



**CITY OF KIRKLAND**  
**Department of Public Works**  
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## MEMORANDUM

**To:** Kurt Triplett, City Manager

**From:** John MacGillivray, Solid Waste Programs Lead  
Pam Bissonnette, Interim Public Works Director

**Date:** September 4, 2013

**Subject:** King County Transfer Station Plan Review Resolution

### STAFF RECOMMENDATION

Staff recommends that the City Council adopts the attached Resolution and Position Statement concerning its support for the closure of the Houghton Transfer Station; its support of evaluating alternatives to limiting self-haul service at existing and new transfer stations, while exploring disposal options for small business users who are not commercial haulers; and its support for the adoption of a rate differential policy for cities that have elected not to extend their Solid Waste Interlocal Agreements with King County through 2040.

### BACKGROUND

At its September 3, 2013 meeting, the City Council received a staff presentation on the status of the King County review of the Solid Waste Transfer and Waste Export System Plan and a draft resolution and position statements for consideration at the September 17, 2013 City Council meeting. A link to the memorandum and attachments from the September 3, 2013 meeting is provided [here](#). After additional research and discussion with King County Solid Waste Division staff, a slightly modified Resolution (attached) is recommended for adoption.

### NEXT STEPS

**September 27:** Final Transfer Plan Review Workshop. If adopted by the City Council, staff will present the Resolution and Position Statement to the King County Solid Waste Division.

**October 9:** King County to deliver draft Transfer Plan Review to stakeholders. Start of comment period.

**TBD:** End of stakeholder comment period

**November 27:** Final Transfer Plan Review to be delivered to King County Council

RESOLUTION R-5001

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF KIRKLAND ADOPTING A POSITION STATEMENT ON THE CLOSURE OF THE HOUGHTON TRANSFER STATION, THE CONSIDERATION OF LIMITING SELF HAULING AT TRANSFER STATIONS AND THE ESTABLISHMENT OF DIFFERENT CUSTOMER CLASSES TO AVOID DISPROPORTIONATE FINANCIAL IMPACTS ON THOSE WHO SIGNED THE AMENDED AND RESTATED INTERLOCAL AGREEMENT THROUGH 2040.

WHEREAS, King County Solid Waste Division (KCSWD) has owned and operated the Houghton Transfer Station in the City of Kirkland for many years; and

WHEREAS, it has been the goal of the City to close this facility for many years because it does not meet the majority of criteria necessary for a safe and modern transfer station and is the only transfer station located entirely within a residential neighborhood with only local access; and

WHEREAS, with the assistance of the Metropolitan Solid Waste Advisory Committee (MSWAC), KCWSD has been formulating a Solid Waste Transfer and Waste Export Plan that results in the closure of the Houghton Transfer Station as well as considering alternative plans for handling solid waste in King County; and

WHEREAS, concurrently with this effort, the County was negotiating with a number of cities the Amended and Restated Interlocal Agreement (Amended ILA) that would extend the duration of the Amended ILA and by which the Cities using KCSWD facilities would continue to be part of the KCSWD system; and

WHEREAS, failure of some of the cities to agree to the Amended ILA will have disproportionate financial impacts on the cities that did sign if no differential solid waste rate is established; and

WHEREAS, the Kirkland City Council approved the Amended ILA on February 19, 2013 date, based in part on assurances by the KCSWD that the Houghton Transfer Station would be closed and that a differential solid waste rate would be established; and

WHEREAS, the Council wishes to present a Position Statement to KCSWD as to its preferences in these matters,

NOW, THEREFORE, be it resolved by the City Council of the City of Kirkland as follows:

Section 1. The City Council adopts the attached Position Statement, which is incorporated by reference, recommending 1) to provide the County sufficient time to site, design, construct, and commission facilities to serve them, Bellevue and the other cities who have elected not to extend their contracts for solid waste disposal with

King County should be provided a date certain in the near term beyond which they will be precluded from returning to the system; 2) a new transfer station should be constructed and the Houghton Transfer Station closed; 3) that King County Solid Waste Division's Transfer Plan review should consider alternatives for limiting self-haul at existing and new transfer stations, while exploring disposal options for small business users who are not commercial haulers; and 4) different customer classes should be established by King County to ensure that system users who extended contracts with King County do not pay a disproportionate share of the cost of improvements to system assets as a result of other Cities' decisions not to extend their contracts for solid waste disposal with King County.

Section 2. The City Council authorizes the City Manager or designee to present the attached Position Statement to KCSWD at its Final Transfer Plan Review Workshop on September 27, 2013, as well as for subsequent King County Council deliberations.

Passed by majority vote of the Kirkland City Council in open meeting this \_\_\_ day of \_\_\_\_\_, 2013.

Signed in authentication thereof this \_\_\_\_\_ day of \_\_\_\_\_, 2013.

\_\_\_\_\_  
MAYOR

Attest:

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

CITY OF KIRKLAND

KING COUNTY SOLID WASTE TRANSFER AND WASTE EXPORT PLAN POSITION STATEMENT

Regarding Houghton Transfer Station, Self-Hauling and Financial Impacts

September 17, 2013

The current adopted Solid Waste Transfer System Plan of 2006 is the preferred plan, having been arrived at by significant and long regional negotiation. That Plan has been called into question by the City of Bellevue and four satellite cities when, unlike other cities in the King County Solid Waste (KCSW) service area, they elected not to extend their contracts with King County for solid waste disposal beyond 2028. By not extending the contract, Bellevue and the satellite cities are signaling they will be leaving the system by 2028.

The King County Solid Waste Division (KCSWD) is now not planning to include Bellevue and the other cities' tonnage, which comprises about 10% of the entire system and 50% of the tonnage processed by the Factoria Transfer Station in Bellevue. Yet the KCSWD has not proposed differential solid waste rates to account for the financial impact of these cities leaving the system as the KCSWD continues to state hope that Bellevue and the other cities will change positions and remain within the KCSW system. This has resulted in adverse impacts and uncertainty to those cities that elected to extend their contracts to 2040, and in particular to the City of Kirkland, the host of the Houghton Transfer Station. The closure of Houghton has been predicated on the construction of Factoria and a new northeast transfer station. There needs to be sufficient time to site, design, construct and commission operation of a transfer station. This may take 10-15 years even though solid waste transfer stations are essential public facilities under the Growth Management Act (GMA). Therefore, the issue of whether Bellevue and the other cities will change their positions must be resolved.

1. **Position Statement Regarding Planning Assumptions and Timing:** To provide the County sufficient time to site, design, construct, and commission facilities to serve them, Bellevue and the other cities who have elected not to extend their contracts for solid waste disposal with King County should be provided until the end of 2014 to extend their ILAs, beyond which they will be precluded from returning to the system. In the meantime, planning for cities remaining within the system will proceed without tonnages of those leaving the system and on the assumption that Bellevue and the other cities will not be remaining in the system after 2028.
2. **Position Statement Regarding the Houghton Transfer Station:** Construct the new Factoria Transfer Station as currently designed as soon as possible. Initiate a siting process in 2014 for an expanded Factoria on the Eastgate property or a new northeast transfer

station capable of handling the combined solid waste of the cities remaining in the County system at that time that cannot be handled by the new Factoria transfer station. Complete the expansion by 2021 and close Houghton Transfer Station.

3. **Self-Haul Position Statement:** To limit cost and subsidy of self-haul services, both capital and operating, the KCSWD's Transfer Plan review should consider alternatives for limiting self-haul at existing transfer stations and in the design of new transfer stations while exploring disposal options for small business users who are not commercial haulers. Those using self-haul services that do not belong to the KCSWD system should be surcharged to recover the full cost of self-haul services.
4. **Rate Differential Position Statement:** Different customer classes should be established by King County to ensure system users do not pay a disproportionate share of the cost of improvements to system assets as a result of the decision by Bellevue and other cities not to sign an Amended and Restated Interlocal Agreement through 2040. The rate differential should be established to account for the full pay-off costs incurred for development of KCSWD system assets prior to the end of the mid-2028 Solid Waste Interlocal Agreement (SWIA) term. These rate differentials should reflect actual costs necessary for paying off construction bonds issued on behalf of the KCSWD with costs apportioned to the solid waste tonnage originating in those cities that elected to end their SWIA in mid-2028. The KCSWD should put verification measures in place that ensure any rate differential applies only to solid waste originating in cities that elected to end their ILA's in mid-2028, regardless if solid waste is self-hauled or delivered by a commercial carrier. The costs of any verification measures should be included in the overall rate differential applied to those cities that elect to end their SWIA in mid-2028.