



CITY OF KIRKLAND
Department of Public Works
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MEMORANDUM

To: Kurt Triplett, City Manager

From: John MacGillivray, Solid Waste Programs Lead
Kathy Brown, Public Works Director

Date: January 8, 2015

Subject: Plastic Bag Reduction Policy Ordinance

RECOMMENDATION

Staff recommends that the City Council receives and participates in an interactive staff presentation to answer a series of specific policy questions to direct staff in the drafting of a plastic bag reduction policy ordinance.

BACKGROUND

At the October 7 City Council study session, staff presented several plastic bag reduction policy options for the City Council's consideration. After discussion, the City Council expressed a majority preference for an ordinance similar in construction to the cities of Seattle and Issaquah, restricting the use of most single-use plastic shopping bags. The draft ordinance may require retailers to charge a minimum fee for large paper bags to encourage the use of reusable bags.

Policy Development History

At the March 19, 2013 City Council meeting, subsequent to moving through the Public Works, Parks, and Human Services Council Committee (March 12, 2013), staff received direction to use Solid Waste resources to draft a staff report intended to evaluate the potential of implementing a ban on single-use plastic bags in Kirkland. Staff provided updates on the status of the report on June 25, 2013 to the Public Works, Parks, and Human Services Committee and on July 8, 2013 to the Community Planning, Housing, and Economic Development Committee. In September 2013, staff published the [Plastic Bag Staff Report](#) on the City website and distributed copies to the City Council and appropriate City staff. On October 22, 2013 the final staff report was presented to the Public Works, Parks, and Human Services Committee where no formal action was taken.

The report uses a framework called the "Sustainability Model" that evaluates a range of options for regulating plastic and paper bag use. As part of the study, staff presented three case studies from other cities. Additionally, a consultant conducted two surveys, one for Kirkland residents and one for Kirkland businesses, regarding their practices and attitudes toward plastic and paper bag use and regulation. The survey results are contained in the addendum to the report beginning on page 30.

On June 4, 2014, the Public Works, Parks, & Human Services Committee received a staff presentation on a variety of policy options available to manage single-use plastic bags. Members of the Committee expressed potential interest in Option 2: Public Education and Outreach Campaign and Option 4: Ban Plastic Bags/Require Fee for Paper Bags. The decision on a formal Committee recommendation was deferred pending a second staff presentation at the Committee's July 2 meeting on the lifecycles of various types of shopping bags and more discussion. Subsequent to the second informational presentation, the Committee did not reach a consensus on a recommended plastic bag management option and concluded that the issue should be discussed by the full City Council at a future study session, which occurred on October 7, 2014.

PLASTIC BAG REDUCTION POLICY DEVELOPMENT PROCESS

Staff is proposing a three part process for the City Council to develop and adopt a plastic bag reduction policy.

1) City Council Meeting – January 20, 2015:

In order to draft a plastic bag reduction ordinance that most accurately reflects the City Council's vision to reduce the use of single use plastic bags, staff will ask the Council to answer a series of questions that will inform the construction of the ordinance and will seek any additional direction on specific provisions the Council wishes to include in an ordinance.

2) City Council Meeting – February 3, 2015:

Staff will present a draft comprehensive communications plan and project budget for the Council's review and comment.

3) City Council Meeting - To-be-Determined – First quarter of 2015:

Staff will propose formal adoption of a plastic bag reduction ordinance and approval to expend Solid Waste cash reserves per the proposed budget to implement the ordinance and communications plan.

PLASTIC BAG REDUCTION POLICY DEVELOPMENT QUESTIONS

Below is a series of questions that will provide staff with the necessary direction to begin drafting a plastic bag reduction ordinance for the City Council's consideration. To inform the discussion, staff conducted a survey of specific elements of several plastic bag reduction ordinances in western Washington, as shown below in *Table 1*.

Table 1: Washington Plastic Bag Reduction Policy Comparisons						
City	Passed	Effective Date	Grace Period	Paper Bag Fee	Fee Revenue	>2.25 mm Exempt
Bainbridge Island	Apr-12	Nov-12	7 months	Not less than 5 cents	Retailer	Yes
Bellingham	Jul-11	Jul-12	One Year	Not less than 5 cents	Retailer	Yes
Edmonds	Aug-09	Aug-10	1 year	None	Retailer	Yes
Issaquah (< 7,500 sq ft)	Jan-12	Jul-14	2.5 years	Not less than 5 cents	Retailer	Yes
Issaquah (> 7,500 sq ft)	Jan-12	Mar-13	15 months	Not less than 5 cents	Retailer	Yes
Mercer Island	Dec-13	Apr-14	4 months	At Retailer's Discretion	Retailer	Yes
Mukilteo	Dec-11	Jan-13	1 year	At Retailer's Discretion	Retailer	Yes
Olympia	Oct-13	Jul-14	9 months	Not less than 5 cents	Retailer	Yes
Port Townsend	Jul-12	Nov-12	4 months	Not less than 5 cents	Retailer	Yes
Seattle	Dec-11	Jul-12	6 months	Not less than 5 cents	Retailer	Yes
Shoreline	Apr-13	Feb-14	10 months	Not less than 5 cents	Retailer	Yes
Thurston County	Sep-13	Jul-14	10 months	Not less than 5 cents	Retailer	Yes
Tumwater	Sep-13	Jul-14	10 months	Not less than 5 cents	Retailer	Yes

Question 1: Should retailers be required to charge a minimum fee for each large paper bag provided to customers? If so, how much should the minimum paper bag fee be?

STAFF COMMENT:

Of the policies reviewed in *Table 1*, most require retailers to charge at least five cents for each large paper shopping bag (1/8" barrel or 882 cubic inches, typically a 6" x 10" bottom) but permit retailers to charge more to cover the wholesale cost of the paper bags if higher than five cents. Two cities (Mercer Island and Mukilteo) leave it up to the discretion of the retailer whether or not to charge a fee and how much to charge. The City of Edmonds does not require nor allow retailers to charge a fee on paper bags. Most cities have elected to include a requirement for retailers to charge a minimum fee to provide an incentive to consumers to use reusable bags instead of paper bags. A higher minimum fee, such as ten cents per paper bag, could be required to further encourage consumers to use reusable bags, but such a minimum fee could result in the paper bag fee becoming an unintended profit center for retailers.

STAFF RECOMMENDATION:

Staff recommends that a Kirkland ordinance should include a minimum paper bag fee of at least five cents per large paper bag to help incentivize the use of reusable shopping bags but retailers should be allowed to charge more per paper bag to fully recover their costs.

Question 2: Who retains the revenue from the paper bag fee?

STAFF COMMENT:

In all plastic bag policies evaluated, retailers retain the entire fee to help cover the cost of the more expensive paper bags. As an alternative, a higher paper bag fee could be mandated and the retailer, after covering its costs, could be required to remit a portion

of the fee to the City to help pay for implementation costs, ongoing environmental programs related to promoting the use of reusable bags, and litter control.

STAFF RECOMMENDATION:

Staff recommends that retailers retain all of the revenue from any minimum paper bag fee or any fee greater than the mandated minimum. However, staff also recommends that the Council consider including a provision in an ordinance for retailers that charge more than the minimum fee, restricting them from making a profit on the sale of large paper bags due to the plastic bag reduction policy.

Question 3: Should the effective date of the policy be phased in?

STAFF COMMENT:

Of the ordinances surveyed, only Issaquah included a phase-in provision in its ordinance. Of the cities that did not provide for a phase-in period, the average grace period between the passage of the ordinance and its effective date was about nine months, with a low of four months and a high of one year.

In Kirkland, staff estimates that there are a total of 172 retail businesses that will be affected by a plastic bag reduction policy, 132 (77%) of which have a retailer space smaller than 7,500 square feet. If a plastic bag reduction policy were to be phased in in Kirkland, for businesses with retail space greater than 7,500 square feet, such as Safeway and Fred Meyer, the ordinance could be effective on January 1, 2016 or about nine months after adoption. For businesses with less than 7,500 square feet of retail space, the ordinance could be effective on January 1, 2017, or about 21 months after the adoption of the ordinance. Issaquah staff indicated that small retailers face the most challenges gaining compliance, and the extra year they were allowed to comply provided some relief.

STAFF RECOMMENDATION:

Staff believes that all sizes of businesses can readily comply with an ordinance within nine months to one year and that a delay would increase education and outreach costs and would add to consumer confusion. Staff recommends that all business should be required to be in compliance with the ordinance at the same time and suggests a potential effective date of January 1, 2016 if an ordinance is adopted in the first quarter of 2015.

Question 4: What specific plastic bag uses should be exempt from the ordinance?

STAFF COMMENT:

With most bag bans of this type, exemptions are provided for bags used by customers inside stores to package bulk items such as fruit, vegetables, nuts, grains, candy, and greeting cards; bags for small hardware items, such as nails and bolts; bags to contain or wrap frozen foods, meat or fish; bags to contain or wrap flowers or potted plants, or other items where dampness may be a problem (such as artwork, printings, clothing); and bags used to contain unwrapped prepared foods or bakery goods, and prescription drugs. Other exemptions commonly include plastic bags used for newspapers, dry cleaning, pet waste and garbage.

STAFF RECOMMENDATION:

Staff recommends all of the aforementioned bags be exempted from an ordinance.

Question 5: Should 2.25 millimeter (mm) plastic bags be exempt from the policy?

STAFF COMMENT:

In all cities surveyed, plastic bags greater than 2.25 mm in thickness are exempt, as some stakeholders contend that these bags are "reusable" or nearly so per the established definition. Most ordinances define Reusable Bag as "...a bag made of cloth, fabric, or other material with handles that is specifically designed and manufactured for long-term multiple reuse and meets all of the following requirements:

1. Has a minimum lifetime of 125 uses which means the capability of loading, carrying, and unloading a minimum of 22 pounds over a distance of at least 175 feet a minimum of 125 times
2. Is washable, whether by machine or by hand."

Staff believes that 2.25 mm plastic bags do not substantially meet the definition of Reusable Bag. Research has also revealed that some businesses may be circumventing the spirit of their respective city's ordinance by regularly offering their customers thicker 2.25 mm plastic bags for any and all purchased goods. When interviewed, staff from the cities of Issaquah and Seattle recommended that Kirkland should reconsider exempting 2.25 mm plastic bags from its ordinance. However, thicker plastic bags are provided for special uses such as to hold bedding materials or other bulky household items or for protecting books or other printed materials, although some of these special uses are typically exempted anyway.

STAFF RECOMMENDATION:

Staff recommends consideration of not exempting 2.25 mm plastic bags from an ordinance. 2.25 mm plastic bags do not substantially meet the established definition of a reusable bag and some retailers have circumvented the spirit and intent of plastic bag reduction policies by regularly providing 2.25 mm bags to customers at no cost as a substitute for single use plastic bags. As a compromise, the City Council could exempt 2.25 mm plastic bags initially, but allow staff to monitor their use and recommend corrective legislative action if they become prevalent as a means to circumvent the spirit and intent of the ordinance.

Question 6: Are there any special organizations, businesses, or groups that should be exempt from the ordinance, such as restaurant take-out, food rescue organizations such as Hopelink, or citizens receiving public assistance?

STAFF COMMENT:

Citizens receiving public assistance who present a voucher or electronic benefits card (EBT) at checkout and food rescue organizations should be exempt from the paper bag

fee. For health and safety reasons, the restaurant industry has been vocal in its contention that plastic bags should be allowed for prepared take-out restaurant foods.

STAFF RECOMMENDATION:

Staff recommends all of the aforementioned organizations, businesses and groups be exempted from the ordinance, including a specific exemption for plastic bags used to transport take-out foods.

Question 7: How should the ordinance be enforced?

STAFF COMMENT:

In communities where single-use plastic bags have been restricted, almost all businesses comply voluntarily by the effective date of the ordinance. Enforcement of a plastic bag reduction ordinance would be the same as the enforcement tactics Solid Waste took with the new Garbage and Recycling Cart Placement Code passed by the City Council in June, 2012, applying a progressive approach of communicating with first-time violators, progressing to fines if violations continue. The ultimate goal is to achieve voluntary compliance through clear communication with the business before initiating any formal code enforcement process per KMC Chapter 1.12. Per the code, the penalty for first time violations is \$100 per day for each violation.

To implement the above described approach after the effective date of an ordinance, Solid Waste staff would periodically make unannounced visits to small and large retailers to check on compliance and provide verbal warnings to retailers out of compliance. If the retailer is found to be out of compliance during a second visit, the potential violation may be reported to Code Enforcement for corrective action. Solid Waste would also maintain a complaint hotline and web-based complaint form for residents and businesses to report businesses that they believe to be out of compliance.

STAFF RECOMMENDATION:

Staff intends to rely heavily upon voluntary compliance and would, through periodic visits and in response to complaints received, proactively work with retailers to address any non-compliance issues before initiating the code enforcement process that could lead to written warnings or monetary fines. Staff recommends that an ordinance include a section that references the code enforcement process in KMC Chapter 1.12 but also recommends that the section include the opportunity for a business to request a temporary waiver from the ordinance for up to one year if the business can reasonably articulate that the ordinance will create an undue hardship.

NEXT STEPS

February 3, 2015 – City Council Meeting: Presentation of a draft communications plan and budget for the implementation of a plastic bag reduction ordinance.

City Council Meeting (To be Determined) – Adoption of final ordinance and approval of project budget.



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MEMORANDUM

To: Kurt Triplett, City Manager

From: Jenna Higgins, Recycling Programs Coordinator
John MacGillivray, Solid Waste Programs Lead
Kathy Brown, Public Works Director

Date: January 12, 2015

Subject: Solid Waste Work Plan Priorities

RECOMMENDATION

Staff recommends that the City Council receives a presentation of the long term Solid Waste work plan priorities and discusses the priorities proposed to be added to the 2015 Public Works, Parks, and Human Services Committee work plan.

BACKGROUND

At the October 7, 2014, City Council study session, Solid Waste staff briefly introduced its top ten programmatic and legislative priorities. The City Council expressed interest in greater detail to evaluate which projects may have the greatest long-term impact on increasing waste reduction and recycling. Increased recycling rates will help Kirkland meet, by 2020, the overall 70% combined county-wide recycling diversion rate goal in the draft King County Solid Waste Management Comprehensive Plan and in the King County-Cities Climate Pledge (K4C).

On January 7, 2015 the Public Works, Parks, and Human Services Committee received a detailed presentation of each priority on the list. After discussion, the Committee proposed four top work program items, pending full City Council endorsement, for inclusion in its 2015 work plan. Four other items on the list are already underway and do not require City Council action. Two items, every-other-week garbage collection and dual stream recycling, were deferred to the future. Note that adding the items to the work plan is not a decision to implement, only to have the committee review the issue and make recommendations back to the full Council.

Items Proposed to be added to 2015 Committee Work Plan

1. Mandatory Recycling at Multifamily Properties
2. Multifamily Recycling Disposal Ban
3. Polystyrene Food Service Ban
4. Plastic Bag Reduction Policy Implementation

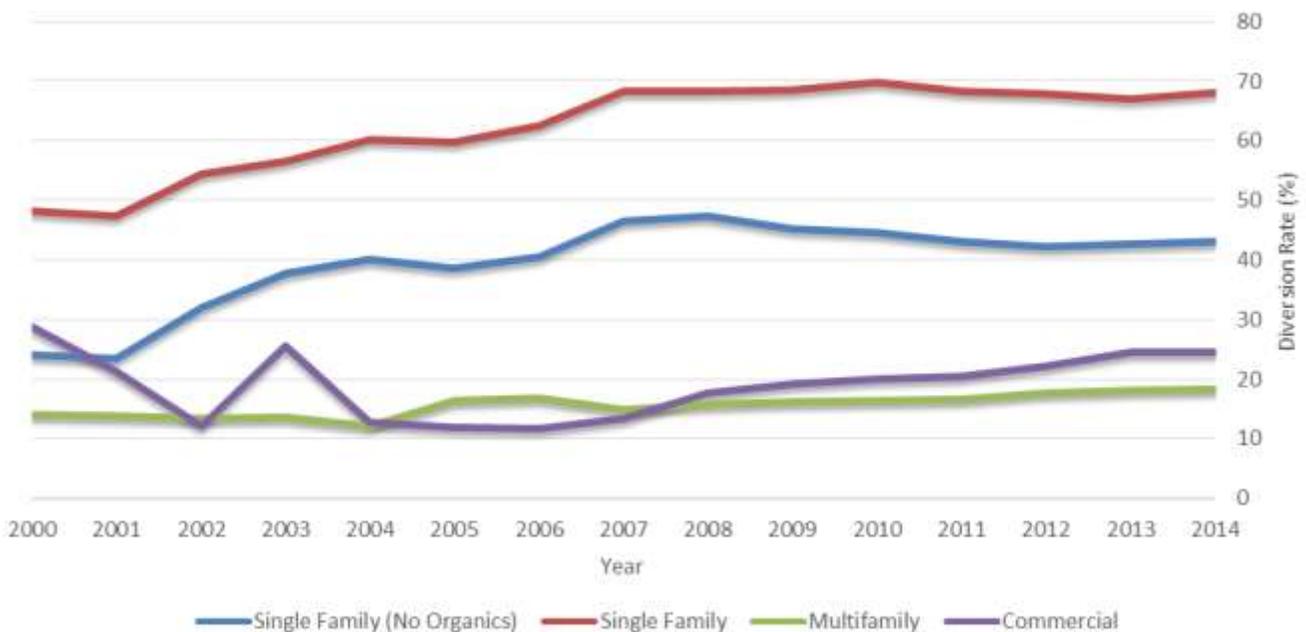
Kirkland Recycling Rates

Kirkland's current combined single family, multifamily, and commercial recycling diversion rate is 45.7% through November 2014 based on tonnage data provided by Waste Management. The recycling diversion rates by sector between 2000-2014 are shown in *Figure 1*. Single family has

the highest diversion rate, around 70% including organics (yard waste), while the commercial and multifamily rates are at 25% and 18%, respectively.

To more accurately understand the recycling diversion rate by sector, please note that the commercial rate is likely higher than reported and multifamily and single family should not be directly compared without removing organics tonnage from the comparison. Few multifamily residences participate in composting, so comparing the single family rate against multifamily recycling rate without yard waste removed from single family (blue line in *Figure 1*) makes for a fairer comparison. However, even with the organics tons removed from the single family diversion rate calculation, the multifamily diversion rate of 18.4% is still substantially lower than the adjusted single family rate of 43%. The diversion rate for the Commercial Sector is underreported and higher than it appears since Kirkland does not receive the same aggregated recycling tonnage data that the County receives such as data from independent commercial recycling companies operating in Kirkland or recycling collected from commercial self-haulers at County transfer stations. Both commercial and multifamily diversion rates offer opportunities for improvement.

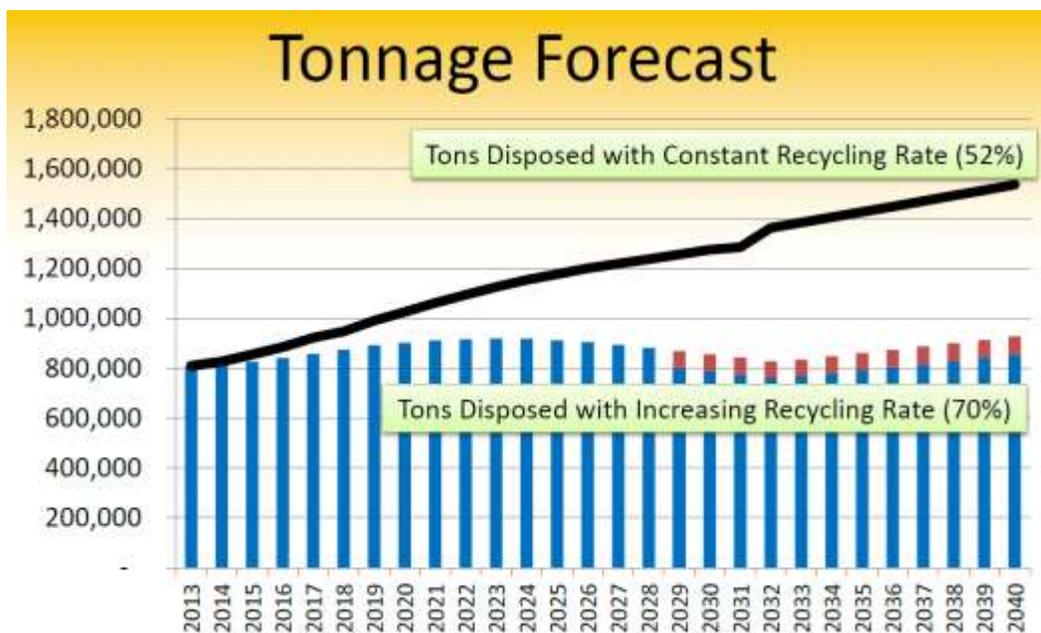
Figure 1: Recycling Diversion Rate by Sector (2000-2014)



Regional Recycling Rates

The combined single family, multifamily, and commercial recycling diversion rate in 2013 in King County was 52%. If the 52% recycling rate remains static and if no action is taken to increase recycling diversion or reduce waste, then landfilled tonnage may double to 1.6 million per year County-wide by 2040 based upon regional growth patterns as shown in the *Tonnage Forecast graph (Figure 2)*. The renovated and more efficient County transfer system will be able to handle the extra tonnage; however, the 2030 closure of the landfill is predicated on the region meeting its 70% recycling rate goal by 2020. If the recycling goal is not met, the landfill will close earlier than projected, and the County will have to implement more expensive disposal alternatives such as waste export or waste-to-energy sooner. (Note: the red portions of the bar graph after 2028 show Bellevue's annual tonnage after it leaves the system after the expiration of its ILA in 2028.)

Figure 2



SOLID WASTE WORK PLAN PRIORITIES

The following is a prioritized "Top Ten" list of the Solid Waste programs and initiatives that staff believes will most effectively reduce Kirkland's waste and increase recycling, allowing Kirkland to contribute to the achievement of a regional 70% recycling diversion rate by 2020. A brief summary of each priority is included in the memorandum, and staff is prepared to return to the City Council with more detailed research and to report on any of the priorities as needed.

It's important to note that:

- **Projects and programs may be implemented out of order as opportunities present themselves.** For instance, the availability of grant funding (Regional Green Business Program) or specific Council direction given to staff (Plastic Bag Policy) may result in a lower priority project being implemented before a project with a higher priority.

- **Some of the projects and programs are reliant upon the successful implementation of other priorities.** For example, cardboard recycling is likely to increase after the implementation of the Regional Green Business Program or a ban on recyclables in multifamily or commercial garbage.
- **Many programs and projects may require the City Council to consider providing specific policy direction to staff and/or take local or support regional legislative action.**

Top Ten Solid Waste Programs and Initiatives (See Table 1 on page 8.)

*Denotes that the priority is in the 2015 Solid Waste Work Plan as a new or ongoing project.

1. Get the Fiber Out!* (Increase cardboard/mixed paper recycling)

Cardboard and mixed paper such as newspaper or printing paper is one of easiest materials to recycle and is readily identified as such by most residents and businesses. Yet, King County's 2011 Waste Stream Characterization Study revealed that 21% (170,000 tons) of the waste landfilled at the Cedar Hills Regional Landfill is cardboard and mixed paper. Of single family, multifamily, and commercial, the commercial sector landfills the highest percentage of its cardboard and paper each year. In fact, 30% of the commercial waste stream buried at the landfill is cardboard and mixed paper, with multifamily close behind at 24%. Recognizing that getting the fiber out of the disposal stream is an end and not a means, the implementation of a focused education and outreach program, the Regional Green Business Program, and/or a ban on recyclables in commercial garbage similar to multifamily could increase diversion.

2. Mandatory Recycling at Multifamily Properties*

Multifamily recycling continues to be an area of opportunity for improvement. Currently, according to the KMC, "Multifamily residential customers may choose and by the city are urged to choose to participate in placement for collection for recycling..." (KMC 16.08.012 (G)). To strengthen our multifamily recycling program, the City of Kirkland could mandate that all multifamily properties have adequate recycling service on site. Mandatory recycling requirements increase waste diversion and have been implemented in other municipalities. Research could be conducted to consider various requirements that designate minimum size, location, and accessibility of recycling space for both new and old properties. Currently, Kirkland has approximately 30 multifamily properties with no recycling service. More than 54% of multifamily properties (300 properties) with recycling service do not provide adequate capacity (less than a ratio of one cubic yard of recycling service for each cubic yard of garbage service – the established Kirkland Solid Waste standard of a 50% recycling rate), according to 2014 Waste Management data.

3. Multifamily Recycling Disposal Ban

If the recycling diversion rate does not improve after requiring properties to have adequate and accessible recycling service, consideration could be given to implementing a ban on recyclables in the garbage to encourage more recycling. In the City of Seattle, single family, multifamily, and commercial customers are all restricted from placing significant amounts of basic recyclables like paper, cardboard, glass and plastic bottles and jars, aluminum and tin cans in their garbage containers. In Seattle, owners and managers of non-compliant multifamily buildings receive two warning notices before \$50.00 fines are added to their bills. Single family customers receive notices, and in

2015 will begin receiving fines as well. The City of Kirkland could also consider banning other readily recyclable items like food from disposal, in order to increase diversion.

4. Food Diversion - Food Rescue and Composting*

According to the 2011 King County Waste Stream Characterization Study, 22.1% (178,660 tons) of the County's landfilled waste is food. In terms of recoverability, a total of 34% (274,901 tons) of the County's waste is Compostable/Potentially Compostable, which includes food, food soiled paper, and other compostable food service items. Organic waste in landfills slowly decomposes and, as it does, releases methane gas, a potent greenhouse gas.

City of Kirkland Solid Waste is actively working to divert more food waste from the waste stream, focusing on the commercial and multifamily sectors. In 2007, Kirkland began its free commercial food waste composting program, and in 2009 extended the service to multifamily customers. Between 2007 and November 2014, a combined total of 2,795 tons have been composted in the commercial and multifamily sectors. In 2013, commercial and multifamily customers diverted 617 tons of organics from the landfill; however, assuming that 22% of Kirkland multifamily/commercial trash is compostable, that 617 tons of organics accounted for only approximately 10% of the total food scraps that could have been composted.

Each year Solid Waste dedicates a significant amount of resources to actively work with businesses and property managers to do site assessments, educate employees and residents, and provide resources and tools to encourage successful food recycling programs. However, a better outcome than diverting food waste to composting would be to save edible food and divert it to local food rescue organizations for distribution to those in need. As part of this project, Solid Waste could earmark a portion of its annual grant funding to support local food rescue programs and use its network of restaurants participating in the commercial organics recycling program as potential sources for edible food.

5. Kirkland Green Business Program Renovation*

The Kirkland Green Business Program has recognized local businesses for their environmental efforts since 2007. Due to waning participation, in 2013 the Cascadia Consulting Group assessed the current program to understand the current program's processes, to present best practices of green business programs around the country, and to offer recommendations for revamping the program into a more valuable and effective program. Three overarching suggestions related to engagement and participation resulted from the assessment: Kirkland should join a regional program, help attract new customers for participating businesses, and refresh and recertify the current participating businesses.

Solid Waste staff are currently involved in an effort to develop a regional green business program. Through collaboration with other founding program partners to include the City of Seattle, the City of Bellevue, Snohomish County PUD, Puget Sound Energy, and King County Envirostars, program partners are pooling their resources to help reach a wider range of businesses in our respective jurisdictions and service areas. The combined effort seeks to build a program that will help businesses identify, prioritize, and implement green actions, and get recognition for the actions they implement. This

regional group is currently working through a process to decide upon governance, program funding, branding, recognition and certification, and a web platform, culminating in a Memorandum of Agreement. Solid Waste has committed \$50,000 of its Department of Ecology Coordinated Prevention Grant funding as seed money to support the new program.

6. Support of Product Stewardship Initiatives*

Over the past several years, the Kirkland City Council has supported extended producer responsibility (EPR), or product stewardship, legislation in Washington State such as the E-Cycle Washington Program in 2009, the King County Secure Medicine return program passed by the King County Board of Health in 2014, and the new LightRecycle Washington Program going into effect on January 1, 2015, to help residents safely and properly recycle mercury-containing lights. In 2015 and beyond, there may be opportunities for the City Council to lend its support to new take-back legislation including a State-wide secure medicine return program and EPR initiatives to manage paint, tires, mattresses, batteries, thermostats, and carpet. In 2014, the Kirkland Police Department established a secure medicine return collection site at the Kirkland Justice Center and in 2015 Solid Waste will collect compact fluorescent lights at City Hall as participant in the new LightRecycle Washington Program.

7. Every-other-week Garbage Service

Kirkland's contract with Waste Management allows the City, at its discretion, to switch to every-other-week (EOW) garbage and/or recycling collection after 180 days' notice. Monthly rates paid by the City to Waste Management would be reduced by \$2.11 per customer for EOW garbage. The rate reduction is a small percentage of the overall total rate since WMI still must collect and dispose of the residential garbage collected albeit once every two weeks, must run the routes for the weekly collection of recycling and yard waste, and must continue to provide weekly collection for multifamily and commercial customers up to six days per week.

While rate savings would be nominal, a change to EOW garbage service can have a significant effect upon waste reduction and recycling diversion. The City of Renton changed to EOW garbage service in 2009 and has seen its single family residential diversion rate climb from 55% to 67% in 2013.

EOW garbage service can result in customers overfilling their garbage carts, leaving waste accessible to urban wildlife, may cause odor and litter issues, can increase illegal dumping, and encourage residents to dispose of extra garbage in recycling or yard waste carts. While it merits more research, staff does not support EOW recycling and believes that weekly recycling service is necessary to give customers the capacity to recycle the additional materials they will presumably remove from their garbage due to EOW service.

8. Ban on Expanded Polystyrene Food Service Products

In May 2012, Solid Waste published its *Expanded Polystyrene Food Service Product Report*, which evaluated the pros and cons of a potential ban of expanded polystyrene (EPS) food service products in Kirkland. Due to the economic downturn and the projected 4% - 5% solid waste rate increase that would accompany a ban, the report

recommended consideration of a ban be deferred to the future. The City Council Economic Development Committee concurred with the staff recommendation.

However, the economic landscape has improved and compostable food service ware has decreased in cost relative to 2012, so it would be reasonable to conduct more research to determine if a ban could be implemented at a lower cost to the rate payer and with less negative effect to Kirkland business owners. Staff does not, however, recommend implementation of an EPS ban concurrent with implementation of a plastic bag reduction policy due to staffing levels and workload concerns.

9. Glass on the Side (Return to Dual Stream Recycling)

Prior to 2003, Kirkland had dual stream recycling, where glass, paper, and plastics were collected in separate plastic bins. After 2003, the City changed to commingled, or "All-in-One" recycling, where all recyclables are collected in one cart and sorted at the recycling center. The change not only resulted in lower rates by improving the efficiency of collection through automation, it made recycling easier and substantially increased recycling diversion. However, one consequence of commingled recycling is that glass is collected in the same cart as cardboard and mixed paper. When glass breaks, small shards become embedded in the paper to be recycled. The glass-contaminated paper is shipped to pulp mills and the abrasive glass causes damage to expensive pumps and processing equipment at the mill. Additionally, glass is typically crushed at the recycling center and sold as road bedding or fill at a loss to the recycler. Glass is the only curbside recyclable that can be recycled 100% into another glass bottle or container, if it is separated and not collected with other recyclables. This higher quality, uncontaminated glass can be sold by the recycler at a profit.

If Kirkland returned to a glass-on-the-side system, there would be a consequent rate increase due to a loss of collection efficiency, although some of the rate increase could be negotiated away since Waste Management would make a profit on the sale of our uncontaminated recyclable glass. One other opportunity for the Council to consider would be to support a State-wide "bottle bill" similar to the bottle redemption program in Oregon, if such legislation is introduced in the future. This would preclude the need for curbside collection of glass and result in the diversion and recycling of a highly valued commodity.

10. Single-use Plastic Bag Reduction Policy*

Per City Council direction received at its October 7, 2014 Study Session, staff is currently preparing memoranda and a list of questions for the Council to answer at its January 20, 2015 City Council meeting which will inform the construction of the proposed plastic bag reduction ordinance. Staff is also preparing a proposed communications plan in the event an ordinance is passed. The communications plan will be presented at the February 3, 2015 City Council meeting.

NEXT STEPS

Over the course of 2015, Solid Waste staff will return with more detailed information on each of the Solid Waste projects added to the Public Works, Parks, and Human Services 2015 work plan.

Table 1

SOLID WASTE "TOP TEN LIST" PRIORITIES MATRIX					
#	Project Name	In 2015 Work Plan?	Project Status	Action Required	Project Budget
1	Get the Fiber Out	Yes	Ongoing	Education and Outreach, Disposal Bans, Green Business Program	TBD
2	Mandatory Multifamily Recycling	Yes	TBD	Ordinance, Education and Outreach, Enforcement	TBD
3	Multifamily Recycling Disposal Ban	No	TBD	Ordinance, Education and Outreach, Enforcement	TBD
4	Food Diversion - Food Rescue/Composting	Yes	Ongoing	Education and Outreach, Grant funding to aid food rescue organizations	TBD
5	Kirkland Green Business Program Renovation	Yes	Ongoing	Program Development, Memorandum of Agreement, Selection of Web Platform	\$50,000 (Grant funded)
6	Support of Product Stewardship	Yes	Ongoing	City Council support for Statewide initiatives, regional engagement by staff	None
7	Every-other-week Garbage Service	No	TBD	Policy direction, contractor coordination, education and outreach	TBD
8	Polystyrene Food Service Products Ban	No	TBD	Ordinance, Rates adjustment, Education and Outreach, Enforcement	\$215,000 (2012)
9	Glass on the Side	No	TBD	Policy direction, negotiation, contractor coordination, education and outreach	TBD
10	Single-use Plastic Bag Reduction Policy	Yes	Ongoing	Ordinance, Education and Outreach, Enforcement	\$51,600