



APPENDIX

A

Planning History and Progress on Prior Recommendations

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Appendix A Planning History and Progress on Prior Recommendations

This appendix provides an overview of the history of Seattle’s solid waste plans and summarizes Seattle’s progress on recommendations from the *2011 Solid Waste Plan Revision (2011 Plan Revision)*.

Planning History Overview

Washington's 1969 legislation (RCW 70A.205) set the requirement for local solid waste plans. Seattle operated under King County's 1974 and 1982 solid waste management plans until 1989.

1989 – On the Road to Recovery

Seattle's first solid waste plan was the *1989 Integrated Solid Waste Management Plan, On the Road to Recovery*.

In 1987, Seattle faced a crisis with its waste management system. The last two remaining landfills, closed in 1983 and 1986, had become Superfund sites that would cost more than \$90 million to make environmentally safe. Seattle began hauling garbage to the King County landfill, which radically raised tip fees paid to dispose of garbage. By 1987, Seattle’s solid waste customer rates had increased by 82 percent.

The Solid Waste Utility (now part of SPU) considered incinerating the City’s garbage. The public immediately and overwhelmingly expressed their opposition. Residents did not want an incinerator in their neighborhood and many were concerned about air pollution and final disposal of the ash. SPU responded to public concerns and used the crisis as an opportunity to launch innovative waste reduction and recycling programs that had never been attempted on so large a scale.

1998 – On the Path to Sustainability

In 1998, Seattle prepared its second *Solid Waste Management Plan, On the Path to Sustainability*. Seattle's 1998 *Solid Waste Plan* incorporated the key concepts of zero waste, waste prevention, sustainability, and product stewardship that continue to drive the City's contemporary approach to solid waste management. The plan's vision of zero waste was to:

- Increase waste reduction and resource conservation throughout the city
- Recycle 60 percent of waste by 2008
- Increase the efficiency, fairness, convenience, and accessibility of services
- Expand local markets and increase purchases of recycled-content products
- Increase consumer and producer responsibility for sustainable waste management practices
- Implement the Seattle Sustainable Building Action Plan
- Improve sustainable waste management and resource conservation practices in City of Seattle operations
- Keep Seattle's neighborhoods clean and safe by partnering with communities

2004 – Renewed Commitment to Zero Waste

The 1998 *Solid Waste Plan* was updated by a 2004 *Solid Waste Plan Amendment* that the Washington State Department of Ecology (Ecology) approved in 2005. The 2004 *Solid Waste Plan Amendment* renewed and enhanced Seattle's vision for a zero waste future, including:

- In 2010, the solid waste system will be even more streamlined, with integrated residential and commercial contracts and services, state-of-the-art transfer and processing facilities, and minimum transport and handling.
- More **local markets** will be available, including infrastructure for processing food waste and construction debris.
- Garbage generation will decline. Both residents and businesses will recycle aggressively. Builders, manufacturers, and retailers will play a major role in sustainable design and product take-back.
- Organics composting will help restore Seattle's soils and watersheds. The City's internal waste reduction, recycling, and buy-recycled programs will be exemplary.
- By 2025, the way Seattle thinks about waste will radically shift. Most products will be designed to be readily reused or recycled, and all costs will be incorporated into the price of the product. Garbage disposal will be obsolete. Consumers, producers, and utilities will provide the most efficient infrastructure for managing different products and materials.

2007 – Zero Waste Resolution

In 2007, SPU and the Seattle City Council jointly conducted the Seattle Solid Waste Recycling, Waste Reduction, and Facilities Opportunities (Zero Waste) study. This study examined whether other methods Seattle might use to reduce the amount of its solid waste and divert more from landfill disposal were available.

Following the 2007 study, the Mayor and City Council adopted Resolution 30990, the *Zero Waste Resolution*. The resolution re-committed the City to its 60 percent recycling goal for the year 2012. It also set a longer-term goal of 70 percent recycling by the year 2025.

2011 – Picking Up the Pace Toward Zero Waste

The previous amendment focused on actions and strategies that could be taken to meet the recycling goals in Resolution 30990. The *2011 Plan Revision* continued the trend toward a model of resource management and consideration of life cycle costs and benefits, aligning with the vision and principles outlined in Washington State's [Beyond Waste Plan 2009 update](#). Progress on recommendations from the *2011 Plan Revision* is presented starting on Page A.6.

2016 – Plan Status Review

Statute (RCW 70A.205.075) requires Ecology-approved solid waste plans to be reviewed every five years to ensure the current status of the solid waste system is adequately outlined in the plan. In 2016, SPU and SWAC reviewed the recommended actions from the *2011 Solid Waste Plan Revision*; solid waste facilities; processing and disposal method; financing and rates; and pertinent plans, regulations, and ordinances. Based on this status review, SPU and SWAC recommended conducting an amendment as the next update to Seattle's Solid Waste Plan. SPU started drafting the *2019 Solid Waste Plan Amendment* but could not complete the document in a timely manner.

2022 – Draft 2022 Solid Waste Plan Update

Due to several factors, including impacts from the COVID-19 pandemic, which started in 2020, SPU experienced delays in drafting an amendment to the *2011 Solid Waste Plan Revision*. Following these delays, the Department of Ecology updated its guidance in November 2020, requiring SPU to submit a revision rather than an amendment. SPU's revised comprehensive solid waste management plan from 2011 is the *2022 Solid Waste Plan Update*.

Progress on Recommendations from the *2011 Plan Revision*

This section summarized progress on prior recommendation from the *2011 Plan Revision*, organized by topic:

- Waste prevention
- Recycling program planning, policies, design, and management
- Solid waste management operations
- Other Seattle solid waste programs
- Clean city programs
- Education, outreach, technical assistance, and enforcement

Waste Prevention

This section summarizes progress on prior recommendations from 2011 related to waste prevention in the following categories:

- Reuse and repair (Table A.1)
- Food, yard, and other organics (Table A.2)
- Product-related waste prevention programs (Table A.3)
- Other waste prevention activities (Table A.4)

The *2011 Plan Revision* included recommendations specific to extended producer responsibility (EPR) programs in the chapter on waste prevention. In the *2022 Solid Waste Plan Update (2022 Plan Update)*, Chapter 5, *Recycling and Composting Policy and Markets*, covers EPR programs on recycling program planning, policies, and design. Table A.5 presents EPR-related recommendations and status updates.

Table A.1 Progress on Past Recommendations for Reuse and Repair

RECOMMENDATION	STATUS
Continue existing transfer station reuse programs (charity drop boxes) until new facilities are built; reprogram as needed for new facilities	On track
Collaborate with charities and others to continue to find ways to divert usable items and materials	On track
Continue to support City policies requiring donation of usable electronic equipment to schools	Managed by other City departments
Promote private donation of electronic products to organizations that refurbish them	On track
Continue involvement and support for industrial commodity exchange programs, focusing on market development for recycled commodities as needed	Reprioritized and on hold
Launch a reusable bag campaign for retail stores in 2014	Done (implemented in 2012)
Enhance diversion of reusables from self-haul loads in 2015	On track
Launch market development for textiles in 2016	On track

Table A.2 Progress on Past Recommendations for Food, Yard, and Other Organics

RECOMMENDATION	STATUS
Continue to promote home onsite organics management: backyard composting of food scraps and landscape waste; grasscycling	On track; updated to include mulching and other soil-building methods
Continue programs for commercial onsite organics management: promote restaurant and retail donations to food banks and feeding programs; work with food banks to minimize their disposal costs by diverting more food waste to composting; promote food purchasing and preparation efficiency as a complement to programs designed to increase commercial food waste composting	Revising strategy
Offer consulting services to help restaurants and institutional kitchens buy and serve food with less waste, if funds are available	Revising strategy

RECOMMENDATION	STATUS
For the near term, focus grant monies on schools to establish system-wide approaches to school food and yard waste collection	Done

Table A.3 Progress on Past Recommendations of Product-Related Waste Prevention Programs

RECOMMENDATION	STATUS
Continue to press the quick-serve restaurant industry, food courts and institutional food service businesses to use primarily compostable single-use food service products	On track
Move forward with efforts that support food packaging regulation and food waste composting: proper containers are used in public areas of quick-serve restaurants and other food service businesses; food service businesses have collection contracts, so materials are sent to proper processing; extensive public education to support food packaging programs	On track
Implement a plastic bag ban from stores in 2015	Legislation adopted in 2011; ban implemented 2012
Implement junk mail and Yellow Pages phone books opt-out	Done
Continue to use and monitor the online junk and catalog opt-out service established in 2011	Revised; SPU did not renew contract with Catalog Choice; shifted focus to education only
Given a favorable decision in the Yellow Pages publishers' lawsuit seeking to block the Phone Books Opt-Out Registry, strongly promote the opt-out service to reduce paper use	Cancelled due to court ruling in favor of yellow pages publishers
Work with phone book companies and publishers to change Washington Utilities Commission regulations that require delivery of white pages phone books	Done

Table A.4 Progress on Past Recommendations for Other Seattle Waste Prevention Activities

RECOMMENDATION	STATUS
Push City departments toward additional green purchasing decisions in facilities construction	Managed in other City departments – Finance and Administrative Services
Work on guidelines requiring more recycling and recycled content in “standard” specifications for work in public right-of-way	Managed in other City departments – Finance and Administrative Services
Seek packaging waste reduction and more controls on chemicals purchasing to reduce toxics exposures for staff and other City facility users	Managed in other City departments – Finance and Administrative Services
Contribute to standards setting for “ecolabels” and suppliers— from green office supplies to green fleets	Managed in other City departments – Finance and Administrative Services
Continue the City’s role as a resource for businesses that are utility customers and other government agencies	On track
Continue to include PaperCuts as a part of outreach to businesses whenever possible	On track
Continue community grants, with near-term focus on organics reduction in schools	School grants done; grant program canceled 2014–2017 due to other priorities and relaunched in 2018 as a community focused program

Recycling Program Planning, Policies, Design, and Management

Table A.5 summarizes progress on prior recommendations from 2011 related to recycling program planning, policies, design, and management.

Table A.5 Progress on Past Recommendations for Recycling Program Planning, Policies, Design, and Management

RECOMMENDATION	STATUS
Continue to operate current programs as a base for future new recycling programs	On track
Continue to require quick-serve restaurants, food courts, and institutional food services to use recyclable or compostable single-use food service products	On track
Add food waste and compostable paper to single family organics disposal ban in 2014	Done
Extend commercial landfill disposal ban to include additional materials in 2014	Done
Implement a plastic wrap landfill disposal ban in 2014 at city transfer stations and in commercial garbage containers	On hold due to market challenges
Implement multifamily organics (food and compostable paper) landfill disposal ban in 2015	Done
Implement a product stewardship program for architectural paint in 2015	Statewide program starting 2021
Implement commercial organics (food and compostable paper) landfill disposal ban in 2016	Done in 2014
Revise City's recycling goals to 60% by 2015 and 70% by 2022	Done; now tracking progress and revisiting appropriate goals

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RECOMMENDATION	STATUS
Implement carpet take-back program in 2012	In 2012–2013, SPU conducted efforts to encourage carpet recycling and support a carpet stewardship bill; SPU continues to monitor recycling markets for carpet
Develop a strategic framework for product stewardship actions, including assessment of products and materials that can be regulated locally or at the state level	On track
Continue work with Northwest Product Stewardship Council, Hazardous Waste Management Program in King County, and others to increase the range and effectiveness of product stewardship at the state level	On track
Continue support for proposed state legislation regarding return of unwanted, leftover pharmaceuticals, medical sharps, and carpet	Revised strategy; local legislation established a program in Seattle and King County for pharmaceuticals and statewide program began in 2020. Medical sharps and carpet awaiting state legislation opportunities.
Monitor and support the development of plans for producer-paid end-of-life management for mercury-containing lighting products resulting from 2010 state legislation	Done; monitoring continues
Work with partners to determine the best strategies and timing for new state legislation covering products such as latex and oil-based paint	State paint legislation passed 2019; ongoing for other products
Support Northwest Product Stewardship Council dialogue regarding product stewardship for packaging and printed paper	Ongoing
Continue support for the Product Stewardship Institute and the national product dialogs the institute supports	Ongoing

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RECOMMENDATION	STATUS
Pursue local legislation for select products, which may include take-back, where state or regional action is not forthcoming	Pursued for pharmaceuticals; other products suitable for local legislation are under consideration
Track efforts toward product stewardship solutions for products and materials included in City’s curbside collection program	Ongoing; key recommendation of the Responsible Recycling Task Force
Monitor product stewardship programs’ material reuse and recovery rates; evaluate future support compared to existing programs such as curbside collection	Ongoing
Emphasize job creation potential of product stewardship programs	On hold; not a current priority with product stewardship partners
Work with the Northwest Product Stewardship Council to expand Washington State’s Electronic Product Recycling Law to include additional types of electronic products	Ongoing; awaiting best strategy and timing for revising existing e-waste stewardship law
Continue to ensure electronics disposal meets or exceeds Basel Action Network Electronic Recycler’s Pledge of True Stewardship, Ecology’s Environmentally Sound Management and Performance Standards for Direct Processors, and upgraded Basel Action Network e-Stewards standards as may be adopted by the Seattle City Council	Done; in 2017, Finance and Administrative Services renewed the City’s commitment to only use e-Stewards Certified Recyclers for processing the City’s waste electronics to ensure they are properly managed
When renewing in 2014, upgrade electronics disposal standards in Seattle’s surplus electronics contract to the new Basel Action Network e-Stewards standards	Done; in 2017, Finance and Administrative Services renewed the City’s commitment to only use e-Stewards Certified Recyclers for processing the City’s waste electronics to ensure they are properly managed

RECOMMENDATION	STATUS
Incorporate end-of-life-management and product stewardship into purchasing	In progress; managed by Finance and Administrative Services, which is working to update the City’s environmentally preferable purchasing ordinance

Solid Waste Management Operations

This section summarizes progress on prior recommendations from 2011 related to all aspects of garbage, recycling, and food and yard waste management operations:

- Collection (Table A.6)
- Transfer facilities (Table A.7)
- Processing and disposal (Table A.8)

Table A.6 Progress on Past Recommendations for Collection Contracts and Operations

RECOMMENDATION	STATUS
Implement universal multifamily organics service in 2012	Done (actual start in 2011)
Continue the current practice of contracting for collection services to encourage competition and achieve best prices for SPU ratepayers	Ongoing
Consider changing single-family garbage collection to every other week after evaluating 2012 pilot project	Done; decided not to proceed based on pilot results
Continue monitoring contractor performance to ensure contractors meet obligations and customers receive promised service	Ongoing

Table A.7 Progress on Past Recommendations for Transfer Facilities Operations

RECOMMENDATION	STATUS
Continue to maintain all structures, systems, and equipment to keep existing transfer stations safe and functional while in use	Done
Ensure interim major equipment purchases are compatible with new transfer facilities	Done
Seek opportunities to make services equitable for all Seattle populations, particularly those historically underserved	Ongoing
Continue trip reduction strategies	Not a current strategy for transfer stations
Implement pre-scale recycling at rebuilt transfer stations	North Transfer Station complete; South Recycling Center postponed to evaluate best use of the site
Implement Alaskan Way Viaduct Contingency Plan for managing materials from City's North Transfer Station during viaduct closure	Done
Rebuild the North and South Transfer Stations	Done
Renew redevelopment planning of existing South Transfer Station when resources are available and decisions on the north site are made	Done
Continue planning for staffing and equipment transition to new transfer facilities	Done

Table A.8 Progress on Past Recommendations for Processing and Disposal Contracts and Operations

RECOMMENDATION	STATUS
Continue to contract for processing of recyclable materials collected by SPU contracts	Ongoing
Continue to allow open market processing for recyclable materials privately collected from the commercial sector	Ongoing
Evaluate optimal contracting approach in anticipation of 2013/2016/2019 contract end dates	Done

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RECOMMENDATION	STATUS
If recycling gains lag, consider testing “dirty” materials recycling facility (MRF)	Conducted feasibility analysis to consider for future use of SPU site at South Transfer Station; options for that site are still being considered
Continue to contract for processing of organic materials collected by SPU contracts	Ongoing
Continue to allow open market processing services for organic materials collected from the commercial sector	Ongoing
Support composting capacity development; pursue competitive process after current contract end dates 2013/2014/2015	Done; new contracts in place through 2022 or 2024
Support changes to food packaging and labeling in ways that promote composting and reduce contamination	Ongoing; in 2017, required tinting for compostable plastic bags (green or brown; while non-compostable bags cannot be these colors). Supported 2019 state legislation for compost labeling and tinting
Continue to contract for landfill disposal	Contract successfully renegotiated
Do not pursue or authorize direct combustion of mixed garbage, recycling, and food and yard waste; do not authorize such facilities	No proposals or requests submitted to Seattle for combustion facilities
Monitor and consider emerging technologies	Ongoing
Evaluate contracting approach and disposal alternatives as the long-term disposal contract comes to an end in 2028	Ongoing
Implement pet waste and diaper composting program in 2020	2018–2019 feasibility study is on hold

Other Seattle Solid Waste Programs

This section summarizes progress on prior recommendations from 2011 related to other garbage and recycling programs. This section includes the following tables:

- Construction and demolition (C&D) debris (Table A.9)
- Historic landfills (Table A.10)
- Moderate risk waste (Table A.11)
- Special waste (Table A.12)

Table A.9 Progress on Past Recommendations for C&D Debris

RECOMMENDATION	STATUS
Implement Seattle Sustainable Building Action Plan	In 2011, the Sustainable Buildings and Sites Policy superseded the Sustainable Building Policy; between 2000 and 2013, 32 of 34 City-funded projects achieved LEED certification
Implement transfer station floor sorting program for C&D loads that appear to have at least 50% C&D material in 2013	Pilot conducted in 2015; determined to be costly and unsafe
Develop educational materials to direct contractors to source-separated drop-off services or C&D mixed load processors in lieu of SPU's transfer stations	Ongoing
Set the C&D debris recycling rate goal to 70% by 2020	On track (in 2020, 66% was recycled and another 7% was beneficially used following Administrative Rule #SPU-DR-01-07)
Continue current programs linked to Waste Prevention: LEED and Built Green, voluntary salvation assessment promotion, and change definitions for waste diversion credits	Ongoing for LEED & Built Green Promotion; ongoing for salvage assessments (required since 2015)
Develop training programs for hybrid deconstruction techniques for residential and small commercial structures	On hold

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RECOMMENDATION	STATUS
Develop and widely promote a certification program for C&D debris processing facilities in coordination with the local industry and other solid waste planning jurisdictions	Done
Implement a disposal ban for asphalt, bricks, and concrete paving 2012 at construction jobsites and City and private transfer stations.	Legislation adopted in 2011; ban implemented in 2012
Implement landfill disposal bans for certain materials by 2013 at construction jobsites and City and private transfer stations: metal, cardboard, plastic wrap, carpet, scrap gypsum from new construction	Metal, cardboard, new construction gypsum scrap recommended for 2013, implemented in 2014; plastic wrap and carpet recommended for 2013 but not implemented; planned for 2022 as set out in Director’s Rule SW-640 ¹
Implement landfill disposal ban for certain materials in 2014 at construction jobsites and City and private transfer stations: clean wood, tear-off asphalt shingles	Done in 2015 for clean wood at construction job sites and private transfer stations but behind schedule for City transfer stations (date TBD); asphalt shingles planned for July 2020
Implement a commercial landfill disposal ban on C&D materials in commercial garbage containers in 2017	On hold due to market challenges

Table A.10 Progress on Past Recommendations for Historic Landfills

RECOMMENDATION	STATUS
Continue to monitor and maintain Kent Highlands and Midway in accordance with regulatory requirements and to the satisfaction of adjacent communities	Ongoing

¹ Seattle Public Utilities, “Director’s Rule: Construction and Demolition Disposal Ban Delay—Carpet, Plastic Film Wrap and Tear-Off Asphalt Shingles,” 2012, ([https://www.seattle.gov/Documents/Departments/SPU/Documents/SW-640CD_DisposalBanDelay\(final\).pdf](https://www.seattle.gov/Documents/Departments/SPU/Documents/SW-640CD_DisposalBanDelay(final).pdf)).

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RECOMMENDATION	STATUS
Reduce monitoring requirements as appropriate with regulatory concurrence	On track
Continue to monitor and control landfill gas at Interbay and Genessee	Ongoing
Respond to problems at historic in-city landfills on a case-by-case basis	Ongoing
Pursue possible site de-listing and future beneficial use of the Kent Highlands and Midway landfill sites	On track

Table A.11 Progress on Past Recommendations for Moderate Risk Waste

RECOMMENDATION	STATUS
Maximize service hours and Seattle’s collection facilities as much as possible	Seattle’s collection facilities are open 9:30 am to 4:30 pm to the public during the following days of the week: South: Thurs, Fri, and Sat North: Sun, Mon, and Tues
Continue collecting CESQG collection	Ongoing

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RECOMMENDATION	STATUS
<p>Expand outreach for hazardous materials collection services; expand focused outreach to the elderly, homebound, non-English speaking population, and historically underserved communities</p>	<p>SPU assisted the Hazardous Waste Management Program to develop and adopt its <u>Racial Equity Strategic Plan</u>, which allows the Hazardous Waste Management Program to expand services into historically underserved communities.</p> <p>SPU added awareness of disproportionately impacted populations including pregnant women, people of color, immigrant populations, refugees, lower income communities, and elderly or disabled persons.</p>
<p>Work to secure state product stewardship legislation for unwanted medicines, mercury-containing lighting, and paint</p>	<p>Done; state-level product stewardship legislation has passed for medications, paint, and mercury-containing lights</p>

Table A.12 Progress on Past Recommendations for Special Waste

RECOMMENDATION	STATUS
<p>Continue to maintain up-to-date referral information for special wastes</p>	<p>Ongoing on website</p>

Clean City Programs

This section summarizes progress on prior recommendations from 2011 related to Clean City programs.

Table A.13 Progress on Past Recommendations for Clean City Programs

RECOMMENDATION	STATUS
Implement the 2009–2010 private property recommendation by the Anti-Graffiti Task Force	Done
Amend the Seattle Municipal Code (SMC 12.A.08.020) to include stickers in the list of prohibited materials (anti-graffiti)	Not done; City Council chose not to proceed
Redeploy abatement resources across City departments to better address graffiti abatement on multi-space parking pay stations	Done
Enhance community involvement and public education activities: develop community outreach and engagement plan; convene anti-graffiti outreach coalition	On track
Develop and launch a tool to determine customer satisfaction with SPU’s anti-graffiti services	Done
Long-term: increase emphasis on prevention, apprehension and prosecution, and interdepartmental/interagency collaboration	On track
Further develop enforcement protocol and enhance staff training for safe and effective enforcement	On track
Long-term: increase emphasis on enforcement	On track
Develop formalized roles, responsibilities, and design standards for bus zone transition projects	On track

Education, Outreach, Technical Assistance, and Enforcement

Table A.14 presents progress on prior recommendations from 2011 related to education and enforcement. In the *2011 Plan Revision*, these recommendations were included together with recommendations on recycling planning, programs, and policies. For the *2022 Plan Update*, these topics were moved to a dedicated section on education, outreach, technical assistance, and enforcement for clarity and to emphasize the importance of their role in the City of Seattle's garbage, recycling, and food and yard waste management strategies.

Table A.14 Progress on Past Recommendations for Education and Enforcement

RECOMMENDATION	STATUS
Launch new education programs in 2013 to small businesses about free recycle containers and audits of top self-haulers	Done for small businesses; self-hauler audits not yet completed
Restore education funding for all sectors to pre-recession levels in 2013	On track
Enhance commercial organics outreach in 2013	Done
Increase enforcement of residential bans in 2012	On track
Increase enforcement of commercial paper ban in 2012	On track