ORDINANCE NO. 47

AN ORDINANCE ESTABLISHING AN AREAWIDE SOLID WASTE MANAGEMENT AND OPERATION PROGRAM; ESTABLISHING PROCEDURES FOR THE ISSUANCE OF CERTIFICATES FOR THE OPERATION OF SOLID WASTE DISPOSAL SITES; PROVIDING FOR ORDERLY AND BENEFICIAL FLOW OF SOLID WASTES; PROVIDING FOR PENALTIES AND ADMINISTRATION AND ENFORCEMENT; PROVIDING FOR COLLECTION OF USER FEES; REPEALING PRIOR ORDINANCES; PRESCRIBING AN EFFECTIVE DATE AND DECLARING AN EMERGENCY.

PUBLIC HEARINGS

MAY 13, 1977 AND MAY 27, 1977

ADOPTED

May 27, 1977

MODIFICATIONS

METROPOLITAN SERVICE DISTRICT

ORDINANCE NO. 47

An ordinance establishing an area wide solid waste management and operation program; establishing procedures for the issuance of certificates for the operation of solid waste disposal sites; providing for orderly and beneficial flow of solid wastes; providing for penalties and administration and enforcement; providing for collection of user fees; repealing prior ordinances; prescribing an effective date and declaring an emergency.

10.22-835	DATE	NO	ABST.
BARTELS GORDON MCCREADY ROBNETT BALQUIST SCHUMACHER MILLER, CHAIRMAN	Board) 0.3	

ORDINANCE NO. 47

The Metropolitan Service District hereby ordains:

SECTION 1. Short Title.

This ordinance shall be known as the "MSD Solid Waste Management and Operation Ordinance" and may be so cited and pleaded and shall be cited herein as "this ordinance."

SECTION 2. Codification.

This ordinance may be codified in the Code of the MSD.

SECTION 3. Findings.

The Board finds that:

- A. In 1972 the EQC adopted a solid waste management goal of 90% material recovery and reuse by 1982.
- B. In 1974, approximately 4 million cubic yards of solid wastes were generated in the District, most of which was buried in the ground.
- C. Only two sanitary landfills in the District are now permitted to accept putrescible solid wastes from the public and they are rapidly reaching their capacity. Rossman's landfill in Oregon City and the St. John's landfill in North Portland could be filled by 1979.
- D. New sanitary landfills are increasingly difficult to develop because of strong environmental concerns, stringent governmental regulations, and adverse public reaction.
- E. The Plan is the best means to solve the existing area wide solid waste problems and to meet the EQC goals because the Plan stresses resource recovery and reduced dependency on sanitary landfills.
- F. Resource recovery will save energy and generate revenues to offset processing costs.

- G. The best markets for the recovered resources require MSD to guarantee an adequate and constant flow of solid wastes to MSD facilities.
- H. Successful implementation of the Plan requires that all solid wastes generated in the District be disposed of at MSD facilities.

SECTION 4. Purpose and Policy.

- A. The purpose of this ordinance is to:
 - 1. Protect the health, safety and welfare of the people in the District.
 - 2. Provide a District-wide program for the safe, economical and efficient disposal of solid wastes.
 - 3. Meet the solid waste management goals of the EQC and reduce dependency upon sanitary landfills.
 - 4. Require that all solid wastes generated in the District be disposed of at MSD facilities or certified sites.
 - 5. Provide purchasers of the recovered resources, especially purchasers making capital investments based on agreements with the District, with an adequate and continuous flow of recovered resources.
- B. This ordinance shall be liberally construed for the accomplishment of these purposes.

SECTION 5. Definitions.

As used in this ordinance, unless the context requires otherwise:

- A. ACCEPTABLE SOLID WASTES. Acceptable Solid Wastes means all putrescible and nonputrescible Solid Wastes, including without limitation, garbage, rubbish, refuse, paper and cardboard, commercial, industrial, demolition and construction wastes, and home appliances; provided, however, that this definition does not include:
 - 1. Sewage sludge, septic tank and cesspool pumpings or other sludge.
 - Motor vehicles or parts thereof.

- 3. Lengths of wire rope, cable or rigid material more than 8 feet in length.
- 4. Concrete, asphalt, dirt, sand and other inert material.
- 5. Tree stumps.
- 6. Dead animals.
- 7. Material specifically exempted pursuant to the operational plan of the processing facility.
- 8. Chemicals and oils.
- B. BOARD. Board means the Board of Directors of the Metropolitan Service District.
- C. DEQ. DEQ means the Department of Environmental Quality for the State of Oregon.
- D. DIRECTOR. Director means the Director of the MSD Solid Waste Program.
- E. DISTRICT. District means the Metropolitan Service District or MSD and all of the land and territory included within the boundaries of the Metropolitan Service District as established by the electorate.
- F. EQC. EQC means the Environmental Quality Commission of the State of Oregon.
- G. MSD. MSD means the Metropolitan Service District, a municipal corporation established and existing under the laws of the State of Oregon, ORS Chapter 268.
- H. NONPROCESSABLE WASTE. Nonprocessable waste means any solid waste which cannot be processed for resource recovery. Dirt, concrete and asphalt are examples of nonprocessable wastes.
- I. OPERATOR. Operator means a person who has obtained and holds a waste disposal certificate issued by the MSD.
- J. PERSON. Person means any individual, public or private corporation, industry, partnership, association, firm, trust, estate, city, county, special district, or local governmental unit and any other legal entity.

- K. PHASE I. Phase I means the first phase of the Program from the effective date of this Ordinance to the date the first processing facility begins normal operation.
- L. PHASE II. Phase II means the second phase of the Program from the date the first processing facility begins normal operation to the date the second processing facility begins normal operation.
- M. PHASE III. Phase III means the third phase of the Program from the date the second processing facility begins normal operation and thereafter.
- N. PLAN/PROGRAM. Plan/Program means the Solid Waste Management Plan adopted by the Board on May 10, 1974 and amended by the Board on August 8, 1975.
- O. PROCESS/PROCESSED. Process/Processed means a method or system of altering the form, condition or content of solid wastes, such as but not limited to composting, shredding, milling or pulverizing. This definition does not include compaction.
- P. PROCESSABLE WASTE. Processable waste means any solid waste which may be processed for resource recovery.
- Q. PROCESSING FACILITY. Processing facility means a place or piece of equipment where or by which solid wastes are processed. This definition does not include commercial and home garbage disposal units, which are used to process food wastes and are part of the sewage system.
- R. RECYCLE/RECYCLING. Recycle/Recycling means a process by which solid waste materials are transformed into new products in such a manner that the original products may lose their identity.
- S. RESOURCE RECOVERY. Resource recovery means the process of obtaining useful material or energy resources from solid wastes.
- T. REUSE. Reuse means the return of a commodity into the economic stream for use in the same kind of application as before without change in its identity.
- U. SOLID WASTE. Solid Waste means all putrescible and nonputrescible wastes, including without limitation,

garbage, rubbish, refuse, ashes, paper and cardboard; vehicles or parts thereof; sewage sludge, septic tank and cesspool pumpings or other sludge; commercial, industrial, demolition and construction wastes; home and industrial appliances; provided that this definition does not include:

- 1. Environmentally hazardous wastes as defined in ORS 459.410(6), (1974 Replacement Part), and
- 2. Radioactive material produced by nuclear installations, as defined by ORS 459.410(7) (1974 Replacement Part), and
- 3. Materials used for fertilizer on land in agricultural operations and the growing or harvesting of crops and the raising of fowls or animals, and
- 4. Explosives.
- V. SOURCE SEPARATION OR SEPARATED. Source separation or separated means the separation of solid wastes by type, such as wood, paper and glass, for reuse or recycling by the person who last used the separated material.
- W. SPECIAL WASTES. Special Wastes means sewage sludge, septic tank and cesspool pumpings or other sludges, contaminated hospital wastes, flammable or explosive material, chemicals or oils and dead animals and such other waste as designated by the Director.
- X. TRANSFER STATION. Transfer station means a fixed or mobile facility used as part of a solid waste collection and disposal system or resource recovery system, between a collection route and a processing facility or a disposal site, including but not limited to drop boxes made available for general public use. This definition does not include solid waste collection vehicles.
- Y. USER FEE. User Fee means a charge for service rendered by the District in administering, implementing and operating the Program.
- Z. WASTE. Waste means any material considered to be useless, unwanted or discarded by the person who last used the material for its intended and original purpose.

- AA. SOLID WASTE DISPOSAL SITE/DISPOSAL SITE. Solid Waste Disposal Site/Disposal Site means land and facilities used for the disposal of solid wastes whether or not open to the public. This definition does not include transfer stations or processing facilities.
- BB. CERTIFICATE. Certificate means a written certificate issued by the MSD, bearing the signature of the Director or his authorized representative, and authorizing the operation of a waste disposal site in accordance with the conditions of the certificate.
- CC. SOLID WASTE COLLECTION SERVICE. Solid waste collection service means a person engaged primarily in the business of collecting and transporting solid wastes from the source to a transfer station, processing facility, or solid waste disposal site.

SECTION 6. Administration.

The Director shall be responsible for the administration of this ordinance and any rules or regulations promulgated hereunder.

SECTION 7. Rules and Regulations.

The Board may promulgate rules and regulations for the administration and implementation of this ordinance.

SECTION 8. Prohibited Activities; Exemptions.

- A. Except as otherwise provided in this ordinance, it shall be unlawful:
 - 1. For any person to operate a solid waste disposal site within the District without a certificate from MSD.
 - 2. For an operator holding a certificate to operate a solid waste disposal site to receive, accept and dispose of any solid wastes not specified in his certificate.
 - 3. For any person to operate a transfer station or processing facility except by agreement with the MSD.
 - 4. For any person to take, transport or dispose of solid wastes out of the District, except by written authority of the Director.

- 5. For any person to take, transport or deposit solid wastes to or at a transfer station or a processing facility not operated by or under agreement with MSD.
- 6. For any person to dispose of solid wastes at any place other than a waste disposal site certified by MSD.
- B. A person is exempt from the operation of subsections 8A(3), (4), (5) and (6) if the solid wastes being transferred, processed or deposited:
 - 1. are not putrescible, and
 - have been source separated, and,
 - 3. are not and will not be mixed by type with other solid wastes, and
 - 4. will be reused or recycled, and
 - 5. will not be processed for use as a fuel or a fuel additive unless the fuel or fuel additive is used solely by the person who owns or operates the processing facility.
- C. For the purpose of this section putrescible does not include wood, dry cardboard or paper uncontaminated by food wastes or petroleum products.

SECTION 9. Acceptance of Material

- A. During Phase I and Phase II of the Program, those operators holding certificates from MSD to operate a Solid Waste Disposal Site may receive, accept and dispose of Solid Wastes as specified in their certificate and Special Wastes, if authorized under Section 13
- B. During Phase III of the Program, those Operators holding certificates from MSD to operate a Processable Solid Waste Disposal Site may only receive, accept and dispose of Solid Waste that has been processed and Special Wastes, if authorized under Section 13.
- C. During Phase III of the Program, those Operators holding certificates from MSD to operate a Nonprocessable Solid Waste Site may only receive, accept and

dispose of Solid Wastes not classified as Acceptable Solid Wastes or as Special Wastes.

- D. Notwithstanding Section 9.B, an Operator of a Processable Solid Waste Disposal Site may receive and accept:
 - 1. Certain Solid Wastes, such as earth, sand, stone and crushed rock, only if such solid waste does not constitute a health hazard and will be used for cover or diking or road paving;
 - 2. Acceptable Solid Wastes that have not been processed and is being diverted from an authorized MSD processing facility due to emergency conditions.
- E. Operators of solid waste disposal sites receiving only clean earth, such as rock, sand, soil and stone, are exempt from the requirements of Section 8.A. provided that such clean earth includes only those materials whose physical and chemical properties are such that portions of these materials when subjected to moderate climatical fluctuations in heat, exposure to moisture or water, abrasion from normal handling by mechanical construction equipment or pressure from consolidation will not produce chemical salts, dissolved solutions, or gaseous derivatives at a rate sufficient to modify the biological or chemical drinking water quality properties of existing surface and ground waters or normal air quality indices.

SECTION 10. Application for Disposal Site Certificates.

Applications for solid waste disposal site certificates shall be on forms approved by the Director. The Director may accept applications on forms used by city, county, state or federal agencies.

SECTION 11. Requirements for Disposal Site Certificates.

The applicant must:

A. Have available land, equipment, facilities and personnel to meet the requirements of this ordinance and ORS Chapter 459 (Solid Waste Management) and the rules and regulations promulgated pursuant to this ordinance and ORS Chapter 459.

- B. Have had the site and operation thereof designed by a registered professional engineer of the state of Oregon. This subsection shall not apply to waste disposal sites existing on the effective date of this ordinance.
- C. Have in force public liability insurance in the amount of not less than \$250,000 per person and \$500,000 per occurrence for bodily injury or death and property damage insurance in the amount of not less than \$100,000 per occurrence which shall be evidenced by a certificate of insurance.
- D. Submit with the application a corporate surety bond or a firm commitment therefor in an amount established by the Board, guaranteeing full and faithful performance by the applicant of the duties and obligations of a certificate under the provisions of this ordinance. A bond already issued or to be issued to a city, county, state or federal agency may be acceptable so long as the bond meets the requirements of this ordinance and the MSD is a direct beneficiary thereof.

SECTION 12. Decision on Applications for Solid Waste Disposal Site Certificate.

- A. Persons who are operating a solid waste disposal site on the effective date of this ordinance must make application for the required certificate within 30 days after the effective date of this ordinance. Upon filing an application for said certificate, the Director will issue a temporary certificate for continued operation until a final decision is made upon said application.
- B. Applications for certificates shall be reviewed by the Director who shall make such investigation as he deems necessary and appropriate. Notice of an application shall be given in a manner designed to inform interested persons and the public. The notice shall state the name of the applicant, the type of certificate requested, the location and size of the proposed site, and that the recipient of the notice and the public shall have thirty (30) days from the date thereof to file written comments pertinent to the application and other information the Director deems appropriate.
- C. If the Director does not act to grant or deny a certificate within ninety (90) days of acceptance of a

complete application, a temporary certificate shall be deemed granted for the site requested in the application unless the Director notifies the applicant that more time is needed to review and process the application and advises the applicant how much time will be needed to complete the review. The 90 days will not begin until the Director has accepted the application as complete and ready for processing.

- D. The Director may refuse to issue a Certificate to any applicant if:
 - 1. The applicant has not met the requirements of this ordinance or the rules and regulations promulgated hereunder or Chapter 459 of the Oregon Revised Statutes or the rules and regulations promulgated thereunder, or
 - 2. The applicant has misrepresented any statements in the application for a certificate or in any testimony or documentary evidence given to the Director or to the Board, or
 - 3. The applicant has been convicted of a Class A or B misdemeanor or its equivalent or of a felony, or if the applicant is a firm or corporation, that the principal partners or officers have been convicted of a Class A or B misdemeanor or its equivalent or of a felony, provided, however, that this paragraph does not apply to traffic law violations and convictions, or
 - 4. The applicant has failed to disclose all information in the applicant's possession relevant to a decision on the application after written notification and an opportunity to do so, or
 - 5. There are sufficient solid waste disposal sites already certified and operating within the District and the applicant's disposal site and the location thereof will not substantially benefit and the operation and implementation of the Plan. This paragraph does not apply to an applicant who is operating a solid waste disposal site on the effective date of this ordinance.
- E. The applicant shall be advised of the Director's action in writing and shall be advised of the right to a contested case hearing.

- F. If the Board makes a final order rejecting all or part of an application for a Certificate, the applicant may not submit another application for the same or a portion of the same site for a period of 6 months unless the Board finds that the public interest requires reconsideration within a shorter period of time.
- G. The term of the Certificate shall be determined by the Director on the basis of site longevity, population to be served, and amount of investment by the applicant.

SECTION 13. Authorization to Dispose of Special Waste.

- A. Persons making application for or holding a certificate to operate a Solid Waste Disposal Site may request additional authorization to dispose of Special Wastes.
- B. Requests for such additional authority shall be reviewed by the Director who shall make such investigations as he deems necessary and appropriate. Notice of such request shall be given in a manner designed to inform interested persons and the general public. The notice shall state the name of the applicant, the type of Special Waste to be disposed, the location of the Solid Waste Disposal Site and that the recipient of the notice and the public shall have thirty (30) days from the date thereof to file written comments pertinent to the request and other information the Director deems appropriate.
- C. The Director may refuse to grant the additional authority for the same reasons set forth in Section 12.D. or if the disposal of Special Waste would jeopardize the efficient and safe operation of the Solid Waste Disposal Site.
- D. The applicant shall be advised of the Director's decision and such decision is subject to a contested case hearing.

SECTION 14. Transfer of Disposal Site Certificates.

An operator may transfer his certificate to another person only after written notice to and approval by the Director. The Director shall approve the transfer unless the operator-transferor is in violation of any of the requirements of this ordinance or the rules and regulations promulgated hereunder or the transferee does not meet the requirements

of this ordinance or the rules and regulations promulgated hereunder. The Director may attach conditions to an approval under this section. The Director's decision is subject to a contested case hearing.

SECTION 15. Suspension, Modification, Revocation or Refusal to Renew a Waste Disposal Site Certificate.

- A. The Director may suspend, modify, revoke or refuse to renew a Certificate if an operator has:
 - 1. violated this ordinance or ORS Chapter 459 or the rules and regulations promulgated under this ordinance or ORS Chapter 459; or his Certificate and any conditions attached thereto; or
 - 2. misrepresented the statements in the application for his certificate or in any testimony or documentary evidence given to the Director or to the Board; or
 - 3. refused to provide adequate service to the public after written notification and a reasonable opportunity to do so.
- B. In lieu of suspension, modification, revocation or refusal to renew a Certificate, the Director may order compliance and make suspension, modification, revocation or renewal contingent upon compliance with the order within a time stated in said order.
- C. The Director's action is subject to a contested case hearing.

SECTION 16. Fees.

- A. The administration, implementation and operation of the Program shall be paid for by user fees. The Board shall set the user fees annually, and more frequently, if necessary.
- B. User fees shall be in addition to any other fees or charges an operator is required to pay.

SECTION 17. Collection of Fees.

A. User fees shall be separately stated upon an operator's records and any receipt rendered by an operator.

- B. Operators shall pay the user fees to MSD on or before the 20th day of each month following each preceding month of operation. Each month at the time of payment, the operator must file with the Director, a statement including without limitation the following information:
 - 1. Name and address of facility.
 - 2. The operator's MSD registration number.
 - 3. The month and year of each report.
 - 4. The number of truckloads received daily.
 - 5. The daily number of cars, pickups, trailers, and other small hauling vehicles.
 - 6. Total number of cubic yards/tons of solid wastes received daily during the month, classified among compacted, noncompacted, minimum loads and special loads.
 - 7. Detailed explanation of any adjustments made to the amount of fees paid in reliance on Section 17.C. below.
 - 8. Signature and title of the operator or his agent. Misrepresentations of any information required above shall be grounds for suspension, modification, revocation or refusal to renew a certificate pursuant to Section 15 of this ordinance.
- C. An operator is released from liability for user fees on charge accounts that are worthless and charged off as uncollectible provided that the operator files with MSD an affidavit stating the name and amount of each uncollectible charge account. If an operator has previously paid the fees, he may take a deduction from his next due payment to the MSD the amount found worthless and charged off. If any such account thereafter, in whole or in part, is collected by the operator, the amount so collected shall be included in the first return filed after such collection, and the fees shall be paid with the return.
- D. Every operator shall keep such records, receipts or other pertinent papers and information in such form as the Director may require. The Director, or his authorized agent in writing, may examine during reasonable

business hours the books, papers, records and equipment of any operator and may make such investigation as may be necessary to verify the accuracy of any return made, or if no return is made by the operator, to ascertain and determine the amount required to be paid.

- E. All user fees shall be paid in the form of a remittance payable to the Metropolitan Service District. All money received by the MSD under this ordinance shall be deposited in the Solid Waste Program Account and will be used only for the administration, operation and enforcement of the Program, this ordinance and any rules and regulations promulgated hereunder.
- F. Every Solid Waste Collection Service must file quartrly reports with the Director, including without limitation the following information:
 - 1. Name and address of the solid waste collection service.
 - 2. The quarter and year of each report.
 - 3. For each month, the name and address of each processing facility or solid waste disposal site in the MSD area to which the solid waste collection service has delivered solid wastes measured by tons or cubic yards, delivered to each such facility or site.
 - 4. Signature and title of the solid waste collection service or its authorized agent.

SECTION 18. Penalties.

- A. Each violation of this ordinance, the rules and regulations promulgated under this ordinance, or of a waste disposal certificate issued hereunder is punishable by fine of not more than Five Hundred Dollars (\$500.00). Each day a violation continues constitutes a separate offense. Separate offenses may be joined in one indictment or complaint or information in several counts.
- B. In addition to Section 18.A., any violation of this ordinance, the rules and regulations promulgated under this ordinance or of a waste disposal certificate issued hereunder may be enjoined by the District upon suit in a court of competent jurisdiction.

C. In addition to Sections 18.A. and B., any violation of this ordinance or the rules and regulation promulgated under this ordinance shall be subject to a civil penalty not to exceed \$500 per day for each day of violation.

SECTION 19. Exclusive Contracts.

Upon recommendation of the Director, the Board may limit the number of certificates granted pursuant to this ordinance. The Board may enter into exclusive contracts for the administration, implementation, operation or enforcement of the Program.

SECTION 20. Abatement.

Violations of this ordinance other than Section 17 are deemed nuisances and the Director may, in addition to other remedies provided by law, institute injuction, mandamus, abatement or other appropriate legal proceedings to enjoin or abate such acts. The provisions of this section are in addition to and not in lieu of any criminal prosecution or penalties as provided by this ordinance or state law.

SECTION 21. Conformance with Law.

This ordinance shall not be a substitute for, nor eliminate the necessity of conforming with any and all laws, ordinances, rules and regulations which are now, or may in the future be in effect and govern the conduct and operation of any person subject to this ordinance.

SECTION 22. Savings Clause.

In the event any provision or section of this ordinance is declared invalid, such declaration shall not affect the validity of any other provision or section herein, which sections and provisions shall remain in full force and effect.

SECTION 23. Variances.

A. The Board upon recommendation of the Director may grant specific variances from particular requirements of any rule, regulation or ordinance to such specific persons or class of persons upon such conditions as it may deem necessary to protect public health, safety and welfare, if it finds that the purpose and intent of the particular requirement can be achieved without strict compliance and that strict compliance:

- 1. Is inappropriate because of conditions beyond the control of person(s) requesting the variance; or
- 2. Will be rendered extremely burdensome or highly impractical due to special physical conditions or causes; or
- 3. Would result in substantial curtailment or closing down of a business, plant, or operation which furthers the objectives of MSD or of MSD's Plan.
- B. Any person requesting a variance shall make his request in writing and shall state in a concise manner facts to show cause why such variance should be granted. The Director may make such investigation as he deems necessary and shall give notice of the variance request in accordance with Section 12 B.
- C. If the Board denies a variance request, the Director shall notify the applicant in accordance with MSD Code Chapter 20.04 of the denial. If a hearing is requested, the applicant shall have the burden of proof.
- D. If a request for a variance is denied, no new application for this same or substantially similar variance shall be filed for at least six months from the date of denial.

SECTION 24. Review of Board Action.

All decisions of the Board under this ordinance, and the regulations adopted hereunder shall be reviewable by the Circuit Court of the County in which the Board has its principal office or of the county in which the solid waste disposal site in question is located under the provisions of ORS Chapter 34.010 - 34.100 which shall be the sole and exclusive remedy for review. All decisions of the Director must be reviewed and affirmed, modified or rescinded by the Board before such decisions may be appealed to the courts:

SECTION 25. Inspections

In order to carry out the purposes of Ordinance 47, and the regulations adopted thereunder, the Director, or his authorized agent, is authorized to enter any solid waste disposal site during working hours and at other reasonable times with notice. Notice shall not be necessary where in the discretion of the Director such notice would defeat the purpose of the entry.

MUDDE SALVES

SECTION 26. Effective Date/Emergency Clause.

This ordinance shall take effect at 12:01 a.m. on June 1, 1977. State funding of MSD's Solid Waste Division will terminate on June 30, 1977. Since the user fees required by this Ordinance are not due and payable until the 20th day of the month following the month of collection, the District must initiate the user fee by June 1, 1977 in order to begin receiving revenues in July. In addition, the projected limited duration of the existing landfills requires immediate implementation of the Program. An emergency is declared to exist.

SECTION 27 Repeal.

Ordinances No. 27, 32, 36, 39 and 46 are repealed upon the effective date of this ordinance.

Chairman