pages 4-14 to 4-15 and 5-9 to 5-10)

- Skagit County's goal for recycling and composting is 65%.
- Skagit County will adopt a minimum service level ordinance requiring all waste collection subscribers to also receive curbside recycling service.
- Skagit County will consider adopting requirements for C&D recycling.
- Skagit County will support product stewardship programs as appropriate.
- Consider increasing curbside recycling frequency to weekly in all areas.
- Disposal bans will be considered for specific materials where alternative handling methods provide improved management of these materials.
- Washington State should enact a bottle bill to divert glass away from curbside recycling programs.
- Mandatory commercial recycling should be examined as a possible program to be implemented county-wide.
- More promotion must be conducted for the mixed organics collection services.
- Contaminated commercial setouts for mixed organics should be rejected by the collection companies.
- Compostable plastics should not be collected with the mixed organics.
- The cities, towns and county will promote the use of compost.

3.2.2 Costs for recycling and organics programs implemented and proposed.

IMPLEMENTED

The costs for existing recycling and organics programs are incurred by a variety of parties. The County's expenses are included in the operating costs for the transfer facilities plus administration expenses (staffing), minus revenues from sales of recyclable materials (see Table 9-1). Other costs are incurred by residential and commercial customers. Residential recycling rates varied from \$2.65 to \$9.00 per month in 2015, depending on the service area (see Table 6-1).

PROPOSED

Proposed changes to the recycling and organics programs will lead to an additional expense for the County for a Recycling Coordinator (see Section 9.6).

Proposed changes to residential and commercial services could lead to additional expenses for those rate-payers, although it is expected that increased costs for recycling will be partially or wholly offset by reduced waste collection costs.

3.2.3 Funding mechanism(s) that will pay the cost of the programs in 3.2.2.

Implemented		
Year 1	Year 3	Year 6
Garbage Rates, Other User Fees, Grants and Tipping Fees	Garbage Rates, Other User Fees, Grants and Tipping Fees	Garbage Rates, Other User Fees, Grants and Tipping Fees
Proposed		
Year 1	Year 3	Year 6
Garbage Rates, Other User Fees, Grants and Tipping Fees	Garbage Rates, Other User Fees, Grants and Tipping Fees	Garbage Rates, Other User Fees, Grants and Tipping Fees

3.3 Solid Waste Collection Programs

3.3.1 Regulated Solid Waste Collection Programs

Fill in the table below for each UTC regulated solid waste collection entity in your jurisdiction.

UTC Regulated Hauler Name Waste Management of Skagit County
G-permit # G-237

	<u>YR. 1</u>	<u>YR. 3</u>	<u>YR. 6</u>
RESIDENTIAL			
- # of Customers	12,140	12,400	12,800
- Tonnage Collected	9,660	9,900	10,200
COMMERCIAL			
- # of Customers	350	360	370
- Tonnage Collected	3,210	3,300	3,400
DROPBOX			
- # of Hauls	2,260	2,310	2,380
- Tonnage Collected	6,180	6,300	6,500

3.3.2 Other (non-regulated) Solid Waste Collection Programs

Fill in the table below for other solid waste collection entities in your jurisdiction.

Hauler Name City of Anacortes

	<u>YR. 1</u>	<u>YR. 3</u>	<u>YR. 6</u>
# of Customers	7,900	8,080	8,350
Tonnage Collected	8,000	8,200	8,400

Hauler Name City of Burlington (Contract with Waste Management)

	<u>YR. 1</u>	<u>YR. 3</u>	<u>YR. 6</u>
# of Customers	3,790	3,870	4,000
Tonnage Collected	11,740	12,000	12,400

Hauler Name City of Mount Vernon

	<u>YR. 1</u>	<u>YR. 3</u>	<u>YR. 6</u>
# of Customers	10,020	10,240	10,580
Tonnage Collected	19,100	19,500	20,200

Hauler Name City of Sedro-Woolley

	<u>YR. 1</u>	<u>YR. 3</u>	<u>YR. 6</u>
# of Customers	4,230	4,320	4,470
Tonnage Collected	5,940	6,100	6,300

3.4 Energy Recovery & Incineration (ER&I) Programs

NA, no such facilities.

3.5 Land Disposal Program

NA, no such facilities.

3.6 Administration Program

3.6.1 What is the budgeted cost for administering the solid waste and recycling programs and what are the major funding sources.

Budgeted Cost

YR.1: \$1,646,350 YR.3: \$1,782,030 YR.6: \$2,092,920

Funding Source

YR.1: tipping fees YR.3: tipping fees YR.6: tipping fees

3.6.2 Which cost components are included in these estimates?

Expenses that are included under administration costs include staffing (including a new position for a Recycling Coordinator), insurance, B&O tax, roads, consultants, health department support, rate reviews in 2017 and 2022, and other support.

3.6.3 Please describe the funding mechanism(s) that will recover the cost of each component.

Tipping fees.

3.7 Other Programs

For each program in effect or planned which does not readily fall into one of the previously described categories please answer the following questions.

NA, no such programs.

3.8 References and Assumptions (attach additional sheets as necessary)

For 3.1.2, the costs for current waste reduction and public education programs in Skagit County are included in several places in the county's budget for solid waste and the Health Department, and part of these costs are borne by cities and the private sector. Much of the County's cost is shown in the line item for education in the county's solid budget (see Table 9-1, p. 9-4, of the plan). These are the figures shown in Section 3.1.2. Both current costs and new costs for recommended activities are escalated at 5% annually.

For 3.2.1, there are numerous activities conducted by a variety of public agencies and private companies. Activities conducted by the County are funded from tipping fees or are self-financing (from market revenues).

For 3.3, the number of customers and tonnages for waste collection systems have been projected using the same rate of increase as the countywide increases in population (1.1% annually, see Table 2-2), beginning with data for the year 2015. In other words, local differences in population growth, waste diversion

programs, annexations and other factors are ignored for the purpose of these projections.

4. **FUNDING MECHANISMS:** This section relates specifically to the funding mechanisms currently in use and the ones which will be implemented to incorporate the recommended programs in the draft plan. Because the way a program is funded directly relates to the costs a resident or commercial customer will have to pay, this section is crucial to the cost assessment process.

4.1 **Funding Mechanisms (Summary by Facility)**

The following tables provide information on funding sources for programs and activities.

Table 4.1.1 Facility Inventory

Facility Name	Type of Facility	Tip Fee per Ton	Transfer Cost	Transfer Station Location	Final Disposal Location	Total Tons Disposed (2014)	Total Revenue Generated (Tip Fee x Tons)
Skagit County Transfer and Recycling Station (TRS)	Transfer Station	\$88.00/89.00	Short haul expense is included in general operating costs	Near intersection of Farm to Market Road and Ovenell Road	Roosevelt Landfill	99,189 (or 97,503 excluding Sauk and Clear Lake sites)	\$8,777,896
Sauk Transfer Station	Drop box	\$89.00	Short haul expense is included in general operating costs	Between Concrete and Rockport	Transferred to Skagit County TRS, then to Roosevelt Landfill	1,550	\$154,216 (includes other revenues such as payments for recyclables)
Clear Lake Site	Drop box	\$6.00 per 32-gallon can	Short haul expense is included in general operating costs	Near intersection of Hwy. 9 and South Skagit Hwy.	Transferred to Skagit County TRS, then to Roosevelt Landfill	136	\$41,025 (includes other revenues such as payments for recyclables)

Table 4.1.2 Tip Fee Components

Tip Fee by Facility	Sur-charge	City Tax	County Tax	Transportation Cost	Operational Cost	Administration Cost	Closure Costs
Skagit County TRS	0	0	0	see op. cost	\$6,382,846	see below	see below
Sauk Transfer Station	0	0	0	see op. cost	\$329,573	see below	see below
Clear Lake Site	0	0	0	see op. cost	\$120,062	see below	see below
All sites together	0	0	0	see op. cost		\$1,153,781	\$1,010,630

Table 4.1.3 Funding Mechanism

Name of Program Funding Mechanism will defray costs	Bond Name	Total Bond Debt	Bond Rate	Bond Due Date	Grant Name	Grant Amount	Tip Fee	Taxes	Other	Surcharge
Skagit County RTS	Build America	\$8,765,000	2.53%	6/1/27	CPG	\$222,295	\$8,777,896		\$112,905	
Sauk Transfer Station							\$154,216			
Clear Lake Site							\$41,025			

Table 4.1.4 Tip Fee Forecast

Tip Fee per Ton by Facility	Year One	Year Two	Year Three	Year Four	Year Five	Year Six
Skagit County RTS	\$88.00/ 89.00	\$88.00/ 89.00	\$88.00/ 89.00	\$88.00/ 89.00	\$88.00/ 89.00	\$88.00/ 89.00
Sauk Transfer Station	\$89.00	\$89.00	\$89.00	\$89.00	\$89.00	\$89.00
Clear Lake Site	\$6.00 per 32- gallon can	\$6.00 per 32-gallon can	\$6.00 per 32-gallon can	\$6.00 per 32-gallon can	\$6.00 per 32- gallon can	\$6.00 per 32- gallon can

4.2 Funding Mechanisms

The following tables provide information on the anticipated source of funds (by percentage) for various activities for the next six years.

Table 4.2.1 Funding Mechanism by Percentage - Year One							
Component	Tip Fee %	Grant %	Bond %	Collection Tax %	Rates and Charges %	Other %	Total
Waste Reduction	50	50					100%
Recycling	4				96		100%
Collection					100		100%
ER&I							NA
Transfer/Export	98		2				100%
Land Disposal	100						100%
Administration	100						100%
Litter Cleanup		100					100%
HHW Facility	25	68			7		100%

Table 4.2.2 Funding Mechanism by Percentage - Year Three							
Component	Tip Fee %	Grant %	Bond %	Collection Tax %	Rates and Charges %	Other %	Total
Waste Reduction	50	50					100%
Recycling	4				96		100%
Collection					100		100%
ER&I							NA
Transfer/Export	98		2				100%
Land Disposal	100						100%
Administration	100						100%
Litter Cleanup		100					100%
HHW Facility	25	68			7		100%

Table 4.2.3 Funding Mechanism by Percentage - Year Six							
Component	Tip Fee %	Grant %	Bond %	Collection Tax %	Rates and Charges %	Other %	Total
Waste Reduction	50	50					100%
Recycling	4				96		100%
Collection					100		100%
ER&I							NA
Transfer/Export	98		2				100%
Land Disposal	100						100%
Administration	100						100%
Litter Cleanup		100					100%
HHW Facility	25	68			7		100%

4.3 References and Assumptions

In Table 4.1.1, the tip fee is \$88.00 for municipal haulers and \$89.00 for private haulers and self-haul customers. These rates shown are current as of mid-2016. All other figures are for 2014.

Data in Table 4.1.2 is based on the 2014 budget (see Table 9.1 of Skagit County Solid Waste Management Plan). Expenses shown for operational costs include transfer station costs, disposal fees, compactor costs and the hazardous waste facility.

For Table 4.1.3, "other" funds include revenues from the sale of recyclables, MRW fees for SQG's, and miscellaneous revenues (see Table 9-1).

For Table 4.1.4, information on future tipping fees is not available at this time. It is anticipated that the County will establish new tipping fees for the next five years through a rate review to be conducted in 2017.

For Tables 4.2.1 through 4.2.3, the programs included under waste reduction are primarily the activities conducted by Skagit County, including general public education expenses. For recycling, activities include curbside programs and publicly-supported programs. For land disposal expenses, there are no public facilities currently operating in the county but a small amount of expenses are still being incurred for closure and monitoring of old landfills. Expenses for future years are assumed to remain the same as in the current year.

4.4 Surplus Funds

Not applicable.

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APPENDIX D

SEPA CHECKLIST

INTRODUCTION

This appendix contains the environmental checklist required by the State Environmental Policy Act (SEPA). The purpose of the checklist is to provide information on the environmental impacts of the activities proposed by this Solid Waste Management Plan (SWMP). Much of this checklist addresses only the general concerns related to the County's solid waste system, but specific actions proposed by this SWMP are addressed as appropriate. One or more of the activities discussed in the SWMP may require separate SEPA processes when implementation plans are more fully developed.

ENVIRONMENTAL CHECKLIST

A. BACKGROUND

1. Name of proposed project, if applicable:

Skagit County Solid Waste Management Plan (SWMP).

2. Name of applicant:

Skagit County.

3. Address and phone number of applicant and contact person:

**Margo Gillaspy
Manager, Solid Waste Division
Skagit County Public Works Department
1800 Continental Place
Mount Vernon, WA 98273
Phone: 360-416-1400**

**Rick Hlavka
Consultant
Green Solutions
PO Box 680, South Prairie, WA 98385
Phone: 360-897-9533**

4. Date checklist prepared:

July 6, 2016.

5. Agency requesting checklist:

Skagit County Public Works Department.

6. Proposed timing or schedule (including phasing, if applicable):

This checklist is for a non-project proposal intended to update Skagit County's long-range plan for solid waste management and disposal. The proposed Solid Waste Management Plan is undergoing public review and comment. A final copy of the Solid Waste Management Plan is expected to be approved by Ecology in 2017.

7. Do you have any plans for future additions, expansion, or further activity related to or connected with this proposal? If yes, explain.

Ecology's guidelines require solid waste management plans to be reviewed and, if necessary, updated periodically.

8. List any environmental information you know about that has been prepared, or will be prepared, directly related to this proposal.

Does not apply.

9. Do you know whether applications are pending for governmental approvals of other proposals directly affecting the property covered by your proposal? If yes, explain.

No, this SEPA Checklist is intended to address only the programs and activities specifically recommended in the SWMP, and it is assumed that any new private or public facilities will need to undergo their own SEPA review as appropriate.

10. List any government approvals or permits that will be needed for your proposal, if known.

State Law (RCW 70.95.094) and guidelines issued by the Department of Ecology (Guidelines for Development of Local Comprehensive Solid Waste Management Plans and Plan Revisions) require the eight cities to adopt the plan (or they must develop their own plans), require a public review period for a minimum of 30 days, require that the plan and a Cost Assessment Questionnaire be reviewed and approved by the Washington Utilities and Transportation Commission, and require Ecology to examine and approve the preliminary draft and final plan. The Board of County Commissioners and all eight cities must also adopt the final draft of the plan. After adoption by the County and cities, Ecology must approve of the plan before it becomes effective.

11. Give brief, complete description of your proposal, including the proposed uses and the size of the project and site. There are several questions later in this checklist that ask you to describe certain aspects of your proposal. You do not need to repeat those answers on this page. (Lead agencies may modify this form to include additional specific information on project description.)

Skagit County is required by State law to maintain a "coordinated, comprehensive solid waste management plan" in a "current and applicable condition." The existing plan, developed in 2005 and amended in 2007, is out of date in several areas. In addition to updating the discussion of current facilities and programs, the proposed solid waste management plan contains a number of recommendations. Most of these recommendations represent refinements to existing policies and programs, based on the goal of decreasing reliance on landfills (by increasing waste reduction, recycling and composting) and reducing environmental impacts caused by existing activities. The recommendations proposed in the solid waste management plan can be found in the Executive Summary of the SWMP (see also Chapter 10 of the SWMP for more details).

12. Location of the proposal. Give sufficient information for a person to understand the precise location of your proposed project, including a street address, if any, and section, township, and range, if known. If a proposal would occur over a range of area, provide the range or boundaries of the site(s). Provide a legal description, site plan, vicinity map, and topographic map, if reasonably available. While you should submit any plans required by the agency, you are not required to duplicate maps or detailed plans submitted with any permit applications related to this checklist.

The Solid Waste Management Plan addresses activities and programs that occur throughout Skagit County. A few facilities or activities outside of the county are also involved (such as the current use of a landfill in Klickitat County for Skagit County's waste).

B. ENVIRONMENTAL ELEMENTS

1. Earth

- a. General description of the site (circle one): Flat, rolling, hilly, steep slopes, mountainous, other _____

The facilities and programs addressed by the SWMP's recommendations are the occupied areas in the County, which are generally flat or rolling.

- b. What is the steepest slope on the site (approximate percent slope)?

Does not apply, there is no specific site being addressed by this plan.

- c. What general types of soils are found on the site (for example, clay, sand, gravel, peat, muck)? If you know the classification of agricultural soils, specify them and note any agricultural land of long-term commercial significance and whether the proposal results in removing any of these soils.

Does not apply, there is no specific site being addressed by this plan.

- d. Are there surface indications or history of unstable soils in the immediate vicinity? If so, describe.

Does not apply, there is no specific site being addressed by this plan.

- e. Describe the purpose, type, total area, and approximate quantities and total affected area of any filling, excavation, and grading proposed. Indicate source of fill.

Does not apply, there is no specific site being addressed by this plan.

- f. Could erosion occur as a result of clearing, construction, or use? If so, generally describe.

Does not apply, there is no specific site being addressed by this plan.

- g. About what percent of the site will be covered with impervious surfaces after project construction (for example, asphalt or buildings)?

Does not apply, there is no specific site being addressed by this plan.

- h. Proposed measures to reduce or control erosion, or other impacts to the earth, if any:

Does not apply, there is no specific site being addressed by this plan.

2. Air

- a. What types of emissions to the air would result from the proposal during construction, operation, and maintenance when the project is completed? If any, generally describe and give approximate quantities if known.

No significant amounts of emissions are anticipated as a result of the recommendations made by the SWMP.

- b. Are there any off-site sources of emissions or odor that may affect your proposal? If so, generally describe.

Does not apply, there is no specific site being addressed by this plan.

- c. Proposed measures to reduce or control emissions or other impacts to air, if any:

Does not apply, there is no specific site being addressed by this plan.

3. Water

a. Surface Water:

- 1) Is there any surface water body on or in the immediate vicinity of the site (including year-round and seasonal streams, saltwater, lakes, ponds, wetlands)? If yes, describe type and provide names. If appropriate, state what stream or river it flows into.

Does not apply, there is no specific site being addressed by this plan.

- 2) Will the project require any work over, in, or adjacent to (within 200 feet) the described waters? If yes, please describe and attach available plans.

Does not apply, there is no specific site being addressed by this plan.

- 3) Estimate the amount of fill and dredge material that would be placed in or removed from surface water or wetlands and indicate the area of the site that would be affected. Indicate the source of fill material.

Does not apply, there is no specific site being addressed by this plan.

- 4) Will the proposal require surface water withdrawals or diversions? Give general description, purpose, and approximate quantities if known.

Does not apply, there is no specific site being addressed by this plan.

- 5) Does the proposal lie within a 100-year floodplain? If so, note location on the site plan.

Does not apply, there is no specific site being addressed by this plan.

- 6) Does the proposal involve any discharges of waste materials to surface waters? If so, describe the type of waste and anticipated volume of discharge.

Does not apply, there is no specific site being addressed by this plan.

b. Ground Water:

- 1) Will groundwater be withdrawn from a well for drinking water or other purposes? If so, give a general description of the well, proposed uses and approximate quantities withdrawn from the well. Will water be discharged to groundwater? Give general description, purpose, and approximate quantities if known.

Does not apply, there is no specific site being addressed by this plan.

- 2) Describe waste material that will be discharged into the ground from septic tanks or other sources, if any (for example: Domestic sewage; industrial, containing the following chemicals; agricultural; etc.). Describe the general size of the system, the number of such systems, the number of houses to be served (if applicable), or the number of animals or humans the system(s) are expected to serve.

Does not apply, there is no specific site being addressed by this plan.

c. Water runoff (including stormwater):

- 1) Describe the source of runoff (including storm water) and method of collection and disposal, if any (include quantities, if known). Where will this water flow? Will this water flow into other waters? If so, describe.

Does not apply, there is no specific site being addressed by this plan.

- 2) Could waste materials enter ground or surface waters? If so, generally describe.

Does not apply, there is no specific site being addressed by this plan.

- 3) Does the proposal alter or otherwise affect drainage patterns in the vicinity of the site? If so, describe.

Does not apply, there is no specific site being addressed by this plan.

- d. Proposed measures to reduce or control surface, ground, and runoff water, and drainage pattern impacts, if any:

Does not apply, there is no specific site being addressed by this plan.

4. Plants

- a. Check the types of vegetation found on the site:

- ☐ deciduous tree: alder, maple, aspen, other
☐ evergreen tree: fir, cedar, pine, other
☐ shrubs
☐ grass
☐ pasture
☐ crop or grain
☐ orchards, vineyards or other permanent crops.
☐ wet soil plants: cattail, buttercup, bullrush, skunk cabbage, other
☐ water plants: water lily, eelgrass, milfoil, other
☐ other types of vegetation

All of these types of vegetation can be found in Skagit County.

- b. What kind and amount of vegetation will be removed or altered?

Does not apply, there is no specific site being addressed by this plan.

- c. List threatened and endangered species known to be on or near the site.

Does not apply, there is no specific site being addressed by this plan.

- d. Proposed landscaping, use of native plants, or other measures to preserve or enhance vegetation on the site, if any:

Does not apply, there is no specific site being addressed by this plan.

- e. List all noxious weeds and invasive species known to be on or near the site.

Does not apply, there is no specific site being addressed by this plan.

5. Animals

- a. List any birds and other animals which have been observed on or near the site or are known to be on or near the site. Examples include:

birds: hawk, heron, eagle, songbirds, other:

mammals: deer, bear, elk, beaver, other:

fish: bass, salmon, trout, herring, shellfish, other _____

All of these types of animals can be found in Skagit County.

- b. List any threatened and endangered species known to be on or near the site.

Does not apply, there is no specific site being addressed by this plan.

- c. Is the site part of a migration route? If so, explain.

Does not apply, there is no specific site being addressed by this plan.

- d. Proposed measures to preserve or enhance wildlife, if any:

Does not apply, there is no specific site being addressed by this plan.

- e. List any invasive animal species known to be on or near the site.

Does not apply, there is no specific site being addressed by this plan.

6. Energy and natural resources

- a. What kinds of energy (electric, natural gas, oil, wood stove, solar) will be used to meet the completed project's energy needs? Describe whether it will be used for heating, manufacturing, etc.

Several of the activities recommended in the SWMP will require small additional amounts of electrical power to support normal, everyday activities.

- b. Would your project affect the potential use of solar energy by adjacent properties? If so, generally describe.

Does not apply, there is no specific site being addressed by this plan.

- c. What kinds of energy conservation features are included in the plans of this proposal? List other proposed measures to reduce or control energy impacts, if any:

Does not apply, there is no specific site being addressed by this plan.

7. Environmental health

- a. Are there any environmental health hazards, including exposure to toxic chemicals, risk of fire and explosion, spill, or hazardous waste, that could occur as a result of this proposal? If so, describe.

No, although the SWMP recommends expanded technical assistance to business generators of hazardous wastes and increased publicity for the household

hazardous waste collection facility, which should help prevent these types of problem in the future, see Sections 8.5 and 8.7 for more details.

- 1) Describe any known or possible contamination at the site from present or past uses.

Does not apply, there is no specific site being addressed by this plan.

- 2) Describe existing hazardous chemicals/conditions that might affect project development and design. This includes underground hazardous liquid and gas transmission pipelines located within the project area and in the vicinity.

Does not apply, there is no specific site being addressed by this plan.

- 3) Describe any toxic or hazardous chemicals that might be stored, used, or produced during the project's development or construction, or at any time during the operating life of the project.

Does not apply, there is no specific site being addressed by this plan.

- 4) Describe special emergency services that might be required.

Does not apply, there is no specific site being addressed by this plan.

- 5) Proposed measures to reduce or control environmental health hazards, if any:

Does not apply, there is no specific site being addressed by this plan.

b. Noise

- 1) What types of noise exist in the area which may affect your project (for example: traffic, equipment, operation, other)?

Does not apply, there is no specific site being addressed by this plan.

- 2) What types and levels of noise would be created by or associated with the project on a short-term or a long-term basis (for example: traffic, construction, operation, other)? Indicate what hours noise would come from the site.

Does not apply, there is no specific site being addressed by this plan.

- 3) Proposed measures to reduce or control noise impacts, if any:

Does not apply, there is no specific site being addressed by this plan.

8. Land and shoreline use

- a. What is the current use of the site and adjacent properties? Will the proposal affect current land uses on nearby or adjacent properties? If so, describe.

Does not apply, there is no specific site being addressed by this plan.

- b. Has the project site been used as working farmlands or working forest lands? If so, describe. How much agricultural or forest land of long-term commercial significance will be converted to other uses as a result of the proposal, if any? If resource lands have not

been designated, how many acres in farmland or forest land tax status will be converted to nonfarm or nonforest use?

Does not apply, there is no specific site being addressed by this plan.

- 1) Will the proposal affect or be affected by surrounding working farm or forest land normal business operations, such as oversize equipment access, the application of pesticides, tilling, and harvesting? If so, how:

Does not apply, there is no specific site being addressed by this plan.

- c. Describe any structures on the site.

Does not apply, there is no specific site being addressed by this plan.

- d. Will any structures be demolished? If so, what?

Does not apply, there is no specific site being addressed by this plan.

- e. What is the current zoning classification of the site?

Does not apply, there is no specific site being addressed by this plan.

- f. What is the current comprehensive plan designation of the site?

Does not apply, there is no specific site being addressed by this plan.

- g. If applicable, what is the current shoreline master program designation of the site?

Does not apply, there is no specific site being addressed by this plan.

- h. Has any part of the site been classified as a critical area by the city or county? If so, specify.

Does not apply, there is no specific site being addressed by this plan.

- i. Approximately how many people would reside or work in the completed project?

Does not apply, there is no specific site being addressed by this plan.

- j. Approximately how many people would the completed project displace?

Does not apply, there is no specific site being addressed by this plan.

- k. Proposed measures to avoid or reduce displacement impacts, if any:

Does not apply, there is no specific site being addressed by this plan.

- l. Proposed measures to ensure the proposal is compatible with existing and projected land uses and plans, if any:

Does not apply, there is no specific site being addressed by this plan.

- m. Proposed measures to ensure the proposal is compatible with nearby agricultural and forest lands of long-term commercial significance, if any:

Does not apply, there is no specific site being addressed by this plan.

9. Housing

- a. Approximately how many units would be provided, if any? Indicate whether high, middle, or low-income housing.

Does not apply.

- b. Approximately how many units, if any, would be eliminated? Indicate whether high, middle, or low-income housing.

Does not apply.

- c. Proposed measures to reduce or control housing impacts, if any:

Does not apply.

10. Aesthetics

- a. What is the tallest height of any proposed structure(s), not including antennas; what is the principal exterior building material(s) proposed?

Does not apply.

- b. What views in the immediate vicinity would be altered or obstructed?

Does not apply.

- c. Proposed measures to reduce or control aesthetic impacts, if any:

Does not apply.

11. Light and glare

- a. What type of light or glare will the proposal produce? What time of day would it mainly occur?

Does not apply, there is no specific site being addressed by this plan.

- b. Could light or glare from the finished project be a safety hazard or interfere with views?

Does not apply, there is no specific site being addressed by this plan.

- c. What existing off-site sources of light or glare may affect your proposal?

Does not apply, there is no specific site being addressed by this plan.

- d. Proposed measures to reduce or control light and glare impacts, if any:

Does not apply, there is no specific site being addressed by this plan.

12. Recreation

- a. What designated and informal recreational opportunities are in the immediate vicinity?

Does not apply, there is no specific site being addressed by this plan.

- b. Would the proposed project displace any existing recreational uses? If so, describe.

Does not apply, there is no specific site being addressed by this plan.

- c. Proposed measures to reduce or control impacts on recreation, including recreation opportunities to be provided by the project or applicant, if any:

Does not apply, there is no specific site being addressed by this plan.

13. Historic and cultural preservation

- a. Are there any buildings, structures, or sites, located on or near the site that are over 45 years old listed in or eligible for listing in national, state, or local preservation registers located on or near the site? If so, specifically describe.

Does not apply, there is no specific site being addressed by this plan.

- b. Are there any landmarks, features, or other evidence of Indian or historic use or occupation? This may include human burials or old cemeteries. Are there any material evidence, artifacts, or areas of cultural importance on or near the site? Please list any professional studies conducted at the site to identify such resources.

Does not apply, there is no specific site being addressed by this plan.

- c. Describe the methods used to assess the potential impacts to cultural and historic resources on or near the project site. Examples include consultation with tribes and the department of archeology and historic preservation, archaeological surveys, historic maps, GIS data, etc.

Does not apply, there is no specific site being addressed by this plan.

- d. Proposed measures to avoid, minimize, or compensate for loss, changes to, and disturbance to resources. Please include plans for the above and any permits that may be required.

Does not apply, there is no specific site being addressed by this plan.

14. Transportation

- a. Identify public streets and highways serving the site or affected geographic area and describe proposed access to the existing street system. Show on site plans, if any.

Does not apply, there is no specific site being addressed by this plan.

- b. Is the site or affected geographic area currently served by public transit? If so, generally describe. If not, what is the approximate distance to the nearest transit stop?

Does not apply, there is no specific site being addressed by this plan.

- c. How many additional parking spaces would the completed project or non-project proposal have? How many would the project or proposal eliminate?

Does not apply, there is no specific site being addressed by this plan.

- d. Will the proposal require any new or improvements to existing roads, streets, pedestrian, bicycle or state transportation facilities, not including driveways? If so, generally describe (indicate whether public or private).

Does not apply, there is no specific site being addressed by this plan.

- e. Will the project or proposal use (or occur in the immediate vicinity of) water, rail, or air transportation? If so, generally describe.

Does not apply, there is no specific site being addressed by this plan.

- f. How many vehicular trips per day would be generated by the completed project or proposal? If known, indicate when peak volumes would occur and what percentage of the volume would be trucks (such as commercial and nonpassenger vehicles). What data or transportation models were used to make these estimates?

Does not apply, there is no specific site being addressed by this plan.

- g. Will the proposal interfere with, affect or be affected by the movement of agricultural and forest products on roads or streets in the area? If so, generally describe.

Does not apply, there is no specific site being addressed by this plan.

- h. Proposed measures to reduce or control transportation impacts, if any:

Does not apply, there is no specific site being addressed by this plan.

15. Public services

- a. Would the project result in an increased need for public services (for example: fire protection, police protection, public transit, health care, schools, other)? If so, generally describe.

Does not apply.

- b. Proposed measures to reduce or control direct impacts on public services, if any.

Does not apply, there is no specific site being addressed by this plan.

16. Utilities

- a. Circle utilities currently available at the site: electricity, natural gas, water, refuse service, telephone, sanitary sewer, septic system, other _____

Does not apply, there is no specific site being addressed by this plan.

- b. Describe the utilities that are proposed for the project, the utility providing the service, and the general construction activities on the site or in the immediate vicinity which might be needed.

Does not apply, there is no specific site being addressed by this plan.

C. SIGNATURE

The above answers are true and complete to the best of my knowledge. I understand that the lead agency is relying on them to make its decision.

Signature: _____

Name of Signee _____

Position and Agency/Organization _____

Date Submitted: _____

D. SUPPLEMENTAL SHEET FOR NONPROJECT ACTIONS

1. How would the proposal be likely to increase discharge to water, emissions to air, production, storage, or release of toxic or hazardous substances; or production of noise?

By providing for secure disposal of solid wastes and increased recycling activities, the SWMP is expected to decrease impacts and discharges to water and air, and to provide for more secure handling of toxic or hazardous substances that may be part of the solid waste stream. No substantial increases or decreases in noise levels are expected as a result of the SWMP's recommendations.

Proposed measures to avoid or reduce such increases are:

Does not apply.

2. How would the proposal be likely to affect plants, animals, fish, or marine life?

No significant impacts to plant, animal, fish, or marine life are expected.

Proposed measures to protect or conserve plants, animals, fish, or marine life are:

Does not apply.

3. How would the proposal be likely to deplete energy or natural resources?

A small amount of energy and materials will be needed to implement the recommendations in the SWMP, but this is expected to be more than offset by the energy and resources conserved as the result of increased waste prevention, recycling and composting recommended by the plan.

Proposed measures to protect or conserve energy and natural resources are:

Does not apply.

4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection; such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?

No substantial impacts, either positive or negative, to environmentally sensitive or other protected areas are expected to result from the recommendations in the SWMP.

Proposed measures to protect such resources or to avoid or reduce impacts are:

Does not apply.

5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?

No substantial impacts, either positive or negative, to land and shoreline use are expected to result from the recommendations in the SWMP.

Proposed measures to avoid or reduce shoreline and land use impacts are:

Does not apply.

6. How would the proposal be likely to increase demands on transportation or public services and utilities?

Minor changes are proposed for public services and to several aspects of the waste collection system.

Proposed measures to reduce or respond to such demand(s) are:

None.

7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment.

The SWMP was prepared in response to a State requirement for the proper management of solid waste, and it is intended to comply with all applicable local, state and federal laws and requirements regarding protection of the environment.



Planning & Development Services

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Memorandum

SEPA Threshold Determination of Non-Significance (DNS): Skagit County Solid Waste Management Plan

To: Margo Gillaspy, LHg / Solid Waste Division Manager (Skagit County Public Works)
From: Stacie Pratschner, AICP / Senior Planner and Team Supervisor (Skagit County PDS)
Re: Public and agency comment concerning the SEPA DNS for updates to the Skagit County Solid Waste Management Plan
Date: May 17, 2016

Skagit County Planning & Development Service issued a SEPA Threshold Determination of Non-Significance (DNS) on August 25, 2016 for the non-project proposal from the Skagit County Public Works Department to update the long-range plan for solid waste management and disposal in Skagit County.¹ The DNS was published in the Skagit Valley Herald with the two week comment period concluding on September 8, 2016. No public or SEPA agency comments were received during the comment period, and the threshold determination was not appealed.

I hope this information meets your needs. Please don't hesitate to contact me at Staciep@co.skagit.wa.us or Extension 1336 if I can provide additional information.

Thank you,

Stacie Pratschner, AICP
Senior Planner / Team Supervisor

¹ <http://sp2010/Planning/Legislative/Projects/Solid%20Waste%20Mgt%20Plan%20-%20PW/SWMP%20Threshold%20Determination.docx>

APPENDIX E

RESOLUTIONS OF ADOPTION

NOTICE:

After the Final Draft of this SWMP has been adopted by the participating jurisdictions (Skagit County and the eight cities and towns), this appendix will document the adoption process by showing the adoption resolutions from the municipalities.



City Council Contract Agenda Bill

Meeting Date: 4/16/2018 **Agenda Item:** 5d

Subject: Contract Modification – WWTP Radio Telemetry System – Phase B

Staff Contact: Fred Buckenmeyer

Approved for Submittal to Council by:
Darcy Swetnam, City Attorney

Action Type: Contract Modification

Summary Statement: City staff seeks Council consent to issue a contract modification to Quality Controls Corporation in the amount of \$842.33, increasing the total contract price to \$170,751.45. The increase provides an equitable price adjustment in consideration of changes in Work in which the consultant is to provide and prepare components for a conventional pump control panel for Pump Station 11 instead of the City providing an EOne controller as originally listed in the SOW.

Background:

1. **Reason for Contract Change:** During the implementation of the second phase to replace an aging off-site telemetry radios at WWTP, it was determined the EOne controller referenced in the original SOW is no longer being utilized at Pump Station 11 so a conventional pump control panel will instead be used. The Consultant will provide motor starter components and powder coat enclosure RAL 6001 Green.
2. **History:** The second phase of the WWTP Radio Telemetry System project is to replace an aging off-site telemetry radios at WWTP. This project upgrades the system as well as puts the equipment in place for future fiber hookup
3. **Key Terms:** increase of \$842.33 and an additional 182 days added to the term of the agreement.
4. **Competitive Bidding:** Quality Controls Corporation was designated sole source as the City's instrumentation and controls system contractor.

Previous Council/Committee Action: Quality Controls Corporation was designated sole source as the City's instrumentation and controls system contractor via [Resolution 1876](#) on 11/4/13. City Council awarded QCC the contract to implement [Phase A](#) of this project on 10/5/15, [Phase B](#) on 8/21/17, and [Phase C](#) on 3/19/18.

Competing Viewpoints Considered: N/A

Recommended Motion: I move that City Council authorize the Mayor to sign a contract modification Quality Controls Corporation, under Contract 14-009-IDS-004, in the amount of \$842.33, increasing the total contract price to \$170,751.45.

Alternative Actions: N/A

Attachments: Contract 14-009-IDS-004 Modification 01

Consultant	Quality Controls Corporation
Original Agreement Amount	\$169,909.12
Current Agreement Amount	\$169,909.12
Change Per this Modification	\$842.33
Total After Modification	\$170,751.45
All Mods % of Total Contract Amount	0.49%
Earmarked Funds	\$260,000 in 2017, \$309,000 in 2018
BARS #	440.000.594.35.64
Paid on Contract as of 4/10/18	\$140,943.08
Total left to be charged to 2018 budget w/current modification	\$29,808.37
Budget Amendment Required?	No
Start Date	Inception
End Date	9/30/18



**Contract Number 14-009-IDS-004
MODIFICATION 01**

Date April 17, 2018

Page 1 of 1 Pages

Contract No.	14-009-IDS-004
Project Title	Replace Existing WWTP Serial Radio Telemetry System Phase B
Prime Contractor	Quality Controls Corporation

BACKGROUND

This modification is issued in accordance with Article 19, Changes/Additional Work. The Contract price will increase from \$169,909.12 by \$842.33 to \$170,751.45 to provide an equitable price adjustment in consideration of changes in Work as described below under Article 1. This modification also extends the Agreement through September 30, 2018.

Accordingly, the following changes are incorporated under this contract:

Article 1. Scope of Work, insert the following second paragraph:

"The work as described above is hereby amended per Modification 01. Because the EOne controller referenced in the original SOW is no longer being utilized at Pump Station 11, a conventional pump control panel will instead be used. The Consultant will provide motor starter components and powder coat enclosure RAL 6001 Green."

Article 2. Price, is revise to read:

"The work performed under this Agreement shall be performed on a fixed price basis for a total price of **One Hundred Seventy-One Thousand Seven Hundred Fifty-One Dollars and Forty-Five Cents (\$170,751.45)**. Payment terms are set forth under Article 4 Payment Terms."

Article 3. Period Performance, is revised to read:

"Work shall begin upon inception and complete by September 30, 2018. Inception is defined as the date the contract is fully-executed."

All other terms of the contract remain unchanged.

CITY OF ANACORTES

QUALITY CONTROLS CORPORATION

By _____
Laurie Gere, Mayor

By _____
Signature

Date _____

Printed Name _____

Title _____

Date _____

Original Agreement Amount	\$169,909.12	Original Contract Completion Date	4/1/2018
Current Agreement Amount	\$169,909.12	Current Contract Completion Date	4/1/2018
Change Per this Modification	\$842.33	Net Change	182 Days
Total After Modification	\$170,751.45	Contract Completion Date After Change	9/30/2018



City Council Contract Agenda Bill

Meeting Date: 4/16/2018 **Agenda Item:** 5e

Subject: Contract Modification – WTP Chlorine Conversion Project

Staff Contact: Fred Buckenmeyer

Approved for Submittal to Council by:
Darcy Swetnam, City Attorney

Action Type: Contract Modification

Summary Statement: City staff seeks Council consent to issue a contract modification to HDR Engineering, Inc. in the amount of \$44,444.00, increasing the total contract price to \$79,979.33, to increase the scope of work from Preliminary Engineering to 50% Design Development for Phase 2 of the WTP Chlorine Conversion Project.

Background:

1. **Reason for Contract Change:** Phase 2 is to develop the design of the sodium hypochlorite system to approximately the 50% level with an emphasis on the process mechanical design. Work includes:
 - Developing the design for the sodium hypochlorite storage and feed system to approximately the 50% level.
 - Refining the plan for installation of the new chlorination equipment and phase-out of the gas chlorine system.
 - Determining the regulatory requirements for obtaining disinfection CT credit in the transmission mains as a means of lowering the chlorine dose at the WTP while still meeting disinfection CT compliance requirements.
2. **History:** This is the second of three phases for design and engineering for this project. Phase 1 included establishing design criteria for a sodium hypochlorite storage and feed system; developing a preliminary plan for installing new chlorination equipment and phasing out the existing gas chlorine system; preparing a project report for submittal to the WA DOH on specifics of the project; and evaluating options for reducing the chlorine dose in treated water applied at the WTP while still meeting disinfection CT (chlorine concentration multiplied by contact time with water) compliance requirements. Staff will return to council for consent on the third phase of design as this task nears completion. The goal is to have design work completed and the project ready for bid summer of 2018.
3. **Key Terms:** increase of \$44,444.00, no addition to the term of agreement
4. **Competitive Bidding:** Per RCW 39.80 this engineering consultant was selected from the City's MRSC Architectural, Landscape Architectural, and Engineering Service Roster to provide a proposal for this scope of work, after which a price was negotiated.

Previous Council/Committee Action: City Council received an overall project update on the project awarded the [original contract](#) on 3/5/18.

Competing Viewpoints Considered: N/A

Recommended Motion: I move that City Council authorize the Mayor to sign a contract modification with HDR Engineering, Inc., under Contract 18-036-WTR-001, in the amount of \$44,444.00, increasing the total contract price to \$79,979.33.

Alternative Actions: N/A

Attachments: Contract 18-036-WTR-001 Modification 01

Consultant	HDR Engineering, Inc.
Original Agreement Amount	\$35,535.33
Current Agreement Amount	\$35,535.33
Change Per this Modification	\$44,444.00
Total After Modification	\$79,979.33
Earmarked Funds	None
BARS #	401.000.594.34.63
Paid on Contract as of 4/10/18	\$0
Budget Amendment Required?	No
Start Date	Inception
End Date	12/31/18



**Contract Number 18-036-WTR-001
MODIFICATION 01**

Date April 17, 2018

Page 1 of 1 Pages

Contract No. 18-036-WTR-001
Project Title WTP Chlorine Conversion Project
Prime Contractor HDR Engineering, Inc.

BACKGROUND

This modification increases the scope of work from Preliminary Engineering to 50% Design Development for Phase 2 of the WTP Chlorine Conversion Project. The contract price will increase from \$35,535.33 by \$44,444.00 to \$79,979.33.

Accordingly, the following changes are incorporated under this contract:

Article 1. Scope of Work

Insert the following second paragraph under Article 1:

"In addition to the services described above, the Consultant shall perform the services described in attached Exhibit B; an Exhibit under Modification 01 which is hereby incorporated by reference and made a part hereof."

Article 2. Price

Delete in its entirety and insert the following:

"The work performed under this Agreement shall be performed on a time-and-materials (T&M) basis. The not-to-exceed price for this Contract is **Seventy-Nine Thousand Nine Hundred Seventy-Nine Dollars and Thirty-Three Cents (\$79,979.33)**. This price of \$79,979.33 reflects an increase of \$44,444.00 from the original contract price of \$35,535.33 which is based upon the pricing information provided under attached Exhibit B which is hereby incorporated by reference.

All other terms of the contract remain unchanged.

CITY OF ANACORTES

HDR ENGINEERING, INC.

By Laurie Gere, Mayor

By Signature

Date

Printed Name

Title

Date

Original Agreement Amount	\$35,535.33	Original Contract Completion Date	12/31/18
Current Agreement Amount	\$35,535.33	Current Contract Completion Date	12/31/18
Change Per this Modification	\$44,444.00	Net Change	0 Days
Total After Modification	\$79,979.33	Contract Completion Date After Change	12/31/18

COA CONTRACT 18-036-WTR-001
EXHIBIT B

City of Anacortes – WTP Chlorine Conversion Project
Scope of Services

WTP Chlorine Conversion Project - 50% Design Development

Background

The City intends to replace the existing gas chlorine system at the water treatment plant (WTP) with a bulk sodium hypochlorite solution system to eliminate the potential health and safety risks associated with unintended releases of gas chlorine.

In Task 1, a planning-level cost comparison of viable chlorination system options for the WTP was prepared. This planning-level analysis evaluated the 20-year life-cycle costs (the net present value of the initial capital costs and annual recurring costs over 20 years) for two chlorination options: 1) bulk sodium hypochlorite and 2) on-site hypochlorite generation. The analysis indicated that the life-cycle costs for the two options are similar, but the initial capital cost for the bulk hypochlorite option is lower. The City elected to proceed with design development for the bulk hypochlorite option.

Preliminary engineering for replacing the gas chlorine system with a sodium hypochlorite system was completed in Task 120. A Project Report and Basis of Design was prepared and submitted to the Washington State Department of Health (DOH) for review.

The purpose of Task 130 is to develop the design of the sodium hypochlorite system to approximately the 50% level with an emphasis on the process mechanical design. Task 110 provides for HDR's project management and administration associated with Task 130.

Objectives

1. Develop the design for the sodium hypochlorite storage and feed system to approximately the 50% level.
2. Refine the plan for installation of the new chlorination equipment and phase-out of the gas chlorine system.
3. Determine the regulatory requirements for obtaining disinfection CT credit in the transmission mains as a means of lowering the chlorine dose at the WTP while still meeting disinfection CT compliance requirements.

HDR Services

- Develop the design for the sodium hypochlorite storage and feed system to include design drawings for:
 - Process mechanical including chemical storage tanks, metering and transfer pumps, injection points, and associated piping and valves. (Assume up to 5 drawings.)
 - The structural configuration of the secondary containment area. (Assume 1 drawing.)

- Plumbing mechanical. (Assume 2 drawings)
- Electrical one-line diagram. (Assume 1 drawing.)
- Instrumentation and control. (Assume 4 drawings.)
- Demolition. (Assume 1 drawing.)
- Cover sheet and legends. (Assume 6 drawings.)
- Prepare a preliminary list of all specification sections that will be needed for the bidding and construction documents.
- Prepare specifications for the hypochlorite storage tanks, transfer pump, and metering pumps.
- Refine the plan for installation sequencing of the new chlorination equipment and phase-out of the gas chlorine system. This plan will be included in a Division 1 specification in the contract documents
- Prepare for and conduct a 50% design review workshop meeting with the City.
- Work with DOH and the City to establish acceptable methods for using a portion of the transmission mains from the WTP for additional CT credits for meeting disinfection CT compliance requirements. The segments of the transmission mains that can be used for CT credit will be based on the information included in the "Drinking Water Supply CT Compliance Plan" (HDR, April 2014). Document the acceptable CT credit methods in a letter report.

City Responsibilities

- Provide information to HDR on existing facilities and operations that impact the design of the new hypochlorite system, as requested.
- Review and comment on the 50% design.
- Provide input for establishing acceptable methods for using a portion of the transmission mains from the WTP for additional CT credits.

Assumptions

- Design development will be based on the assumptions and basis of design requirements described in the Project Report and Basis of Design document.
- The process mechanical and structural designs will be developed using 3D design software (BIM).
- The City's comments on the 50% design package will be addressed and incorporated into the 100% (bid-ready) design drawings and specifications.
- Completion of design development, preparation of the bid-ready documents, and bidding phase services will be performed under a separate, second contract amendment.

Deliverables

- Drawings reflecting the 50% design level. (PDF format)
- Draft list of specifications. (PDF format)
- Specifications for the hypochlorite storage tanks, transfer pump, and metering pumps. (PDF format)
- Draft installation sequence plan. (MS Word format)
- Letter report describing compliance methods for obtaining CT credit in the transmission mains. (MS Word format)

Fee Estimate

The fee estimate for the scope of services described above is shown in the table below.

Task	Labor	Expenses	Total
110 – Project Management and QA/QC	\$3038	\$602	\$3640
120 – Preliminary Engineering	-	-	-
130 – 50% Design	\$39,584	\$1220	\$40,804
140 – Final Design	-	-	-
150 – Services During Bidding	-	-	-
Total Estimated Fee			\$44,444

Schedule

The preliminary schedule for project milestones is as follows:

- Project Report.....Submitted March 14, 2018
- 50% Design Submittal.....April 20, 2018
- 90% Drawings and Specifications and OPCC.....May 18, 2018
- 100% Bid-Ready Documents.....June 1, 2018
- Bids Opened.....July 3, 2018



City Council Contract Agenda Bill

Meeting Date: 4/16/2018

Agenda Item: 5f

Subject: Interlocal Cooperative Agreement for Construction of Fiber Optic Infrastructure between Port of Skagit and City of Anacortes

Staff Contact: Fred Buckenmeyer, Darcy Swetnam

Approved for Submittal to Council by:
Darcy Swetnam, City Attorney

Action Type: Contract Award

Summary Statement: The enclosed is an Interlocal Cooperative Agreement between the Port of Skagit and the City of Anacortes to disburse \$205,000 of 2017 .09 grant funds awarded to the City for construction of a municipal fiber broadband system, with provision for possible intertie between the City and County broadband systems.

Background:

1. **History:** In 2017 the City was awarded \$500,000 in .09 grant funds from Skagit County. The City has not yet received any of those funds. The County authorized the Port of Skagit to administer \$205,000 of the funds awarded to the City. City staff have negotiated the attached Interlocal Agreement with the Port of Skagit, by which the Port awards the City funds in exchange for the City's support of a countywide broadband system.
2. **Key Terms:**
 - Agreement made pursuant to Interlocal Cooperation Act (RCW 39.34).
 - The Port will disburse \$205,000 to the City for the construction of an open-access municipal broadband fiber optic system.
 - Construction must be completed by August 1, 2019.
 - The City will invoice the Port monthly for projects completed with the funds.
 - The Parties agree to work together to identify reasonable terms for an intertie between the City system and the Port system at the vault at Young and La Conner Whitney Roads.
 - The Agreement was approved by the Port of Skagit Commission on March 26, 2018.
3. **Competitive Bidding:** Not required because this is an Interlocal agreement made pursuant to RCW 39.34.

Previous Council/Committee Action: N/A

Competing Viewpoints Considered: The City has previously considered declining the awarded funds due to proposed restrictions and limitations on the City's construction of its fiber optic municipal broadband system. City staff have reviewed the proposed Interlocal Agreement and the restrictions included allow the City to proceed with its existing plans for fiber while supporting a countywide broadband initiative.

Recommended Motion: I move that City Council authorize the Mayor to sign the Interlocal Cooperative Agreement for Construction of Fiber Optic Infrastructure between the Port of Skagit County and City of Anacortes.

Alternative Actions:

Attachments: Proposed Interlocal Cooperative Agreement

INTERLOCAL COOPERATIVE AGREEMENT
FOR CONSTRUCTION OF FIBER OPTIC INFRASTRUCTURE
BETWEEN
PORT OF SKAGIT COUNTY
AND
CITY OF ANACORTES

THIS AGREEMENT is made and entered into by and between the Port of Skagit County ("Port") and the City of Anacortes, a municipal corporation of the State of Washington ("City") pursuant to the authority granted by Chapter 39.34 RCW, INTERLOCAL COOPERATION ACT. The City and Port may be individually referred to herein as a "party", and may be collectively referred to herein as the "parties."

WITNESS THAT:

WHEREAS, entities in Skagit County applied for a total of \$1,523,149.41 in Skagit County economic development infrastructure (0.09) grant funds for fiber infrastructure projects in 2017, including \$1,098,149.41 in three different applications submitted by the Port, Public Utility District No. 1 of Skagit County, the City of Mount Vernon, the City of Anacortes, the City of Sedro-Woolley, and the Town of La Conner, as well as a total of \$425,000 applied for by the City of Burlington for expanding fiber infrastructure within Burlington city limits; and

WHEREAS, in 2016, Skagit County awarded \$500,000 to the City of Anacortes for fiber infrastructure and \$50,000 to the City of Mount Vernon for fiber infrastructure in response to 2016 grant applications by those respective entities; and

WHEREAS, Skagit County awarded the Port \$1,200,000 for all fiber related grant applications submitted in 2017, as well as the outstanding funding commitments to the City of Anacortes and City of Mount Vernon made by Skagit County in 2016; and

WHEREAS, the Port has been asked by Skagit County to develop a countywide dark fiber optic backbone network; and

WHEREAS, the Port has been delegated responsibility by Skagit County for administering some of the 2017 0.09 grant funds, including \$205,000 of the funds awarded to the City, for fiber optics in a manner to ensure the most effective use of the funds for development of a countywide fiber optic network; and

WHEREAS, the City wishes to contract with the Port to receive funding for fiber optic installation according to the grant award to the City; and

WHEREAS, the Parties acknowledge that the development of a City municipal broadband fiber system, including installation of dark fiber and development of a retail fiber system to serve Anacortes residents and businesses is concurrent with the county-wide strategic fiber plan and is an effective use of the funds for development of a countywide fiber optic network.

NOW, THEREFORE, in consideration of the following terms and conditions, the parties mutually agree as follows:

1. PURPOSE: The Port shall provide funds to the City for the construction of a City fiber optic system.
2. RESPONSIBILITIES:
 - A. The City shall design and construct a fiber optic system, which is open access and provides dark fiber connectivity between City facilities and has the potential to provide a retail fiber system to serve Anacortes Residents.
 - B. The City shall ensure that all required permits are obtained and any land use and/or zoning issues have been mitigated by the City prior to entering into a construction contract.
 - C. The City shall ensure that all laws and regulations are followed in construction and operation of the fiber optic system.
 - D. The City will ensure the grant funds received are used for the sole purpose of construction of its municipal broadband fiber system.

- E. The City will oversee the construction of its system in compliance with state law.
 - F. The Port will reimburse the City for eligible project costs up to the maximum amount detailed in Section 4 below provided that all contract terms are met.
 - G. All construction shall be complete by August 1, 2019.
 - H. The Port agrees not to provide internet services or dark fiber leases within the City of Anacortes urban growth area or the City of Anacortes water service area, or any area West of the Swinomish Slough, commonly referred to as Fidalgo Island, either directly or indirectly.
 - I. The Parties agree to work cooperatively to enable commerce and coordination between service areas that supports a sustainable open access countywide fiber optic network. The Parties acknowledge that an intertie at the vault at the intersection of Young Road and LaConner Whitney Road is desirable location to facilitate that coordination. The Parties agree to work together to identify reasonable terms, including price, for an agreement to allow the intertie.
3. TERM OF AGREEMENT: The term of this Agreement shall be from August 1, 2017 through August 31, 2019.
4. MANNER OF FINANCING:
- Port shall pay an amount not to exceed **\$205,000.00** to the City allocated as follows:
- A. A maximum of \$205,000 over the Term of Agreement.
 - B. The City shall invoice amount to be repaid by Port as incurred. The City shall deliver invoices on a monthly basis.
 - C. Payment Procedures: The City shall submit an invoice by the 10th of the month after the month in which costs were incurred. Failure to submit an invoice by the 10th may delay payment for 1 month. The City shall submit

a final billing for this Agreement no later than 30 days after the agreement expiration date.

- D. Until notified otherwise, the City shall submit all requests for reimbursement to:

Port of Skagit
ATTN: Sara Young, Director of Planning and Facilities
15400 Airport Drive
Burlington, WA 98233

5. ADMINISTRATION: The following individuals are designated as representatives of the respective parties. The representatives shall be responsible for administration of this Agreement and for coordinating and monitoring performance under this Agreement. In the event such representatives are changed, the party making the change shall notify the other party.

- A. City's representative shall be

Darcy Swetnam
City Attorney

904 6th Street
Anacortes, Washington 98221
(360) 299-1955
darcys@cityofanacortes.org

- B. Port's representative shall be

Patricia H. Botsford-Martin
Executive Director

15400 Airport Drive
Burlington, Washington 98233
(360) 757-0011
patsy@portofskagit.com

6. TREATMENT OF ASSETS AND PROPERTY: No fixed assets or personal or real property will be jointly or cooperatively held, used, or disposed of pursuant to this Agreement.
7. INDEMNIFICATION: Each party agrees to be responsible and assume liability for its own wrongful and/or negligent acts or omissions or those of their officials, officers, agents, or employees to the fullest extent required by law, and further

agrees to save, indemnify, defend, and hold the other party harmless from any such liability.

8. TERMINATION: Any party hereto may terminate this Agreement upon thirty (30) days' notice in writing either personally delivered or mailed postage-prepaid by certified mail, return receipt requested, to the party's last known address for the purposes of giving notice under this paragraph. If this Agreement is so terminated, the parties shall be liable only for performance rendered or costs incurred in accordance with the terms of this Agreement prior to the effective date of termination.
9. CHANGES, MODIFICATIONS, AMENDMENTS AND WAIVERS: The Agreement may be changed, modified, amended or waived only by written agreement executed by the parties hereto. Waiver or breach of any term or condition of this Agreement shall not be considered a waiver of any prior or subsequent breach.
10. SEVERABILITY: In the event any term or condition of this Agreement or application thereof to any person or circumstances is held invalid, such invalidity shall not affect other terms, conditions or applications of this Agreement which can be given effect without the invalid term, condition, or application. To this end the terms and conditions of this Agreement are declared severable.
11. ENTIRE AGREEMENT: This Agreement contains all the terms and conditions agreed upon by the parties. All items incorporated herein by reference are attached. No other understandings, oral or otherwise, regarding the subject matter of this Agreement shall be deemed to exist or to bind any of the parties hereto.

PORT OF SKAGIT COUNTY

Patricia H. Botsford-Martin, Executive Director

Date _____

Mailing Address:
15400 Airport Drive
Burlington, WA 98233

CITY OF ANACORTES

Laurie Gere, Mayor

Date: _____

Mailing Address:

904 6th Street

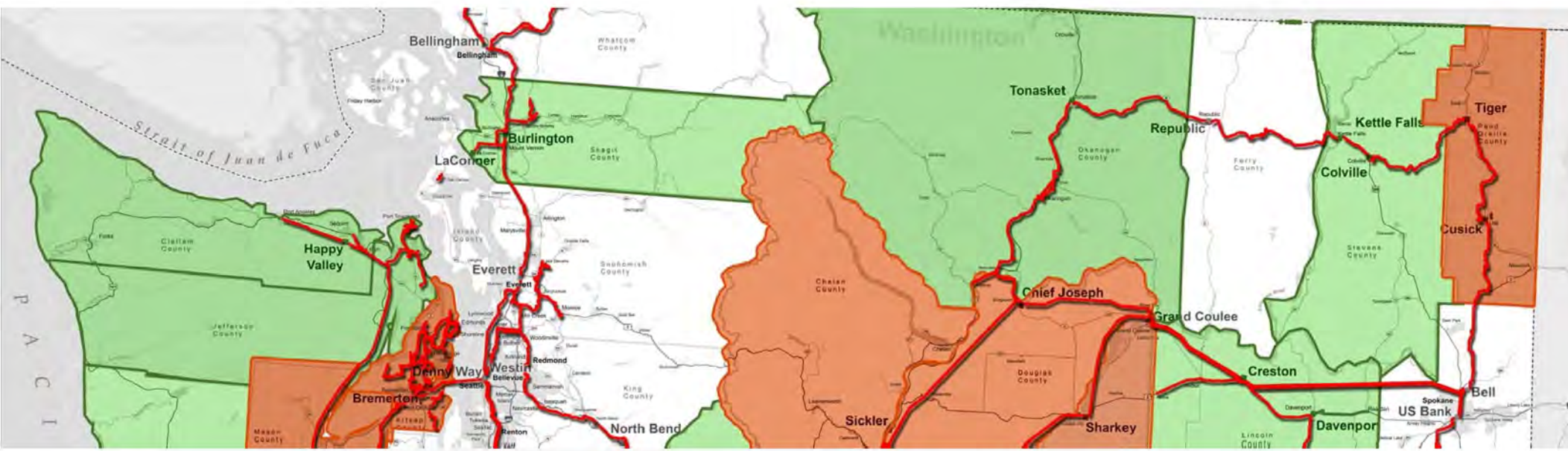
Anacortes, WA 98221

iFIBER
Communications

 **NoaNet**
Northwest Open Access Network.



KELLY RYAN - iFIBER
CHRIS WALKER - NoaNet

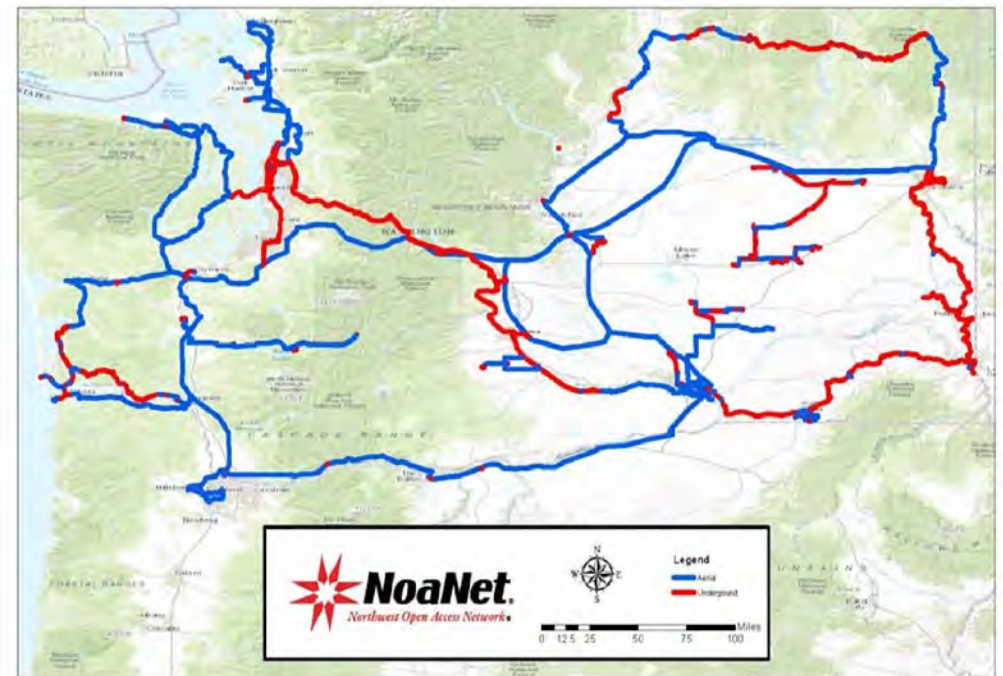


iFIBER Communications

- Serving Washington communities for nearly 20 years
- Infrastructure-free business model
- Believes in local investment
- Partners with NoaNet



- Founded in 2000 by a consortium of rural Public Utility Districts
- Mission-driven to serve the unserved and underserved communities of Washington
- Not-for-profit Wholesale service provider
- 3,000 + miles of fiber optic infrastructure
- Network Administrators for 15 municipal and publicly owned broadband networks





ANACORTES COMMUNITY BROADBAND PROJECT

- Anacortes has recognized the need for affordable high capacity broadband
- We three are very similar in our goals and are a local solution for this problem
- Unified Vision to improve broadband availability in the community and promote economic development, economic growth and quality of life

ROLES & RESPONSIBILITIES



NETWORK OWNER

- Capital Investment in Fiber and Electronics Infrastructure
- Fund Break/Fix of Network Infrastructure and Warranty Services
- Community education on the power of broadband
- Champion Engagement
- COS Collaborator
- New Customer Installation of Service Drop
- Next business day troubleshooting of service drop issues
- Maintain Physical Infrastructure
- Warehouse and Inventory of electronics and fiber plant equipment
- Contract and Invoice Service Provider for New Customer Connections

Business Planning
Community Engagement



NETWORK OPERATOR

- Network Operations and Management
 - 24/7/365 Network Monitoring
- Engineer, design, and manage backbone infrastructure
 - 24/7/365 Break/Fix Contractor
- Capacity Planning
- Manages Equipment Utilization
- COS System Management
- Feet on the Street Network Technical Support Commercial Services
- New Customer Design and Provisioning
 - Splice and Splitter Management
- CALEA
- Contract and Invoice Network Owner and Service Provider for Services Rendered

Business Planning
Community Engagement



SERVICE PROVIDER

- Retail Services Provided:
 - Internet
 - Voice
 - TV
- Consumer Sales and Marketing
 - Branded as City of Anacortes powered network
- Business Hours Customer Support
- Residential After Hours Technical Support
- Manage all customer equipment after the ONT
- Manages customer activation/deactivation
- End User Billing
- Contract and Invoice Consumer for Broadband Access and Triple Play Services

Business Planning
Community Engagement



iFIBER CONSUMER EXPERIENCE

Triple Play

Added Value for Community

- TV station for schools, public events
- Radio
- Local News

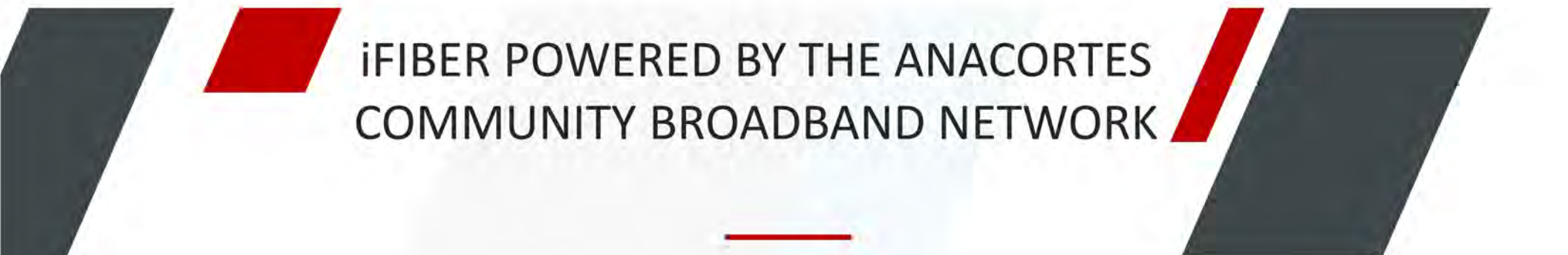
High bandwidth is all we do

- Planning for future. Why mess around?

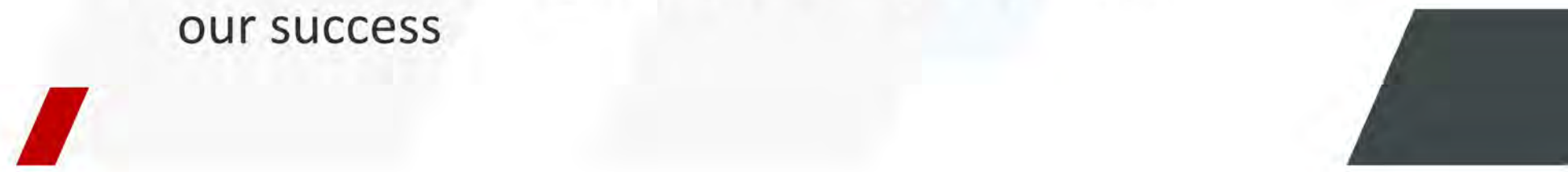
Competitive price, Exceptional Value

Exceptional customer service

- Local call-taking
- Will hire from within Anacortes



iFIBER POWERED BY THE ANACORTES COMMUNITY BROADBAND NETWORK

- Interested in investing in what makes Anacortes special
 - Are comfortable not owning the infrastructure- it's what we do
 - Proven relationship with NoaNet
 - We are in this together; The City's success is our success
- 



RECAP

- We are proposing a “Dream Team” collaborative effort between the City of Anacortes as network owner, NoaNet as network operator, and iFIBER as Retail Service Provider
- Our vision and mission for affordable high capacity broadband are uniquely aligned
- We care about your community and your success beyond just the numbers and beyond just today





NEXT STEPS

- Continued Business planning
- Continued System Engineering
- Continued Community Outreach & COS Support
- Deployment Modeling for Residential and Commercial Broadband Access



Thank you



Chris Walker

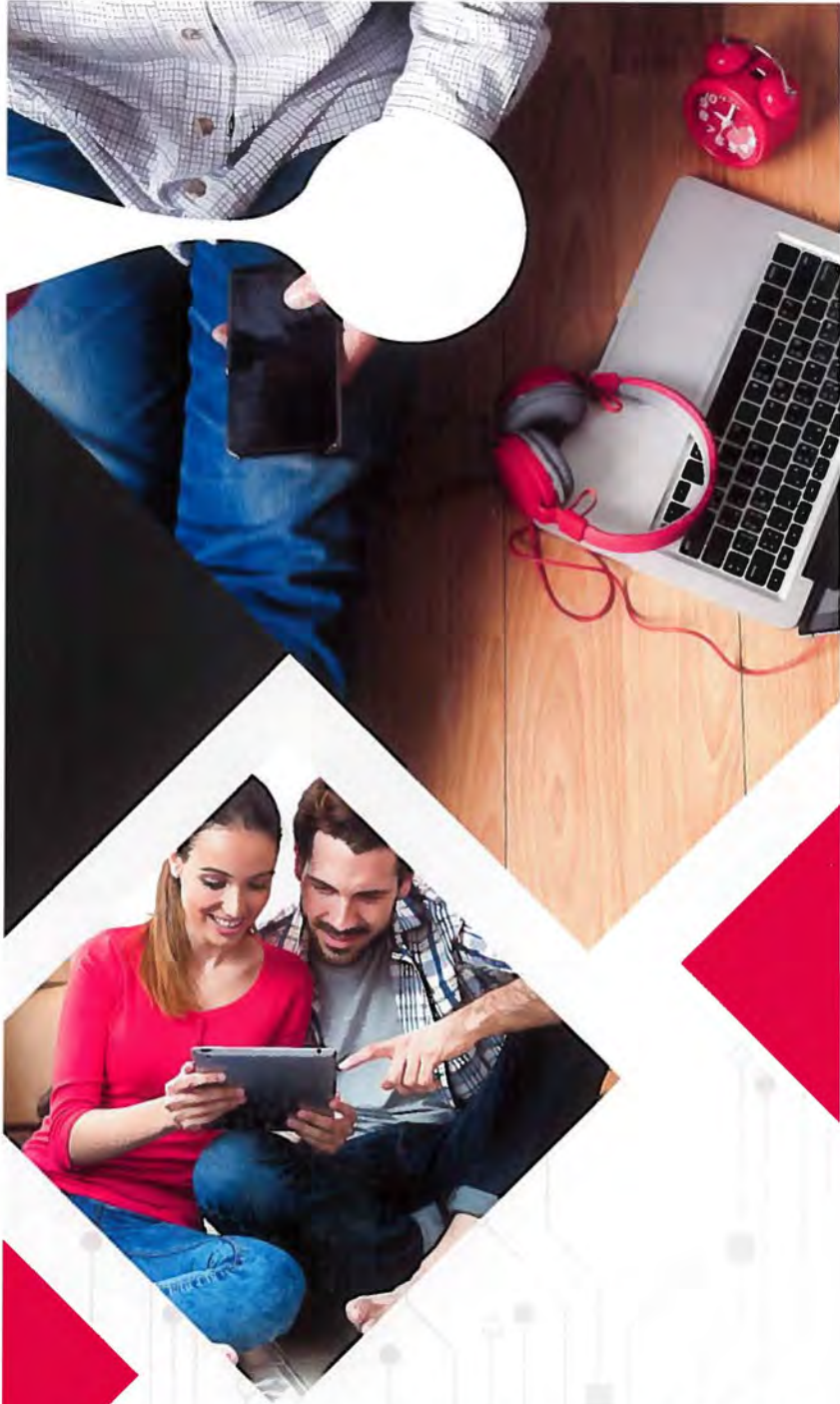


Kelly Ryan



Claire Ward * Jason Pattison
Tom Villani * Dean Christiansen * Mark Kennedy
Angela Bennink * Michael LaFond
John Smith * Will Biggs * Stephanie Austin
Nick Ulrich * John Smith * Greg Berry





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KHQDT
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KZJO
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HD Fox Sports 1	HD BRAVO
HD Golf	Hallmark
Disney	TV Land
The HUB	Oxygen
Nickelodeon	HD E! Entertainment
Nick Jr	Comedy Central
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HD TLC	HD CNN
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HD Food Network	HD CNBC
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DIY	Centric
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ION Life	BBC America
COWBOY	BBC World
Fox Movie Channel	HD Crime & Inv.
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National Geo Wild	American Heroes
TOKU (Funimation)	Military History
Game Show Network	Pivot
Logo	Son Life
Chiller	God TV
Fox Soccer	AXS TV
Fox College Atlantic	HD Net Movies
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Outdoor Channel	Velocity
Sportsman Channel	HD Destination America

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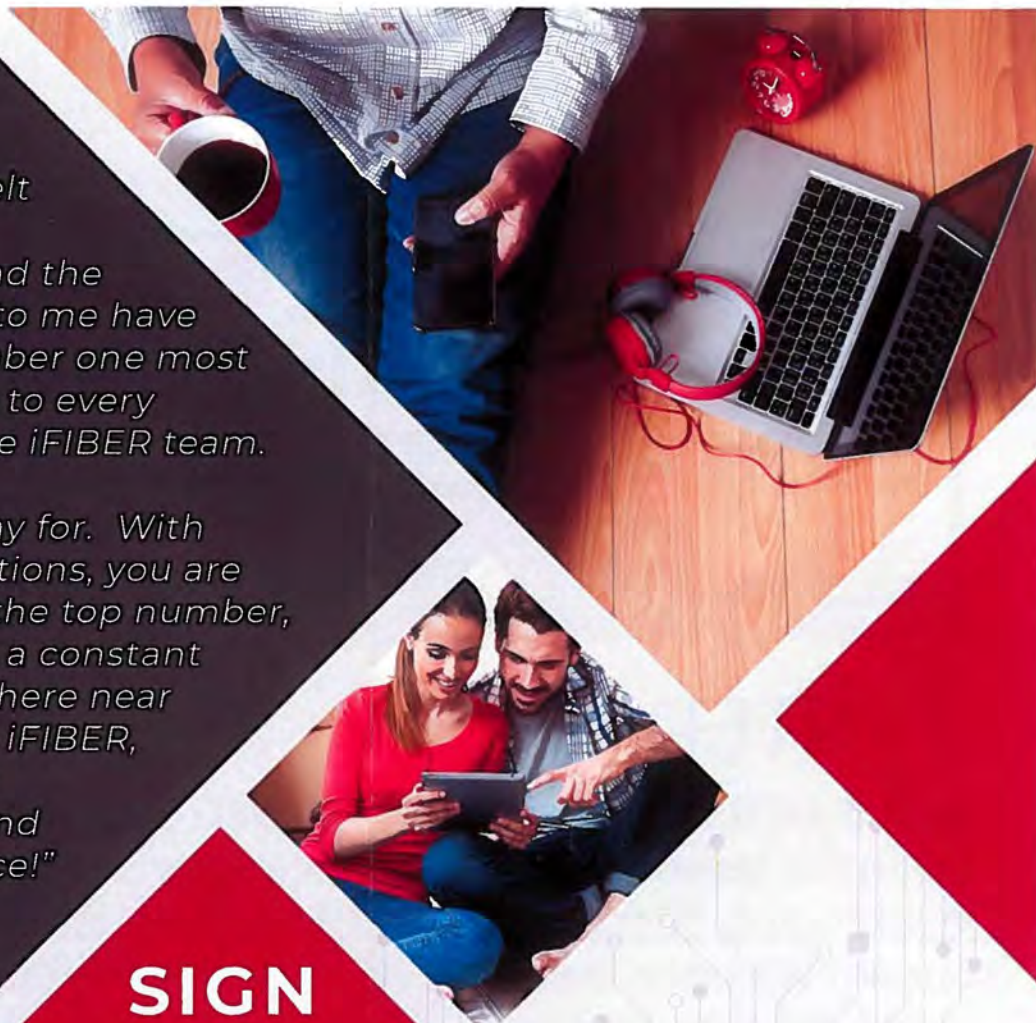
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NoaNet was founded in 2000 by Washington Public Utility Districts with the mission of bringing the economic benefits of broadband to unserved and underserved areas of Washington State. NoaNet continues this mission today with the goal to connect as many anchor institutions and communities as possible with access to high capacity broadband and next generation telecom solutions.

OUR MEMBERS



Metro Ethernet

NoaNet can quickly deploy all services defined by the Metro Ethernet Forum (E-LINE, E-LAN, E-TREE) with it's wide reaching infrastructure across the State of Washington.

Wholesale Carrier Transport

NoaNet supports a multitude of national and regional carriers with line-rate transport from 1G to 100G. The NoaNet network is built with a high level of resiliency and flexibility to best serve your customers.

Business Class Internet Access

NoaNet provides dedicated high-speed broadband Internet that connects your business to the world.

Managed Network Services

NoaNet runs a highly scalable MPLS network that allows customers to peer their current network infrastructure to NoaNet's to achieve a private layer-3 virtual private network architecture.

Colocation

NoaNet offers secure colocation services at 35 regional locations to bring rural communities closer to your reach. At select facilities we offer wireless colocation to allow regional ISPs to expand their networks without high capital costs.

Network Management

NoaNet operates a 24x7 Network Operations Center in Spokane, WA that can integrate into your infrastructure. Our NOC currently monitors many networks and offers ticketing, troubleshooting, dispatch, and repair services.

Community Broadband Solutions

NoaNet works with your community to evaluate next steps for network deployment through out CBS program. From consultation to engineering, and operations and beyond, this program is designed to get your community network going from start to finish, leveraging NoaNet's expertise in broadband and your experience with your community's needs.

THE TRANSFORMATIVE POWER OF BROADBAND

Investment in high-speed broadband infrastructure is a critical lifeline for rural Washington communities. Robust access will save lives, reduce government costs, help educate young people and create business opportunities for generations to come.

First Responders

Broadband is vital in addressing the urgent need to improve communications for Washington State's public safety agencies.



- Enhanced 911 services
- Improved response times
- More robust and responsive Amber Alert system

Education

Broadband will vastly improve education opportunities for Washington State's school districts, one quarter of which are hindered by slow internet connections.



- Research and information exchange between universities and community colleges
- Online instruction and learning
- Remote access to college courses

E-Government

NoaNet's network will speed government services in a more efficient, accessible manner.



- Online permits, information access, healthcare, access to justice and other important programs
- Online training, conferences and collaboration
- Reduced travel and per diem expenses
- Connectivity between government entities and state and local data centers

Healthcare

NoaNet's broadband network will break the Internet bottleneck and provide healthcare providers with the speed they need to deliver lifesaving services in real time.



- Remote diagnosis
- Immediate assessment and guidance to emergency workers via videoconferencing
- Improved access to the most current life saving drugs
- Telehealth services to exchange large digital files and provide remote specialty consultation

Economic Development

NoaNet will help rural communities provide the high-speed telecommunication services that are required for robust economic development opportunities.



- Credit card and Internet-based e-commerce
- Automated inventory and fulfillment systems
- Web sales and online advertising for small businesses
- Commodities trading— a key competitive advantage to the family farmer
- Advanced 4G cellular capability and access



Stay Connected:



The Killer App For Local Fiber Networks

More and more communities are taking proactive steps to ensure that their communities are equipped with next-generation internet infrastructure. Their economic livelihood depends on it.

By Jim Baller, Joanne Hovis and Ashley Stelfox / *Coalition for Local Internet Choice* and
Masha Zager / *Broadband Communities*

In the November-December 2014 edition of *Broadband Communities*, the authors reviewed the available economic research and other evidence on the relationship between broadband and economic development and concluded that economic development was the “killer app” for local fiber networks. In this article, we update the research and other evidence to reflect new developments in the last two years, and we arrive at the same conclusion.

For almost two decades, nearly every U.S. community that has developed a fiber optic broadband network has put economic development at the top of its list of reasons for doing so. To be sure, communities also recognize that fiber networks provide critical benefits for education, public safety, health care, transportation, energy, environmental protection, urban revitalization, government service and much more. Ultimately, however, the promise of economic development, including both attraction and retention of opportunities for meaningful and well-paying work, combined with the fear of falling behind other communities in the United States and around the world, unites local communities across political, economic, cultural, educational and other divides.

In short, just as communities a century ago found electrification essential to their survival and quality of life, communities today

have increasingly come to recognize that their citizens can survive and thrive in the modern economy only if they have affordable access to high-capacity internet connections.

THE LINK BETWEEN BROADBAND AND ECONOMIC DEVELOPMENT

The availability of broadband networks is one factor that organizations take into account when deciding whether to move to or remain in a particular community. Other significant considerations include energy costs, ease of doing business, taxes, labor costs, education levels and availability of water – which may contribute in varying degrees from case to case.¹ As a result, it is difficult to make broad, data-driven generalizations about the precise role of broadband networks in stimulating economic development. Even so, several formal economic studies have sought to shed light on the relationship between broadband networks and economic development.

The first wave of these studies, which focused on first-generation, low-capacity broadband networks,² suggested that there was at least an association, and probably even a causal relationship, between broadband and economic development. As one of these studies concluded, “the internet plays an integral role in helping small businesses achieve their strategic

goals, improve competitiveness and efficiency and interact with customers and vendors.”³ These early studies also confirmed that broadband expansion can dramatically increase state GDP and tax receipts.”

Similarly, in a 2005 study, George S. Ford and Thomas M. Koutsy concluded that “broadband infrastructure can be a significant contributor to economic growth ... [and] efforts to restrict municipal

broadband investment could deny communities an important tool in promoting economic development.”⁵ The study “quantif[ied] the effect on economic development resulting from a community’s investment in a broadband network”⁶ by looking at Lake County, Florida, which developed a municipal broadband network in 2001 and provided access to the network to private businesses.

In comparing Lake County with

similar communities in Florida that did not have municipal broadband networks, Ford and Koutsy found that Lake County had “experienced 100 percent – a doubling – in economic growth relative to its Florida peer counties”⁷ since the deployment of the municipal network. The study points out that this doubling occurred despite the fact that these other counties “no doubt”⁸ had private broadband networks during the evaluation period.

WHAT IS ECONOMIC DEVELOPMENT?

Economic development comes in many forms, serves multiple purposes and means different things in different contexts. According to the U.S. Economic Development Administration,

Economic Development creates the conditions for economic growth and improved quality of life by expanding the capacity of individuals, firms and communities to maximize the use of their talents and skills to support innovation, lower transaction costs and responsibly produce and trade valuable goods and services. Economic Development requires effective, collaborative institutions focused on advancing mutual gain for the public and the private sector. ***Economic Development is essential to ensuring our economic future.***⁹

The World Bank defines economic development as follows:

The purpose of local economic development is to build up the economic capacity of a local area to improve its economic future and the quality of life for all. It is a process by which public, business and nongovernmental sector partners work collectively to create better conditions for economic growth and employment generation.¹⁰

The International Economic Development Council adopted a goal-oriented approach to economic development, which it describes as “improving the economic well being of a community through efforts that entail job creation, job retention, tax base enhancements and quality of life.”¹¹

Given the expansive definition of economic development, it is no surprise that there is no single strategy to support economic development. Indeed, a community’s particular circumstances and goals will heavily influence its economic development strategies and options.

Communities can focus on increasing the profitability of local businesses, increasing the *number* of local jobs, increasing the *quality* of local jobs or striking a balance among these goals.¹² They can seek to attract or retain a relatively small number of large companies, a larger number of small to medium-sized businesses or a combination of both. Communities can concentrate on their local economies, cooperate with neighboring communities or involve themselves in regional initiatives. They can attempt to support the growth of all local industries or target particular industries, such as high tech, health care, data centers, biosciences and so forth.

Once communities decide what they want to do, they typically have a wide choice of tools with which to work. They can offer tax incentives or loans and other financial enticements. They can establish improvement districts, enterprise zones and other kinds of development areas. They can improve roads, sewers, water facilities and other infrastructure. They can offer favorable terms and accelerate approval of franchises, permits and other necessary authorizations.¹³ They can support workforce development and training. They can use local government purchasing power to increase a targeted company’s sales, thereby reducing its risks. They can help aggregate demand within the community. They can seek grants, loans and other support from federal and state agencies, foundations and other organizations.

An increasingly important development tool is improving access to affordable, high-capacity broadband infrastructure. Even here, communities often have multiple options. They can work with willing incumbents, enter into public-private partnerships with new entrants, establish advanced communications networks of their own or develop other innovative approaches that work for them.

When communities lack good broadband access, corporate site selectors cross them off their lists and residents move away in search of better jobs.

In another 2005 study, analyzing data from 1998–2002, Sharon Gillett, William Lehr, Carlos Osorio and Marvin Sirbu found that communities in which mass-market broadband became available by December 1999 “experienced more rapid growth in employment, number of businesses overall and businesses in IT-intensive sectors.”¹⁴ Likewise, in a 2007 study, Robert Crandall, William Lehr and Robert Litan concluded that broadband increased nongovernmental employment by 0.2 to 0.3 percent and had a positive impact on GDP.¹⁵

In 2010, Jed Kolko found a “positive relationship”¹⁶ – one that “leans in the direction of a causal relationship, though not definitively”¹⁷ – between broadband expansion and local economic growth. Kolko’s study revealed that almost all industries showed a positive relationship between broadband expansion and local economic growth, particularly in industries that rely on information technology, such as utilities, information, finance and insurance, technical services, management of companies and administrative and business support services.

In their 2013 study, Brian Whitacre, Roberto Gallardo and Sharon Strover focused on the impact of broadband on the economic health of rural areas. Though they did not find a positive impact for broadband availability, they found that “high levels of broadband adoption in rural areas do causally (and positively) impact income growth ... as well as (negatively) influence poverty and unemployment growth. Similarly, low levels of broadband adoption in rural areas lead to declines in the number of firms and total employment numbers in the county.”¹⁸

Another economic benefit of broadband is that it enables existing businesses in a locality to expand their operations. The research firm Strategic Networks Group examines economic growth from this viewpoint. It identifies specific internet-related practices (such as web-based customer service or advertising) that businesses use to drive growth, and it relates them to incremental GDP, taxes and jobs. This bottom-up approach predicts varying economic impacts in different localities from increasing business internet usage.¹⁹

A 2016 report published by the Internet Innovation Alliance found that broadband internet, and the information and communications technologies that comprise and support it, when considered in the aggregate, produced \$1,019.2 billion in value added for the U.S. economy.²⁰

A study by the Hudson Institute looked specifically at the economic impact of rural broadband. It found that rural broadband companies contributed \$24.1 billion to the economies of the states in which they operated – \$17.2 billion through their own operations and \$6.9 billion through the follow-on impact of their operations – although the economic impact spread into urban areas of the same state. The study also concluded that the economic activity that rural broadband creates had supported 69,595 jobs, spread throughout the U.S. economy.²¹

Looking more closely at the economic development benefits a fiber network has on a particular community, Dr. Bento Lobo released a study in 2015 analyzing the effects Chattanooga’s fiber network had on

the city.²² His analysis considered the effects of broadband on four categories: household effects, community effects, business effects, and utility effects. For example, in household effects, Lobo used studies that showed how much consumers would be willing to pay for various levels of internet services. He then compared those numbers with what consumers pay in Chattanooga to demonstrate consumers’ surplus savings per month. His results show consumer surplus related to high-speed internet access ranges from \$33.2 million to \$76.2 million annually. Overall, Lobo’s findings conclude that Chattanooga’s fiber infrastructure generated economic and social benefits ranging from \$865.3 million to \$1.3 billion and created between 2,800 and 5,200 new jobs.

LACK OF BROADBAND AND ECONOMIC DECLINE

The studies discussed above focus on the benefits of broadband networks, but as broadband becomes both more necessary and more widely available, the disadvantages of lacking such networks have become easier to identify than the benefits of having them. Site selectors report that communities that lack suitable broadband infrastructure are routinely eliminated from consideration as potential sites for location or relocation.²³ In other words, although the presence of a robust broadband network may not itself be sufficient to persuade an organization to come to or stay in a community, the absence of such a network guarantees that potential employers will go elsewhere.

In a series of articles for this magazine, the most recent of which is on p. xx of this issue, editor-at-large Steven S. Ross compared population growth or loss (as a proxy for job growth or loss) with broadband availability in all U.S. counties. He found that population in counties in the bottom half of their states in terms of access to at least 25 Mbps broadband grew at one-tenth the rate of the counties in the top half. The bottom 10 percent of counties in each state, in aggregate, actually lost population.²⁴

FIBER NETWORKS AND THE ECONOMY

The available economic research clearly demonstrates that broadband supports economic activity and growth. So far, however, only limited data exists on the impact that a high-capacity fiber network have or can have on a local economy. The absence of more such data is not surprising, given the relatively recent emergence of fiber networks. The fact is, though, that one cannot yet make statistically rigorous general statements about the overall relationship between fiber networks and economic development.

One can, however, focus on more discrete questions. For example, it is clear that fiber networks enable hundreds of thousands of individuals to work from home, adding tens of billions of dollars annually to the U.S. economy. Many respondents to a 2010 survey by RVA LLC stated that fiber's reliability and speed made their employers more willing to allow them to telecommute or that fiber connections were necessary for their home-based businesses to succeed.²⁵ In addition, fiber connectivity adds between \$5,000 and \$6,000 to the value of a \$300,000 home in the United States.²⁶

A series of studies conducted at the Chalmers University of Technology in Gothenburg, Sweden, specifically addressed the effects of broadband speed. In their first report, published in 2011, the researchers concluded that increases in broadband speeds contributed significantly to economic growth.²⁷ In a report published in 2013, the same researchers concluded that, in developed countries, the threshold level for broadband to have any impact on household income was 2 Mbps; gaining 4 Mbps of broadband increased household income by \$2,100 per year.²⁸ Given that fiber networks are capable of nearly unlimited speed, it appears that their potential economic impact is significantly higher than that of lower-capacity broadband.

Strategic Networks Group has looked at the impact of broadband

speeds on individual small and mid-sized businesses. Its surveys showed that a minimum of 4 Mbps *upload* speed was necessary for these businesses to fully utilize the internet and increase their revenues significantly. About 71 percent of fiber users have access to 4 Mbps or higher upload speed, compared with much smaller percentages of cable or DSL users.²⁹

A study commissioned by the Fiber to the Home Council Americas in 2014 compared economic activity in 14 metropolitan statistical areas (MSAs) in which gigabit-speed connectivity was available to more than 50 percent of the households with economic activity in 41 similarly sized MSAs in the same states in which gigabit speeds were not available. According to the study's investigators, "our model suggests that for the MSAs with widely available gigabit services, the per capita GDP is approximately 1.1 percent higher than in MSAs with little or no availability of gigabit services. These results suggest that the 14 gigabit broadband communities in our study enjoyed approximately \$1.4 billion in additional GDP when gigabit broadband became widely available."³⁰ Although this study focused on "early evidence"³¹ and was far from conclusive, it was consistent with the field experience of many communities.

What formal studies do not yet reveal is how many units of economic development a community can expect from a specific dollar investment in a fiber network under the unique conditions present in that community. Neither the data nor the analytical tools to do this will be available in the foreseeable future.

THE VIEW FROM THE TRENCHES

A huge and rapidly growing body of evidence confirms that, at least in some localities, advanced broadband networks can indeed spur positive economic development and create jobs. In nearly all communities, industries are increasingly reliant on high-bandwidth connectivity. The communities cited here have taken

Cedar Falls, Iowa, was one of the first U.S. cities to offer fiber connections to businesses. In 20 years, the number of businesses in the town increased sixfold.

differing approaches based on their individual resources and economic development needs. Some make fiber available to businesses; others serve households as well. Some are more concerned with increasing the availability of broadband, and others focus on reducing its price. Some try to retain existing large employers, and others aim to attract new startups.

The common thread is that economic development officials are working closely with existing and potential employers to identify, understand and meet their needs for advanced communications capabilities.

Brainerd Lakes, Minnesota:

In the early 2000s, this area made substantial strides toward establishing itself as a tech center when the private sector, educators and local economic development agencies collaborated to bring high-speed fiber optics to the area. That proved to be a significant move and caught the attention of many tech companies looking for a place to expand or locate. The fiber optics, along with the area's high quality of life, trained workforce, available building sites and existing office space established the Brainerd Lakes area as one of the most advanced technological markets in Minnesota and continues to garner widespread attention for that reason.³²

Brookings, South Dakota:

Brookings' fiber-to-the-home network is operated by the Brookings Municipal Utilities business branch, Swiftel. Steve Meyer, Swiftel's general manager, attributes the network's success to the following: "We like to think our advantage comes from great

employees, and we've invested in state-of-the-art infrastructure, and we have the experience of serving customers for more than 100 years."³³ Although the fiber network gets less press, it is one of the key factors driving growth in this university city. In 2014, 3M announced it would invest \$57.6 million in new, high-tech, automated equipment to manufacture medical tapes and dressings.³⁴ The expansion adds 60 jobs, bringing total employment to more than 1,000 employees. Brookings is also home to Daktronics, which makes scoreboards and displays for sports teams and employs 1,600 people.³⁵ It has also become a hub for protein development companies.³⁶

Cedar Falls, Iowa: In the 1990s, Cedar Falls Utilities built a citywide municipal hybrid fiber-coaxial network and provided fiber connections to commercial and industrial customers in both the city and the industrial park.³⁷ Over the years, Cedar Falls watched businesses from neighboring towns relocate to the area, in part because of the need for more bandwidth and greater internet capabilities.³⁸ Cedar Falls has now made the transition to all fiber and became the state's first gigabit city in 2014. Jim Krieg, general manager of Cedar Falls Utilities, noted the growth fiber optics had generated: "Twenty years ago, [Cedar Falls] had 27 businesses and \$5 million in taxable valuation; today, there are 160 businesses and \$270 million in valuation."³⁹

Chattanooga, Tennessee: With its fiber-to-the-home network

offering gigabit speeds throughout the city, Chattanooga has attracted several major companies, including Volkswagen, which has already spent more than \$1 billion building factories in the area and created 12,000 new jobs, as well as HomeServe USA and Amazon.⁴⁰ Chattanooga's innovative, high-speed fiber network has also created an entrepreneurial boom in the city.⁴¹

Cumberland, Maryland:

Cumberland, Allegany County and the county board of education have partnered for 15 years on an innovative wireless infrastructure program that delivers high-quality services to government users and makes available both middle-mile and last-mile wireless capabilities for private ISPs that serve residential, business and health care customers. The availability of these services, particularly in the most rural parts of the county, distinguishes the county from other rural areas. It has enabled the development of home-based businesses and attracted second-home buyers who otherwise would not have chosen to locate in the county.⁴²

The Dalles, Oregon: The Dalles, a city of 11,873 residents in the picturesque Columbia River Gorge, operates a 17-mile municipal fiber optic network. In 2005, as a direct result of The Dalles' municipal networking capabilities, Google decided to purchase an industrial site there for \$1.87 million to house high-tech equipment that would be connected to the rest of the company's network. According to the man who coordinated the deal with Google, "It was visionary – this little town with no tax revenues had figured out that if you want to transform an economy from manufacturing to information, you've got to pull fiber."⁴³ The project was expected to create "between 50 and 100 jobs over a matter of time, earning an estimated average of \$60,000

annually in wages and benefits.⁴⁴ The Dalles succeeded so well that it recently paid off its network debt well ahead of schedule.⁴⁵

- **Danville, Virginia:** In contrast to The Dalles, Danville did not have a fiber network when AOL came looking for a site for a new data center. As a result, AOL struck Danville off its list of potential sites and located the center in Prince William County, Virginia.⁴⁶ After this setback, Danville developed a fiber network of its own. Now known as the “Comeback City,” Danville used its fiber network to revitalize its economy, once the worst in the state with a 19 percent unemployment rate, and made the city a site of robust economic development, attracting Microsoft, IKEA and many other new, high-tech businesses.⁴⁷
- **Kendall County, Texas:** A cooperative telephone company, GVTC, began building out FTTH in the Texas Hill Country in 2004. It works closely with the Kendall County Economic Development Corporation to promote the network to businesses. As a result, the region’s growth has outpaced the rest of Texas by 4 percentage points. Corporate site selection committees no longer reject sites in the county. An economic development official said, “If I don’t have fiber, I’m eliminated – not just fiber to the business, because the executives are commuting to San Antonio and want to work from home because of gas prices. Fiber allows throughput and security.”⁴⁸ Software companies, medical companies and aerospace companies have relocated to or stayed in the area because of the fiber network. Even Hill Country wineries, which constitute a small but tenacious local industry dating back to early German settlers, are now putting towns such as Fredericksburg and Boerne on vintners’ maps.
- **Lafayette, Louisiana:** “When NuComm International needed

to locate a new call center – one that would add 1,000 jobs ... to the local economy – it chose Lafayette, Louisiana, because the city is building a massive fiber network to connect everyone.”⁴⁹ Lafayette has garnered attention in the tech sector, and many companies relocated to the area because of internet connectivity. In one example, “Scott Eric Olivier moved his tech startup firm, Skyscraper Holding, from Los Angeles to Lafayette when he heard of the speeds and service offered by LUS Fiber.”⁵⁰ Olivier says the same 100 Mbps connectivity that costs him \$200 per month in Lafayette, enabling him to move large files across the web, would cost him several thousand dollars a month anywhere else. In the past few months, Lafayette attracted three new employers that will bring 1,300 jobs into the city.⁵¹

- **Martinsville, Virginia:** Martinsville’s fiber network enabled it to attract major businesses, such as defense contractor SPARTA Inc.’s research center, Mehler Technologies, American Distribution and Warehousing and ICF International (500-plus jobs).⁵²
- **Mesa, Arizona:** In the early 2000s, Mesa started placing conduit in its rights-of-way during capital construction projects and any other time a road was open. The city built a critical mass of conduit and fiber over a decade and a half, and it partners actively with private entities seeking access to conduit and fiber. Apple located a silicon research lab in Mesa, and the city credits the direct fiber connection to that facility as a significant part of the inducement for Apple and other entities to locate in Mesa.⁵³
- **Montgomery County, Maryland:** In the mid-1990s, Montgomery County developed a sophisticated revitalization and cultural plan for downtown Silver Spring, which had experienced steady economic deterioration

and high retail and office vacancy rates. An important part of its vision for new opportunity and cultural vitality was attracting cultural institutions as anchors and creating means for schoolchildren in the county to benefit from those institutions. The county developed a strategy to connect potential cultural anchors over dark fiber and enable connectivity between the cultural anchors and public schools so students could see and experience events at the anchors. One of the first anchors the county connected with dark fiber was the American Film Institute (AFI); in subsequent years it connected other institutions, such as the Fillmore theater. This economic and cultural revitalization has been enormously successful, and the AFI Silver Theatre and Cultural Center and other fiber-connected cultural anchors have proved essential to the redevelopment of Silver Spring.⁵⁴

- **Powell, Wyoming:** In anticipation of the construction of a fiber-to-the-home system in rural Powell, a South Korean venture capital firm agreed to pay up to \$5.5 million to engage 150 certified teachers, working from their homes, to teach English to students in South Korea using high-speed videoconferencing.⁵⁵ The FTTH system has been so successful that the city was able to buy out its investors 18 years ahead of schedule.⁵⁶
- **Princeton, Illinois:** Princeton built a fiber network to retain Ingersoll-Rand as a major local employer; it now has more than 75 commercial customers, and most banks in town are connected with fiber. The broadband utility is regarded as attractive for potential employers.⁵⁷
- **Pulaski, Tennessee:** Local economic development leadership has begun marketing Pulaski Electric System’s services to nearby Huntsville, Alabama, home to a large number of defense and space industries. Before PES built

The gigabit network in Wilson, North Carolina, has spurred an influx of creative-class entrepreneurs whose livelihoods depend on maximum upload capacity.

its network, the community had never attempted to approach the defense or aerospace companies because it had little to offer that met their special needs. The FTTH network has allowed several existing industries to receive superior service at much lower prices than they paid previously. The system has become a focus of community pride and an example of the community's willingness to invest in the future.⁵⁸

Reedsburg, Wisconsin:

Reedsburg's FTTH system has allowed Lands' End to develop a virtual call center in which many of its customer service representatives work out of their homes.⁵⁹

RS Fiber Cooperative,

Minnesota: RS Fiber brought together 17 townships and 10 cities to build a fiber network that will bring high-speed internet to 6,000 homes and businesses in the region.⁶⁰ Though construction is ongoing, the economic impact is already being felt. The Minnesota College of Osteopathic Medicine will set up in a former school building in RS Fiber's footprint. School officials credit the fiber network with providing the necessary technological infrastructure to enable the college to locate in the area.

San Leandro, California: San Leandro, located in the San Francisco Bay Area, competes with such tech giants as Silicon Valley for local businesses. In 2012, with the goal of attracting modern, technology-based industries to San Leandro, the city established a partnership with a local business owner to create an ultra-high-speed fiber broadband network. The network, Lit San Leandro, is largely

privately funded but utilizes the city's conduits to run the underground fiber network. Lit San Leandro is already attracting businesses to the area. For example, a 3D printing firm moved from San Francisco to a factory in San Leandro after considering more than 50 other locations. Similarly, a Kaiser hospital was built on the site of a former grocery distribution center, and the Westlake/OSIsoft Technology Complex, which includes three six-story, 300,000-square-foot tech offices, is located in a former Del Monte cannery.⁶¹

Sandy, Oregon: SandyNet began when the city hall could not get a DSL connection, and city leaders realized businesses and residents faced the same problem.⁶² In 2015, Sandy, Oregon, completed construction of its FTTP network. Though it may be too soon to know whether businesses will relocate to Sandy as a result of the network, reactions from existing businesses and residents have been positive.⁶³ There may also be a new brewery in town soon.⁶⁴

Santa Monica, California: Santa Monica's Information Systems Department mapped out a plan for the creation and expansion of its broadband network in 1998. Since then, the city has been slowly and methodically implementing its plan, saving city government \$700,000 a year in communications costs as well as making advanced communications capabilities available to private entities. In 2014, the city upgraded its fiber optic network speed to 100 Gbps.⁶⁵ The network has already contributed significantly to the city's economic growth.⁶⁶

South Bend, Indiana: In the early 2000s, South Bend began researching how to improve its telecommunications networks.⁶⁷ South Bend had fiber networks in place, but it was not in a position to develop and operate the networks itself. Because no existing providers were interested in establishing vendor-neutral fiber services through the city's infrastructure, South Bend worked with local partners to establish Metronet, a nonprofit, dark fiber network that serves government, educational and other nonprofit entities. Its for-profit subsidiary, St. Joe Valley Metronet (SJVM), provides fiber access to banks, manufacturers and other businesses. The profits from SJVM are paid to Metronet through dividends and help subsidize Metronet's continued operations and expansion. SJVM has helped draw technology businesses to South Bend, from the GramTel data center in 2009 to the 2013 launch of a new coworking and meeting/conference space in the downtown area.

Westminster, Maryland: The city of Westminster developed a plan to build a fiber-to-the-home network itself and partnered with a private company to operate the network.⁶⁸ Although the network is still under construction, the city has hit the ground the running, bringing new businesses to the community through its business incubator, MAGIC, and a new Smart Home project. These projects "explore new technologies that use the gigabit services available on the Westminster Fiber Network."⁶⁹

Wilson, North Carolina: Since 2008, Wilson has owned and operated a gigabit, symmetrical, fiber-to-the-home network that is available to every home and business in the community. The network has moved Wilson to the top of the list for places that offer affordable, modern, next-generation lifestyles. The community has experienced an influx of creative-class entrepreneurs whose livelihoods depend on maximum upload capacity.

Examples include ExodusFX.com, a special effects film company, whose founders scoured the world for affordable housing and high capacity symmetrical broadband service and chose Wilson; radiologists who moved to Wilson because they wanted to work from home; and web designers, video artists and photographers who could finally upload their massive data files in minutes, not days.¹⁰

These are a small handful of the many projects across the country that use advanced communications capabilities to support economic development and at the same time use the benefits of economic development to fund their networks and make them sustainable.

NEXT STEPS

The federal broadband stimulus programs invested billions of dollars in hundreds of middle-mile and last-mile projects across the United States. Most of these projects were completed only recently, and once they have a few years of operating experience under their belts, they will produce a wealth of information about what worked well and what did not in stimulating economic development.

The growing interest in gigabit networks is also likely to increase the understanding of how widespread availability of gigabit speeds affects economic development. Google Fiber's entry into the market, the gigabit projects of numerous community networks, and recent gigabit announcements by such private players as AT&T, C Spire Fiber, CenturyLink, Cox Communications and others have made "gigabit" a household word. In many communities, organizations such as the Mayors' Bistate Innovation Team (formed by the mayors of Kansas City, Kansas, and Kansas City, Missouri) are emerging to analyze and stimulate economic development and other uses for the new gigabit connectivity.

Useful analytical approaches and devices are emerging to help communities reap the economic benefits of advanced broadband. For

example, Strategic Networks Group has developed tools to measure and analyze broadband utilization and benefits to businesses, organizations and households.¹¹ These tools, backed by a growing database that currently covers more than 16,000 businesses and 12,000 households, can provide detailed analyses of the economic impacts of broadband utilization and enable businesses and organizations to compare themselves with other entities of comparable size and other characteristics. As the databases grow, they will become increasingly valuable.

In addition, communities that have advanced communications capabilities are increasingly talking to one another, sharing resources and lessons learned, and collaborating when possible. Broadband Communities has sought to facilitate such exchanges by hosting a series of national and regional economic development conferences. Communities also share experiences through forums organized by such organizations as the Coalition for Local Internet Choice, Next Century Cities and the Fiber to the Home Council Americas.

Over time, the path from broadband investments to economic development should be faster, more efficient and less costly to navigate. ♦

*Jim Baller is president of Baller Stokes & Lide, Ashley Stelfox is an associate at Baller Stokes & Lide and Joanne Hovis is president of CTC Technology and Energy, a consulting firm. They are among the founders of the Coalition for Local Internet Choice, which supports the authority of local communities to make the broadband internet choices essential for economic competitiveness, democratic discourse and quality of life in the 21st century. See www.localnetchoice.org for more information. Masha Zager (masha@bbcmag.com) is the editor-in-chief of **BROADBAND COMMUNITIES**.*



Endnotes are available in the digital edition of this article at www.bbcmag.com

ENDNOTES

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City Council Contract Agenda Bill

Meeting Date: 4/16/2018 **Agenda Item:** 7b

Subject: Contract Award – 2018 Asphalt Overlay Project 18-001-TRN-003

Staff Contact: Fred Buckenmeyer

Approved for Submittal to Council by:
Darcy Swetnam, City Attorney

Action Type: Contract Award

Summary Statement: City staff seeks City Council consent to award a contract in the amount of \$657,917.20 to Lakeside Industries, Inc. to perform the 2018 Asphalt Overlay Project 18-001-TRN-003. The project provides for the asphalt pavement overlay improvements within the right-of-way of M Avenue, including but not limited to Planing Bituminous Pavement, Pavement Repair, Paving Fabric, Hot Mix Asphalt Paving, Paint Striping, Utility Adjustments to Grade and other work, all in accordance with the Contract Plans, Contract Provisions, and the Standard Specifications. The project is located at M Avenue, 8th Street to 32nd Street.

Background:

1. **History:** The 2018 Asphalt Overlay Project is a pavement maintenance paving project along M Avenue from 27th Court north to 8th Street. This portion of M Avenue was selected for overlay based on the City Pavement Management Plan. The Pavement Condition Index (PCI) ratings along this corridor range from 74 to 43. Water and sewer improvements have been made along this corridor over the last year to prepare for this overlay project. A storm drainage and pedestrian improvements project is currently under construction along this corridor and will be completed prior to beginning this paving project. The project will include planing existing asphalt, pavement repair of damaged pavement sections, placing pavement fabric to reinforced portions of the roadway and asphalt overlay of existing pavement. Sections of the existing roadway will be milled to correct the pronounced roadway crown resulting from past overlay projects. Following paving manholes, water valves and monuments will be adjusted to match the new roadway finished grade. Finally the new paint striping will be installed including crosswalks, stop bars, centerline, bicycle and motor vehicle lane edge striping. Striping operations will include all of the new paved area and extend south to 32nd Street in order to tie the new striping to an adjacent arterial street.
2. **Key Terms:**
 - Total contract price of \$657,917.20, sales tax does not apply per Rule 171.
 - Work shall begin within Ten (10) Calendar days from the date of the Notice to Proceed. Physical Completion shall be achieved within Thirty-five (35) Working days after the work commences.
3. **Competitive Bidding:** On March 28, 2018 the City solicited bids for the subject project and on April 10, 2018 a bid opening was conducted and 1 bid was received. The Engineer's estimate for the project was \$584,000.00. Bid results are provided as an attachment hereto.

Previous Council/Committee Action: N/A

Competing Viewpoints Considered: N/A

Recommended Motion: I move that City Council authorize the Mayor to sign contract 18-001-TRN-003 with Lakeside Industries, Inc. in the amount of \$657,917.20 to perform the 2018 Asphalt Overlay Project.

Alternative Actions: Not award the contract and rebid or cancel the project

Attachments: Bid Results, Vicinity Map, Contract 18-001-TRN-003

Contractor	Lakeside Industries, Inc.
Contract Amount	\$657,917.20
Earmarked Funds	\$1,100,000
BARS #	104.720.542.30.41
Budget Amendment Required?	No
Start Date	Notice to Proceed
End Date	35 working days

Overlay 2018 "M Avenue" 8th St. - 27th Crt.



NOTICE TO BIDDERS:
IN ACCORDANCE WITH THE ADVERTISED INVITATION TO BID, BIDDERS ARE DIRECTED TO
WWW.BXWA.COM TO ENSURE RECIEPT OF ENTIRE SOLICITATION.

TO: City of Anacortes
City Hall
904 Sixth Street
Anacortes, WA 98221

Attention: Eric Shjarback, P.E. – City Engineer

The undersigned, hereinafter called the bidder, declares that the only persons or parties interested in this proposal are those named herein; that this proposal is in all respects fair and without fraud; that it is made without collusion with any official of the City of Anacortes; and that the proposal is made without any connection or collusion with any person making another proposal of this contract.

The bidder declares that he/she has carefully examined the contract documents for the construction of the project; that he/she has personally inspected the site; that he/she has satisfied him or herself as to the quantities involved, including materials and equipment and conditions of work involved, including the fact that the description of the quantities of work and materials, as included herein, is brief and is intended only to indicate the general nature of the work and to identify the said quantities with the detailed requirements of the contract documents and that this proposal is made according to the provisions and under the terms of the contract documents, which documents are hereby made a part of this proposal.

The bidder declares that he/she has exercised his/her own judgment regarding the interpretation of subsurface information and has utilized all data, which he/she believes pertinent from the Engineer, Owner and other sources in arriving at his/her conclusions.

The bidder agrees that if this proposal is accepted, he/she will, within **Ten (10) Calendar** days after Notification of Award, execute the contract with the City of Anacortes in the form of contract included in the contract documents, and will, prior to the time of execution of the contract, deliver to the City of Anacortes the Performance and Payment Bond, all Certificates of Insurance and proof of a City of Anacortes Business License required therein and will, to the extent of his/her proposals, furnish all necessary labor, tools, materials, equipment, and services required to do the work in the manner, in the time, and according to the methods as specified in the contract documents and required by the Engineer or other designated project representative there under.

The bidder further agrees, if awarded the contract, to begin work within **Ten (10) Working** days after the date of the Notice to Proceed and to achieve Physical Completion within **Thirty-five (35) Working** days from the date work begins, in accordance with the Notice to Proceed.

In the event the bidder is awarded the contract and shall fail to complete the work within the time limit agreed upon as more particularly set forth in the contract documents, liquidated damages shall be paid to the owner per the Standard Specifications contained in the contract documents.

The bidder proposes to accept as full payment for the work proposed herein the amount computed under the provisions of the contract documents and based upon the unit price, it being expressly understood that the unit price is independent of the exact quantities involved. Bidder agrees that the unit prices shown represent a true measure of the labor and materials required to perform the work, including all allowances for overhead and profit for each type of work called for in these contract documents.

NOTICE TO BIDDERS:

IN ACCORDANCE WITH THE ADVERTISED INVITATION TO BID, BIDDERS ARE DIRECTED TO WWW.BXWA.COM TO ENSURE RECEIPT OF ENTIRE SOLICITATION.

The undersigned bids for complete construction of the following described project:

The project provides for the asphalt pavement overlay improvements within the right-of-way of M Avenue, including but not limited to Planing Bituminous Pavement, Pavement Repair, Paving Fabric, Hot Mix Asphalt Paving, Paint Striping, Utility Adjustments to Grade and other work, all in accordance with the attached Contract Plans, these Contract Provisions, and the Standard Specifications.

The project is located:

- M Avenue, 8th Street to 32nd Street

CITY OF ANACORTES 2018 ASPHALT OVERLAY PROJECT (PW-18-001-TRN-003)				
NO.	PLAN QUANTITY	ITEM DESCRIPTION	UNIT PRICE (Figures)	TOTAL AMOUNT (Figures)
1	1 LS	MOBILIZATION 1-09.7	At \$ <u>22,200.00</u> Per Lump Sum	\$ <u>22,200.00</u>
2	1 LS	S.P.C.C PLAN 1-07.15	At \$ <u>900.00</u> Per Lump Sum	\$ <u>900.00</u>
3	EST.	FORCE ACCOUNT- UNANTICIPATED SITE WORK 1-09.6SP	At \$10,000.00 Per Force Account	\$10,000.00
4	1 LS	PROJECT TEMPORARY TRAFFIC CONTROL 1-10.5(1)	At \$ <u>146,000.00</u> Per Lump Sum	\$ <u>146,000.00</u>
5	58 EA	INLET PROTECTION 8-01.5	At \$ <u>90.00</u> Per Each	\$ <u>5,220.00</u>
6	280 SY	2 INCH DEPTH PLANING PAVEMENT REPAIR 5-04.5SP	At \$ <u>16.50</u> Per Square Yard	\$ <u>4,620.00</u>
7	20,000 SY	PLANING BITUMINOUS PAVEMENT 5-04.5	At \$ <u>3.35</u> Per Square Yard	\$ <u>67,000.00</u>
8	4,000 SY	PAVING FABRIC 2-12.5SP	At \$ <u>3.50</u> Per Square Yard	\$ <u>14,000.00</u>
9	2,900 TON	HMA CL. ½ IN. PG64-22 5-04.5	At \$ <u>97.50</u> Per Ton	\$ <u>282,750.00</u>

NOTICE TO BIDDERS:

IN ACCORDANCE WITH THE ADVERTISED INVITATION TO BID, BIDDERS ARE DIRECTED TO WWW.BXWA.COM TO ENSURE RECEIPT OF ENTIRE SOLICITATION.

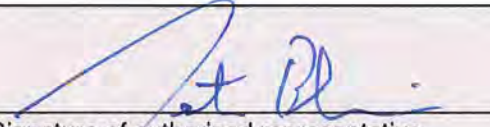
CITY OF ANACORTES 2018 ASPHALT OVERLAY PROJECT (PW-18-001-TRN-003)

NO.	PLAN QUANTITY	ITEM DESCRIPTION	UNIT PRICE (Figures)	TOTAL AMOUNT (Figures)
10	34 EA	ADJUST MANHOLE 7-05.5	At \$ <u>1325.00</u> Per Each	\$ <u>45,050.00</u>
11	28 EA	ADJUST VALVE CASING TO GRADE 7-05.5SP	At \$ <u>870.00</u> Per Each	\$ <u>24,360.00</u>
12	8 EA	ADJUST MONUMENT CASING TO GRADE 7-05.5SP	At \$ <u>870.00</u> Per Each	\$ <u>6,960.00</u>
13	142 LF	REMOVING PLASTIC LINE 8-22.5	At \$ <u>5.50</u> Per Linear Foot	\$ <u>781.00</u>
14	1,120 LF	REMOVING PAINT LINE 8-22.5	At \$ <u>1.25</u> Per Linear Foot	\$ <u>1,400.00</u>
15	13,700 LF	PAINT LINE 8-22.5	At \$ <u>0.45</u> Per Linear Foot	\$ <u>6,165.00</u>
16	5,600 LF	PAINTED WIDE LANE LINE 8-22.5	At \$ <u>0.40</u> Per Linear Foot	\$ <u>2,240.00</u>
17	504 SF	PLASTIC CROSSWALK LINE 8-22.5	At \$ <u>6.50</u> Per Square Foot	\$ <u>3,276.00</u>
18	457 LF	PLASTIC STOP LINE 8-22.5	At \$ <u>8.60</u> Per Linear Foot	\$ <u>3,930.20</u>
19	25 EA	PLASTIC BICYCLE LANE SYMBOL 8-22.5	At \$ <u>160.00</u> Per Each	\$ <u>4,000.00</u>
20	17 EA	PLASTIC SHARED LANE SYMBOL 8-22.5SP	At \$ <u>160.00</u> Per Each	\$ <u>2,720.00</u>
21	8 EA	PLASTIC TRAFFIC LETTER 8-22.5	At \$ <u>90.00</u> Per Each	\$ <u>720.00</u>

NOTICE TO BIDDERS:

IN ACCORDANCE WITH THE ADVERTISED INVITATION TO BID, BIDDERS ARE DIRECTED TO
WWW.BXWA.COM TO ENSURE RECEIPT OF ENTIRE SOLICITATION.

CITY OF ANACORTES 2018 ASPHALT OVERLAY PROJECT (PW-18-001-TRN-003)				
NO.	PLAN QUANTITY	ITEM DESCRIPTION	UNIT PRICE (Figures)	TOTAL AMOUNT (Figures)
22	2 EA	PLASTIC SPEED BUMP SYMBOL 8-22.5	At \$ <u>600.00</u> Per Each	\$ <u>1,200.00</u>
23	900 LF	PAINTING CURB 8-22.5SP	At \$ <u>1.25</u> Per Linear Foot	\$ <u>1,125.00</u>
24	2 HUN	RAISED PAVEMENT MARKER TYPE 2 8-22.5	At \$ <u>650.00</u> Per Hundred	\$ <u>1,300.00</u>
Rule 171 applies to all bid items in this project. See special provision 1-07.2(1) for clarification.			Total Base Bid	\$ <u>657,917.20</u>

X		<u>4-10-18</u>
	Signature of authorized representative	Date
	<u>Justin Blawie</u>	<u>Project Manager</u>
	Name of signer	Title

Proposal must be signed by an authorized representative of the firm submitting this bid.

ACKNOWLEDGEMENT OF RECEIPT OF ADDENDA

Addendum 1, Initial JB

Addendum _____, Initial _____

Addendum _____, Initial _____

Addendum _____, Initial _____

A proposal deposit in an amount of five percent (5%) of the total bid is attached here in the form indicated below:

☒ Bid Bond ☐ Cashier's Check ☐ Certified Check ☐ Cash

NOTICE TO BIDDERS:

IN ACCORDANCE WITH THE ADVERTISED INVITATION TO BID, BIDDERS ARE DIRECTED TO WWW.BXWA.COM TO ENSURE RECEIPT OF ENTIRE SOLICITATION.

NON-COLLUSION DECLARATION

I, by signing the proposal, hereby declare, under penalty of perjury under the laws of the United States, that the following statements are true and correct:

1. That the undersigned person(s), firm, association or corporation has (have) not, either directly or indirectly, entered into any agreement, participated in any collusion, or otherwise taken any action in restraint of free competitive bidding in connection with the project for which this proposal is submitted.
2. That by signing the signature page of this proposal, I am deemed to have signed and to have agreed to the provisions of this declaration.

NOTICE TO ALL BIDDERS

To report bid rigging activities call:

1-800-424-9071

The U.S. Department of Transportation (USDOT) operates the above toll-free "hotline" Monday through Friday, 8:00 a.m. to 5:00 p.m., Eastern time. Anyone with knowledge of possible bid rigging, Bidder collusion, or other fraudulent activities should use the "hotline" to report activities.

The "hotline" is part of USDOT's continuing effort to identify and investigate highway construction contract fraud and abuse and is operated under the direction of the USDOT Inspector General. All information will be treated confidentially and caller anonymity will be respected.

Name of Bidder: Lakeside Industries, Inc.
Mailing Address: P.O. Box 729
City, State, Zip: Anacortes WA 98221
Email Address: justin.blouin@lakesideindustries.com
Telephone: 360.293.2168 Fax: 360.293.9784
Contractor's State License No.: LAKEST 274JD
City of Anacortes Business License (Required if contract awarded) 601106847

By signing this proposal, the bidder agrees to all requirements contained in the contract documents.

(Corporate Seal) Lakeside Industries, Inc Project Manager
Name of Bidder Title
4-9-18 Justin Blouin
Date Signature of Bidder
Print Name

NOTICE TO BIDDERS:

IN ACCORDANCE WITH THE ADVERTISED INVITATION TO BID, BIDDERS ARE DIRECTED TO WWW.BXWA.COM TO ENSURE RECEIPT OF ENTIRE SOLICITATION.



CONTRACT 18-001-TRN-003

THIS AGREEMENT, made in two (2) copies, each of which shall be deemed original, and entered into this _____ day of _____, 2018, between the City of Anacortes, Washington, a Municipal Corporation (hereinafter called OWNER) and Lakeside Industries, Inc. (hereinafter called the Contractor.)

WITNESSETH:

That in consideration of the terms and conditions contained herein and attached and made a part of this agreement, the OWNER and CONTRACTOR hereto covenant and agree as follows:

I. WORK.

The Contractor shall do all work and furnish all tools, materials, equipment, and transportation required for the construction of **2018 Asphalt Overlay Project, Project No. PW#18-001-TRN-003** in accordance with and as described in the City of Anacortes document entitled "**Plans, Specifications, and Contract Documents – 2018 Asphalt Overlay Project**" which is hereby incorporated by reference and made a part hereof, and shall perform any changes to the work in accord with the Contract Documents.

II. ENGINEER.

Unless otherwise specifically stated, the word "Engineer" shall be understood to mean the OWNER'S Project Manager or the OWNER'S authorized representative who will perform the Contract Administration and field inspection responsibilities.

III. CONTRACT TIMES AND LIQUIDATED DAMAGES.

A. Contract Times:

1. Unless modified by the proposal, work shall start within **Ten (10) Calendar** days from the date of the Notice to Proceed. Physical Completion as defined in section 1-08.5 of the Special Provisions shall be achieved within **Thirty-five (35) Working** days after the work commences. The Contract Time shall commence upon issuance of the Notice to Proceed.

B. Liquidated Damages:

1. If said work is not completed within the time specified for Physical Completion, the Contractor agrees to pay the Owner the sum specified in Section 1-08.9 of the Standard Specifications for each and every working day said work remains incomplete after expiration of the specified time, as liquidated damages.

IV. CONTRACT PRICE.

The OWNER, hereby promises and agrees with the Contractor to retain and does retain the Contractor to provide the materials and to do and cause to be done the above-described work and to complete and finish the same according to the plans and specifications contained in document entitled "**Plans, Specifications, and Contract Documents – 2018 Asphalt Overlay Project**", and the terms and conditions herein contained, and hereby the OWNER contracts to pay CONTRACTOR for completion of the Work and in accordance to the same and the attached bid schedule, which is included as an Exhibit to this Agreement based upon the Unit Prices shown. The total contract price is **Six Hundred Fifty-Seven Thousand Nine Hundred Seventeen Dollars and Twenty Cents (\$657,917.20)**.

A. Interest:

1. Moneys not paid when due as provided in the General Conditions shall bear interest at the maximum rate allowed by law at the place of the Project.

V. CONTRACTOR REPRESENTATIONS.

In order to induce OWNER to enter in this Agreement, CONTRACTOR'S representations are as set forth as follows:

- A. CONTRACTOR has familiarized him/herself with the nature and extent of the Contract Document, scope of Work, site conditions, locality, general nature of work to be performed by OWNER or others at the site that relates to Work required by the Contract Documents and local conditions and federal, state, and local laws and Regulations that in any manner may affect cost, progress, performance, or furnishing of Work.
- B. CONTRACTOR has carefully studied and examined the supplement, referred to above, which pertain to the conditions (subsurface or physical) to or contiguous to the site which may affect cost, progress, performance, or furnishing of said Work as CONTRACTOR deems necessary for the performance and furnishing of the Work at the Contract Price, within the Contract Times, and in accordance with other terms and conditions of the Contract Documents, including specifically the provisions of the 2012 WSDOT Specifications; and no additional or supplementary examinations, investigations, explorations, tests, reports, or similar information or data are or will be required by CONTRACTOR for such purposes.
- C. CONTRACTOR has reviewed and checked information and data shown or indicated in the Contract Documents with respect to existing Underground Facilities at or contiguous to the site and has included costs as defined by WSDOT Specifications.
- D. CONTRACTOR has correlated information known to CONTRACTOR and results of such observations, familiarizations, examination, investigations, explorations, tests, and studies with Contract Documents.
- E. CONTRACTOR has given OWNER written notice of conflicts, errors, ambiguities or discrepancies that it has discovered in the Contract Documents and the written resolution thereof by OWNER is acceptable to CONTRACTOR, and the Contract Documents are generally sufficient to indicate and convey understanding of terms and conditions for performing and furnishing Work.

VI. CONTRACT DOCUMENTS.

- A. Contract Documents that comprise the entire Agreement between OWNER and CONTRACTOR concerning Work are defined in the WSDOT Specifications.
- B. Exhibits to this Agreement include:
 - 1. Conformed Bid Form signed by CONTRACTOR.
 - 2. Executed Performance Bond
 - 3. Executed Payment Bond.
 - 4. Required documents submitted by the CONTRACTOR prior to the execution of Agreement as identified in the "Instruction to Bidders".

VII. MISCELLANEOUS

- A. No assignment by a party hereto of any rights under or interests in the Contract Documents will be binding on another party hereto without the written consent of the party sought to be bound, and specifically but without limitation moneys that may become due and moneys that are due may not be assigned without such consent (except to the extent that the effect of this restriction may be limited by law), and unless specifically stated to the contrary in any written consent to an assignment. No assignment will release or discharge the assignor from any duty or responsibility under the Contract Documents.
- B. OWNER and CONTRACTOR each binds itself, its partners, successors, assigns, and legal representatives to the other party hereto, its partners, successors, assigns, and legal representatives in respect of all covenants, agreements, and obligations contained in the Contract Documents.
- C. It is further provided that no liability shall attach to the City of Anacortes, Washington, by reason of entering into this contract, except as expressly provided herein.

IN WITNESS WHEREOF the Contractor has executed this instrument on the day and year first below written and the Authorized Official has caused this instrument to be executed by and in the name of the City of Anacortes the day and year first above written.

LAKESIDE INDUSTRIES, INC.

CITY OF ANACORTES

Signature

MAYOR

Printed

Date

Title

Date



FTTH Partnership

Presented to the Anacortes City Council

April 16, 2018

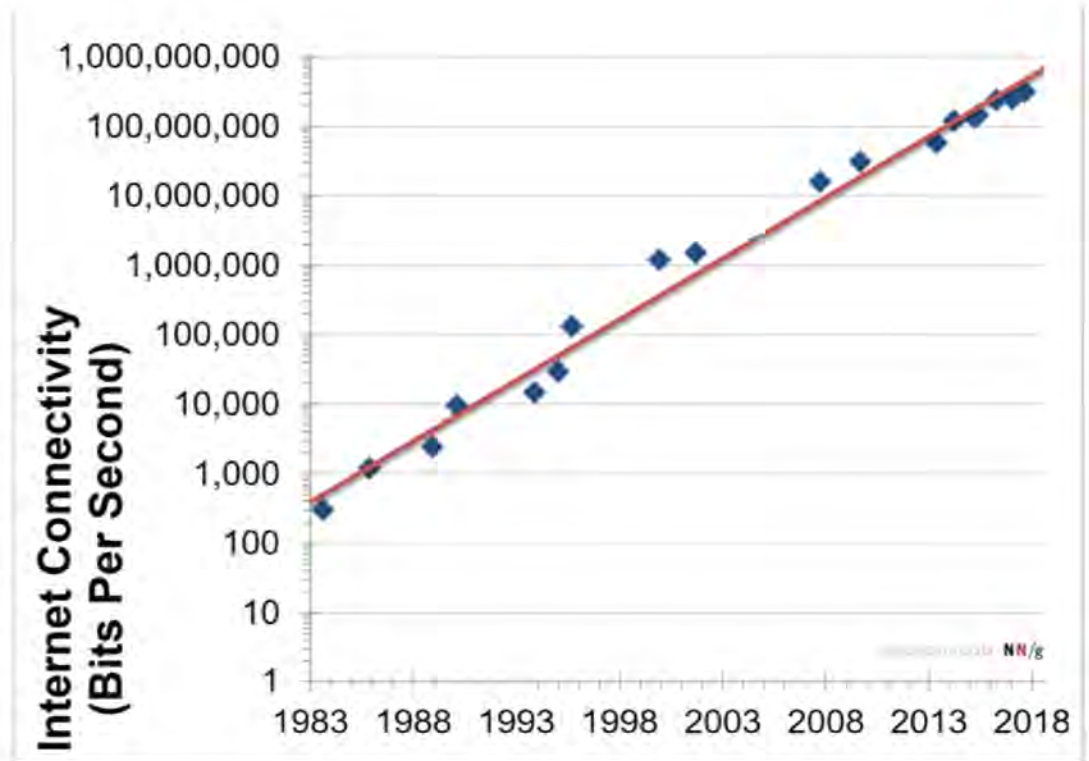


Introduction

The need for speed

Nielsen's Law of Internet Bandwidth: According to data from 1983 to 2018, a user's bandwidth grows by 50% per year, doubling every 21 months.

This is consistent with what we see across our customer base.



Source: Nielsen Norman Group

How is this need being met?

DSL/VDSL

- Uses copper phone lines
- Top speeds are less than 50 Mbps.
- G.fast technology promises to revolutionize DSL service but it is still in early development

Cable Internet

- Fiber to a node, then coaxial cable.
- Upgrades require node splits and new end point equipment.
- Current available technology is DOCSIS 3.1, delivers up to 1 gigabit.
- In the future, full duplex DOCSIS is expected to deliver up to 10 gigabits.

Fiber to the Premises

- Fiber all the way to the home. Equipment on either side of a fiber strand is what delivers data packets.
- As technology evolves, electronics upgrades on either end increase speeds. (Ex:1 gig to 10)
- Most scalable option

If fiber is the future, why isn't everyone doing it?

Cost and Build challenges

- Labor and construction costs
- Permits and make-ready

Existing providers will leverage existing assets first

Wave's fiber strategy is focused on enterprise and underserved areas

- Leverage existing assets where possible
- Meet ROI and payback metrics

Municipalities have different goals and longer payback expectations.

- We applaud the city for making fiber internet a strategic priority for its residents.

Proposed Partnership

Why is this project interesting to Wave?

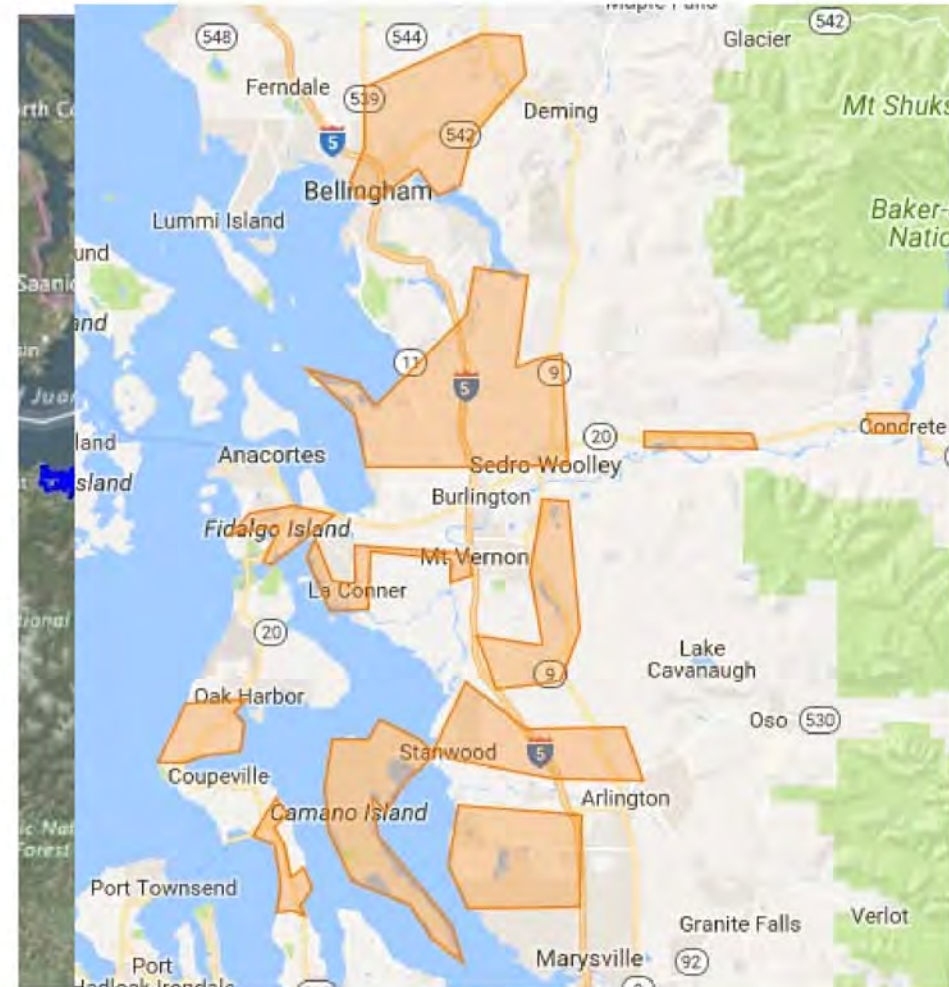
Strategic:

Footprint-adjacent location is ideal

Aligns with our strengths:

- 15 years of experience
- strong local presence and resources
- scale and flexibility for the project

We are open to new ideas and ways of doing business.



Partnership with the City of Anacortes

You build the fiber, we light it up, and together we serve the community.

Services Wave would be able to provide:

- Marketing and sales
- Network uplinks (2 x 10 gig) and aggregation equipment
- Customer installation and provisioning
- Billing- optional
- Customer support and trouble calls
- NOC, network maintenance and monitoring

Services Available

1. 

2. 

3.  + 



- Internet:** 100 Mbps and 1 gigabit symmetrical speed service
No data caps or contracts
- Phone:** Unlimited calling, voicemail, full features, mobile phone app
- IPTV:** IPTV available late 2018. We recommend streaming services to get exactly what you want at the best price.
- Other:** Wireless routers and Roku devices can be rented as a convenience.
Not required.
- Business:** Wave G business offers similar services, with more phone configuration options, including hosted voice solutions. Pricing is slightly higher and there are service terms.

Anacortes Fiber Private Label



Similar product suite as for Wave G, but with a custom brand. With a private label, we could be more flexible on which services are offered.

There are set-up costs associated with this option so that we can deliver a customized experience.

Lost economies of scale with marketing.

Could be an advantage to civically-minded residents more likely to subscribe under the city brand.

How we'll connect

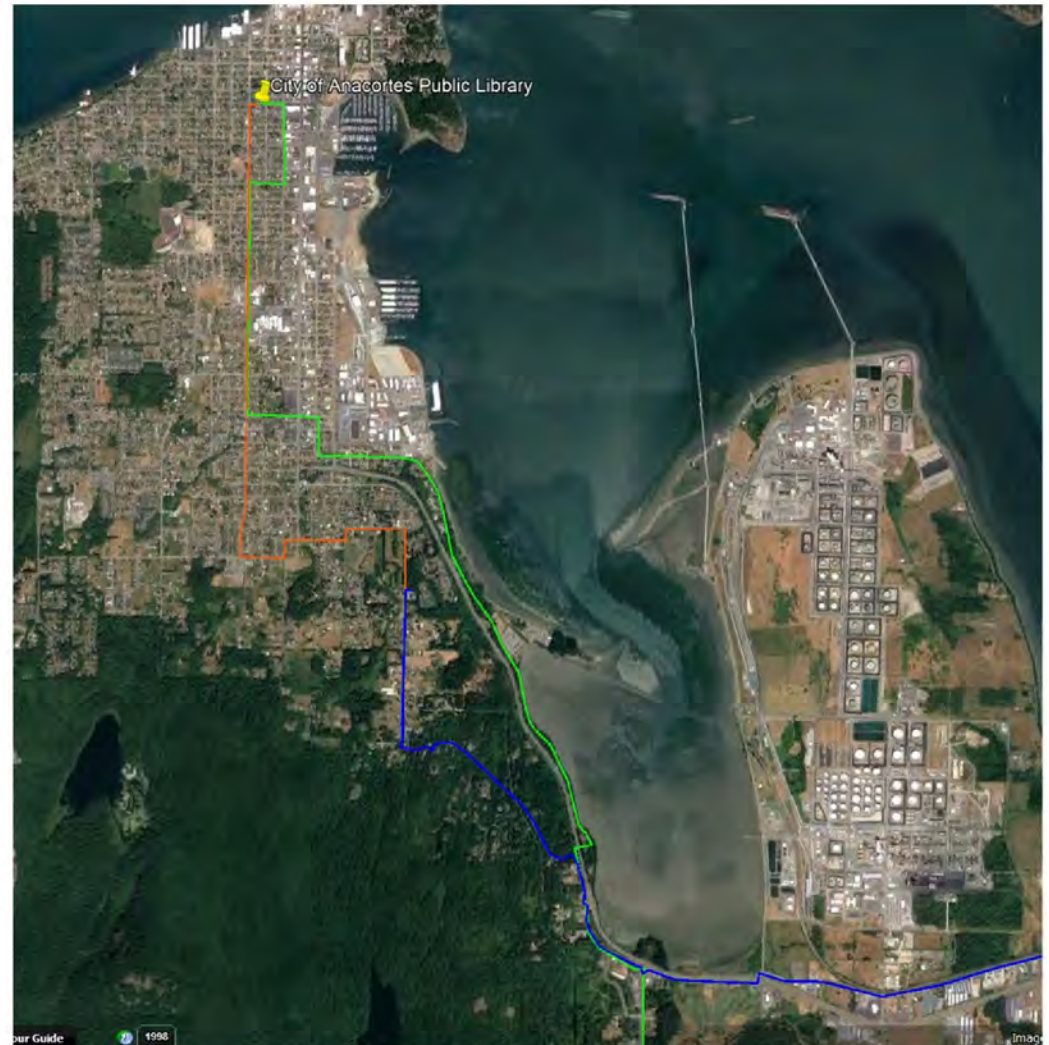
Wave has dark fiber at the Anacortes Public Library.

Two, 10 gigabit DIA circuits

- Each circuit will have a separate network interface device
- Dual power supplies for each device

Mostly diverse fiber pathway

- Primary circuit uplinked in La Conner
- Secondary circuit to Burlington aggregation point.



What you'll be connected to

Regional and national backbone

- More than 1 terabit of peering and transit to regional, national, and local content providers, peers and transit carriers
- Around 70% of the internet traffic stays on-net

Wave POPs include most major data centers and carrier hotels in Northern CA and the Pacific Northwest

- POPs have multiple diverse fiber routes to ensure uptime and resiliency.

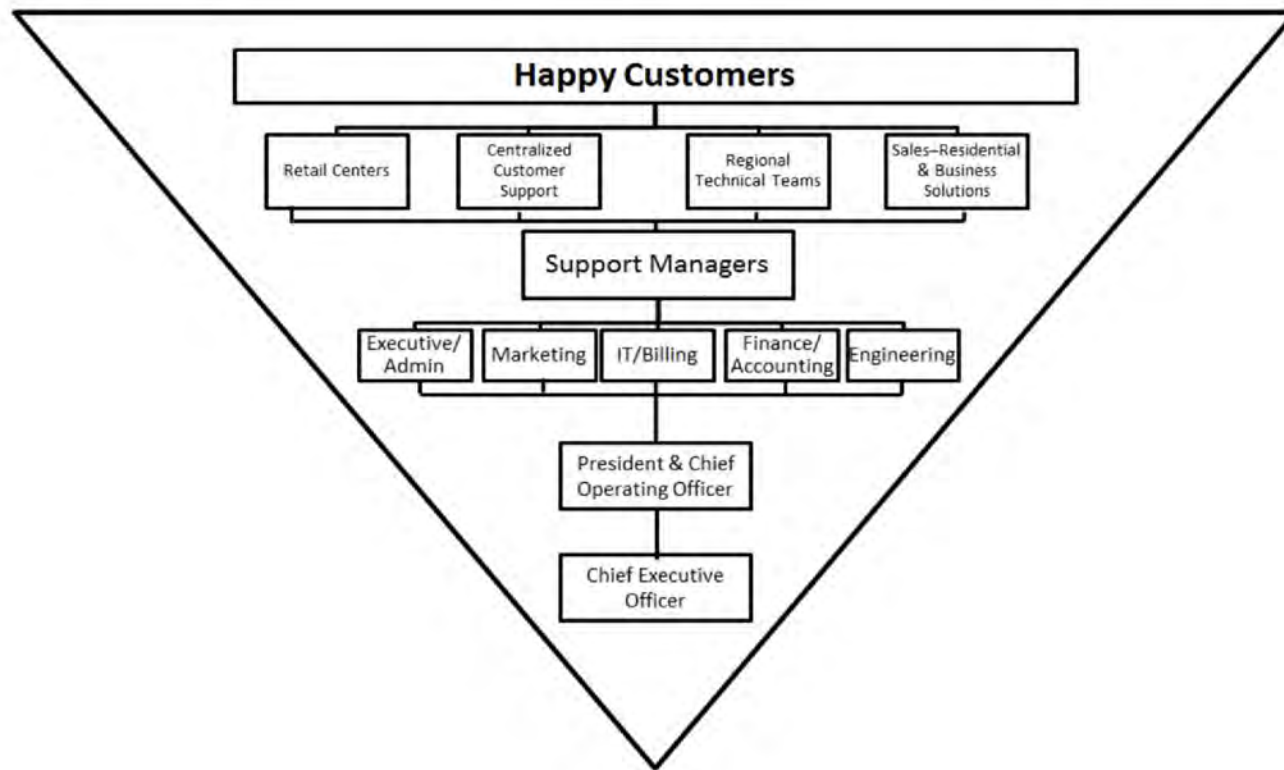
Our core network is designed for 40% capacity at peak

Why Wave

Wave's #1 Priority:

**Take care of the
customer.**

Wave's organizational structure puts customers and front-line employees first.



You get what you measure; Wave measures responsiveness and customer satisfaction.

Technical Support Team

Tech support for residential and business customers 24/7/365.

Service level goal: answer calls in 30 seconds or less 70% of the time. Over the last six months, we've averaged 68.8%.

First call resolution rate goal is 75%. Over the last six months, we've averaged 73%.

Customer Service Center

Sales, billing and account inquiries.

Service level goal: answer calls in 30 seconds or less 75% of the time. Over the last six months, we've averaged 76.2%.

Handle time goal: swift interaction. Average has been 6 min, 8 sec over last six months.

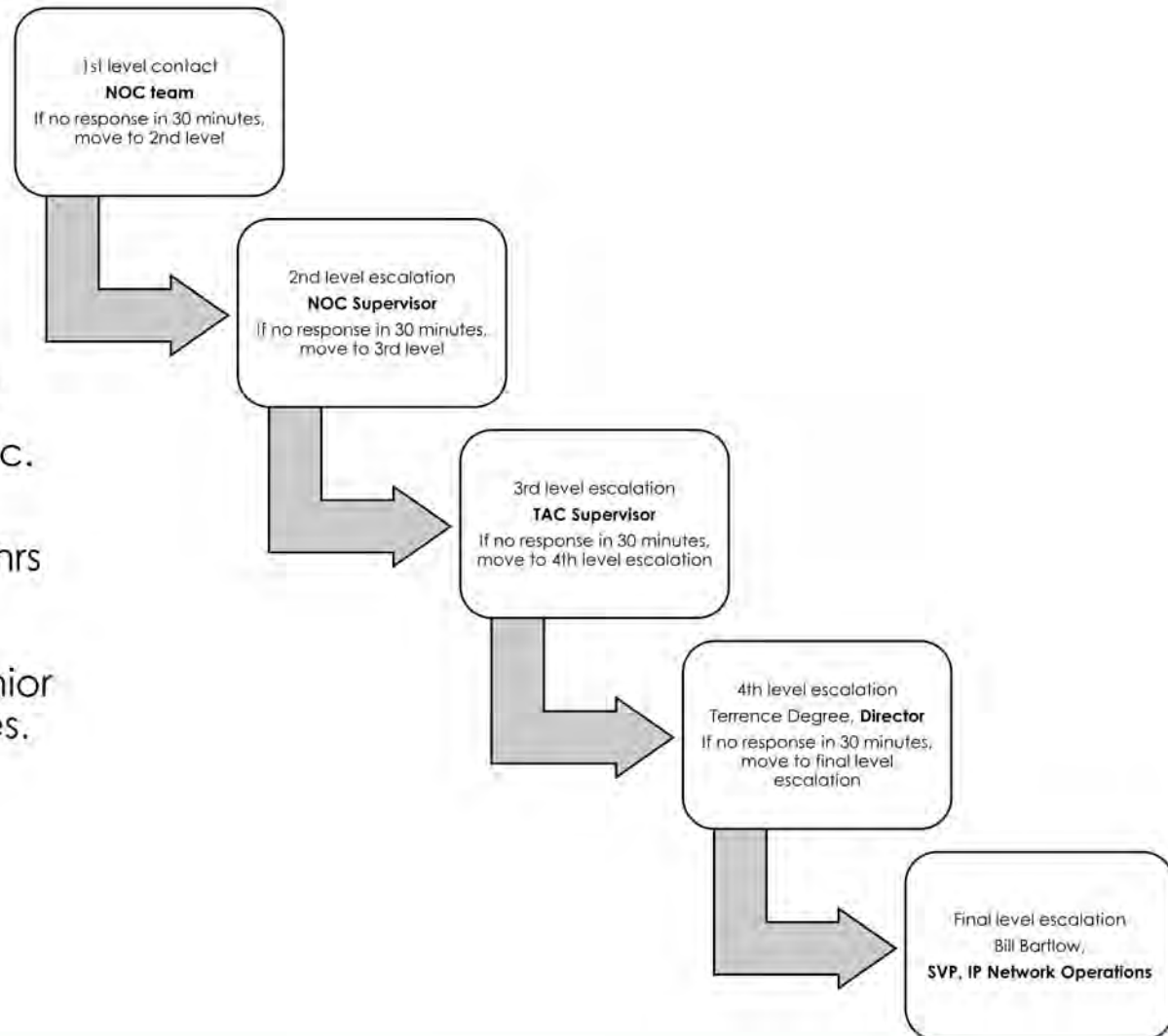
Wave NOC

Staffed 24/7

Relevant Stats:

- Answer time: 57 seconds
- Handle time: 8 min, 41 sec.
- Average duration of unplanned outages: 2.7 hrs

Escalation plan reaches senior management in 120 minutes.



Wave Grew from Local Roots.

Founded in 2003.

First systems were right in this area: North Lakewood, La Conner, Bayview, Camano Island and Stanwood. Purchased from Northland Cable and Cedar Communications.

Headquartered in Kirkland, WA

Growth through acquisitions and strategic fiber builds.

Fast forward 15 years and here we are with more than a quarter million customers in three states and a meaningful fiber footprint of more than 8,000 route miles and a core network architecture that delivers the best peering and customer experience.

Wave in the community

Local Jobs

63

Local field operations: 29 employees

Fiber design & construction: 15 employees

Sales teams: 14 employees

Retail stores: 5 employees

Wave in the community

Local Events



Wave in the community

Regional Engagement



Wave's local presence is an asset for this partnership.

A fully staffed local field team means more installation appointment availability and quick resolution of any service issues that may arise.

Local sales teams can support improved take rates.

Name recognition is an asset for selling services.



Scale + Flexibility

Scale means:

We can offer 24/7 support to Anacortes customers.

We are an experienced operator and have seen it all. We've likely got a solution available and an expert on our team who can step in to help.

We have the resources to execute and see the project through to completion.

Flexibility means:

We can offer a private label option for the City.

We will take a collaborative approach and can shift course if it makes sense to do so for the project and the community.

How big does the project have to be? We're flexible.

What if it's just the pilot area? Yes, we can support that.

What if further interest doesn't take off and Rock Ridge is the only neighborhood to get to build stage after the pilot? Yes, we can support that, too.

A reasonable achievable goal to work toward would be 35% penetration with a three year ramp.

We look for growth of around 10% in our other Washington markets and a little more for our fiber to the home areas (approx. 15-20% in FTTH). We'd be looking for this project to help us to achieve these growth goals.

Wave is the right partner for this project because:

1. Wave is a customer-focused organization that puts its customers first.
2. Our strong local presence is an asset.
3. Scale and flexibility will help us both achieve a win-win partnership.

Our goal is a

Win-Win Partnership



Thank you.





City Council Contract Agenda Bill

Meeting Date: 4/16/2018 **Agenda Item:** 7d

Subject: Contract Award – Slurry Seal 2018 18-033-TRN-001

Staff Contact: Fred Buckenmeyer

Approved for Submittal to Council by:
Darcy Swetnam, City Attorney

Action Type: Contract Award

Summary Statement: City staff seeks City Council consent to award a contract in the amount of \$148,841.00 to Intermountain Slurry Seal, Inc to perform the Slurry Seal 2018 Project. The project provides for the preparation and installation of Slurry Seal Type II to existing asphalt streets, pavement marking removal and replacement, street surface preparation, herbicide application, vegetation trimming, minor structural patching, street sweeping and other work, all in accordance with the Contract Plans, Contract Provisions, and the Standard Specifications. The project is located: Portalis Wy, Portalis Ct, Harbor View Pl, Allen Ct, W 12th St, Oregon Ave, Airport Rd, 33rd St, Jasper Wy, Marion Wy, Cedar Glen Ct, Cedar Glen Wy, Robin Ct, Michigan Ave, Rock Ridge Pkwy, Copper Pond, Meadows Ln.

Background:

1. **History:** This slurry seal project is an element of the City's pavement management program. The strategy is to preserve and improve residential roads that are in average to better-than-average condition by protecting them with a sealant to prolong the life of road surfaces by approximately 7 years. This is an inexpensive treatment, allowing the City to attend to other road maintenance priorities without the concern that these roads will fall to an expensive level of maintenance need in the meantime. This contract provides for the preparation and installation of Slurry Seal Type II to existing asphalt streets. The particular roads are chosen from a continuously updated pavement condition report showing where the most concentrated need is, in order to mobilize contractors most efficiently.
2. **Key Terms:**
 - Total contract price of \$148,841.00, sales tax does not apply per Rule 171.
 - Work shall begin within Ten (10) Calendar days from the date of the Notice to Proceed. Physical Completion shall be achieved within Forty (40) Working days after the work commences. (We plan to issue the Notice to Proceed on July 9th, 2018.)
3. **Competitive Bidding:** On March 13, 2018 the City solicited bids for the subject project and on April 3, 2018 a bid opening was conducted and 3 bids were received. The Engineer's estimate for the project was \$244,000.00. Intermountain Slurry Seal, Inc was determined to be the lowest responsible bidder. Bid results are provided as an attachment hereto.

Previous Council/Committee Action: N/A

Competing Viewpoints Considered: N/A

Recommended Motion: I move that City Council authorize the Mayor to sign contract 18-033-TRN-001 with Intermountain Slurry Seal, Inc in the amount of \$148,841.00 to perform the Slurry Seal 2018 Project.

Alternative Actions: Not award the contract and rebid or cancel the project

Attachments: Bid Results, Vicinity Map, Contract 18-033-TRN-001

Contractor	Intermountain Slurry Seal, Inc
Contract Amount	\$148,841.00
Earmarked Funds	\$1,100,000.00 for Annual Roadway Overlay/Sealing Maintenance
BARS #	104.720.542.30.41
Budget Amendment Required?	No
Start Date	Notice to Proceed
End Date	40 working days

CITY OF ANACORTES

PUBLIC WORKS

ENGINEERING

MARCH 2018

1 INCH = 1 MILE

SLURRY SEAL 2018

PW-18-033-TRN

GUEMAS ISLAND

GUEMAS CHANNEL

ROSARIO STRAIT

CAP SANTE

CONTRACTOR STAGING
2004 R-AVENUE

FIDALGO BAY

MARCHES PT

FIDALGO HEAD

PROJECT AREA

BURROWS BAY

FIDALGO ISLAND

20 SPUR

20

20

SIMILK BAY

DESERTION PASS



0 MILE 1
GRAPHIC SCALE

VICINITY MAP

TO: City of Anacortes
City Hall
904 Sixth Street
Anacortes, WA 98221

Attention: Eric Shjarback, P.E. – City Engineer

The undersigned, hereinafter called the bidder, declares that the only persons or parties interested in this proposal are those named herein; that this proposal is in all respects fair and without fraud; that it is made without collusion with any official of the City of Anacortes; and that the proposal is made without any connection or collusion with any person making another proposal of this contract.

The bidder declares that he/she has carefully examined the contract documents for the construction of the project; that he/she has personally inspected the site; that he/she has satisfied him or herself as to the quantities involved, including materials and equipment and conditions of work involved, including the fact that the description of the quantities of work and materials, as included herein, is brief and is intended only to indicate the general nature of the work and to identify the said quantities with the detailed requirements of the contract documents and that this proposal is made according to the provisions and under the terms of the contract documents, which documents are hereby made a part of this proposal.

The bidder declares that he/she has exercised his/her own judgment regarding the interpretation of subsurface information and has utilized all data, which he/she believes pertinent from the Engineer, Owner and other sources in arriving at his/her conclusions.

The bidder agrees that if this proposal is accepted, he/she will, within **Ten (10) Calendar** days after Notification of Award, execute the contract with the City of Anacortes in the form of contract included in the contract documents, and will, prior to the time of execution of the contract, deliver to the City of Anacortes the Performance and Payment Bond, all Certificates of Insurance and proof of a City of Anacortes Business License required therein and will, to the extent of his/her proposals, furnish all necessary labor, tools, materials, equipment, and services required to do the work in the manner, in the time, and according to the methods as specified in the contract documents and required by the Engineer or other designated project representative there under.

The bidder further agrees, if awarded the contract, to begin work within **Ten (10) Working** days after the date of the Notice To Proceed and to achieve Physical Completion within **Forty (40) Working** days from the date work begins, in accordance with the Notice To Proceed.

In the event the bidder is awarded the contract and shall fail to complete the work within the time limit agreed upon as more particularly set forth in the contract documents, liquidated damages shall be paid to the owner per the Standard Specifications contained in the contract documents.

The bidder proposes to accept as full payment for the work proposed herein the amount computed under the provisions of the contract documents and based upon the unit price, it being expressly understood that the unit price is independent of the exact quantities involved. Bidder agrees that the unit prices shown represent a true measure of the labor and materials required to perform the work, including all allowances for overhead and profit for each type of work called for in these contract documents.

The undersigned bids for complete construction of the following described project:

The project provides for the preparation and installation of Slurry Seal Type II to existing asphalt streets, pavement marking removal and replacement, street surface preparation, herbicide application, vegetation trimming, minor structural patching, street sweeping and other work, all in accordance with the attached Contract Plans, these Contract Provisions, and the Standard Specifications.

The project is located: Portalis Wy, Portalis Ct, Harbor View Pl, Allen Ct, W 12th St, Oregon Ave, Airport Rd, 33rd St, Jasper Wy, Marion Wy, Cedar Glen Ct, Cedar Glen Wy, Robin Ct, Michigan Ave, Rock Ridge Pkwy, Copper Pond, Meadows Ln

SLURRY SEAL 2018				
NO.	PLAN QUANTITY	ITEM DESCRIPTION	UNIT PRICE (Figures)	TOTAL AMOUNT (Figures)
1	1 LS	MOBILIZATION 1-09.7	At \$ <u>20,763.07</u> Per Lump Sum	\$ <u>20,763.07</u>
2	1 LS	S.P.C.C PLAN 1-07.15(1)	At \$ <u>2,000.00</u> Per Lump Sum	\$ <u>2,000.00</u>
3	1 LS	PROJECT TEMP. TRAFFIC CONTROL 1-10.5(1)	At \$ <u>11,000.00</u> Per Lump Sum	\$ <u>11,000.00</u>
4	1 LS	SHOULDER & STREET PREPARATION 2-01.5	At \$ <u>2,000.00</u> Per Lump Sum	\$ <u>2,000.00</u>
5	1 LS	STREET SWEEPING 2-01.5	At \$ <u>6,000.00</u> Per Lump Sum	\$ <u>6,000.00</u>
6	557 SF	REMOVAL OF PAVEMENT MARKINGS 8-22.5	At \$ <u>4.00</u> Per Square Foot	\$ <u>2,228.00</u>
7	58,200 SY	SLURRY SEAL, TYPE 2 5-03.5	At \$ <u>1.67</u> Per Square Yard	\$ <u>97,194.00</u>
8	977 LF	PAINT LINE, 4-INCH 8-22.5	At \$ <u>1.57</u> Per Linear Foot	\$ <u>1,533.89</u>
9	474 SF	PLASTIC STOP LINE 8-22.5	At \$ <u>9.90</u> Per Square Foot	\$ <u>4,692.60</u>
10	96 SF	PLASTIC CROSSWALK 8-22.5	At \$ <u>14.89</u> Per Square Foot	\$ <u>1,429.44</u>

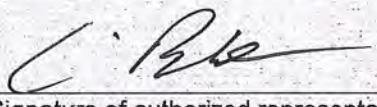
Notice To Bidders: In accordance with the advertised Initiation To Bid, bidders are directed to www.BXWA.com to ensure receipt of the entire solicitation.

SLURRY SEAL 2018

NO.	PLAN QUANTITY	ITEM DESCRIPTION	UNIT PRICE (Figures)	TOTAL AMOUNT (Figures)
Rule 171 applies to all bid items in this project. See Special Provision 1-07.2(1) for clarification.			Sub-Total Base Bid:	\$ 148,841. ⁰⁰
			Base Bid Value Adjustment, plus or Minus	\$ 0
			Total Base Bid	\$ 148,841. ⁰⁰

Note:

If the bid value adjustment is used to increase or decrease the SUB-TOTAL BASE BID, the Contractor who is awarded the project is required to submit a new complete proposal form with the adjustment to unit prices made together with the price extension. Said submittal will be made within two working days of the bid opening.

X		04/03/2018
	Signature of authorized representative	Date
	Christopher M. Burke	President
	Name of signer	Title

Proposal must be signed by an authorized representative of the firm submitting this bid.

ACKNOWLEDGEMENT OF RECEIPT OF ADDENDA

Addendum _____, Initial _____

Addendum _____, Initial _____

Addendum _____, Initial _____

Addendum _____, Initial _____

A proposal deposit in an amount of five percent (5%) of the total bid is attached here in the form indicated below:

☒ Bid Bond ☐ Cashier's Check ☐ Certified Check ☐ Cash

NON-COLLUSION DECLARATION

I, by signing the proposal, hereby declare, under penalty of perjury under the laws of the United States, that the following statements are true and correct:

1. That the undersigned person(s), firm, association or corporation has (have) not, either directly or indirectly, entered into any agreement, participated in any collusion, or otherwise taken any action in restraint of free competitive bidding in connection with the project for which this proposal is submitted.
2. That by signing the signature page of this proposal, I am deemed to have signed and to have agreed to the provisions of this declaration.

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1-800-424-9071

The U.S. Department of Transportation (USDOT) operates the above toll-free "hotline" Monday through Friday, 8:00 a.m. to 5:00 p.m., Eastern time. Anyone with knowledge of possible bid rigging, Bidder collusion, or other fraudulent activities should use the "hotline" to report activities.

The "hotline" is part of USDOT's continuing effort to identify and investigate highway construction contract fraud and abuse and is operated under the direction of the USDOT Inspector General. All information will be treated confidentially and caller anonymity will be respected.

Name of Bidder: Intermountain Slurry Seal, Inc.
Mailing Address: PO Box 1841
City, State, Zip: Sparks, NV 89432
Email Address: chris.burke@gcinc.com
Telephone: 775.358.1355 Fax: 775.355.3458
Contractor's State License No.: INTERSS977MB
City of Anacortes Business License (Required if contract awarded) _____

By signing this proposal, the bidder agrees to all requirements contained in the contract documents.

(Corporate Seal) Intermountain Slurry Seal, Inc. President
Name of Bidder Title
04/03/2018 
Date Signature of Bidder
Christopher M. Burke
Print Name



CONTRACT 18-033-TRN-001

THIS AGREEMENT, made in two (2) copies, each of which shall be deemed original, and entered into this _____ day of _____, 2018, between the City of Anacortes, Washington, a Municipal Corporation (hereinafter called OWNER) and Intermountain Slurry Seal, Inc. (hereinafter called the Contractor.)

WITNESSETH:

That in consideration of the terms and conditions contained herein and attached and made a part of this agreement, the OWNER and CONTRACTOR hereto covenant and agree as follows:

I. WORK.

The Contractor shall do all work and furnish all tools, materials, equipment, and transportation required for the construction of **Slurry Seal 2018, Project Number PW-18-033-TRN-001** in accordance with and as described in the City of Anacortes document entitled "**Plans, Specifications, and Contract Documents – Slurry Seal 2018**" which is hereby incorporated by reference and made a part hereof, and shall perform any changes to the work in accord with the Contract Documents.

II. ENGINEER.

Unless otherwise specifically stated, the word "Engineer" shall be understood to mean the OWNER'S Project Manager or the OWNER'S authorized representative who will perform the Contract Administration and field inspection responsibilities.

III. CONTRACT TIMES AND LIQUIDATED DAMAGES.

A. Contract Times:

1. Unless modified by the proposal, work shall start within **Ten (10) Calendar** days from the date of the Notice to Proceed. Physical Completion as defined in section 1-08.5 of the Special Provisions shall be achieved within **Forty (40) Working** days after the work commences. The Contract Time shall commence upon issuance of the Notice to Proceed.

B. Liquidated Damages:

1. If said work is not completed within the time specified for Physical Completion, the Contractor agrees to pay the Owner the sum specified in Section 1-08.9 of the Standard Specifications for each and every working day said work remains incomplete after expiration of the specified time, as liquidated damages.

IV. CONTRACT PRICE.

The OWNER, hereby promises and agrees with the Contractor to retain and does retain the Contractor to provide the materials and to do and cause to be done the above-described work and to complete and finish the same according to the plans and specifications contained in document entitled "**Plans, Specifications, and Contract Documents – Slurry Seal 2018**", and the terms and conditions herein contained, and hereby the OWNER contracts to pay CONTRACTOR for completion of the Work and in accordance to the same and the attached bid schedule, which is included as an Exhibit to this Agreement based upon the Unit Prices shown. The total contract price is **One Hundred Forty-Eight Thousand Eight Hundred Forty-One Dollars (\$148,841.00)**.

A. Interest:

1. Moneys not paid when due as provided in the General Conditions shall bear interest at the maximum rate allowed by law at the place of the Project.

V. CONTRACTOR REPRESENTATIONS.

In order to induce OWNER to enter in this Agreement, CONTRACTOR'S representations are as set forth as follows:

- A. CONTRACTOR has familiarized him/herself with the nature and extent of the Contract Document, scope of Work, site conditions, locality, general nature of work to be performed by OWNER or others at the site that relates to Work required by the Contract Documents and local conditions and federal, state, and local laws and Regulations that in any manner may affect cost, progress, performance, or furnishing of Work.
- B. CONTRACTOR has carefully studied and examined the supplement, referred to above, which pertain to the conditions (subsurface or physical) to or contiguous to the site which may affect cost, progress, performance, or furnishing of said Work as CONTRACTOR deems necessary for the performance and furnishing of the Work at the Contract Price, within the Contract Times, and in accordance with other terms and conditions of the Contract Documents, including specifically the provisions of the 2012 WSDOT Specifications; and no additional or supplementary examinations, investigations, explorations, tests, reports, or similar information or data are or will be required by CONTRACTOR for such purposes.
- C. CONTRACTOR has reviewed and checked information and data shown or indicated in the Contract Documents with respect to existing Underground Facilities at or contiguous to the site and has included costs as defined by WSDOT Specifications.
- D. CONTRACTOR has correlated information known to CONTRACTOR and results of such observations, familiarizations, examination, investigations, explorations, tests, and studies with Contract Documents.
- E. CONTRACTOR has given OWNER written notice of conflicts, errors, ambiguities or discrepancies that it has discovered in the Contract Documents and the written resolution thereof by OWNER is acceptable to CONTRACTOR, and the Contract Documents are generally sufficient to indicate and convey understanding of terms and conditions for performing and furnishing Work.

VI. CONTRACT DOCUMENTS.

- A. Contract Documents that comprise the entire Agreement between OWNER and CONTRACTOR concerning Work are defined in the WSDOT Specifications.
- B. Exhibits to this Agreement include:
 - 1. Conformed Bid Form signed by CONTRACTOR.
 - 2. Executed Performance Bond
 - 3. Executed Payment Bond.
 - 4. Required documents submitted by the CONTRACTOR prior to the execution of Agreement as identified in the "Instruction to Bidders".

VII. MISCELLANEOUS

- A. No assignment by a party hereto of any rights under or interests in the Contract Documents will be binding on another party hereto without the written consent of the party sought to be bound, and specifically but without limitation moneys that may become due and moneys that are due may not be assigned without such consent (except to the extent that the effect of this restriction may be limited by law), and unless specifically stated to the contrary in any written consent to an assignment. No assignment will release or discharge the assignor from any duty or responsibility under the Contract Documents.
- B. OWNER and CONTRACTOR each binds itself, its partners, successors, assigns, and legal representatives to the other party hereto, its partners, successors, assigns, and legal representatives in respect of all covenants, agreements, and obligations contained in the Contract Documents.
- C. It is further provided that no liability shall attach to the City of Anacortes, Washington, by reason of entering into this contract, except as expressly provided herein.

IN WITNESS WHEREOF the Contractor has executed this instrument on the day and year first below written and the Authorized Official has caused this instrument to be executed by and in the name of the City of Anacortes the day and year first above written.

INTERMOUNTAIN SLURRY SEAL, INC.

CITY OF ANACORTES

Signature

MAYOR

Printed

Date

Title

Date

Municipal Broadband Project

City of Anacortes

Opportunity

T-Mobile
Partnership

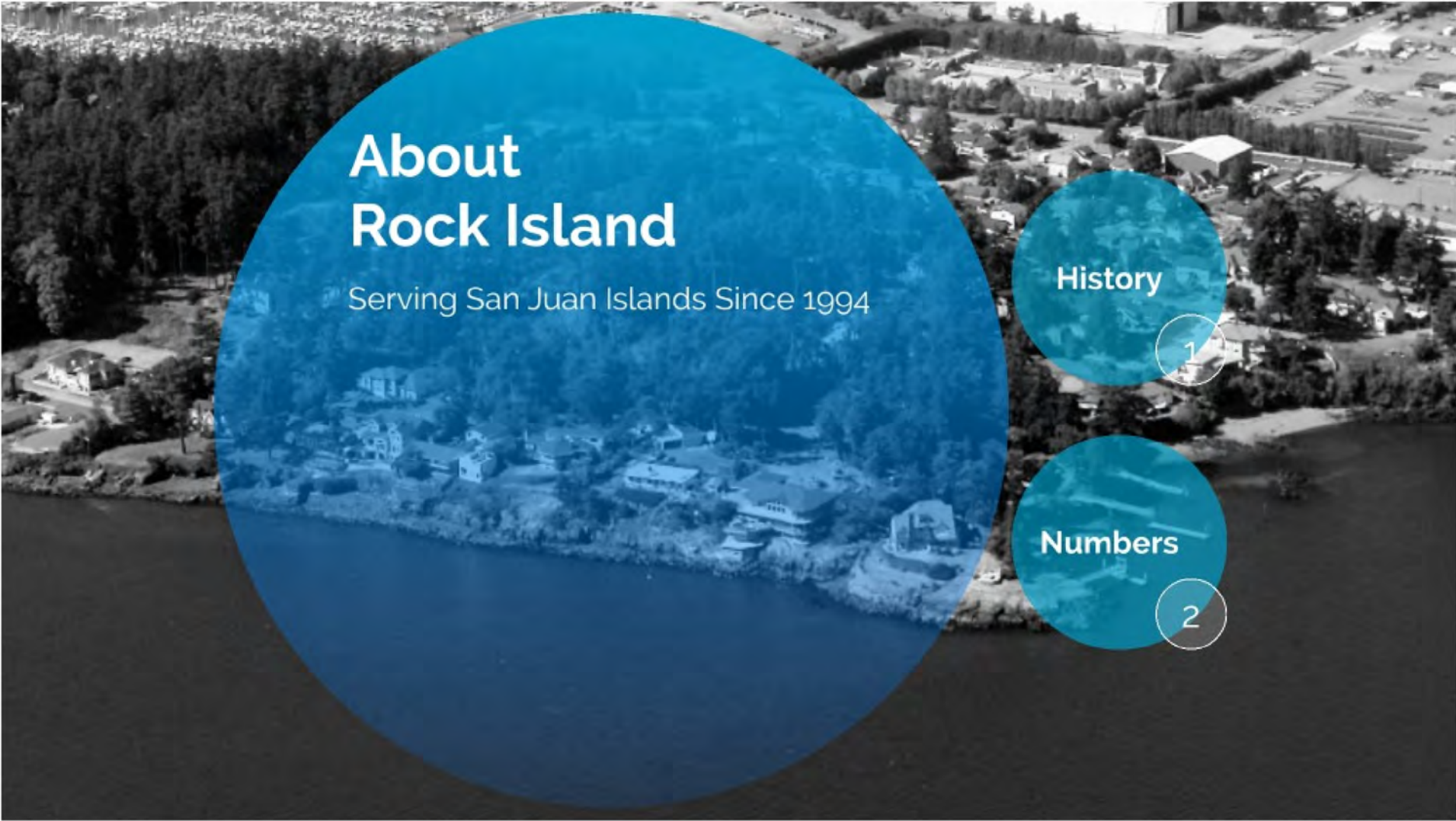
Go To
Market

About
Rock Island

4/16/18

ROCKISLAND





About Rock Island

Serving San Juan Islands Since 1994

History

1

Numbers

2



Brief History

1994 - Rock Island first independent ISP in SJI's

2001 - Orcas Power & Light begins building Fiber for Electric Grid communications

2004 - OPALCO delivers fiber connectivity to major institutions and entities in SJC

2011 - OPALCO starts investigation to open fiber network to the entire community

2014 - Stand alone legal entity is created to deliver full suite of ISP solutions

2015 - Rock Island is purchased forming today's entity

2015 - Long Term partnership with T-Mobile signed

An aerial photograph of a coastal town, likely Rock Island, showing buildings, trees, and a body of water. A large, semi-transparent blue circle is overlaid on the right side of the image, containing white text. A blue triangular shape is also visible on the left side of the image.

Numbers

450+ Miles of Fiber installed. 80% underground

33 LTE Sites online 5 more under construction

1500+ locations served by FTTP

2500+ locations served by LTE Fixed Wireless

1000+ locations served by DSL etc.

\$11m invested by OPALCO

\$17m invested by Rock Island

\$8+m invested by T-Mobile

\$3m invested by individuals

Municipal Broadband Project

City of Anacortes

Opportunity

T-Mobile
Partnership

Go To
Market

About
Rock Island

4/16/18

ROCKISLAND





Understanding the Opportunity

Take advantage of the backbone buildout

Time to Market is critical for long term success

FTTP

LTE

Residential and Commercial proximity to backbone

1,117 Residential and 183 Commercial buildings within 100 feet of the backbone today.

1,300 FIBER OPPORTUNITIES



MAP

ROCKISLAND

1300 Opportunities





LTE Macro & Micro Sites

4 Macro Sites in place already. Each can be complimented with 12 Micro Sites

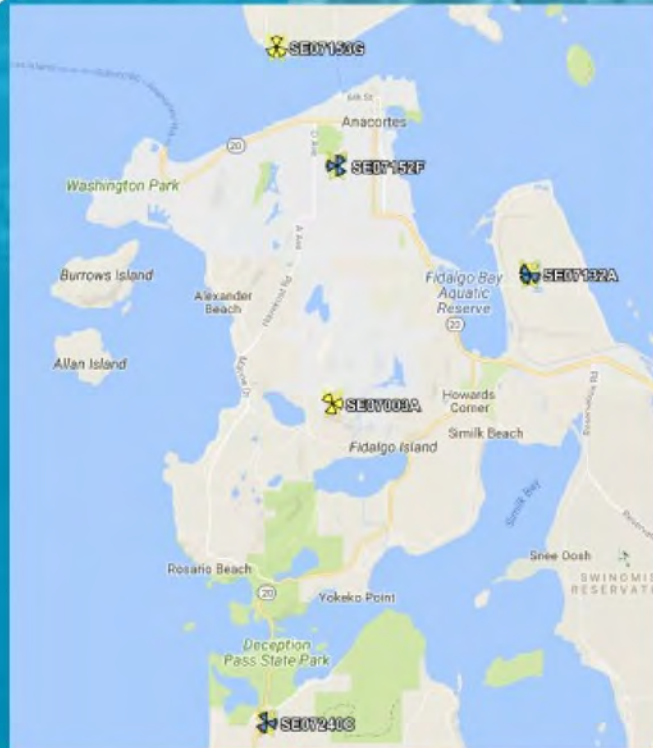
150 - 200 locations per Macro
20-25 locations per Micro

Over 1500 LTE Opportunities in short order.

This technology is Advanced 4G and 5G

MAP

MAP



Municipal Broadband Project

City of Anacortes

Opportunity

T-Mobile
Partnership

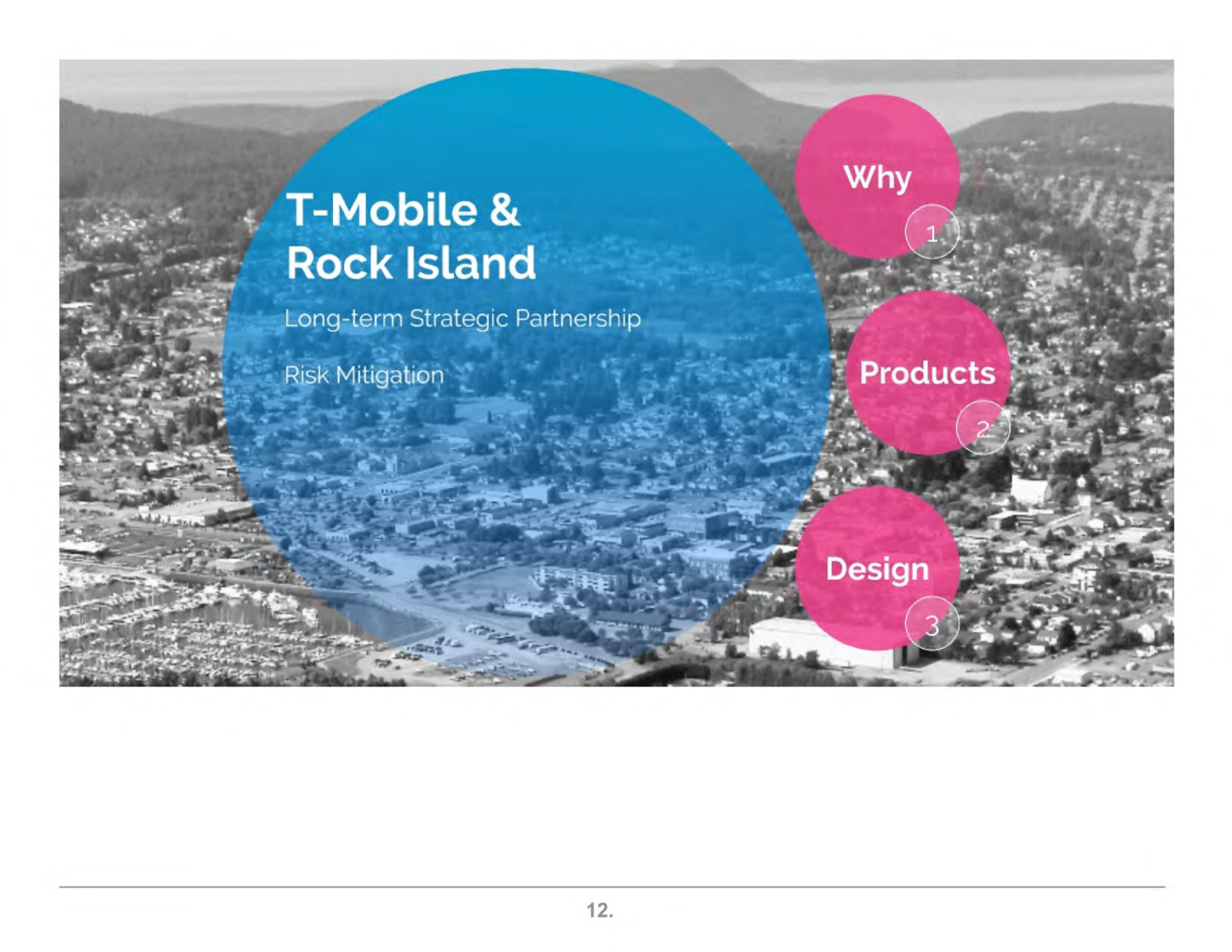
Go To
Market

About
Rock Island

4/16/18

ROCKISLAND



An aerial photograph of a city, likely Rock Island, serves as the background. A large blue circle is positioned on the left side of the image. To its right, three pink circles are arranged vertically. Each pink circle contains a white number (1, 2, and 3 respectively) and a white text label. The blue circle contains white text. The overall layout suggests a structured presentation or report.

T-Mobile & Rock Island

Long-term Strategic Partnership

Risk Mitigation

Why

1

Products

2

Design

3

Why

Rock Island - significant challenges building and managing an LTE core network on our own.

T-Mobile - challenges building and deploying fiber and infrastructure across numerous islands

Rock Island - Deploys and builds infrastructure and backhaul services

T-Mobile - Supplies LTE equipment and core management & expertise

Equal investment in LTE Infrastructure

Shared Spectrum

Each provides recurring services

**SIGNIFICANT FINANCIAL RISK MITIGATION WHILE GETTING LEADING EDGE
TECHNOLOGY AND CAPABILITY**

Products

LTE Fixed Wireless

Mobile Coverage County Wide

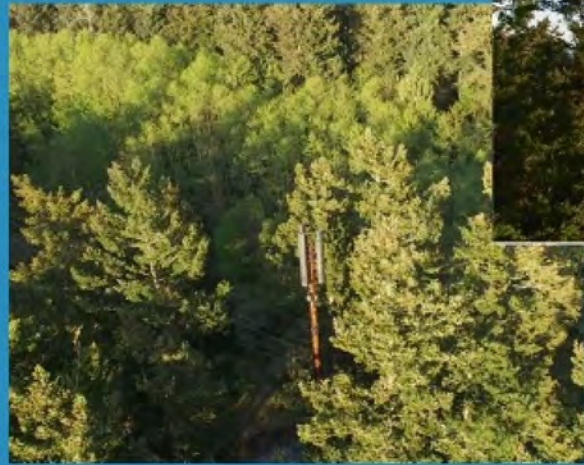
Layer3 T-Mobile TV

Internet of Things



Network Design

Rock Island has full design control over sites - "It's like finding Waldo"



Municipal Broadband Project

City of Anacortes

Opportunity

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Market

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Rock Island

4/16/18

ROCKISLAND



GTM Strategy

Fiber is critical, complimented by LTE

Brand

1

Fiber

2

LTE

3



Local Brand

Create City of Anacortes ISP brand

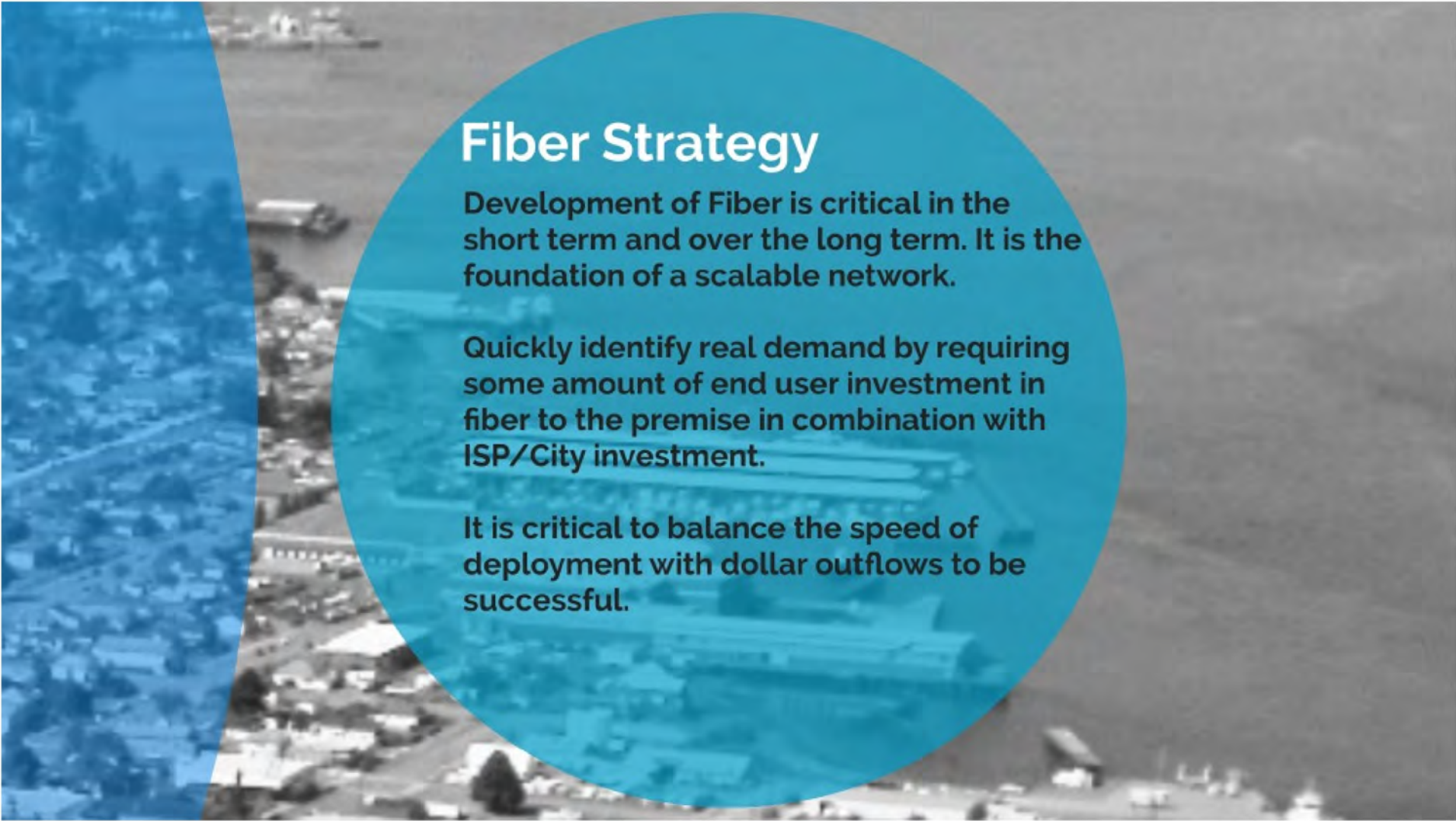
Promote local ownership of critical infrastructure

Promote local investment

Hire local talent

Maintain store presence

Offer full suite of services and support locally

An aerial photograph of a city, likely San Francisco, is shown in grayscale. A large, semi-transparent blue circle is overlaid on the right side of the image, containing white text. To the left of the circle, there is a vertical blue band with a textured, water-like pattern.

Fiber Strategy

Development of Fiber is critical in the short term and over the long term. It is the foundation of a scalable network.

Quickly identify real demand by requiring some amount of end user investment in fiber to the premise in combination with ISP/City investment.

It is critical to balance the speed of deployment with dollar outflows to be successful.

An aerial photograph of a coastal industrial area, possibly a port or shipyard, with various buildings, docks, and ships. A large, semi-transparent blue circle is overlaid on the right side of the image, containing text. The left side of the image shows a residential area with houses and trees.

LTE Fixed Wireless

Identify areas of demand that are too costly or slow to get fiber to in the near term. LTE is superior or comparable service to DSL and Cable

Create fast interest in the project, convert customers and generate cash flow quickly to sustain a long term fiber build.

Municipal Broadband Project

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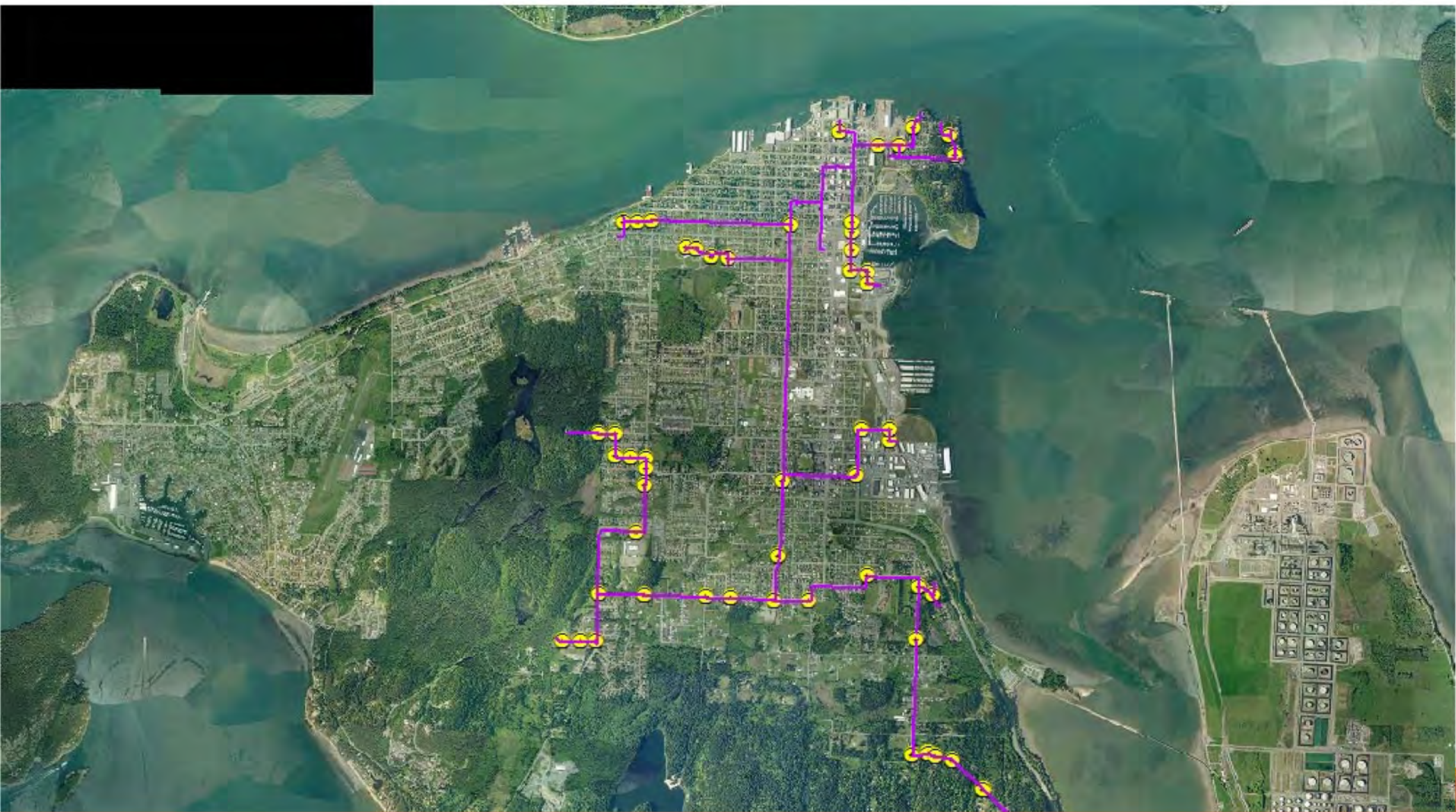
ROCKISLAND





Municipal Broadband System RFQ Respondent Presentations

*Providing reliable high-speed internet
through a municipal broadband network*
April 16, 2018



Municipal Broadband System

1542 Surveys completed
26 Fiberhoods
37 Community Champions



ANACORTES BROADBAND SURVEY
[HTTP://CITYOFANACORTES.SERVICEZONES.NET](http://cityofanacortes.servicezones.net)



Municipal Broadband System

RFQ process

- Solicit for interested qualified Internet Service Providers
- Evaluate proposals
- Council presentations
- Select preferred provider
- Negotiate terms
- Contract for select period of time



Municipal Broadband System

Request For Qualifications (RFQ)



REQUEST FOR QUALIFICATIONS MUNICIPAL FIBER BASED BROADBAND NETWORK

Prepared January 25, 2018

The City of Anacortes, Washington is developing a Municipal Broadband Network.

The City of Anacortes is requesting qualifications from internet service providers [ISP] to manage and operate our Municipal Broadband Network [MBN] and serve as the internet service provider [ISP] for our residential and small-medium businesses [SMB] customers. Anacortes is a progressive community with a current population of 16,800 residents.

The essence of our Fiber based Municipal Broadband System is that the City will own the broadband system infrastructure and the ISP will operate the service on the City-owned system.

Key Elements of the Fiber Optic System

Our initial fiber backbone build is constructed as a telemetry system that connects our wastewater and water facilities together with all municipal buildings. In the initial build, we installed sufficient capacity to allow us to begin a MBN. We have 4 independent fiber routes. Each route has 144 strands. To date we have installed a fiber optic cable backbone in the eastern half of the City (see map) using a combination of both aerial and underground applications. In 2018, we will continue our fiber deployment to the western portion of the City.

We have constructed a colocation facility at the Anacortes Public Library that will contain our GPON system and serve as the central facility for the City's entire municipal broadband system.

We have implemented the COS software program to ascertain community interest in a municipal broadband fiber system. The initial response was overwhelmingly positive with over 1425 responses. Our website has current data on the number of responses and their locations.

In 2018, we will establish our municipal broadband fiber system by deploying a Fiber to the Home (FttH) network in two pilot neighborhoods that provides the potential of connecting over 200 customers. Our long-range plan is to provide all City residents the opportunity to connect to our MBN.

Overview of Requirements

We anticipate the network will offer a symmetrical one gigabit per second connection speed. The network will be operational, on a phased, demand driven basis.

We anticipate the successful vendor will be the sole ISP on the City's MBN for the residential and SMB customers for the lifetime of the contract. The City envisions the enterprise, active Ethernet customers would be provisioned on an open access format, allowing a number of ISPs to serve those customers over the City's fiber infrastructure; however, the City is interested in collaborating with applicants regarding this approach and we are willing to explore exclusivity alternatives. We are also



Municipal Broadband System

Roles & Responsibilities

- City will own the Broadband System infrastructure and the ISP will operate the service on the city owned system.
- Both the City and the provider will have separate roles and responsibilities
- Goal is a collaborative partnership where we work together to solve issues and ensure our mutual success



Municipal Broadband System

5 Respondents met with Committee

- Mayor Gere
- Councilmembers McDougall, Walters, Miller
- Directors Schuh & Buckenmeyer

3 Finalists invited to present to Council



Municipal Broadband System

Committee Evaluated

- Commitment to customer service
 - Expertise and experience operating a broadband network
 - Variety of services offered
-



Tonight's Presentations

- NoaNet & iFiber
- Wave
- Rock Island

EACH ORGN ALLOTTED 20 MIN FOR PRESENTATION FOLLOWED BY A
QUESTION AND ANSWER SESSION WITH COUNCIL



Next Steps

**Final selection will be by Committee following
Council input**

**The preferred organization will enter into
cost/price negotiations with the City**

PUBLIC COMMENT
INVITED AT FUTURE
MEETING



Municipal Broadband System

GOAL

***Providing reliable high-speed internet
through a municipal broadband network***





Anacortes City Council

Proposed Agenda Items for the Next Eight Weeks Beginning April 23, 2018

Subjects listed below have been tentatively suggested for consideration by the Anacortes City Council on the dates indicated. Items may be added to, removed from or rearranged on this list. Routine business such as approval of minutes and vouchers are not included. The complete Preliminary Agenda for each meeting is published at 3:00 on the Wednesday prior to the meeting. Published Agendas are subject to change and may be updated following the posting period. For additional information on agenda topics, please contact the City Clerk's office at 360-299-1960 to be directed to the sponsoring staff member.

April 23, 2018

- CDBG - 2018-2022 Consolidated Plan & Action Plan Public Hearing (Discussion/Possible Action)
- Presentation from HAM Radio and CERT Organizations (Discussion)
- Contract Modification: NoaNet - West End Telemetry System (Discussion/Possible Action)
- Municipal Fiber ISP Model Decision (Discussion/Possible Action)
- Executive Session (30 Minutes) : Collective Bargaining Update (6 PM at beginning of meeting)

May 7, 2018

- Presentation: History of Anacortes' North Shore (Discussion)
- Public Works Quarterly Update (Discussion)
- Ordinance 3022: Impact Fees (Action)

May 9, 2018

Special Joint Meeting of the Anacortes City Council and Anacortes Planning Commission

Anacortes Municipal Code Update: Development Regulations and Design Standards Adoption Process Kick-Off

May 14, 2018

- Closed Record Decision Hearing, "A" Dock Replacement & Reconfiguration, Shoreline Substantial Development Permit, Port of Anacortes, SDP-2018-0002 (Discussion/Possible Action)
- Contract Award: Municipal Fiber Pilot Zone Construction (Discussion/Possible Action)

May 21, 2018

- Guemes Channel Trail Update (Edwards Way cul-de-sac to WSF Terminal) (Discussion)

May 29, 2018

- Pavement Management Program Update (Discussion)

June 4, 2018

June 11, 2018

June 18, 2018

Upcoming City Council Committee Meetings

The public is welcome to attend City Council Committee Meetings.

- Public Works, Monday, Apr 16, 2018, 5:00 PM, Public Works Director's Office, City Hall
- Planning, Monday, Apr 23, 2018, 5:00 PM, Main Conference Room, City Hall
- Finance, Wednesday, Apr 25, 2018, 5:00 PM, Main Conference Room, City Hall
- Port/City Liaison, Tuesday, May 1, 2018, 8:30 AM, Port of Anacortes
- Housing Affordability & Community Services, Thursday, May 3, 2018, 1:30 PM, City Hall
- Skagit County Population Health Trust, Thursday, May 3, 2018, 8:30 AM, Mount Vernon
- Public Works, Monday, May 7, 2018, 5:00 PM, Public Works Director's Office, City Hall