KITSAP COUNTY SOLID WASTE ADVISORY COMMITTEE

Kitsap County Public Works Annex
8600 SW Imperial WAY, Bremerton, WA
Also, Virtually Via Zoom

October 1, 2025
4:00 p.m.

AGENDA

APPROVAL OF AGENDA

APPROVAL OF MINUTES

CORRESPONDENCE

KCPW

Final Review Appendix Chapter 4 of the Solid and Hazardous Waste Plan

Capital Projects Update

ROUND TABLE DISCUSSION

PUBLIC COMMENTS

SOLID WASTE ADVISORY COMMITTEE (SWAC)
MEETING MINUTES
October 1, 2025

Those Present: **Regional/Cities**: City of Bainbridge Island – Laura Ryser, City of Bremerton – Melinda Monroe, North Kitsap – Lori Cloutier, South Kitsap – Eric Lenius; City of Port Orchard – Stephanie Bailey, City of Poulsbo – Shannon Wood; **Agriculture**: Paisley Gallagher; **Organics:** Bob Gilby; **Industry:** Bainbridge Disposal – Heather Church; **Port Gamble S'Klallam Tribe** – Josh Carter

Those Absent: **Regional/Cities**: Central Kitsap – Krisha Begalla, **Commercial:** Bill Rich; **Industry:** Waste Management – Brian Lloyd, Han Kirkland, **NAVFAC** – Charles Larson; **Suquamish Tribe** – Shane Crowell

KCPW SWD: Kevin Bevelhimer, Caitlin Newman, Barbara Bricker, Rachael Janda

Ecology: Audrey Taber

Public: Diane Landry

APPROVAL OF AGENDA - Agenda approved as presented

APPROVAL OF THE MINUTES – September meeting minutes approved as presented.

CORRESPONDENCE – No correspondence

KCPW

Kevin Bevelhimer - Capital Projects update

- The second compactor installation at OVTS is complete.
- The Silverdale Redevelopment walk through is scheduled for November with construction to begin in 2026.
- North Kitsap Household Hazardous Waste estimated completion is January 2026. We hope to open in March.

Caitlin Newman – Review and discussion Chapter 4 – Solid and Hazardous Waste Management Plan

Paisley asked for more information about glass recovery and recycling.

Discussion followed. Caitlin explained that glass is detrimental to the equipment at the sorting facilities. Keeping glass separate for a cleaner market is an option, but there is currently nowhere to take it.

Caitlin explained that the new comp plan will work differently than in the past. It will be a living document updated as changes are made, not having to wait five years to do updates.

SWAC moves unanimously to remove table 4-6 Capture rate for single-family curbside recycling, Kitsap County (2021) from Chapter 4 of the Solid and Hazardous Waste Management Plan.

ROUND TABLE DISCUSSION

Caitlin – Solid waste will hold its last Fix it Fair, for this year, Oct. 11 at the Bremerton Library. They will also have a display at the Trunk or Treat event held at the Kitsap Fairgrounds Oct. 25.

Bob – Shared that he read an interesting article about using all the leftover scraps of foods etc. to make other meals.

Diane – Shared the Fix it Fair and Annual Bainbridge Island Beach Clean Up were on September 20, both were very successful. Diane has also created a flyer (attached below) to hand out at events with alternate places to recycle items that would otherwise go in the trash.

Recycle poster backside individual 1C

Audrey – If you have questions about the paint care program and where the paint goes, you can contact her or her coworker Megan Warfield.
Paint stewardship: Paint Care Washington - Washington State Department of Ecology.

Also, if you were unable to attend the webinar presentation of the Recycling Reform Act, shared at the last meeting, it was so popular that they are repeating it on Oct. 7.

ADJOURNMENT

There being no further business the meeting adjourned at 5: 05 p.m.

NEXT MEETING

The next meeting is tentatively scheduled for November 5, 2025


Appendix DRL and Beyond the Bin Kitsap


Kitsap Chapter 4 - Recycling.pdf

Kitsap County: "Beyond the Bin" Recycling List DRAFT

This list establishes what should be recycled in Kitsap County through methods other than residential curbside collection. By omission, it also establishes what should not be collected for recycling. Though there is no statutory authority that says this is the maximum list of what can be recycled in a jurisdiction, the DRL could be a valuable tool for enforcement. See tabs **Acronyms & Updates** and **@ More Info** for explanations. See bottom of table for color key.

Mater al Category	ID #	Material	Descript on	Recyclable Commingled Identified as recyclable, may be commingled within the Mater al Category (Column B)	Recyclable Individual Collect on Identified as recyclable when collected in its ndividual material stream	Recyclable County Facil ty Accepted for recycling at one or more County managed self haul fac l t es	Notes M nor var ances n local collection
Packaging & Paper Products	1	Glass bottles & jars	@	☐	☑	☑	
Packaging & Paper Products	2	Aluminum and steel (tin) cans		☑	☑	☑	
Packaging & Paper Products	3	Aluminum foil and pressed foil products	Foil, roasting trays, pie tins. @	☐	☐	☐	
Packaging & Paper Products	4	Small scrap metal	Items less than 10 pounds and 18 inches in diameter.	☑	☑	☑	
Packaging & Paper Products	5	Aerosol containers	Steel or aluminum @	☐	☑	☐	
Packaging & Paper Products	6	Metal paint cans		☐	☑	☑	Empty and dry
Packaging & Paper Products	7	Paper cans with metal ends	Often used for coffee, nuts, baking powder. @	☑	☑	☑	
Packaging & Paper Products	8	Corrugated cardboard	Does not include waxed cardboard	☑	☑	☑	
Packaging & Paper Products	9	Kraft paper	Brown bags, mailers	☑	☑	☑	
Packaging & Paper Products	10	Magazines, catalogs, glossy paper		☑	☑	☑	
Packaging & Paper Products	11	Molded pulp packaging	Egg cartons	☑	☑	☑	
Packaging & Paper Products	12	Newspaper		☑	☑	☑	
Packaging & Paper Products	13	Non-metalized gift wrap		☑	☑	☑	
Packaging & Paper Products	14	Office paper		☑	☑	☑	
Packaging & Paper Products	15	Other printing and writing paper	Junk mail, envelopes	☑	☑	☑	
Packaging & Paper Products	16	Paperback and phone books		☑	☑	☑	
Packaging & Paper Products	17	Paperboard packaging	Boxes for cereal, crackers, pharmaceuticals, etc.	☑	☑	☑	
Packaging & Paper Products	18	Pizza boxes	Minimal grease/cheese @	☑	☑	☑	
Packaging & Paper Products	19	Cartons: aseptic and gable top	Aseptic has plastic, paper, and aluminum layers; shelf-stable. Gable top is typical school milk carton; refrigerated. @	☐	☐	☐	
Packaging & Paper Products	20	Paper cups	Non-compostable cups, typically have a plastic coating/liner.	☐	☐	☐	
Packaging & Paper Products	21	Polycoated paper and packaging	Paper items with a layer of plastic; freezer boxes, ice cream cartons, takeout food containers @	☐	☐	☐	
Packaging & Paper Products	22	Shredded paper	@	☐	☑	☐	
Packaging & Paper Products	23	Bottles, jugs, and jars (#1 PET and #2 HDPE)		☑	☑	☑	
Packaging & Paper Products	24	Bottles, jugs, and jars (#5 PP)	@	☑	☑	☑	
Packaging & Paper Products	25	Plastic caps (screw on)	Commingled scenario: only when screwed on. @	☑	☑	☐	
Packaging & Paper Products	26	Plastic tubs	Typically #5 PP, sometimes #2 HDPE; dairy containers, cosmetics. @	☑	☑	☑	
Packaging & Paper Products	27	Plastic cups	Water, cold coffee cups, fast food beverages; clear and opaque. @	☐	☑	☐	
Packaging & Paper Products	28	Plastic tubes	Toothpaste, sunscreen	☐	☐	☐	
Packaging & Paper Products	29	Plastic buckets	HDPE Pails, 5 gallon buckets	☑	☑	☐	
Packaging & Paper Products	30	PET thermoforms	Clamshells, clear berry containers. @	☐	☑	☐	
Packaging & Paper Products	31	Blister packs	Can be made from a variety of resins	☐	☐	☐	
Packaging & Paper Products	32	Rigid plastic containers (commonly called #3 - #7)	Mainly #3-#7 bottles and other rigid plastics (e.g. HDPE trays, LDPE bottles and jugs). Excludes #1, #2, and potentially #5.) @	☐	☐	☐	
Packaging & Paper Products	33	Plastic tub/container lids	Snap-on lids 3" diameter or larger, including take-out beverage container lids	☐	☑	☐	
Packaging & Paper Products	34	Plastic plant and flower pots	Nursery containers; can be made from most resin types @	☐	☑	☐	
Packaging & Paper Products	35	Multimaterial flexible packaging	Potato chip bags, coffee bags, pouches	☐	☑	☐	
Packaging & Paper Products	36	Plastic bags and film	"T-shirt" bags, bread bags, dry cleaning and other stetchy film plastics typically accepted at grocery stores.	☐	☑	☐	
Packaging & Paper Products	37	Other (write in)		☐	☐	☐	
Organics	38	Food processing waste	As defined in WAC 173-350-100	☑	☑	☐	
Organics	39	Food waste**	As defined in RCW 70A.205.715	☑	☑	☐	
Organics	40	Wood waste*	Trees, stumps, wood chips, bark, clean unpainted/untreated lumber as defined in WAC 173-350-100	☑	☑	☐	
Organics	41	Yard debris*	Brush, branches, grass clippings, plants, etc. as definied in WAC 173-350-100	☑	☑	☑	
Organics	42	Manure and bedding	From farms or zoos, as defined in WAC 173-250-100	☑	☑	☐	
Organics	43	Compostable food/drink packaging and/or serviceware	ASTM-certified compostable packaging made of bio-based plastic, paper, etc.	☐	☐	☐	
Organics	44	Compostable bags (i.e. bin liners)	ASTM-certified compostable packaging made of bio-based plastic, paper, etc.	☑	☐	☐	Should be accepted only as container for uncontaminated food waste
Organics	45	Food-soiled paper	Napkins, bags, ~~uncoated plates and packaging~~	☑	☐	☐	Napkins, paper towels, coffee filters only. Should be accepted only with uncontaminated food waste/yard debris
Organics	46	Fats, oils, and grease	@	☐	☑	☐	
Organics	47	Cooking oil	@	☐	☑	☐	
Organics	48	Animal carcasses/slaughter waste		☐	☑	☐	
Organics	49	Packaged food/organic material	@	☑	☑	☐	Only processed at permitted de-packaging facility
Organics	50	Other (write in)		☐	☐	☐	
Construction & Demolition	51	Corrugated cardboard	Does not include waxed cardboard	☑	☑	☑	
Construction & Demolition	52	Asphalt paving		☑	☑	☐	
Construction & Demolition	53	Brick and masonry		☑	☑	☐	
Construction & Demolition	54	Concrete	Cured structural concrete free of lead, asbestos, or other compounds of concern. Excludes cementicious material (which is non-structural). Rebar generally acceptable with this material.	☑	☑	☐	
Construction & Demolition	55	Scrap metal	Items more than 50 percent metal. May include appliances that do not contain refrigerants, and punctured compressed gas cylinders with valves removed.	☑	☑	☑	
Construction & Demolition	56	Wood waste*	Trees, stumps, wood chips, bark, clean unpainted/untreated lumber as defined in WAC 173-350-100	☑	☑	☑	
Construction & Demolition	57	Wood derived fuel	As defined in WAC 173-350-100. Includes wood with paint and/or bonding agents (no lead/mercury). @	☑	☑	☐	When sold to buyers as hog fuel
Construction & Demolition	58	Asphaltic roofing shingles	@	☐	☑	☐	
Construction & Demolition	59	Gypsum/Drywall	Unpainted/untreated. Collected as either clean scrap during construction process, or as excess from manufacturing. @	☐	☑	☐	
Construction & Demolition	60	Carpet tiles	@	☐	☑	☐	
Construction & Demolition	61	Insulation	@	☐	☐	☐	
Construction & Demolition	62	Acoustic tiles		☐	☐	☐	
Construction & Demolition	63	Vinyl/laminate/linoleum flooring/countertops	Any flooring/countertops that are not wood or stone	☐	☐	☐	
Construction & Demolition	64	Carpet and carpet pad	@	☐	☐	☐	
Construction & Demolition	65	Plaster, paneling, painted wallboard	All demolition wall and ceiling material (including gypsum that was part of demolition)	☐	☐	☐	
Construction & Demolition	66	Composite & PVC decking, siding, fencing		☐	☐	☐	
Construction & Demolition	67	PVC piping		☐	☐	☐	
Construction & Demolition	68	Other (write in)		☐	☐	☐	
Other. If marked commingled, say what with in Notes column.	69	Bulky rigid plastics	Laundry baskets, crates, lawn furniture	☐	☑	☐	

Other. If marked commingled, say what with in Notes column.	**70**	Appliances/White Goods	Includes water heaters, washing machines, refrigerators, etc., that are at least 50 percent metal. Refrigerants must be responsibly removed.	☐	☑	☑	
Other. If marked commingled, say what with in Notes column.	**71**	Tires		☐	☑	☑	
Other. If marked commingled, say what with in Notes column.	**72**	Antifreeze		☐	☑	☑	
Other. If marked commingled, say what with in Notes column.	**73**	Batteries	Rechargeable and primary batteries. Includes lead acid, button, dry cell (alkaline/carbon),and NiCad/NiMH/Lithium. @	☐	☑	☑	
Other. If marked commingled, say what with in Notes column.	**74**	Compressed gas cylinders (household or non-specialized sources)	Propane, oxygen, acetylene, etc. @	☐	☑	☑	
Other. If marking as commingled, say with what in Notes column.	**75**	Compressed gas cylinders (specialized sources)	@	☐	☑	☑	
Other. If marking as commingled, say with what in Notes column.	**76**	Lights covered by LightRecycle WA	Fluorescent and other mercury-containing lights.	☐	☑	☑	
Other. If marking as commingled, say with what in Notes column.	**77**	Motor oil	When not contaminated with PCBs, etc.	☐	☑	☑	
Other. If marking as commingled, say with what in Notes column.	**78**	Motor oil filters	@	☐	☑	☑	
Other. If marking as commingled, say with what in Notes column.	**79**	Paint covered by PaintCare	House paint and primers, stains, sealers, and clear coatings (shellac and varnish).	☐	☑	☑	
Other. If marking as commingled, say with what in Notes column.	**80**	Electronics covered by E-Cycle WA	TVs, computers, laptops, monitors, tablets, e-readers, portable DVD players.	☐	☑	☑	
Other. If marking as commingled, say with what in Notes column.	**81**	Electronics not coverd by E-Cycle WA	Mice, keyboards, etc.	☐	☑	☐	
Other. If marking as commingled, say with what in Notes column.	**82**	Cell phones	@	☐	☑	☐	
Other. If marking as commingled, say with what in Notes column.	**83**	Printer cartridges		☐	☑	☐	
Other. If marking as commingled, say with what in Notes column.	**84**	Mattresses	@	☐	☑	☐	
Other. If marking as commingled, say with what in Notes column.	**85**	Textiles	Rags and clothing	☐	☑	☑	
Other. If marking as commingled, say with what in Notes column.	**86**	Expanded polystyrene blocks	@	☐	☑	☐	
Other. If marking as commingled, say with what in Notes column.	**87**	Other (write in)		☐	☐	☐	

Key: Ecology Recommendation
Green fill - Ecology recommends recycling
Yellow fill - Potentially recyclable
Red fill - Ecology recommends against selection at this time

Chapter 4
Recycling

Recycling

4.0 Introduction

After waste reduction, recycling is the second-best way to manage waste. Recycling is an industrial process that relies on coordination among government agencies, residents, businesses, haulers, sorting and processing facilities, and manufacturers. Together, these participants form a supply chain that converts discarded paper, metal, glass, and plastic into raw materials for new packaging and products.

Recycling offers benefits like conserving resources, saving energy, reducing greenhouse gas emissions, and supporting local jobs. However, it's not a cure-all for waste. Recycling, as it's currently designed, cannot keep up with the increasing amounts of discarded materials. It also faces other challenges, like products and packaging that aren't designed to be recycled, limited domestic manufacturing capacity, and foreign policies that limit the trade of recyclable materials.

Washington has been a leader in recycling since the 1980s, but the statewide recycling rate has been declining since 2011. To help increase recycling rates, the state legislature passed the Recycling Reform Act in 2025 to modernize Washington's residential recycling system. It shifts more responsibility onto product and packaging manufacturers, strengthens oversight to ensure recyclables are responsibly managed, and increases transparency in the recycling system.

This chapter explains how Kitsap County's recycling programs work today, including which materials are collected, how they're collected, and what happens to them after they leave the county. It also explains upcoming changes to the recycling system brought by the Recycling Reform Act and recommends actions to reduce recycling contamination.

Table 4-1 | Recycling roles in Kitsap County

Participant	Role
Residents and businesses	Set out recyclables for curbside pickup or bring them to a transfer station or other recycling collection site.
Kitsap County – Solid Waste Division	Collects recyclables at County transfer stations and contracts a hauler to transport them to a materials recovery facility, processor, or manufacturer. Sets standards for residential recycling collection services in unincorporated areas, including which recyclables are collected.
Cities	Choose the method for collecting recyclables from city residents. Establishes standards for residential recycling collection services in the city, including which recyclables are collected.
Haulers	Transport recyclables from transfer stations, homes, and businesses to a materials recovery facility, processor, or manufacturer.
Materials recovery facility (MRF)/recycling broker	Sorts recyclables by type, removes contaminants, bales recyclables, and sells them to processing facilities or manufacturers.
Processing facilities/manufacturers	Buy recyclables and turn them into raw materials or new products and packaging.
Washington Utilities and Transportation Commission (WUTC)	Regulates haulers that operate in unincorporated areas and in cities that choose not to contract for residential recycling collection services.
Washington State	Names recycling as a fundamental strategy for managing Washington's waste. Requires local governments to take certain actions to support recycling. Registers haulers that collect recyclables. Implements the Recycling Reform Act.
Brands/producers	Under the Recycling Reform Act, funds and improves Washington's residential recycling system.

4.1 Recycling markets

Recycling is a market system. Recyclable materials are bought and sold like any other commodity, and market prices change based on supply and demand. Prices rise when demand increases or supply is limited. They fall – or even become negative – when demand drops or the supply exceeds demand.

Although recycling markets are constantly changing, most local governments keep their recycling collection programs consistent to avoid confusing residents. For example, they still collect plastic bottles even when the market value for recycled plastics temporarily drops.

Regardless of market conditions, government-run recycling programs can only collect recyclables that have buyers. If there are no buyers for a material, it will not be collected or recycled – even if it is technically recyclable.

In strong markets, customers may receive a "recycling rebate" on their bills, which is part of the revenue earned from selling recyclables. In weak markets, customers may be charged a "recycling surcharge" to cover program costs.

Even in strong markets, the revenue from selling Kitsap County's recyclables rarely covers the cost to transport, sort, and process them. To bridge this gap, the cost of local recycling programs is subsidized through garbage disposal fees.

Changes coming soon

Under Washington's Recycling Reform Act, the financial responsibility for recycling will gradually shift from consumers to producers. Once the program is fully implemented in 2030, manufacturers will fund the cost of residential recycling programs. Residents will receive a 90% discount on their recycling bill. Manufacturers will reimburse governments up to 90% of the cost of their recycling collection programs. The law also requires recyclers to send their materials to responsible end markets.

4.1.1 Current markets

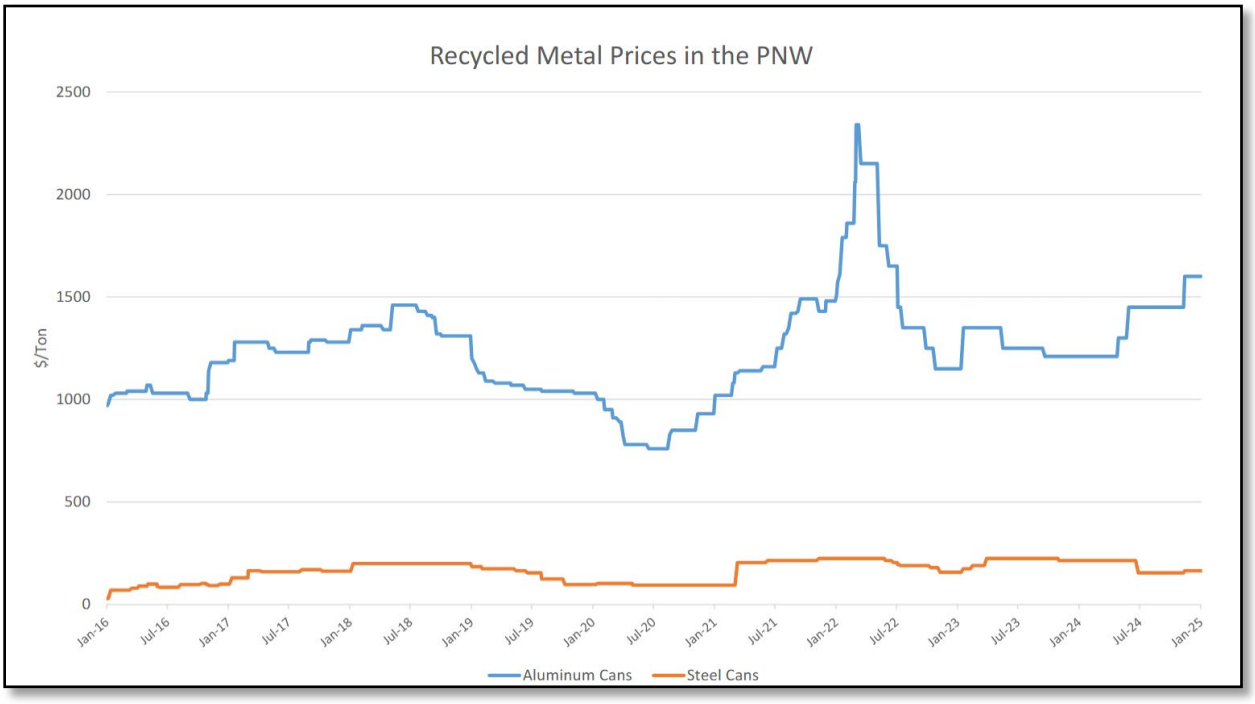
Materials recovery facilities sell sorted recyclables to processors and/or manufacturers. The specific names and locations of these buyers is considered a confidential trade secret, which makes it difficult to track exactly where Washington's recyclables end up and what they become.

To improve the state's understanding of the recycling supply chain, the legislature created the Recycling Development Center (RDC) in 2019, which is a partnership between the Washington Departments of Ecology and Commerce. The RDC has created multiple reports and analyses on Washington's recycling markets. Below are summaries of this market information, including recent price trends from recyclingmarkets.net.

Metal

Steel and aluminum cans and other scrap metals can be recycled an unlimited number of times. Nucor Steel Seattle, for example, recycles scrap steel into steel products. Aluminum cans are often sent to aluminum smelters in the eastern U.S. According to the Aluminum Association, aluminum cans have 73% recycled content on average.

Figure 4-1 | Recycled metal prices in the Pacific Northwest, 2016-2025



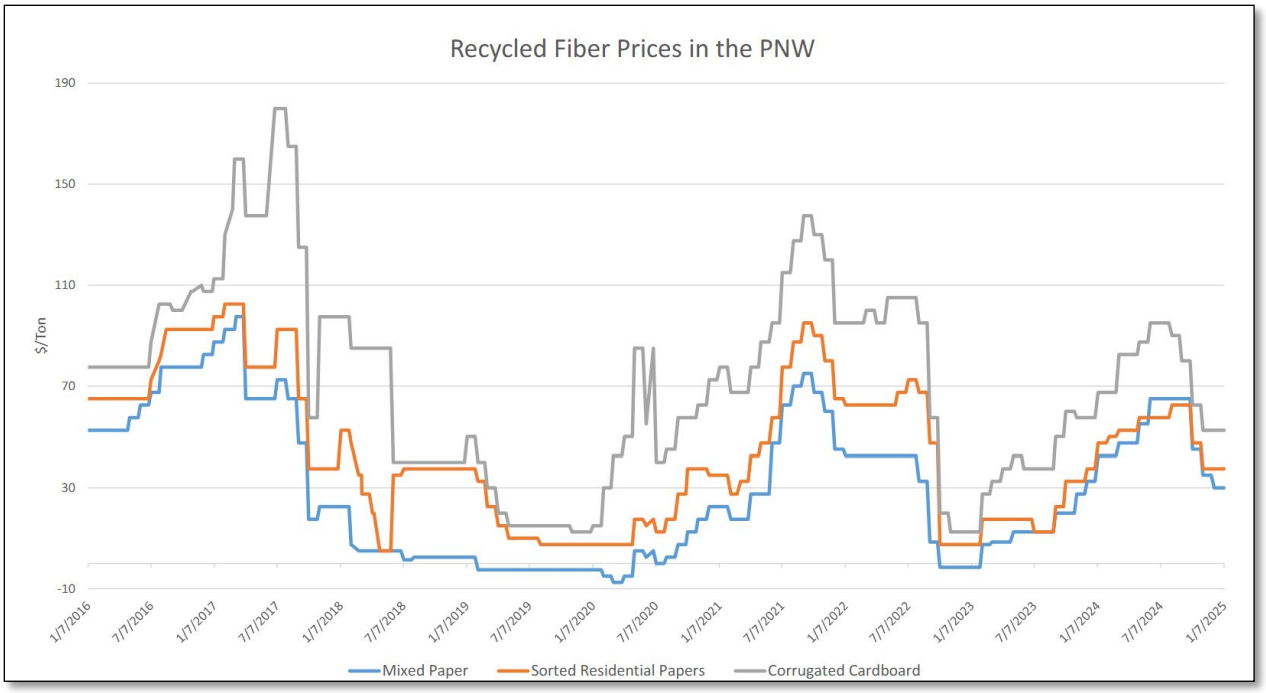
Paper

According to the RDC, there are 8 pulp and paper mills in Washington that use recycled paper as incoming feedstock. Wood fiber from recycled paper is weaker than virgin wood fiber, so mills combine these materials to make new paper products. Port Townsend

Paper, for example, blends recycled cardboard with virgin wood fiber to create unbleached kraft paper and containerboard.

In 2017, China restricted imports of recycled paper with more than 0.5% contamination. China was a major importer of Washington's recycled paper, so this restriction caused the price of Pacific Northwest recycled paper to drop. Prices climbed again during the COVID-19 pandemic due to supply chain issues.

Figure 4-2 | Recycled fiber prices in the Pacific Northwest, 2016-2025



Glass

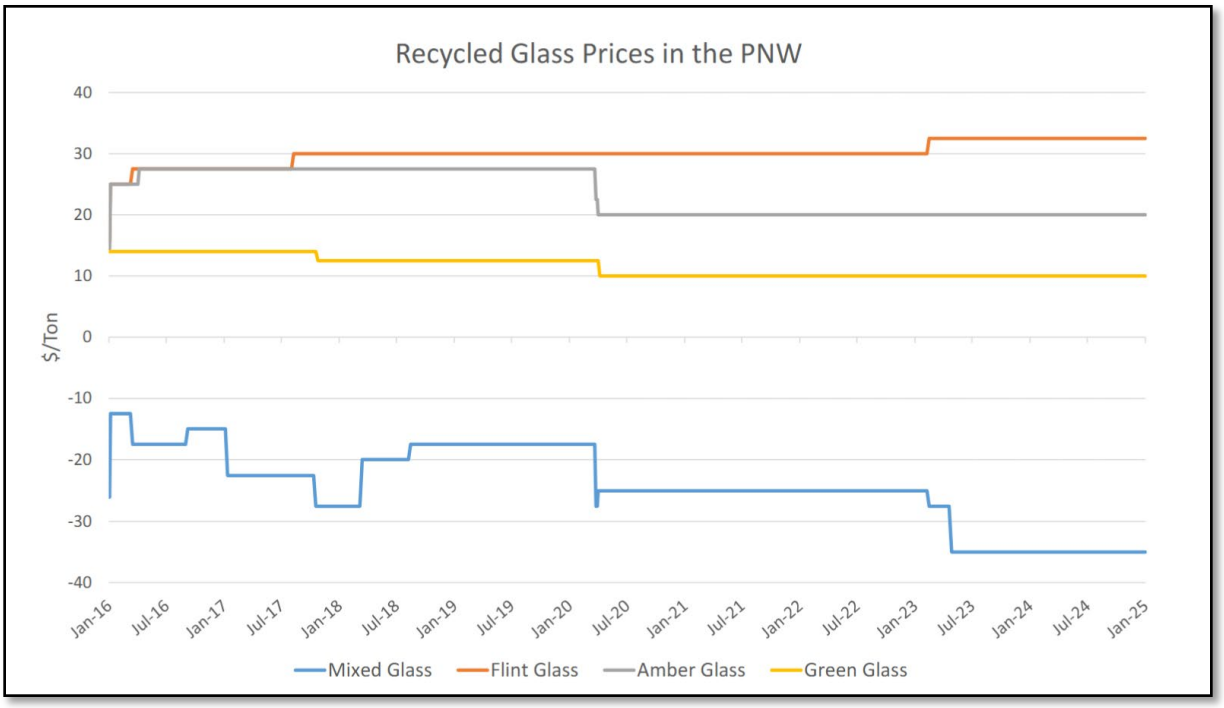
Glass bottles and jars can be recycled repeatedly without any loss in quality, making it a very recyclable material. But since glass is heavy to transport, many manufacturers have switched to lighter-weight paper and plastic packaging. This has negatively impacted the domestic glass recycling system.

Due to its weight, glass is generally not shipped long distances for recycling. In late 2024, the only bottle manufacturer in the Puget Sound area, Ardagh Glass Packaging, abruptly closed its factory in Seattle. This meant that the local glass recycler, Sibelco, had to stockpile its glass until it could find new buyers. Some local governments temporarily

stopped collecting glass. In early 2025, Sibelco upgraded its rail transportation system, which allows it to ship glass to new buyers, such as O-I Glass in Kalama, WA.

Kitsap County collects glass in the same container as other recyclables, which means that it goes to the materials recovery facility (MRF) for sorting. Since glass is abrasive, the MRF crushes it to reduce harm to its machinery. These small pieces of glass get mixed with organics, ceramics, shredded paper, and other small objects that are too small for the sorting machines. This crushed glass has around 20-30% contamination, making it less valuable and less recyclable. Often, MRFs have to pay to get rid of this dirty glass. Although Sibelco has a process for cleaning dirty glass, it is more costly. In some cases, landfills use crushed glass to cover garbage because it is cheaper than using soil.

Figure 4-3 | Recycled glass prices in the Pacific Northwest, 2016-2025



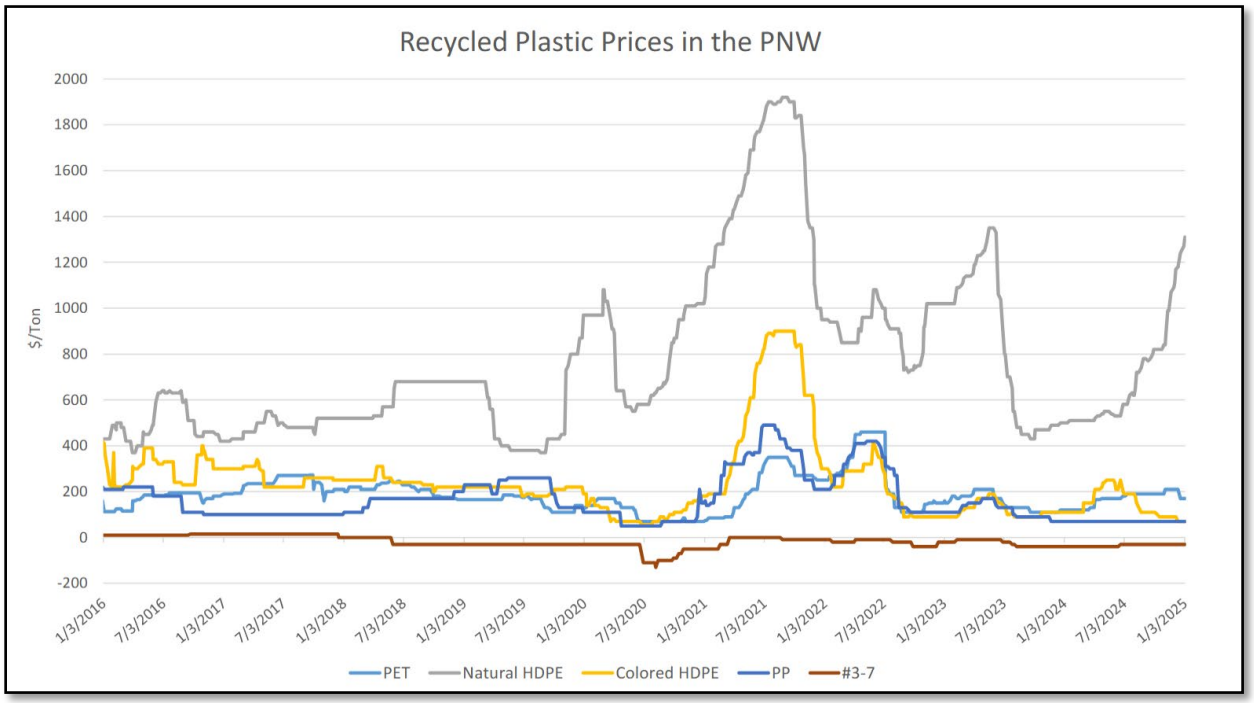
Plastic

According to the RDC, there are many logistical, chemical, and public health-related challenges with recycling plastic. There are many different types of plastic resins, and only some of them are valuable for recycling. High-density polyethylene (HDPE #2) is the most valuable plastic, reflecting its higher demand. Manufacturing with recycled plastic resin is

also more expensive than manufacturing with virgin plastic resin, so many manufacturers don't use recycled resins.

A 2020 report by WM describes the regions in the U.S. that process recycled plastics. Most plastic recycling in the U.S. occurs in the Southeast, where manufacturers create plastic pellets or synthetic fiber for carpet and clothing. Washington's plastics are also sent to Merlin Plastics, a pellet producer in British Columbia, Canada. Pellets are sold to manufacturers around the world.

Figure 4-4 | Recycled plastic prices in the Pacific Northwest, 2016-2025



4.2 Existing programs

This section describes the recycling collection programs in Kitsap County and the plan to reduce contamination in recycling bins.

4.2.1 Curbside collection services

Curbside recycling collection is available to all residents and businesses throughout Kitsap County, including in cities. Chapter X lists the haulers that provide these services in each part of the county.

Households set out their recyclables in a single cart, known as commingled recycling. Haulers collect and transport the materials to JMK Fibers, a WM-owned material recovery facility (MRF) at the Port of Tacoma. JMK Fibers removes contaminants, sorts recyclables by type using specialized machinery, bales the sorted material, and sells them to buyers.

Table 4-2 | Residential recyclables collected by region (2024)

Region	Residential recyclables collected (tons)
Unincorporated Kitsap County	15,368
City of Bainbridge Island	2,631
City of Bremerton	3,646
City of Port Orchard	1,839
City of Poulsbo	1,473
Navy Housing	293
Total	**25,250**

Data collected from haulers

Businesses may subscribe to either commingled recycling or source-separated collection. Source separation is where different material types are collected in separate containers, increasing their value.

Curbside container colors

Standardizing container colors helps people to sort waste correctly, which reduces recycling contamination. Currently, haulers in Kitsap County use various colors. To improve consistency, the Kitsap Board of County Commissioners adopted a recycling ordinance in 2020 requiring the following color scheme for all residential recycling carts in unincorporated areas by December 31, 2025:

- Recycling: Gray body with blue lid.
- Garbage: Gray body with black lid.
- Organics: Gray body with green lid.

However, a new state recycling law passed in 2025 set a different color standard across Washington. It requires all containers (less than 101 gallons) bought after August 1, 2025, to have the following colors:

- Recycling: Blue body with blue or black lid.
- Garbage: Black or gray body with black or gray lid.
- Organics: Green or brown body with green, brown, or black lid.

Kitsap County will amend its local ordinance to follow state law.

4.2.2 Designated Recyclables List

Local governments and recycling companies work together to decide which recyclable materials should be collected from residences. These decisions are made at the local level, so recycling programs often vary by community. This can result in customer confusion, increased contamination, and reduced public trust in the recycling system.

To address these challenges, local governments in Kitsap County agreed in 2021 to adopt a unified, countywide list of accepted recyclables for residential collection. This harmonized list, known as the Kitsap Designated Recyclables List (DRL), is found in Appendix X.

Materials on the DRL meet four key criteria:

- They are in demand by manufacturers.
- They can be effectively collected in curbside carts.

- They can be correctly sorted at JMK Fibers, the materials recovery facility.
- They can be processed using current technologies and infrastructure.

Washington law requires haulers regulated by the Washington Utilities and Transportation Commission (WUTC) to collect DRL materials from residences (RCW 81.77.030). In Kitsap County, WUTC-regulated haulers serve unincorporated areas, Port Orchard, and Bainbridge Island.

The cities of Bremerton and Poulsbo contract for residential recycling collection instead of using WUTC-regulated haulers. Contracted haulers are allowed to deviate from the DRL, but this is discouraged to prevent customer confusion.

Changes coming to the Designated Recyclables List

The Recycling Reform Act will create a statewide residential recycling collection list, allowing all Washingtonians to recycle the same materials everywhere in the state.

4.2.3 Drop-off recycling

Residents and businesses can drop off certain recyclables at public transfer stations in Kitsap County. Appendix X includes a list of these materials, which is known as the "Beyond the Bin" list.

To encourage recycling, County transfer stations do not charge for this service. Instead, the County subsidizes the cost of drop-off recycling using garbage disposal fees collected at each transfer station.

Customers place their recyclables into large steel containers called drop boxes. Most materials are commingled into the same drop box, but cardboard and scrap metal are collected in their own containers. In 2024 and 2025, Kitsap County added accessible recycling containers at the Recycling and Garbage Facilities for customers who are unable to climb the stairs up to the drop boxes.

The County contracts WM to haul recyclables from transfer stations to JMK Fibers or Peninsula Recycling, a WM-owned materials recovery facility in Bremerton that bales and sells cardboard. A local metal recycling company also hauls scrap metal and reimburses the County some of the material's value.

Table 4-3 | Tons of recyclables collected at public transfer stations (2024)

Facility	Commingled recyclables	Cardboard	Scrap metal
Olympic View Transfer Station	209	366	155
Hansville Recycling and Garbage Facility	276	232	NA
Silverdale Recycling and Garbage Facility	320	477	279
Olalla Recycling and Garbage Facility	174	146	NA
Bainbridge Island Transfer Station (privately-owned)	315	471	312
Total	**1293**	**1692**	**746**

Several local businesses also have drop-off recycling stations for items like electronics and textiles. The Solid Waste Division maintains a searchable list of known private recycling locations in the What Do I Do With It? database at Recycle.Kitsap.Gov.

"Beyond the Bin" List

The "Beyond the Bin" list in Appendix X lists materials that should be collected for recycling at transfer stations and similar drop off programs. This list helps regulatory agencies enforce recycling laws. For example,

- The WUTC may use it when enforcing Chapter 81.80 RCW, which regulates waste hauling companies.
- The Washington Department of Ecology may refer to it when assessing companies registered as Transporters of Recyclable Materials.
- Local health districts and Ecology facilities specialists may use it to decide which materials a recycling facility may accept and process.

4.2.4 Collection events

The Solid Waste Division occasionally hires private recycling companies to collect specific materials at collection events. Events vary each year based on available vendors and funding. Past events have collected tires, Styrofoam™, scrap metal, electronics, mattresses, and hazardous waste.

The Solid Waste Division also promotes city- or community-led events such as Christmas tree recycling, paper shredding, and scrap metal and electronics drives.

4.2.5 Event recycling

Washington law requires beverage vendors at official events to collect single-serving bottles and cans for recycling (RCW 70A.200.100). Event organizers must monitor recycling bins, empty them as needed, and ensure materials go to a recycling facility.

The Solid Waste Division supports event recycling through its Borrow a Bin program, which loans portable waste stations to event organizers.

4.2.6 Education and outreach

In unincorporated areas, the Solid Waste Division works with the hauler (WM) to create and deliver recycling education materials to residents. Current materials include recycling guides, cart labels, and "Oops" tags for contamination issues. Kitsap County Code Chapter 9.48 requires the hauler to coordinate with the Solid Waste Division on all residential recycling outreach efforts.

The Solid Waste Division also provides countywide recycling education through:

- Outreach booths at community events and transfer stations.
- The What Do I Do With It? searchable database.
- Recycle.Kitsap.Gov and social media.
- The Recycle Right guide in English and Spanish.
- Information signs at transfer stations.
- Presentations and classroom lessons upon request.

In cities, contracts and municipal ordinances define the haulers' educational responsibilities.

Cart labels

Cart labels help ensure that customers have clear and accurate recycling instructions. However, many carts across Kitsap County lack labels or have labels that are faded or outdated.

A 2025 state recycling law requires all waste containers curbside, commercial, and public spaces to have clear and conspicuous labels by January 1, 2028.

4.2.7 Recycling contamination reduction plan

When Kitsap County's curbside recycling programs began in the 1990s, households sorted and set out their recyclable materials in multiple stackable bins. In the 2000s, programs switched to commingled recycling in a single wheeled cart. This moved the sorting process from households to a centralized material recovery facility, increasing customer convenience and collection efficiency.

However, the switch to commingled recycling also introduced a major issue: contamination. Contaminants are:

- Non-recyclable materials placed in the recycling bin.
- Materials that aren't on the Designated Recyclables List.
- Designated recyclables that are too dirty or wet to recycle.

Recycling companies across the U.S. invest significant amounts of time and money into removing contaminants, but contamination is still a serious challenge. Some countries now ban the import of certain American recyclables due to high contamination levels.

Contamination also affects local governments that subsidize recycling. For example, the Solid Waste Division pays WM to transport and sort recyclables collected at County transfer stations. If a load of recyclables has more than 30% contamination, there are extra fees to either dispose of the materials or sort them additional times.

Contaminating recyclables also:

- Reduces their market value.

- Lessens the environmental benefits of recycling.
- Slows sorting and processing.
- Damages collection, sorting, processing, and manufacturing equipment.
- Can seriously injure workers who collect and process recyclables.

To reduce contamination, Washington law requires some local governments to develop local contamination reduction and outreach plans (RCW 70A.205.045). Kitsap County's plan is located in section X.

4.3 Planning considerations

4.3.1 How will the Recycling Reform Act impact recycling in WA?

Washington's Recycling Reform Act was passed by the state legislature in 2025. The law requires producers of residential packaging and paper products to be responsible for the end-of-life management of their products.

Under the law, producers will join and fund a nonprofit Producer Responsibility Organization. Using funds provided by the producers, the organization will work with local governments and recycling haulers to improve and fund residential recycling systems.

System improvements include:

- Creating a statewide list of designated recyclables.
- Providing curbside recycling to all households with curbside garbage service, including multifamily properties.
- Creating statewide recycling outreach materials that will be available for local governments and haulers to use.
- Ensuring that recyclables go to buyers that responsibly manage them, without creating undue pollution or public health risks.
- Collecting data on where recyclable materials are processed and recycled.

The Producer Responsibility Organization will submit annual reports to Ecology, and they must meet performance targets established in their approved written plan.

Kitsap County and haulers will continue to operate their recycling collection programs. They will receive reimbursement from the Producer Responsibility Organization for up to 90% of the costs to collect, transport, and process recyclables. Household customers will also receive a 90% discount on their recycling bills by 2032.

4.3.2 How can we increase commercial recycling participation?

The number of Kitsap businesses that subscribe to curbside recycling collection services is low. In 2025, haulers reported the following participation rates in each region of the county:

- Unincorporated areas: 27% of businesses with garbage service have recycling.
- City of Bremerton: 57% of businesses with garbage service have recycling.
- City of Port Orchard: 48% of businesses with garbage service have recycling.
- City of Bainbridge Island: X
- City of Poulsbo: X

These numbers do not reflect the number of businesses that recycle at drop-off locations, which is not tracked.

The Solid Waste Division offers assistance upon request to businesses (including schools) that want to start or improve recycling programs. Available support includes:

- Contact information for local haulers.
- Recycling guides, signage, and indoor recycling containers.
- Waste audits.
- Cost analysis and contract evaluations.
- Presentations.

Opportunities for improving the commercial recycling program include:

- Requiring businesses in cities to use recycling collection services.
- Partnering with the Stormwater Division or Health District for coordinated site visits to local businesses.

- Rejoining the EnviroStars Green Business Program, which offers tools for developing a business-focused technical assistance platform. Kitsap County left the program in 2018 due to cost and low business participation.
- Developing a mini-grant program to help businesses implement recycling or waste reduction projects.

4.3.3 What opportunities exist to improve drop-off recycling at transfer stations?

Recyclables collected at County-owned transfer stations vary slightly, which leads to customer confusion and inconvenience. Additionally, most recyclables are collected in the same container, which leads to higher contamination and lower-quality recyclables.

Options for improving drop-off recycling include:

- Adding scrap metal collection to the Hansville and Olalla Recycling and Garbage Facilities.
- Collecting glass jars and bottles separately from other materials, as recommended by Ecology.
- Collecting all types of recyclables in separate containers, as recommended by Ecology.

The Solid Waste Division will consider these changes, but they may not be possible due to space constraints, transportation logistics, or cost.

4.3.4 What is the recycling contamination rate in Kitsap County?

Kitsap County tracks the types and amounts of contaminants found in residential curbside recyclables and drop-off recycling containers. Top contaminants include:

- Plastic bags and thin plastic film.
- Food and liquids.
- Shredded paper.
- Bagged garbage.
- Dirty designated recyclables.

- Non-designated plastics like clamshell containers and Styrofoam™.

The contamination rate, defined as the percentage of non-recyclable material in a recycling load, continues to rise both locally and nationally. Table 4-4 compares contamination rates from nine studies done in Kitsap County between 2013 and 2024.

Table 4-4 | Recycling contamination rates by weight, Kitsap County

Year	Source of recyclables	Contamination
2024	Hansville Recycling and Garbage Facility	14%
2024	Silverdale Recycling and Garbage Facility	17%
2021	Single-family residential curbside recycling (countywide)	11.5%
2020	Hansville Recycling and Garbage Facility	10.3%
2020	Olalla Recycling and Garbage Facility	11.7%
2016-2020	JMK Fibers inbound aggregate audits (WM study)	9.09%
2015	Multifamily properties	3 -16%
2015	Single-family residential curbside recycling (countywide)	9.5%
2013	Single-family residential curbside recycling (countywide)	8.8%

4.3.5 What actions could reduce local recycling contamination?

In 2021, Kitsap County published its first action plan to reduce recycling contamination and educate the public about this issue. Many actions in that plan have already been completed, including:

- Adopting a unified, countywide Designated Recyclables List.
- Removing problematic materials from the Designated Recyclables List.
- Developing new recycling guides in English and Spanish.
- Improving WM's annual recycling mailer.
- Replacing outdated signage at transfer stations.

- Collecting contamination data for residential and drop-off programs.
- Replacing the What Do I Do With It? recycling database.

Under the Recycling Reform Act, Kitsap County, cities, and waste haulers may be able to request funding for more contamination reduction actions, including:

- Added staff at drop-off recycling locations.
- Designing and installing standardized countywide cart and dumpster labels, as required by House Bill 1497.
- Collecting glass separately from other recyclables.
- Outreach materials focused on contamination.
- Translating educational materials into additional languages.
- Expanding recycling assistance for multifamily properties.
- AI-generated contamination sensors and robotic sorting machines.
- Cart-tagging to give curbside customers individualized contamination feedback.

4.3.6 How effective are Kitsap County's recycling programs?

Beyond contamination rates, the Solid Waste Division also tracks the following performance metrics for local recycling programs:

- **Recycling composition (Figure 4-5).** The composition of the single-family curbside recycling stream.
- **Recovery rate (Table 4-5).** The percentage of all residential and business waste that was collected for recycling, composting, and other beneficial uses. In 2022, the statewide recovery rate was 42.5%, while Kitsap County's was 39.1%.
- **Recycling capture rate (Table 4-6).** The percentage of all designated recyclable materials generated by single-family residences that were captured in the recycling system.
- **Garbage characterization (Table 4-7).** The composition of Washington's garbage, including the amount and types of landfilled recyclables.

Figure 4-5 | Composition of single-family recyclables by weight, Kitsap County (2021)

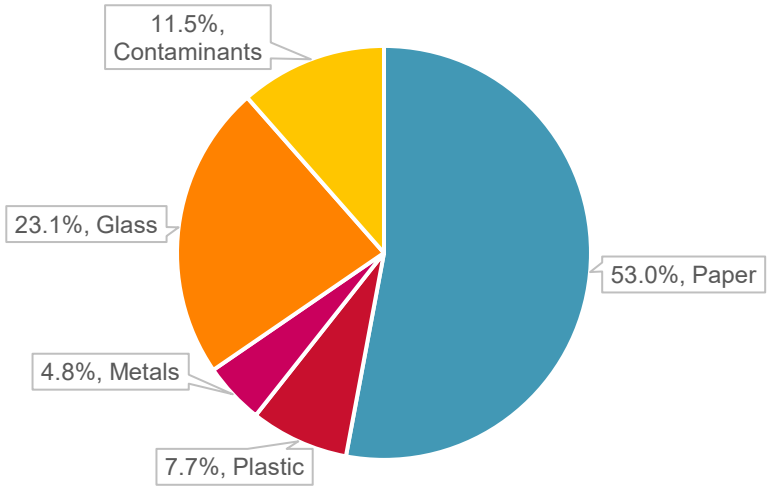


Table 4-5 | Recovered materials and recovery rate, Kitsap County

Material	2022	2021	2018
Collected for recycling (tons)			
Ash, Sand & Dust	-	-	-
Asphalt & Concrete	29,880	9,448	41,397
Carpet & Pad	-	-	167
Construction & Demolition Debris	2,850	1,328	3,028
Gypsum	-	43	116
Landclearing Debris	2,383	4,831	529
Roofing Material	5	-	-
Wood Waste	6,235	11,329	6,209
Container Glass	3,563	3,512	3,155
Other Glass	-	-	50
Aluminum Cans	435	384	364
Appliances/White Goods	371	1,166	981
Other Ferrous Metal	19,282	41,253	20,108
Other Nonferrous Metal	3,175	1,218	2,490
Steel Cans	383	572	598
Antifreeze	73	89	117
Auto Lead Acid Batteries	409	853	374
Electronics	347	491	819
Household Batteries	1	26	12
Light Bulbs	9	22	27
Oil Filters	13	25	79
Other Batteries	2	0	0
Paint	183	123	-
Used Oil	437	651	1,785
Agricultural Organics	-	0	-
Food Processing Waste	756	5,400	42
Food Scraps	1,650	3,606	648
Industrial Organics	-		-
Meats, Fats & Oils	435	401	943
Other Organics	1,155	912	1,045
Yard Debris	24,569	15,793	15,065
Yard Debris & Food mixed	11,626	6,623	-
Mattresses	-	-	-
Miscellaneous	175	124	37
Textiles	15	1,086	2,154
Tires	63	347	379

Cartons	29	31	-
Cardboard	17,599	19,284	13,372
High Grade Paper	503	546	350
Mixed Paper	8,277	9,472	8,746
Newspaper	176	222	3,464
Other Recyclable Paper	-	-	-
Mixed Plastics	-	69	335
PET Plastics	778	874	773
HDPE Plastics	434	476	437
LDPE Plastics	521	615	611
Other Recyclable Plastics	188	98	399
Collected for recovery (tons)			
Landclearing Debris burned for energy	5,727	8,188	2,787
Wood Waste burned for energy	-	614	1,265
Used Oil burned for energy	19	18	-
Paint burned for energy	16	8	-
Other fuels burned for energy	-	-	642
Food Processing Waste anaerobically digested	-	-	-
Food Processing Waste land applied	-	-	-
Other Organics anaerobically digested	-	-	-
Other Organics land applied	-	-	-
Yard Waste burned for energy	-	345	2,787
Tires burned for energy	82	406	201
Total collected for recycling or recovery	**144,831**	**152,925**	**138,887.03**
Total tons of waste generated (recoverable)	**370,338**	**375,718**	**344,781.69**
Recovery rate (%)	**39.10%**	**40.70%**	**40.30%**

Recycling, Recovery & Waste Generation Kitsap Summary, Department of Ecology. Recycling and recovery data reported by recycling facilities to Ecology.

Table 4-6 | Capture rate for single-family curbside recycling, Kitsap County (2021)

Type of Material	Collected for recycling*		Disposed in garbage**		Capture rate
	Countywide average	Tons 2020	Residential average	Tons 2020	2021
Paper	53.0%	10,463	9.6%	5,104	67%
Newspaper	4.9%	963	2.4%	1,276	43%
Cardboard	25.4%	5,029	3.3%	1,755	74%
Mixed paper	21.2%	4,195	3.7%	1,967	68%
Acceptable polycoated	1.4%	277	0.2%	106	72%
Plastic	7.7%	1,514	1.0%	532	74%
Bottles	7.5%	1,486	1.0%	532	74%
Dairy tubs	0.1%	28	N/A	N/A	N/A
Metal	4.8%	943	0.8%	425	69%
Aluminum cans	2.9%	579	0.4%	213	73%
Tin cans	1.8%	364	0.4%	213	63%
Glass (bottles and broken)	23.1%	4,568	1.9%	1,010	82%
Total program materials	88.5%	17,488	13.3%	7,071	71%
Contaminants	11.5%	2,272	86.7%	46,097	
Total all materials	100%	19,760	100%	53,168	

*Composition Analysis for the Kitsap County Curbside Recycling Program, Green Solutions (2021) ** Washington Statewide Waste Characterization Study (2015-2016). Note: N/A, Not Available, this material was not measured separately by Ecology.

Table 4-7 | Estimated composition of garbage, Kitsap County (2021)

Material	Designated recyclable in Kitsap County?	2021	
		Percent of total	Tons
Paper		**15.1%**	**33,577**
Paper packaging	Yes	8.7%	19,346
Paper products	Yes	6.4%	14,231
Plastic		**11.7%**	**26,017**
Plastic packaging	Some materials	6.2%	13,787
Plastic products	No	5.5%	12,230
Glass		**2.3%**	**5,114**
Glass containers	Yes	1.6%	3,558
Other glass	No	0.7%	1,557
Metal		**7.8%**	**17,344**
Aluminum cans	Yes	0.3%	667
Aluminum foil/containers	No	0.2%	445
Tin cans	Yes	0.3%	667
Other ferrous metal	Yes	3.6%	8,005
Other non-ferrous metal	Yes	0.3%	667
Residues/other	No	3.1%	6,893
Organics		**25.7%**	**57,148**
Food waste (edible)	Yes	7.2%	16,010
Food waste (inedible)	Yes	6.4%	14,231
Yard debris	Yes	4.7%	10,451
Animal manure and parts	Yes	6.7%	14,898
Other organics	Yes	0.7%	1,557
Consumer products		**6.0%**	**13,342**
Electronics	Yes	0.4%	889
Textiles	Yes	3.9%	8,672
Furniture	No	1.4%	3,113
Tires and rubber	Yes	0.3%	667
Hazardous and special waste		**1.4%**	**3,113**
Medical waste	No	0.4%	889
Other hazardous/special	No	1.0%	2,224
Wood debris		**13.4%**	**29,797**
Natural wood	Yes	0.9%	2,001
Other wood	Some materials	12.5%	27,796

Construction and demolition debris materials		**12.2%**	**27,129**
Asphalt/concrete/ceramic/brick	Yes	4.3%	9,562
Soil, rocks, sand	Yes	0.1%	222
Carpet/carpet padding	No	1.0%	2,224
Drywall	No	4.6%	10,229
Other construction materials	No	2.2%	4,892
Residue	No	**4.7%**	**10,451**
Actual tons disposed		**100%**	**222,365**

Percentages from Washington Statewide Waste Characterization, Puget Sound WGA, Department of Ecology (2021). Percentages for material types do not total 100% due to rounding.

4.4 Recommended actions

Number	Recommendation	Responsible party
Rec. X	Update local ordinances and contracts to incorporate cart color and labeling requirements	Kitsap County, cities
Rec. X	Consider providing annual recycling guides to residential customers	Bainbridge Disposal
Rec. X	Purchase compliant recycling carts after August 1, 2025	Haulers
Rec. X	Apply compliant labels to all recycling containers by January 1, 2028	Haulers, local governments
Rec. X	Request funding from the Producer Responsibility Organization for contamination reduction projects, if available	Kitsap County, cities, haulers
Rec. X	Consider landfill disposal bans for materials that have well-developed recycling programs, like scrap metal and cardboard	Kitsap County, Kitsap Public Health District
Rec. X	Consider collecting recyclables, especially glass, in source-separated containers at transfer stations	Kitsap County
Rec. X	Consider removing glass from commingled residential recycling and switching to drop-off only	Kitsap County, cities

Rec. X	Install accessible recycling containers at the Olympic View Transfer Station	Kitsap County, WM
Rec. X	Evaluate alternative and additional ways to collect recyclable materials at transfer stations	Kitsap County, WM