

**METRO**

MEETING: Metro Solid Waste Advisory Committee

DAY: Wednesday

DATE: August 24, 1994

TIME: 8:30 - 10:30 A.M.

PLACE: Metro Headquarters, 600 N.E. Grand Avenue
FITNESS ROOM (BOTTOM FLOOR)

1. Approval of Minutes

Ruth McFarland

2. Updates

- Metro Illegal Dumping Ordinance
- Flow Control Resolution

Ruth McFarland
Bob Martin

3. Disaster Debris Management

- Update on activities of Regional Emergency Management Policy Advisory Committee

Gerry Uba

4. Regional Solid Waste Management Plan

A. Purpose of the 1994 Update

- Why is the update necessary?
- What will be the product?

Terry Petersen

B. Process for completing the update

- Who is involved?
- What is the schedule?

Marie Nelson

C. Report from Planning Subcommittee: Goals and Objectives

- See the attached Goals that have been developed by the Subcommittee for discussion by the SWAC

Jeanne Roy

D. Report from the Planning Subcommittee: Technical Evaluation of Alternatives

Merle Irvine
Doug Anderson

4. Other Business/Citizen Communications

Ruth McFarland

5. Adjourn

Ruth McFarland

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CHAPTER 1

Introduction

The Context of the Plan

Our region will have 230,000 more people by the year 2005. The challenge is to reduce the amount of waste or be forced to acquire more disposal capacity.

The Regional Solid Waste Management Plan (RSWMP) was adopted by the Metro Council in 1988. The RSWMP, incorporating subsequent additions, gives the metropolitan region direction for meeting solid waste needs during the next decade (1995-2005). Population in the region is expected to increase by 230,000 people by the year 2005. If orderly growth is to occur, our ability to provide solid waste services is critical. With growth in solid waste, the current system, already nearing capacity in some areas, is likely to be overloaded.

The region has two basic options for dealing with future growth in solid waste. One is to provide more disposal capacity, either by building new disposal facilities or modifying ones that already exist. The second option is to reduce the future demand for disposal services by implementing or expanding waste reduction programs. The choice is similar to the conservation versus new power plant choice in energy planning, or reduced trips versus more roads in transportation planning.

The complexity of developing the right mix of waste reduction and disposal options makes regional coordination essential. A mixture of jurisdictions and private businesses own and operate our solid waste system. Involved are 24 cities, three counties, Metro, the Oregon Department of Environmental Quality, private waste haulers, and private owners of solid waste facilities.

With the RSWMP, our region has a unified blueprint to ensure that efforts of all parties are coordinated and that individual parts of the system function properly as a whole. The RSWMP also gives city and county officials a regional guide to help implement their local solid waste plans. They have a long-range solid waste framework in which to make decisions regarding local solid waste management.

Why a Regional Solid Waste Management Plan?

The complex mix of public and private involvement in solid waste in our region makes cooperative planning essential.

The daily movement of solid waste crosses city and county boundaries, producing solid waste issues that extend beyond individual jurisdictional boundaries and create the need for cooperative governmental coordination.

Waste collection is provided by private hauling companies franchised or permitted by local governments. Metro owns two transfer stations operated by private contractors. An additional transfer station in Forest Grove is privately owned and operated. Landfills are privately operated and most are privately owned. Solid waste recycling and recovery facilities are privately owned, some of which are regulated by Metro, the state, and local governments.

The RSWMP provides a benchmark document that:

- serves as a regional framework for the coordination of solid waste practices;

- provides the region with a prioritized program of solid waste system improvements during the coming decade; and
- presents an "order-of-magnitude" estimate of the region's solid waste funding needs.

Adoption of this Plan represents:

- completion of a state requirement for development of solid waste management plans;
- endorsement of the overall level of investment in solid waste facilities and programs needed to serve the region during the next decade;
- endorsement of a set of 10-year regional priorities for improving the solid waste system;
- endorsement of the interrelated roles of investments in disposal capacity and waste reduction and recycling efforts;
- endorsement of the regional elements of the solid waste system and the extent of Metro's interests in the subregional systems;

Solid Waste Issues Addressed by the Plan

Since the start of this region's cooperative solid waste planning efforts in the early 1980's, the issues have grown in complexity. The initial emphasis was on siting and ownership of landfills and transfer stations. The majority of the coordination occurred between Metro, local governments, and the state as needed to solve the immediate problem caused by the closure of the St. Johns Landfill in north Portland. During the late 1980's a waste reduction plan was developed that was designed to lead the region to a recycling level of more than 50%.

The issues faced by the region now are substantially different. With over 15 years remaining on the existing contract for disposal of much of the region's waste at Columbia Ridge Landfill, landfill capacity is not a crisis issue (of course, conserving landfill capacity remains a high priority). The long-term capacity of the transfer system to handle the region's growth is more of a key issue now. In particular, can waste reduction practices be implemented that forestall the need for additional transfer capacity?

Although there has been significant progress overall in waste reduction, many difficulties were experienced with large-scale "post-collection" recovery technologies that were to be substantial contributors to the region's long-term recycling goals. The goal now is to build on these experiences to best manage the region's waste during the next 10 years.

Metro's Role in Solid Waste Planning

Metro is responsible for solid waste planning within the urban portion of the tri-county region of Multnomah, Washington, and Clackamas Counties. Following is a summary of the legislative authority under which Metro has developed and adopted the RSWMP, and the decision-making structure used by Metro to ensure adequate representation by the various parties responsible for implementation of the plan.

Metro Legislative Authority and State Planning Requirements

Metro's authority to develop a RSWMP derives in part from ORS 459.017 (b) which states that "Local government units have the primary responsibility for planning for solid waste

management." Metro was designated the local government unit responsible for solid waste planning for the local area under State of Oregon Executive Order No. 78-16.

The RSWMP was adopted as a functional plan as specified in ORS268.390. A functional plan is one that sets out detailed information, policies and standards for a specific function of government, such as transportation, water resources, or solid waste. In addition, ORS459.095 states that local government solid waste contracts, resolutions, and ordinances must be consistent with the plan. Metro is also required by ORS459.055. to develop a waste reduction plan because urban waste is being landfilled in agricultural and farm land.

In 1993 Oregon adopted a statewide solid waste management plan. This plan includes the statement that "local jurisdictions should prepare and regularly update solid waste management plans".

Possible Federal Planning Requirements

The U.S. Congress is currently considering legislation that would grant local governments the authority to regulate the movement of solid waste generated within its boundaries. Much of this draft legislation includes the requirement that flow control authority will only be granted to local governments that have adopted an integrated solid waste management plan. If such legislation passes with this requirement included, the RSWMP will be in place to ensure that the Metro region is granted flow control authority by the Congress.

Regional Solid Waste Decision-Making Process

To assure a well-balanced solid waste system, the following decision making process has been established. The Solid Waste Advisory Committee (SWAC) provides a forum for elected officials, representatives of agencies involved in solid waste, private business, and citizens to evaluate solid waste needs and make recommendations to the Metro Council regarding the RSWMP. The 25 member committee is chaired by a Metro Councilor.

The SWAC has one standing subcommittee, the Solid Waste Planning Committee, which is composed of seven members of SWAC. This planning committee was primarily responsible for preparing the original draft plan reviewed by SWAC.

Public input was obtained from a series of workshops on various solid waste topics, a survey of interested parties following completion of the draft plan, and public hearings before the Metro Council.

The Organization of the Regional Solid Waste Management Plan

The Introduction has provided the planning, statutory and decision making context of the RSWMP. The remaining chapters are organized as follows:

- Chapter 2 states the goals and objectives to be accomplished by adoption of the new regional plan. Goals and objectives are included for the entire solid waste system, solid waste facilities (such as transfer stations, landfills and recovery facilities), waste reduction, the revenue system, and hazardous waste.

- Chapter 3 provides background information on the Metro region including descriptions of the regions' economic and physical characteristics, an inventory of current solid waste and recycling programs, projections about the future growth of the region and how those growth projections could impact the solid waste system.
- Chapter 4 provides portfolios of proposed alternatives for managing solid waste to the year 2005. These portfolios, or groups of alternatives, are designed to achieve the specific goals stated in Chapter 2 of this plan. Chapter 4 also provides an analysis of the direct and indirect costs and benefits of the alternatives.
- Chapter 5 contains 10-year recommendations regarding waste reduction, transfer stations, disposal facilities, the Metro solid waste revenue system and hazardous waste.
- Chapter 6 outlines an implementation plan for the recommendations contained in Chapter 5.
- Chapter 7 describes the future performance of the solid waste system once the recommended practices are implemented. Included are performance measures. Also included is a description of a system measurement program for monitoring plan performance that includes periodic waste characterization studies and recycling level surveys.

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CHAPTER 2

Regional Solid Waste Policy

Introduction

This chapter presents the overall policy framework within which the specific solid waste goals, objectives, and actions contained in the RSWMP were developed. It also provides the basis for future planning and decision-making by the Metro Council, counties, and cities in the region.

The policies reflect the region's vision for managing solid waste. The goals, objectives, and policies are not mutually exclusive. That is, any decision regarding solid waste will need to be made with review of all applicable policies.

History

The adopted RSWMP is built upon the structure of solid waste decisions and plans during the past two decades. The most significant benchmarks of Metro and its predecessors include:

- 1973** Metro's predecessor, the Metropolitan Service District (MSD) requests funding of the state to develop a Solid Waste Management Plan for the metropolitan region.
- 1974** the MSD adopts a Solid Waste Management Plan (also called the "CORE-MET" plan).
- 1978** Metro is reconstituted as a directly elected metropolitan government with responsibility for solid waste management and authority to fund its activities through fees, bonds and borrowing state funds.
- 1986** A waste reduction plan is adopted by Metro.
- 1987** Formal revision of the 1974 Solid Waste Management Plan as a "functional" plan is initiated. The new document is called the Regional Solid Waste Management Plan (RSWMP).
- 1988** The Metro Council formally adopts the RSWMP. Included are goal, policies, and a chapter on general-purpose landfills. Other chapters are to be completed over time.
- 1989** The Environmental Quality Commission orders Metro to implement either the work plan in Metro's 1986 Waste Reduction Plan or the EQC's alternative. A Waste Reduction chapter is adopted that replaces the 1986 Waste Reduction Plan and incorporates elements of the EQC Order.
- 1990** Chapters on plan development and special waste are adopted and added to the RSWMP.
- 1991** A Yard Debris Plan is adopted and incorporated into the Waste Reduction Chapter. A chapter on illegal dumping is adopted. A plan for transfer stations in Washington County is incorporated into the facilities chapter. A chapter on local governments solutions is adopted and added to the RSWMP.
- 1992** A chapter on hazardous waste is adopted and added to the RSWMP.

- 1993** The Metro Solid Waste Advisory Committee reviews the solid waste revenue system and makes recommendations to the Metro Council.
- 1994** Major revision of sections of the RSWMP related to waste reduction, facilities, hazardous waste and the solid waste revenues is initiated.

Regional Solid Waste Plan Goals and Objectives

Any plan of this scope must have a guiding vision. The preceding history clearly illustrates an evolving solid waste policy that recognizes the values inherent in protecting the region's environment, providing adequate levels of waste collection and disposal services, and efficiently allocating finite fiscal resources.

The vision of this plan can be summarized as follows:

Solid waste is viewed by citizens of the region as a resource to be managed for the remanufacture of goods. We understand that the conservation of natural systems -- soil, water, air and biological diversity -- sustain both economic prosperity and life itself, and that the protection of our natural systems requires changes in consumption of resources. In order to build a sustainable future together, we recognize the link between integrated waste management and the conservation of resources as an integral part of the regional decision-making process.

The overall goal of the RSWMP is:

To develop and implement a Solid Waste Management Plan that achieves a regionally balanced, cost-effective, technologically feasible, environmentally sound and publicly acceptable solid waste system.

The remainder of this section presents the goals and objectives of the plan.

As used in this plan, *goals* are value-based statements about what is desirable to achieve in the long run. They are broadly worded and express ideals. The *objectives* are more focused milestones on the way toward a goal that help measure progress. *Performance criteria*, presented in Chapter 7, are measurable characteristics of the solid waste system that will be used to monitor the success or failure of objectives as they are acted upon.

System-Wide Goals and Objectives

Goal No. 1. Solid waste management practices that are environmentally sound, conserve natural resources, and achieve the maximum feasible reduction of solid waste being landfilled are implemented by the region.

Objective 1. The guiding policy for waste management in the region will be based on the following priorities:

1. reduce the amount of solid waste generated;
2. reuse material for purpose for which it was originally intended;
3. recycle material that can not be reused;
4. compost material that cannot be reused or recycled;
5. recover energy from solid waste that cannot be reused, recycled, or composted so long as the energy recovery facility preserves the quality of air, water and land resources; and
6. dispose of solid waste that cannot be reused, recycled, composted or from which energy cannot be recovered by landfilling.

Goal No. 2. Residents and businesses of the region are knowledgeable of the full range of waste management options, including waste prevention and reduction, that are available to them.

Objective 1. Provide for public education regarding the cost and benefits of alternative waste management practices in a coordinated fashion such that duplication is avoided and consistent information is provided to the public.

Objective 2. Develop a plan to involve the public in five-year updates of the Regional Solid Waste Management Plan. More frequent Plan revisions may be made as conditions warrant.

Goal No. 3. The costs and benefits to the solid waste system as a whole is the basis for assessing and implementing alternative management practices.

Objective 1. System cost (the sum of collection, hauling, processing, transfer, and disposal) is the primary criterion used when evaluating the direct costs of alternative solid waste practices, rather than only considering the effects on individual parts of the system.

Objective 2. The economic and environmental impacts of waste reduction and disposal alternatives are compared on a "level playing field" in order that waste reduction alternatives have an equal opportunity of being implemented.

Objective 3. After consideration of technical and economic feasibility, Metro and local governments will support a higher system cost for waste reduction practices to accomplish the maximum feasible reduction of waste.

Objective 4. Government and industry will work cooperatively to identify, explore, and confirm the cost and reliability of emerging solid waste technologies.

Objective 5. Implement a system measurement program to provide data on waste generation, recycling and disposal sufficient for informed decision making and planning.

Objective 6. Standardize waste reduction services within the region to the extent possible to minimize confusion on the part of residents and businesses and make cooperative promotion campaigns that cross jurisdictional boundaries possible.

Goal No. 4. A flexible solid waste system exists that can respond to rapidly changing technologies, fluctuating market conditions, and local conditions and needs.

Objective 1. Implement an integrated mix of waste management practices, to provide for stability in the event that particular alternatives become unviable.

Objective 2. Government regulation is the minimum possible necessary to ensure protection of the environment and the public interest without unnecessarily restricting the operation of private solid waste businesses.

Objective 3. Facilities that buy and sell source separated recyclables remain in private ownership in order to maintain greater flexibility to rapidly respond to changing market conditions.

Objective 4. Integrate local solid waste solutions into the solid waste management system to the extent they are compatible with the system and meet all other plan provisions.

Objective 5. Solid waste facilities may be publicly or privately owned, depending upon which best serves the public interest. A decision on ownership of a transfer and disposal facilities shall be made by Metro, case-by-case, and be based upon established criteria.

Goal No. 5. The annual performance of the solid waste system will be compared to measurable benchmarks (methods to be developed).

Facilities Goals and Objectives

Goal No. 1. There is reasonable access to solid waste transfer and disposal services for all residents and businesses of the region.

Objective 1. Extend and enhance the accessibility of the infrastructure already in place.

Objective 2. Provide reasonable access through new transfer or reload facilities if it becomes evident that the least-cost waste reduction alternatives and existing infrastructure will be unable to keep pace with the future demand for disposal services.

Goal No. 2. A regionally balanced system of cost-effective solid waste recovery facilities provides adequate service to all waste generators in the region.

[Objectives will be based on evaluation of alternatives for recovery facilities]

Waste Reduction Goals and Objectives

Goal No. 1. A waste reduction goal of ____ will be achieved. (The current goal is a 56% recycling rate. This goal will be reconfirmed or modified as part of this Solid Waste Plan Update process.)

Goal No. 2. Participation in waste reduction and recycling is convenient for all households and businesses in the urban portions of the region.

[Objectives will be based on evaluation of alternatives for waste reduction]

Goal No 3. Secondary resource management is a self-sustaining operation.

Objective 1. Include both direct and indirect costs in the price of goods and services such that true "least cost options" are chosen by businesses, governments, and citizens when making purchasing decisions.

Objective 2. Markets for secondary material are stable and provide sufficient incentive for separation of recoverable material from other waste and/or the post-collection recovery of material.

Goal 4. Develop an integrated system of waste reduction techniques with emphasis on source separation, not to preclude the need for other forms of recovery such as post collection material recovery.

Revenue System Goals and Objectives

Goal No. 1. Regional solid waste management services are financed in a stable, equitable and adequate manner.

Objective 1. Services that provide direct benefits to the customer using the services should be financed by usage charges based on the amount of service consumed. Usage charges should be set according to the cost of service.

Objective 2. Enterprises that benefit directly from activities of Metro which divert materials from disposal should contribute to the funding of these activities.

Objective 3. There are certain solid waste programs and services which benefit all residents and businesses of the region should share in the cost of these programs and services.

Objective 4. Metro should employ charges on specific products that make identifiable, extraordinary burdens on the disposal system; or which may be more valuable if reused or recycled.

Objective 5. Educate residents and businesses of the region on the goals and objectives of the solid waste revenue system.

Hazardous Waste Goals and Objectives

Goal No. 1. The toxicity of mixed solid waste to the environment, residents of the region, and workers who collect, transport, process and dispose of waste is reduced by keeping hazardous waste out of the mixed solid waste collection and disposal system.

Objective 1. Manage hazardous waste based on the Environmental Protection Agency's hierarchy of "reduce, reuse, recycle, treat, incinerate and landfill".

Objective 2. Educate residents of the region about alternatives to the use of hazardous products and proper disposal methods for hazardous waste.

Objective 3. Provide convenient and safe disposal services for hazardous waste that remains after implementing prevention and reuse practices.

**METRO**

DATE: August 9, 1994
TO: SWAC and Interested Parties
FROM: Councilor Ruth McFarland
RE: Solid Waste Advisory Committee Meeting Date

Change of SWAC Meeting Date

The Solid Waste Advisory Committee meeting scheduled for Wednesday, August 17 has been moved to **Wednesday, August 24, 8:30 A.M. in Metro's Fitness Room** which is located on the first floor. The extra week will give the Planning Subcommittee the time they need to prepare material for presentation to the full committee. I hope the change will not be an inconvenience to you.

TP:clk

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