

4. COLLECTION AND TRANSFER

4.1 INTRODUCTION

The purpose of this chapter is to:

- Review existing waste collection and transfer activities in Clallam County.
- Identify the needs, problems, or opportunities not yet addressed by existing collection and transfer facilities and programs.
- Suggest alternatives to meet the identified needs and opportunities.
- Recommend future programs or actions as appropriate to meet the needs and abilities of the County and the County's residents, businesses, and service-providers.
- Provide implementation schedules and planning-level costs for the recommended programs and facilities.
- Meet the requirements of Chapter 70.95.090(1), (3) and (5) RCW.

The activities discussed in this chapter are organized into two sections:

- 4.2 Solid Waste Collection
- 4.3 In-County Transfer

4.2 SOLID WASTE COLLECTION

4.2.1 Existing Conditions

There are six garbage collection operations in Clallam County, including the City of Port Angeles, Waste Management, Gary's Disposal, Murrey's Olympic Disposal (Waste Connections, Inc.), the Quileute Tribal Council, and West Waste. The City of Port Angeles and the Quileute Tribal Council provide collection services within their respective jurisdictions. Waste Management provides garbage collection services in the City of Sequim. Gary's Disposal provides collection services on the Makah Reservation. Murrey's Olympic Disposal and West Waste have contracts to collect waste from various businesses and agencies, and are certificated to collect waste in the unincorporated areas of the County. Each of the collection operations is discussed in greater detail below, and is summarized in Table 4-1. The service areas are shown in Figure 4-1.

4.2.1.1 City of Port Angeles Solid Waste Utility

The City of Port Angeles Solid Waste Utility collects garbage from over 6,500 residential accounts and 800 commercial accounts using four semi-automated trucks. Refuse collection is mandatory for the residents in the City of Port Angeles. The Solid Waste Utility provides service to residential customers on a weekly basis, or an every other week basis upon request. Residents typically use a 90-gallon container that is placed at the curb. Additional containers can be requested at an additional fee. Personalized service is provided to senior citizens and disabled residents.

Table 4-1. Summary of Existing Conditions

Area and Service Provider	Garbage Collection		Curbside Recycling	Curbside Yard Debris	Disposal Location (Effective Jan. 2007)
	Residential	Commercial			
City of Forks;					
West Waste	X	X			Roosevelt Landfill
City of Port Angeles;					
Murrey's Olympic Disposal		X			PA Transfer Station
Municipal Crews	X	X			PA Transfer Station
Waste Connections			X	X	n/a
City of Sequim;					
Waste Management	X	X	X		PA Transfer Station or out of County for export
Tribal Lands;					
Gary Disposal (for Makahs only)	X	X			Neah Bay Landfill
Quileute Crews	X	X			Roosevelt Landfill (via West Waste)
Unincorporated Areas;					
Murrey's Olympic Disposal	X	X	X		PA Transfer Station
West Waste	X	X			Roosevelt Landfill

Commercial customers may receive collection service one to six days per week. Commercial customers have the option of using the Utility's service, self-hauling directly to the transfer station, or in special cases they may contract with Murrey's Olympic Disposal. Murrey's Olympic Disposal serves accounts within the City of Port Angeles with the prior approval of the city, collecting waste from those businesses using roll-offs and compactors.

Collection rates for the City of Port Angeles are shown in Appendix C. The population density of Port Angeles is 1,893 people per square mile (2002 data).

4.2.1.2 Waste Management

Refuse collection is mandatory for residents in the City of Sequim. The City's Public Works Department no longer provides collection services. Instead, the city currently contracts with Waste Management for these services.

Solid waste is collected weekly from residential customers using semi-automated collection trucks. Residents can use 32, 64, or 96-gallon garbage containers, with the collection fee varying accordingly. Residential solid waste is collected weekly. Commercial customers can use 1-1/2, 3, or 6 cubic yard roll-off containers, again with the collection fee varying accordingly. Commercial collection varies from 1 to 5 times per week, depending on customer need, using semi-automated collection trucks.

Waste Management transports solid waste collected in Sequim to either the Port Angeles Transfer Station or out of the County for disposal. Rates charged are shown in Appendix C. The population density of Sequim is 825 people per square mile (2002 data).

4.2.1.3 Gary's Disposal

Gary's Disposal currently provides collection service within the community of Neah Bay and other parts of the Makah Reservation.

For the Makah Reservation, Gary's Disposal provides refuse collection service by contract for Tribal members and institutions. Residential service is provided with a 13-cubic-yard rear-loading truck. The Tribal Council pays for residential collection for both tribal and non-tribal members. Businesses are billed directly by Gary's Disposal. Refuse is currently hauled to the Neah Bay Landfill.

4.2.1.4 Murrey's Olympic Disposal (Waste Connections, Inc.)¹

Murrey's Olympic Disposal, a Waste Connections, Inc. company, has a fleet of trucks with various capacities and capabilities that are used in Clallam County. The fleet includes rear packer trucks and front-end loaders, trucks that can handle containers that are one, two and three cubic yards, and tilt frame (roll-off) trucks for hauling drop boxes with capacities of 10, 20, 25, 30, 40 and 53 cubic yards.

Murrey's Olympic Disposal has contracts to provide refuse collection services for Olympic National Park and Sequim Bay State Park, and is certificated by the WUTC to collect refuse in parts of Clallam County. The WUTC certificate (Certificate G-9) grants Murrey's Olympic Disposal the authority to provide waste collection services to residents and businesses (at their request) in the unincorporated areas of the County. This certificate overlaps with West Waste's service area, which also has a certificate to collect garbage in the unincorporated areas west of Lake Crescent.

Murrey's Olympic Disposal collects waste from drop boxes and compactor units in the City of Port Angeles (i.e., from businesses that need to use larger containers that cannot be emptied by the City's collection equipment). Waste from all of their collections in Clallam County is hauled to the Port Angeles Transfer Station. Murrey's Olympic Disposal also currently contracts with Clallam County to operate the Blue Mountain Drop Box and Recycling Center² and collects refuse in neighboring Jefferson County.

Refuse collection rates effective at this time for Murrey's Olympic Disposal are shown in Appendix C. The population density for the town of Forks and the unincorporated areas of Clallam County is 24.4 people per square mile (2002 data).

4.2.1.5 The Quileute Indian Reservation

The Quileute Tribal Council provides garbage collection services for the residents of the Quileute Indian Reservation through the La Push Utilities Department. The garbage is brought to West Waste's transfer facility and then exported to the Roosevelt Landfill for disposal.

Other Tribes: As noted above, Gary's Disposal provides garbage service for the Makah Tribe. The remaining two reservations are the Lower Elwha Indian Reservation (located on the Strait of Juan de Fuca west of Port Angeles), and the Jamestown S'Klallam Reservation (located along the south end of Sequim Bay). Solid waste collection and disposal services for these reservations are provided as part of the regular solid waste management system in Clallam County.

¹ The City of Port Angeles contracts with "Waste Connections." The County contracts with "Murray's Olympic." They are part of the same company.

² Effective January 1, 2007, this facility will operate under a City of Port Angeles contract.

4.2.1.6 West Waste

West Waste has a contract with the City of Forks to collect garbage on a non-mandatory basis from homes and businesses in that city (i.e., homes and businesses choose whether to subscribe to the collection service). West Waste also has contracts with Clallam County Parks and the Coast Guard Station at Neah Bay, and has a WUTC certificate (Certificate G-251) to collect garbage from homes and businesses in the unincorporated areas of Clallam County west of Lake Crescent. This certificated area overlaps with Murrey's Olympic Disposal certificated area.

The current rates charged by West Waste are shown in Appendix C.

4.2.1.7 State Regulations

The WUTC supervises and regulates garbage collection companies. Their authority (RCW 81.77 and WAC 480-70) is limited to private collection companies and does not extend to municipal collection systems operated by a city or to private haulers operating under contract to a city. For the operations under their jurisdiction, WUTC may require reports, fix rates, and regulate service areas and safety practices.

Cities and towns have several options for managing solid waste collection under state laws. None of these options eliminate the right of a waste generator to haul their own waste. These options are:

- If a city does not wish to be involved in the regulation of garbage collection within its boundaries, collection services would be provided by certificated collectors certificated by the WUTC.
- The city may require a certificated collector to secure a license from the city.
- The city may award contracts for collection for all or part of the city.
- The city may operate its own municipal collection system.

The WUTC would not have jurisdiction over the last three options (RCW 81.77.020).

Various motor vehicle standards also apply to trucks transporting solid waste.

4.2.1.8 Local Regulations

Garbage collection service is mandatory in the cities of Port Angeles and Sequim, but not in the town of Forks or other parts of the county. Additional provisions for garbage collection contained within the City of Port Angeles' municipal code (see Appendix C) address collection rates, prohibition of placing trash from outside the City into garbage containers, recycling program requirements, and prohibition of certain types of waste (e.g., dangerous wastes, large quantities of construction and demolition debris, dead animals, and wastes containing excessive liquids). Additional provisions for garbage collection are contained within Sequim's municipal code (see Appendix C).

As a result of the conversion to a regional export and transfer system, a Joint Solid Waste Advisory Board (JSWAB) has been formed to advise the SWAC, City Council, and County Commissioners. See Section 4.3.1 for additional information.

4.2.1.9 Federal Regulation

RCRA requires that federal facilities comply with substantive and procedural laws and regulations of State and local governments. Thus, military installations and federal agencies must operate in a manner consistent with local solid waste management activities and policies.

4.2.2 Needs and Opportunities

Additional incentives for recycling could be provided through incentive rates for garbage collection.

Future waste quantities have been estimated (see Table 3-2), and the existing collection system is anticipated to be able to handle the projected increase.

4.2.3 Alternative Methods

4.2.3.1 Collection Rate Structures

Several types of collection rates could be used (or used more extensively) in Clallam County, including incentive rates and combined solid waste fees. Volume-based rates have already been implemented. Incentive rates provide a discount from typical garbage collection fees if residential customers participate in a curbside recycling program. Combined solid waste fees are structured so that the cost of garbage collection and recycling (and also possibly yard waste collection) is combined into one fee, and people are encouraged to recycle because “they are already paying for it”.

Incentive fees are used in other parts of the state, such as rural parts of Pierce County. This is an excellent method to encourage participation in curbside recycling programs, although a possible drawback is that it may support the public’s mistaken impression that garbage haulers make large profits from recycling programs.

Combined solid waste rates are also currently used in other areas of the state, but are considered less of an option for Clallam County because this rate has both the drawbacks of incentive rates (i.e., hides the true costs) without providing a clear incentive for recycling or volume reduction.

4.2.3.2 Service Ordinance

The adoption of a service ordinance by the County can be a method to effectively implement specific programs in the rural areas, areas that normally the County would have little control over (barring a collection district or another special mechanism). Service ordinances can be a means of requiring that certificated haulers provide certain services in those areas, such as recycling or yard waste collection services. A service ordinance may be needed to implement incentive rates or other rate structures in the unincorporated areas of the County (see Section 4.2.4).

4.2.3.3 Mandatory versus Voluntary Garbage Collection

Alternative methods to meet collection needs for Clallam County consist of mandatory versus voluntary services. Currently about 35 percent of the county’s population is in areas where collection service is mandatory, and the remainder is largely in rural areas where it is voluntary.

Mandatory collection programs throughout the rest of Clallam County would provide some benefits, but not without possible drawbacks. 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 services with garbage removal). Mandatory collection, however, can act as a disincentive for those who are actively trying to reduce wastes, as well as being unpopular in general.

Mandatory collection in unincorporated areas could be provided through a solid waste collection district. State law (RCW 36.58A) enables a county to establish such a district. The concept of a solid waste district is discussed in greater detail in Chapter 6.

4.2.4 Recommendations

No additional recommendations are made for changing the collection system in Clallam County.

4.3 IN-COUNTY TRANSFER AND DROP BOX FACILITIES

4.3.1 Existing Conditions

An interlocal agreement (ILA) has been executed between Clallam County, the City of Port Angeles, and the City of Sequim for cooperation and implementation of the regional solid waste export and transfer system (see Appendix C). The ILA identifies the respective roles and responsibilities of the ILA signators, and establishes the JSWAB. The JSWAB consists of members from both the city and the county, and acts as an advisory committee to the Port Angeles City Council, the Clallam County SWAC, and others as necessary. Among other things, the JSWAB makes recommendations for the management and operation of the solid waste export and transfer system.

Two transfer/drop box facilities are currently operating in Clallam County. The County-owned Blue Mountain Drop Box and Recycling Center is operated by Murrey's Olympic Disposal (Waste Connections, Inc.). West Waste and Recycling owns and operates a private transfer station in Forks. A third transfer station has been constructed at the Port Angeles Landfill and began operation in late 2006. A fourth transfer station is being designed for the Makah Reservation area, so the Neah Bay Landfill can eventually be closed. Descriptions of these facilities are provided below. The Blue Mountain and Port Angeles facilities are part of the regional export system implemented by ILA.

4.3.1.1 Blue Mountain Drop Box and Recycling Center

The Blue Mountain facility is located at the site of the Blue Mountain Dump, which was closed in 1974, and is on land leased from the Department of Natural Resources (DNR). It is located between Port Angeles and Sequim on Blue Mountain Road approximately 1.5 miles south of Highway 101. The current hours of operation are Mondays and Wednesdays from 9:00 a.m. to 5:00 p.m., and Saturdays from 9:00 a.m. to 5:00 p.m. An attendant staffs the station during these hours.

The facility is a direct discharge type employing two 53 cubic yard containers and is covered for wind and rain protection. The containers are supplied by Murrey's Olympic Disposal. The container on the west side of the facility is used for garbage, while the container on the east side is used for commingled recyclable materials (tin cans, aluminum cans, and plastic bottles). Through 2006, the waste from this transfer station was hauled to the Port Angeles Landfill.

Smaller containers are also provided for additional types of recyclable materials, including newspaper, cardboard, glass, non-ferrous metals, oil and antifreeze. There is no charge for dropping off recyclables. Customers bringing loads of waste to this transfer station are charged a minimum fee and then an incremental based on weight additional. There is a scale on-site for determining the weight of loads. Refrigerators and freezers are not accepted at this site.

4.3.1.2 West Waste Transfer Station

West Waste constructed and began operating their transfer station in Forks in 2000. Waste handled by this transfer station includes waste collected by West Waste and self-haul waste brought to it. Hours of operation for accepting self-haul waste are Thursdays, Fridays and Saturdays from 9:00 a.m. to 5:00 p.m., and the site is staffed during these hours.

The waste from this transfer station is being exported by another garbage handling company (Harold LeMay Enterprises) to a rail loading facility outside of the County and ultimately to Roosevelt Regional Landfill in Klickitat County, Washington.

Containers are provided at the transfer station for collection of some recyclable materials, including cardboard, mixed paper, aluminum cans, and used motor oil, at no charge. West Waste also accepts white goods, other appliances, car batteries, and tires for a fee.

4.3.1.3 Port Angeles Transfer Station

A new transfer station became operational in late 2006 at the Port Angeles Landfill site, located at 3501 West 18th Street, near the airport. This transfer station replaces the solid waste landfill operation at the site which has been discontinued as of late 2006.

Waste Connections, Inc. is operating the transfer station. The station is open to the public from 9 a.m. to 5 p.m. Monday through Saturday. The site is staffed during these hours.

The transfer station area is approximately 10.7 acres. The facility includes a transfer building and associated operations, a recycle area, a metal and special waste area, and a moderate risk waste facility. In addition, a co-compost facility continues to be operated on the former landfill site. These facility features replace, maintain, or improve the current level of service provided by the Port Angeles Landfill.

- The transfer building is designed to handle up to 900 tons per day of municipal solid waste. The tipping floor is designed to separate commercial from self-haul customers. Under normal operations, all MSW received each day will be deposited into transfer trailers and removed from the facility within 24 hours.
- Materials accepted at the recycle area may include but are not limited to newspaper, mixed paper, corrugated cardboard, plastic (HDPE and PET), color-segregated glass, aluminum cans, and tin cans.
- Materials accepted at the metal and special waste area may include but are not limited to properly bagged asbestos waste, used tires, white goods, scrap metal, creosote-treated lumber, painted lumber, and contaminated soils.
- Materials accepted at the moderate risk waste facility may include but are not limited to cleaners, solvents, pesticides, auto batteries, used motor oil, and used antifreeze.
- The co-compost facility will be used for the storage and processing of yard waste delivered by commercial and residential customers, and biosolids delivered by the city's wastewater treatment plant.

Additional details are available in the Port Angeles Transfer Station Operational Plan (SCS Engineers, 2006).

4.3.1.4 Neah Bay Transfer Station

The Makah Tribe has obtained funding to design a new transfer station at the site of their existing landfill. The preliminary concept for the station includes a recycling area for the collection of used oil, batteries, cardboard, paper, and other recyclables. The Makah Tribe is seeking additional funds for the construction of the facility, which is not likely to occur before 2007. After the facility is constructed and operational, the Tribe will seek funds for the closure of the landfill.

4.3.2 Needs and Opportunities

Transfer and drop box facilities are now located so that the majority of residents and businesses in Clallam County have reasonably good access to a disposal or transfer site. With the anticipated construction of a transfer station and closure of the Neah Bay Landfill, which is used solely by Makah Reservation, all residents within the County will have access to a transfer or drop box facility.

Besides the proposed Neah Bay transfer station and the new Port Angeles transfer station, additional transfer and drop box facilities should not be needed. Improvements at the existing transfer and drop off facilities may be needed in the future to meet changing needs (for new approaches to yard waste or other wastes) or due to changes in state or local regulatory requirements. Although the Lake Creek and Clallam Bay transfer stations have been closed, the sites are still under County control and the facilities could be reactivated as a contingency.

Recycling collection at the transfer and drop box facilities is an important opportunity for recycling for many people in the county. Collecting recyclable materials through drop-off containers at these facilities is a relatively inexpensive method to collect these materials, although some of the materials still may not be cost-effective to collect (i.e., market revenues are not covering the costs of handling the materials).

4.3.3 Alternative Methods

Private ownership is an alternative to public construction and ownership of transfer and drop off facilities. Operation of transfer stations can be accomplished by either the public or private sector, even if the facility is publicly owned.

An alternative to the no-fee recycling now offered at some of the transfer and drop box facilities would be a user-pay system for some or all recyclables. Not all of the materials currently collected are sufficiently valuable to cover the costs of preparing and transporting the materials to market, but the value of other materials helps to make recycling in general a cost-effective activity. Should markets for more of the materials worsen sufficiently so as to shift this balance and recycling becomes a significant financial loss for the transfer stations, then funds would need to come from somewhere else to help cover the costs of this activity. Although a user-pay system would not be popular, it may be the most sensible and feasible method for generating the additional revenues needed to keep recycling a cost-effective activity. Other alternatives could include grant funds or absorbing the losses (if short term),

If user fees are implemented at additional transfer and drop box facilities, these fees should be kept lower than fees for garbage so that customers still have a financial incentive to recycle. In addition, a brochure or other educational material explaining the need for user fees, plus providing some forewarning, would be necessary to minimize negative public reaction.

4.3.4 Recommendations

The following recommendations are made for changes in the transfer system in Clallam County:

- The Clallam County SWAC, JSWAB, and other governmental agencies should continue to work together to develop plans and programs, while also continuing to explore viable alternatives, for waste export and transfer and related options. For example:
 - Should access or capacity become an issue at the Blue Mountain Drop Box and Recycling Center, consider extending the hours of operation and/or adding additional drop boxes.
 - Should unlawful disposal or access to the transfer/drop box facilities from remote areas of eastern Clallam County become an issue, consider siting an additional drop box facility to serve this area. (T1)
- Study the possibility of placing additional containers at all transfer and drop box sites to collect source-separated yard wastes (see discussion in Section 6.4.4) and to collect additional recyclable materials (see discussion in Section 6.3.4). One of the better methods for determining the need for additional containers is careful observations on the types and amounts of materials currently being disposed at the transfer and drop box facilities. (T2)
- Through the JSWAB, develop a plan for periodically monitoring municipal solid waste received at transfer and drop box facilities, with an emphasis on noting significant quantities of potentially-recyclable materials (yard waste, scrap metals, textiles, etc.). This could involve asking transfer and drop box facility operators to keep notes of the materials that are disposed for a one-week period. These results should be reported to the County and the City of Port Angeles for consideration in implementing new recycling activities at these facilities (i.e., additional containers) and/or conducting additional promotional efforts to encourage waste prevention and recycling. (T3)
- Through the JSWAB, develop a consistent methodology for estimating annual per capita disposal rate, which will be used in combination with other data to assess the effectiveness of and needs for the solid waste program. This could be patterned after the data presented in Section 6.2.2. (T4)
- Consider user fees at the transfer and drop box facilities for recyclable materials if the average market price for recyclables drops so low that collection of recyclables becomes a significant net loss for the transfer stations. Do not implement user fees without the concurrence of the Clallam County SWAC, JSWAB, Port Angeles City Council and County Commissioners. Furthermore, announce any user fees at least 90 days in advance, and prepare and distribute a flyer or brochure explaining the new system beginning at least one month in advance. (T5)

Table ES-1 identifies the responsible implementing agency and the preliminary implementation schedule for each of these recommendations.



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Figure 4-1. Clallam County Solid Waste Collection Service Areas