

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ADOPTING AN ) RESOLUTION NO. 84-491  
INTERIM MANAGEMENT STRATEGY FOR )  
THE ST. JOHNS LANDFILL ) Introduced by the  
 ) Executive Officer

WHEREAS, ORS 268 designates the Metropolitan Service District (Metro) to be the provider of solid waste disposal facilities in the Portland metropolitan area; and

WHEREAS, The Council of the Metropolitan Service District has identified the site known as "Wildwood" to be the next general purpose sanitary landfill when the St. Johns Sanitary Landfill is filled to its design capacity; and

WHEREAS, Due to delays encountered in receiving final approval for the use of Wildwood as the region's next general purpose landfill, it now appears that Wildwood will not be available upon the anticipated closure of the St. Johns Landfill; and


WHEREAS, The Metro Council recognizes the need to ensure uninterrupted access to an environmentally sound and conveniently located general purpose sanitary landfill as a manner of acceptable public health practices; now, therefore,

BE IT RESOLVED,

That the following interim management policies and strategies for the St. Johns Landfill are adopted for the purpose of extending the useful life of this limited resource in order to provide Metro additional time to secure final approval from appropriate governmental bodies for the Wildwood Sanitary Landfill site.

1. Metro will attempt to divert additional drop box material to limited use landfills based upon discussions with and suggestions made by the Solid Waste Policy Alternatives Committee (SWPAC).
2. Metro will begin to explore and secure permission from other authorized sites accessible to the Metro region for the disposal of municipal solid waste. The Executive Officer will report to the Metro Council on the progress of these discussions at the Council's first regularly scheduled meeting in February of 1985.
3. Metro will consult with the City of Portland, the Department of Environmental Quality and the residents of north Portland to develop a process of assessing future development of the St. Johns Landfill to correspond with the opening of the next general purpose regional landfill.

ADOPTED by the Council of the Metropolitan Service District  
this 13th day of September, 1984.

  
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Presiding Officer

NW/gl  
1747C/392-8  
09/18/84

CONSIDERATION OF RESOLUTION NO. 84-491 FOR THE  
PURPOSE OF ESTABLISHING AN INTERIM MANAGEMENT  
STRATEGY FOR THE ST. JOHNS LANDFILL, THE REGION'S  
ONLY GENERAL PURPOSE SANITARY LANDFILL

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Date: August 30, 1984

Presented by: Daniel F. Durig

FACTUAL BACKGROUND AND ANALYSIS

This report is a supplement to one dated August 6, 1984. That report and Resolution No. 84-491 were considered at the August 23, 1984, Council meeting. At that meeting, public testimony was received from the City of Portland, Mr. Mike Burton, Portland Association of Sanitary Service Operators (PASSO), and Metro's SWPAC. The result of that testimony and the Council discussion is included in three proposed changes to the original resolution.

Paragraph 1. The change in this paragraph has the effect of endorsing the concept which would send more waste to limited-purpose landfills, and requests that SWPAC develop the specific techniques to carry out this general goal of diversion to limited-purpose sites. An increase in operating hours, a rate differential for "fluff loads," and the siting of additional limited-purpose landfills in the region were suggested as possible techniques to meet the goal of more effective diversion of material to these sites.

Paragraph 3. This change was suggested by Councilor Hansen. It places emphasis on initially developing a process for undertaking a discussion on the future development of St. Johns Landfill rather than proposing a specific solution and then seeking public and organizational comment.

Paragraph 4. This is a new paragraph which clearly states Metro's commitment to waste reduction as an integral part of the solution of extending the life of the landfill. It includes a specific commitment which would urge all affected parties to implement provisions of the 1983 Recycling Opportunity Act (SB 405) as soon as possible. The act is not mandatory until July 1, 1986. It is felt that a timely and early implementation of curbside collection of source-separated material is one of the most effective and comprehensive waste reduction techniques that could be employed at this time. It also recognizes that the law is in place, the work on implementation is underway, and that time is the primary hurdle yet to be cleared. It is recommended that Metro take the opportunity to insert this policy statement in its testimony to DEQ when the October public hearing is held.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Resolution No. 84-491 with all amendments as proposed.

DFD/srb  
1909C/392-2  
08/31/84

CONSIDERATION OF RESOLUTION NO. 84-491 FOR THE  
PURPOSE OF ESTABLISHING AN INTERIM MANAGEMENT  
STRATEGY FOR THE ST. JOHNS LANDFILL, THE REGION'S  
ONLY GENERAL PURPOSE SANITARY LANDFILL.

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Date: August 6, 1984

Presented by: Daniel F. Durig

FACTUAL BACKGROUND AND ANALYSIS

In March 1984, the first chapter of the Solid Waste Management Plan-Update 84, was completed by the Metro Solid Waste Department. The "Landfill Chapter" discussed the existing solid waste disposal system in which the St. Johns Landfill is the cornerstone. The report also discusses the need for a replacement site and the time frame required to gain the necessary permits for the Wildwood site.

The report shows that the time frame to receive final permits and complete construction of the Wildwood site may be longer than the current projected life of the St. Johns Landfill. Because that situation is unacceptable, the report outlines several alternatives to extend the life of the St. Johns Landfill. The alternatives discussed are:

- I. Diverting certain materials from the St. Johns Landfill.
  - A. Diverting non-putrescible waste to limited-use landfills
    1. By voluntary diversion
    2. By using Metro's flow control authority
    3. By using the fee structure
  - B. Diverting through increased recycling
- II. Diverting mixed waste to other general purpose landfills.
  - A. Diverting waste directly from Metro facilities
  - B. Diverting haulers from the periphery of the region
    1. By voluntary diversion
    2. By using Metro's flow control authority
    3. By using the fee structure



### III. Increasing the capacity of the St. Johns Landfill.

#### A. Vertical expansion

1. 10-foot vertical expansion
2. More than 10-foot vertical expansion

#### B. Lateral Expansion

1. Two-year lateral expansion
2. Five-year lateral expansion
3. Dike realignment (four acres)

### IV. Change in technology.

In order to clearly and concisely review the various interim strategy alternatives, the attached matrix summarizes the text of the landfill chapter and serves as the basis for the following analysis.

In analyzing the alternatives available to extend the landfill and recognizing that conditions and time frames change over time and that the cost of diversion may be high, the following scenario seems to be an appropriate course of action.

- I. Efforts should be made to remove material from the St. Johns Landfill waste stream that can be sent to limited-use landfills. Of the three options to achieve this it is recommended that the rate structure be modified to encourage drop box haulers to use limited-use sites whenever possible. While the exact effect of a rate change cannot be predicted it is reasonable to assume that most haulers will deliver materials to the site that is most economical considering haul distance and disposal cost.

The two other alternatives for diverting waste to limited use landfills should not be used at this time. Depending on voluntary diversion will probably not achieve any meaningful results and may disrupt an already competitive collection system. Enforcement problems along with the potential for increasing putrescible waste at the limited-use sites make the flow control alternative one that should not be used at this time.

- II. As discussed in the report, recycling an additional 2 percent per year (current short-term goals) would result in an increased life of three months for the St. Johns Landfill. This is a moderate benefit but because of the instability of secondary material markets it is less predictable than other alternatives. The

existing waste reduction programs should be continued and encouraged and any future programs and Metro's future role for increasing recycling will be discussed in the chapter of the Solid Waste Management Plan entitled Waste Reduction.

- III. The two major problems with diverting mixed waste to other landfills is the cost to transport it and finding a site and local jurisdiction who are willing to take the required quantities. Two options exist to accomplish this alternative. Waste could be diverted in relatively small quantities over long periods or relatively large quantities over shorter periods. As the impact would be the same for either option it is appropriate that the decision to divert be delayed. In order to have the option for this alternative in the future Metro should begin to secure permission from another site to take waste in the future if and when it becomes necessary.

If and when it becomes necessary to transport waste out of the region the transfer station system should be used as it is much more efficient than transporting in individual refuse trucks. They can also be managed directly by contract rather than using other less effective techniques.

- IV. Metro should pursue further evaluation and review with the City of Portland, Department of Environmental Quality and the residents of north Portland the potential for a phased increase in elevation of 10 feet as allowed by the Portland Planning Commission. As Subareas 1, 2 and 3 are either completed or will be soon and have received final cover, the first phase to receive the 10 extra feet of waste would be the 55-acre expansion area. Filling has just begun and there is adequate time to have a new grading plan approved before final grades are reached and final cover required. After the expansion area is finished if more space is required we would remove the final cover one subarea at a time and refill 10 feet. The final cover would then be replaced.

By sequencing the proposed increase in height Subareas 1, 2 and 3 would not be raised unless a replacement site is not available. Increasing the height by 10' would increase the amount of side slopes on the finished landfill and decrease the usable top surface from 170 acres to approximately 155 acres.

In addition to having minimal visual impact on the area, filling with an additional 10-foot lift is also the most efficient and cost-effective alternative. Technically the increase in height is not difficult to achieve, the City of Portland would receive lease payments longer, more methane gas revenues could be received

by the City of Portland and Metro, and as a back-up alternative the region would have time to adequately prepare a new site.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer's recommends adoption of Resolution No. 84-491 which sets out a strategy to manage the remaining capacity of the St. Johns Landfill.

NW/srb  
1747C/392-4  
08/14/84



BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

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INTERIM MANAGEMENT STRATEGY FOR )  
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WHEREAS, The Metro Council recognizes the need to ensure uninterrupted access to an environmentally sound and conveniently located general purpose sanitary landfill as a manner of acceptable public health practices; now, therefore,

BE IT RESOLVED,

That the following interim management policies and strategies for the St. Johns Landfill are adopted for the purpose of extending the useful life of this limited resource in order to

provide Metro additional time to secure final approval from appropriate governmental bodies for the Wildwood Sanitary Landfill site.

1. During preparation of the 1985 Metro Disposal Rate Study, the Executive Officer will incorporate modifications to the existing rate structure which will encourage drop box haulers to use existing limited-use landfills rather than the St. Johns Sanitary Landfill. Following past practice and upon adoption by the Metro Council, these rates will be effective on January 1, 1985.
2. Metro will begin to explore and secure permission from other authorized sites accessible to the Metro region for the disposal of municipal solid waste. The Executive Officer will report to the Metro Council on the progress of these discussions at the Council's first regularly scheduled meeting in February of 1985.
3. Metro will pursue further evaluation and review with the City of Portland, the Department of Environmental Quality and the residents of north Portland the potential to increase the final contours of St. Johns

Landfill to 10 feet using a phased approach beginning with the expansion area and then into the already completed subareas of the landfill.

ADOPTED by the Council of the Metropolitan Service District  
this 23rd day of August, 1984.

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Presiding Officer

NW/srb  
1747C/392-4  
08/14/84

*see revised  
resolution as  
presented 9/13/84.*

Motion: Councilor Van Bergen moved to adopted the Resolution and Councilor DeJardin seconded the motion.

Vote: A vote on the motion resulted in:

Ayes: Councilors Cooper, DeJardin, Gardner, Kirkpatrick, Kelley, Myers, Oleson, Van Bergen, Waker and Bonner

Absent: Councilors Hansen and Kafoury

The motion carried and the Resolution was adopted.

11. UPDATE REPORT ON RESOLUTION NO. 84-491, Interim Management Strategy for the St. Johns Landfill (Specifically the Waste Reduction Program)

Dennis Mulvihill called the Council's attention to an updated staff report dated December 19, 1984. Presiding Officer Bonner then explained the Council had previously adopted Resolution No. 84-491 with the understanding staff would develop more specific language addressing the recycling program as part of the Interim Management Strategy for the St. Johns Landfill.

Mr. Mulvihill then reviewed the staff report and specific aspects of the proposed recycling program including: 1) develop a model demonstration project for recycling collection from multiple family housing; 2) adopt a multi-year regional promotion marketing program; 3) conduct a demonstration project at the St. Johns Landfill to determine the cost-effectiveness of siting additional yard debris drop off centers; and 4) on a interim basis, waive Metro fees for franchised mixed waste sorting operations.

The Presiding Officer asked the Council to review the proposed resolution revisions carefully, to be prepared to discuss staff's recommendations and vote whether to adopt the new language at the Council meeting of January 24, 1985.

12. COMMITTEE REPORTS

Councilor Kirkpatrick announced the Friends of the Zoo would plan their next annual Penguin Ball for March 6, 1986. She said the September ball had been changed to a spring event because there would be less competition with other fund-raising events. Councilor Waker said he did not think the 1984 Ball was well publicized and thought a better efforts could be made in the future. He also said he did not think the new Zoo exhibits were well promoted and would like to see a more aggressive public information campaign from the Zoo.