METRO

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# Agenda

Meeting: Solid Waste Policy Committee

Date: September 9, 1988

Day: Friday

Time: 7:30 - 10:00 a.m.

Place: Metro Council Chambers
2000 S.W. First Avenue

I. Committee Members and Citizen Communications to Policy Committee — Gary Hansen

II. *Approval of August 12, 1988 Minutes (white pages) — Gary Hansen

III. Solid Waste Updates — Rich Owings

IV. Discussion of Local Government Review of Policies (green page) — Rich Carson

V. *Review and Approval of Final Draft Policies (ivory pages) — Rich Carson

VI. *Review and Approval of Waste Reduction Program System Measurement Study ("White Paper")(1) (blue pages) — Dave Phillips

VII. Next Meeting - October 14, 1988

(1) Only Policy Committee members will receive the full white paper. Interested parties who would like a copy of the entire document should call Leigh Zimmerman at Metro.

*Action Requested

# SOLID WASTE PLANNING POLICY COMMITTEE
## Minutes
## August 12, 1988

The meeting was called to order at 7:38 a.m. by Chair Gary Hansen. The following were present:

Members and Alternates

Gary Hansen, Metro
Sharron Kelley, Metro
Steve Larrance, Washington County
Clifford Clark, Forest Grove
Dale Harlan, Clackamas County
Bill Stark, Wilsonville
Barbara Sullivan, Gresham (for Barbara Rutherford)
Shirley Huffman, Hillsboro
Polly Casterline, Multnomah County

The following members were not present:

Rena Cusma, Metro
Carol Powell, Oregon City
Fred Hansen, Department of Environmental Quality
Bob Koch, City of Portland
Brian Campbell, Port of Portland

Metro Staff, Consultants

Rich Owings, Metro
Rich Carson, Metro
Becky Crockett, Metro
Leigh Zimmerman, Metro
Robert Newman, Metro
Pat Vernon, Metro
Marilyn Matteson, Metro
Bob Baldwin, Consultant

Guests

Todd Jones, Northwest Strategies

Citizen and Committee Member Communications

There were no communications from citizens.

Minutes

It was moved and seconded to approve the minutes from the July 15th meeting. Carried unanimously.

PROJECT UPDATES

Gary Hansen presented updates on Council actions since the last meeting. On July 28 the Council approved a resolution to allow private ownership of a transfer station in the east waste shed. Any private proposal will be compared to a Metro option. He continued that there is an ordinance pending to change the Metro Code to prohibit owners of solid waste landfills from bidding on a private transfer station.

Rich Owings updated the committee on the application of the Forest Grove Transfer Station to amend their franchise to a full-service transfer station by opening a self-haulers' area.

Rich Owings announced that the Council has approved the new solid waste rates. They will go into effect on November 1, 1988. Rich pointed out that the Council added several recycling incentives to the rate structure.

Rich Owings stated that the draft bid specifications for transport services to Arlington have been circulated to the Council Solid Waste Committee and interested parties. The Request for Bids will go to the Full Council on August 25 and be released September 1. Bids are due by November 1.

Rich Owings reported on the public hearing before the Environmental Quality Commission on yard debris. Yard debris is now considered a recyclable material per SB 405 and cities and counties will have to provide curbside collection or drop boxes. Metro has offered to help coordinate the program. Rich explained that Metro will work to develop markets for the processed yard debris. Metro's testimony at the hearing reflected the concern that adequate markets be available prior to full implementation of the yard debris pickup program.

LOCAL GOVERNMENT REVIEW OF POLICIES

Rich Carson discussed plans for local government review of the solid waste policies. From mid-August through the end of September there will be informational meetings held in the tri-county area. Most will be brown-bag lunches and will be limited to two or three jurisdictions at a time. Dale Harlan asked if Metro had received requests for meetings from jurisdictions not represented by the Policy Committee. Rich Carson stated that responses from jurisdictions had not been received as yet.

## REVIEW OF SOLID WASTE MANAGEMENT PLAN POLICIES

Glossary - Gary Hansen requested that the Committee review the definitions prior to reviewing the policies. Shirley Huffman requested that the definitions be as clear and readable as possible, so that those unfamiliar with solid waste terms could understand it.

Steve Larrance pointed out that the enhancement, host fees and mitigation definitions needed further clarification. Barbara Sullivan stated that the term base rate was too vague and that the "costs" needed to be explained. Polly Casterline requested that the definition of disposal site be clarified and that its source in state statute be clearly identified.

The group also suggested that the reference to a percentage be eliminated from the definition of "high grading." Gary Hansen pointed out that the definition of "conditionally exempt hazardous waste generator" be tied to EPA regulations. This should be specified in the glossary, so that any changes to the EPA definition would automatically be reflected in the Solid Waste Management Plan.

**MOTION AND VOTE:** Dale Harlan moved and Steve Larrance seconded the motion to approve the glossary as amended. Motion carried unanimously.

Policies - The group reviewed all the policies that had not been approved at the July 15th Policy Committee meeting.

Waste Reduction - The group questioned several of these policies. In particular, Sharron Kelley stated that the term "higher disposal rate" (Policy 1.2) in waste reduction or recovery was confusing. She suggested that the policy be rewritten. After some discussion, the committee agreed to substitute disposal "cost" for "rate" and "state hierarchy " for "state priority list."

Steve Larrance questioned Policy 1.3 which emphasizes source separation. He wondered whether this policy would make it difficult to implement programs for mixed loads of commercial and industrial waste. Rich Owings responded that other forms of recovery are still possible and that this policy stresses an integrated system. The policy was revised to read "an integrated system of waste reduction techniques shall be developed with emphasis on source separation, but not to preclude other forms of recovery."

The committee discussed Policy 1.4--the role of local governments in waste reduction promotion and education.

**MOTION AND VOTE:** Shirley Huffman moved and Dale Harlan seconded the motion to add "and local governments" to Policy 1.4. The motion carried unanimously.

The committee requested that the background section for Policy 1.4 explain that local governments are required to provide education and promotion as part of SB 405 requirements.

Hazardous Waste - The committee discussed the hazardous waste policy. They agreed that the policy statements were duplicative and could be simplified. They agreed to amend Policy 2.0 to read "Hazardous wastes shall be kept out of solid waste facilities."

Low-Grade Waste - The group asked for a clarification of the definition of low-grade waste and asked whether there should be a separate policy for infectious waste. Rich Owings responded that hospital waste should be added to the definition of low-grade waste in the glossary.

Barbara Sullivan questioned the role of local governments and the private sector in providing low-grade waste facilities. She suggested clarification that the private sector and local jurisdictions can take the lead on ensuring adequate capacity for low-grade waste facilities. She suggested that this policy also relates to Local Solutions and Private Ownership.

Facilities - Sharron Kelley asked that in Policy 5.1, "maintain" be changed to "support."

Collection - Steve Larrance stated that reducing the amount of undesirable contaminants in wastes was not just a local government problem. The committee agreed to add "Metro" to Policy 6.1.

Financing - Becky Crockett explained that Policy 10.1 is a flow control policy. It allows Metro to allocate waste volumes to various facilities. Dale Harlan suggested that the background information explain that this policy is only one application for Metro's flow control authority. He also recommended citing state statute in the background explanation.

Gary Hansen emphasized the importance of this policy for attracting private industry. Shirley Huffman pointed out that over-built facilities can also affect the rest of the system.

Financing Policies 10.2 and 10.3 were moved to the Rate Structure section.

Rate Structure - Dale Harlan requested, and the group concurred, that a policy be added which states that Metro shall consider cost effectiveness and legal, technical and economic feasibility before establishing rate incentives for waste reduction.

Community Enhancement - There was a lengthy discussion of the two options staff had prepared for this policy. The major issues were 1) what facilities should receive community enhancement fees, 2) should these fees be applied across the board or be determined on a case-by-case basis, and 3) should the fee be a flat rate or vary depending on the kind of facility.

**MOTION:** Shirley Huffman moved and Polly Casterline seconded the motion to adopt Option 1, with host fees to be determined on a case-by-case basis.

Steve Larrance and Clifford Clark explained the difficulties local governments face in developing a case for host fees. They pointed out that this approach makes it harder to convince neighborhoods to accept facilities, since it requires developing a worst case scenario.

Gary Hansen questioned whether the Metro Council would accept applying $.50 to a broad range of facilities without making a case-by-case determination. Sharron Kelly stated that she believes small facilities should also be eligible for host fees. Dale Harlan indicated that he opposes host fees, but if they are offered, they should apply to all facilities on a case-by-case basis.

The call for the question on the motion failed on a five to four vote.

**AMENDMENT TO MOTION AND VOTE:** Steve Larrance moved and Barbara Sullivan seconded the motion to adopt Option 1 (host fees for transfer stations, landfills, resource recovery facilities and yard debris processing facilities) with a $.50 host fee for every facility. The motion carried, as amended, with Dale Harlan dissenting.

The group discussed Policy 12.2 regarding reduction of host fees for private facilities depending on the property taxes they paid to local governments. They changed the wording from property taxes "paid on that facility" to "assessed by the hosting jurisdiction."

Shirley Huffman expressed doubt that a special community enhancement fund could be established, given Oregon's public budgeting law.

**MOTION AND VOTE:** Dale Harlan moved and Clifford Clark seconded the motion to substitute the word "advise" for "determine" and "should" for "will" in Policy 12.3 which establishes a citizens advisory committee. The motion carried with Shirley Huffman dissenting.

William Stark requested that Policy 12.3 be amended to indicate that the Metro Councilor serving on the citizens committee be from the district in which the facility is located. The committee concurred with this suggestion.

Gary Hansen requested that a footnote be added to Policy 12.0 stating that host fees shall also be provided to neighborhoods of cities with more than 250,000 population. The reason for this should be explained later in the plan.

**MOTION AND VOTE:** Gary Hansen turned over the chair to Sharron Kelley. He then moved and Steve Larrance seconded the motion to add the footnote. The motion carried unanimously.

<u>Plan Development and Amendment and Plan Consistency</u>

**MOTION AND VOTE:** Shirley Huffman moved and Clifford Clark seconded the motion to approve these policies. The motion carried unanimously.

Polly Casterline asked that an objective be added to the plan which emphasizes the importance of public involvement and education.

## Adoption of the Policies Document

**MOTION AND VOTE:** Sharron Kelley moved and Dale Harlan seconded the motion to approve the policies, as amended, and to forward them to the Metro Council following local government review. Motion carried unanimously.

Staff will write a background section for each of the policies prior to local government review.

The meeting adjourned at 12:05 p.m. The next meeting will be held on September 9 at Metro.

September 14, 1988

# Policy Committee Discussion of Solid Waste Policies

(Summary and Status of changes from September 9th meeting)

**Approved Changes:**

1. Policy 9.0 (Franchising, contracting, licensing)

2. Policy 14.0 (Unified work programs)

3. Policy 18.1 (Plan consistency)

   o Change the words "model facility siting standards" to "model facility performance criteria"

**Changes Discussed - no action taken:**

1. Policy 1.0 (Waste Reduction)

   o Change "... the maximum feasible reduction of solid waste being landfilled, in accord with the state hierarchy" to "... the maximum feasible reduction of solid waste being landfilled in an environmentally safe manner and in accord with the state hierarchy ..."

2. Policy 1.2 (Waste Reduction)

   o Change "Metro shall support a higher system cost for reduction or recovery based on the state hierarchy" to "Metro shall support a higher system cost for waste reduction techniques over landfilling based on the state hierarchy."

3. Policy 1.2 (Waste Reduction)

   o Add "to the extent it is determined to be environmentally, technically and economically feasible to end of Policy 1.2.

4. Policy 18.0 (Plan Consistency), Background

   o Change "The plan will provide specific criteria to be used to determine locations appropriate for solid waste facilities" to "The plan will provide performance standards which will be used to determine the appropriateness of potential sites for solid waste facilities".

**Further Action Needed:**

Review and approval of policy background summaries.

September 8, 1988

**COMMENTS ON SOLID WASTE POLICIES**
**FOR POLICY COMMITTEE DISCUSSION**

**TECHNICAL COMMITTEE** (August 26th Review)

Goal - should identify whose plan this is perhaps by clarifying it is both regional and local;

Waste Reduction (Policy 1.2) - change the word "support" to a more proactive term;

- change the words "reduction or recovery" to be consistent with state statute (hierachy);

Low - Grade Waste (Policy 3.0) - separate hospital waste from being considered a low-grade waste; develop consistent terminology with DEQ on issue of low-grade waste.

Rates (Policy 11.1) - general concern with policy regarding uniform rates, is it fair?, how will it be implemented?

**COUNCIL SOLID WASTE COMMITTEE** (September 6th Review)

Waste Reduction (Policy 1.3 - emphasize the need for other forms of recovery beyond source separation (per background statement) to achieve higher levels of recovery

- (General) - the waste reduction program provides for a yearly evaluation of waste reduction goals and programs, perhaps this yearly evaluation is important enough to make it a policy

Hazardous Waste (Policy 2.0) - policy would preclude controlled drop-off of hazardous wastes at solid waste facilities - i.e. special collection bins for hazardous wastes;

Rates (Policy 11.1) - The committee requested that staff analyze the implications of this policy in more detail. Specifically, they requested that staff prepare a breakdown of the rate into its various components. This will make it easier to determine who contributes to costs.

(Policy 11.2) - Suggested eliminating this policy. Felt there is not always a clear cut distinction between private and commercial haulers. The committee was not sure they wanted to locked into a cost of service approach for each class of customer.

Community Enhancement (Policy 12.0) - CSWC agreed that at the retreat the consensus was to provide host fees up to $.50 per ton, and not provide a flat fee for all facilities. Some members felt uncomfortable with this policy and felt fees should be determined on a case by case basis, since impacts can vary depending on a number of factors besides tonnage.

(Policy 12.3) - Requested that "his or her designee" be added after "Metro Councilor" serving on the citizens advisory committee.

Unified Work Programs (Policy 14.0) - unified work programs should be reviewed and updated annually

Local Solutions (Policy 16.0, 16.1, 16.2) - general concern that the policies aren't specific enough to carry out local responsibilities; CSWC wants to be sure that local zoning provisions are in place that can accommodate solid waste facilities. They want to ensure that local governments accept responsibility as part of the new emphasis on local solutions;

Plan Development and Amendment (Policy 17.0, 18.1 - CSWC is not certain at this time what the appropriate process should be including the role of local governments in the amendment process. They do not want to raise the expectations of local governments. Need to evaluate and study further.

General Comments - the CSWC is pleased with the progress of the policies chapter thus far with the above considerations; committee would like comments from the Policy Committee on what the P.C.'s role should be in the system design and implementation phases of the plan.

**METRO STAFF**

1. NEW POLICIES

   Franchising, Contracting, Licensing (Policy 9.0), page 10

   Unified Work Programs (Policy 14.0), page 15

2. Policy Revision

   Plan Consistency (Policy 18.1) - change the words "model facility siting standards" to "model facility performance criteria"

3. Background - discussion on all policy background summaries for clarification and questions.

Annual goals will include data gathered from local govt. jurisdictions thru a regionally consistent reporting technique

for W.R. chapter: - a subpolicy

~~to~~ [The Annual goals will include evaluation of local participation rates and will provide a consistent method of data gathering and distribution of waste reduction information.] — approved — ~~add to~~ make 1.2

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New policies - Facilities

Authorization of ~~new landfills~~ disposal facility [An end use plan for new landfills will be developed and a funding method determined. ~~plan source sought~~]

If he recognizes garbage is a utility his rate equity argument doesn't hold. I conserve both water + electricity but rates still go up to pay for programs + add'l operating cost

Stephanie Hallock

(b

9/16 — P.S.

Policy Revisions

Rules: (procedure)

1) Staff going through all policies & I.D. proposal changes
   a) I.C.
   b) CSWC
   c) P.C. — last meeting — several not acted upon — just proposed
   d) local govts.

2) I'll review changes & give you staff's opinion on the recommended change

3) Chair — Hansen will call for a motion on each change

4) If in going through these — I miss a proposed change that we've discussed or was discussed at a local govt. meeting — then speak up

5) When we finish the changes — then we can deal with proposed new policy ideas if there are any — one came up last meeting — the # for end use of facilities

6) Background statements — review, comments, change if necessary

7) W.R. white paper — discussion on lumber recovery program
   Pat Vernon

## Policy Revisions

A.) Staff will work on consistency throughout the policies
↳ minor word changes

B.) develop a preface to the policies — to state that none are exclusive — they all to apply to all S. W. decisions on programs/facilities where appropriate

C.) Policy

#1 — performance criteria — staff to define for clarification

1.3.

emphasis is S. separation, but will also have post-collection

DEQ comment

8.4 — mitigation — one sentence policy

"adequate mitigation will be provided"

W.R. Policy change
↳ annual goal evaluation
↳ consistent statistics between Metro & local govts.

# METRO COUNCIL UPDATE

**by Gary Hansen, Policy Committee Chair** **September 1, 1988**

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## East Transfer Station - Private Ownership

In late July, the Metro Council passed a resolution stating that the Metro East Transfer Station may be privately owned. This signals the start for the development of the Request for Proposals (RFP) for this facility. Metro staff will begin work on the RFP in September. They will be working closely with the Evaluation Committee, suggested in the East Transfer Station White Paper by the Policy Committee.

## Amending the Metro Franchise Code

The Council Solid Waste Committee (CSWC) is also considering an ordinance that would amend the Metro Code regarding transfer station franchises. The proposed amendment would prohibit a private owner of a general purpose landfill from owning a transfer station. This amendment would essentially prohibit Oregon Waste Systems from owning the east transfer station.

The CSWC has conducted a public hearing on this matter and requested staff to further analyze the issues surrounding this ordinance. The committee will address the matter again in September.

## Request for Bids for Transport Services to Gilliam County

The Council is currently reviewing the draft Request for Bids for transport services to the out-of-region landfill. The two major unresolved issues include contract length and bond amounts.

The CSWC has requested that Council staff analyze these issues and report back with recommendations before the resolution is forwarded to the full Council. The final bid document should be released in early October.

# Solid Waste Policies

## Local Government Review Schedule

| Date | Time | Jurisdiction | Meeting Type | Policy Committee Sponsor |
|---|---|---|---|---|
| September 6 | 8:30 a.m. | Washington County | Commissioner's Work Session | Steve Larrance |
| September 7 | 12:00 noon | Multnomah County Cities | Brown Bag Lunch Mt. Hood Community College | Barbara Rutherford, (Wood Village) Barbara Sullivan (Gresham) |
| September 7 | 2:30 p.m. | Clackamas County | Commissioner's Work Session | Dale Harlan |
| September 13 | 9:30 a.m. | Multnomah County | Commissioner's Work Session | Polly Casterline |
| September 13 | 10:30 a.m. | City of Portland | Informal Session | Bob Koch |
| September 15 | 4:00 p.m. | Washington County Cities | GPAC | Steve Larrance, Shirley Huffman |
| September 14 | 7:00 p.m. | Clackamas County Cities | Clackamas Cities Association | Dale Harlan, Bill Stark |

DRAFT
August 30, 1988

# GOAL AND OBJECTIVES

The following goal and objectives serve as the foundation for the Solid Waste Management Plan. The Solid Waste Management Plan reflects the region's vision for managing solid waste over the next 20 years, and addresses such issues as waste reduction, hazardous waste, financing, rates, and solid waste facilities.

## GOAL

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

## OBJECTIVES

To follow the state mandated hierarchy for waste management: reduce, reuse, recycle, recover energy, and landfill.

To be responsive to local solutions and promote a regional partnership.

To design interim and long-term systems of solid waste management based on regional policies.

To identify types and locational criteria for solid waste facilities.

To qualify the Solid Waste Management Plan as a functional plan under ORS 268.390, and to meet all other statutory requirements.

To achieve consistency between state mandated programs, the regional Solid Waste Management Plan and local government comprehensive plans.

To promote public education and participation through plan development and implementation of the solid waste system.

# SOLID WASTE MANAGEMENT POLICIES

## WASTE MANAGEMENT

### 1.0 WASTE REDUCTION POLICY

**THE SOLID WASTE MANAGEMENT SYSTEM SHALL ACHIEVE THE MAXIMUM FEASIBLE REDUCTION OF SOLID WASTE BEING LANDFILLED, IN ACCORD WITH THE STATE HIERARCHY UNDER ORS 459.015, AND THROUGH THE COOPERATIVE EFFORTS OF METRO, THE CITIES AND COUNTIES, AND THE COMMUNITY.**

**1.1 Metro shall set waste reduction goals to achieve the maximum feasible reduction based on an evaluation of: a) the amount of waste which is recoverable, b) the available technical methods, and c) the acceptable cost for recovery.**

**1.2 Metro shall support a higher system cost for reduction or recovery based on the state hierarchy (ORS 459.015) in order to accomplish the maximum feasible reduction of waste.**

**1.3 An integrated system of waste reduction techniques shall be developed with emphasis on source separation, not to preclude other forms of recovery.**

**1.4 Metro and local governments shall provide public education and promotion for waste reduction.**

**BACKGROUND**

**ORS 459.015 (2) (a) provides for management of the solid waste system in accordance with the hierarchy to the extent that waste reduction programs and facilities are technically and economically feasible. In 1986, the Metro Council adopted a waste reduction program which stated that it is considered possible to recover up to 52 percent of the waste stream through reduction, reuse and recycling. The program further provides for a yearly evaluation of waste reduction programs to determine appropriate goals for waste reduction.**

In accordance with the state hierarchy (ORS 459.015), it is appropriate for the region to pay more for programs and facilities which keep waste out of the landfill.

This means that whatever the cost per ton for landfilling, it is appropriate for the region to be willing to pay more than that per ton for programs and facilities which keep waste out of the landfill. Paying for recovery facilities may in part be offset by increasing the total disposal system cost.

Source separation of recyclables has been the primary means of achieving waste reduction in the region. Currently, about 22 percent of the region's waste is recycled—mostly by source separation techniques. In order to obtain higher levels of recovery, other waste reduction techniques will need to be further developed such as post-collection material recovery. It has been demonstrated that post-collection recovery and source separation can co-exist in an integrated system of solid waste management. Therefore, in accordance with ORS 459.165, the plan will continue to emphasize source separation, but it will be necessary to develop other non-source separation techniques in order to achieve greater levels of recovery.

## 2.0 HAZARDOUS WASTE POLICY

**HAZARDOUS WASTES SHALL BE KEPT OUT OF SOLID WASTE FACILITIES.**

**2.1** Solutions to managing the proper disposal of household hazardous wastes, conditionally exempt hazardous wastes, and hospital wastes shall be developed cooperatively by DEQ, Metro, local governments, haulers and generators.

**2.2** Metro shall not knowingly accept for disposal or processing any hazardous materials at solid waste facilities.

BACKGROUND

In general, any waste which is ignitable, corrosive, reactive, or toxic is considered hazardous waste. Generators producing 220 pounds or more per month of a regulated hazardous waste are required to register with the DEQ and are regulated by state and federal hazardous waste regulations. However, generators producing less than 220 pounds per month of hazardous waste are conditionally exempt and are not regulated. It is

uncertain where these hazardous wastes are disposed. Metro does not knowingly accept for disposal or processing any hazardous waste materials at solid waste facilities, but small quantities of unregulated hazardous materials do enter the solid waste stream.

Household wastes are not classified as hazardous wastes by law. However, many typical wastes such as some household cleaners, some types of paint and some auto and furniture polish exhibit hazardous characteristics.

It is desirable to ensure safe disposal and processing of solid waste by also keeping these household hazardous wastes out of the mixed waste stream. Metro currently provides two events every year for regional collection of household hazardous wastes. However, Metro does not have the authority to actively manage hazardous materials produced by conditionally exempt generators. The Solid Waste Management Plan will need to include regional solutions for managing these materials more effectively to ensure they are properly disposed of.

## 3.0 LOW-GRADE WASTE POLICY

**SOLUTIONS TO LOW-GRADE WASTE MANAGEMENT SHALL BE DEVELOPED COOPERATIVELY BY DEQ, METRO AND LOCAL GOVERNMENTS AS A COMPONENT OF THE SOLID WASTE MANAGEMENT PLAN.**

**3.1 An integrated system for managing low-grade waste shall be developed which is based upon management techniques resulting from waste substream assessment.**

**3.2 Metro shall ensure that there is adequate capacity for disposal of low-grade wastes. Low-grade waste facilities shall be planned and located so that they are consistent with other elements of the solid waste disposal system.**

### BACKGROUND

Approximately 21 percent of the total waste generated (1987) in the region is considered low-grade waste. Low-grade waste has recently been defined as a uniform material which can be safely disposed at a facility which does not contain all the environmental controls of a general purpose landfill. Such materials as treated sludges, demolition debris, rocks, asbestos, and contaminated soil are considered low-grade wastes.

Historically, solutions to managing this component of the waste stream have been developed by the private sector. Three privately owned and operated limited purpose landfills in the region accept most of these kinds of wastes. Low-grade wastes such as asbestos and sludges are properly disposed of at the St. Johns Landfill.

With the closure of the St. Johns Landfill in early 1991 and the region's largest limited purpose landfill (Killingsworth Fast Disposal) in early 1989, new solutions to managing this component of the waste stream need to be developed. It will not be feasible to transport sludges, demolition debris, and rocks through a transfer station for compaction and transport 143 miles to the new Arlington landfill. Solutions for low-grade waste need to be online by early 1991. Therefore, it will be necessary for Metro to take a more active role in assuring that adequate disposal facilities for low-grade wastes exists.

It is believed that the most efficient means of managing low-grade wastes are by finding solutions to each kind of waste separately. For example, developing a management program for asbestos separately from developing a management program for treated sludges. This waste substream assessment and resulting management techniques for all low-grade wastes is a priority in the plan.

## 4.0 ILLEGAL DUMPING POLICY

**SOLUTIONS TO THE PROBLEMS OF ILLEGAL DUMPING AND TO OTHER ADVERSE IMPACTS CAUSED BY CHANGES IN THE WASTE MANAGEMENT SYSTEM SHALL BE DEVELOPED COOPERATIVELY BY DEQ, METRO AND LOCAL GOVERNMENTS.**

### BACKGROUND

Historically, illegal dumping of garbage has occurred throughout the region. Garbage collection is not mandatory, therefore the public has the opportunity to choose how they wish to dispose of their garbage. Most citizens can afford the cost of disposal by having weekly garbage service or by hauling their garbage to a proper disposal facility. However, the cost of disposal is expected to triple by 1990. This large increase in the cost of disposal may cause more people to illegally dispose of their garbage. The plan will need to address this issue of illegal dumping.

## 5.0 FACILITIES POLICY

**THE SOLID WASTE SYSTEM SHALL BE AN INTEGRATED SYSTEM OF FACILITIES DESIGNED TO ACCOMMODATE THE MANAGEMENT OF WASTE BASED ON THE STATE HIERARCHY.**

**5.1 The solid waste system shall support a uniform level of service throughout the region.**

**5.2 Solid waste facilities shall be designed to be reliable, adaptable and to function in a cost-effective manner.**

**5.3 Local solid waste solutions shall be integrated into the solid waste management system to the extent they are compatible with the system and meet all other plan provisions.**

**5.4 Those technologies and programs which increase regional solid waste management efficiency or reduce the dependency on landfilling shall be employed whenever feasible.**

### BACKGROUND

The state hierarchy (ORS 459.015) will guide the design of a regional system of facilities for managing solid waste. This provides for an integrated system of facilities which are designed to reduce the amount of waste going to the landfill. It is envisioned that in the near future nearly all the region's waste will be processed, picked through or composted prior to transferring the residuals to a final disposal site. This integrated system will include transfer stations, a depot, material recovery centers, lumber recovery centers, yard debris processing centers, mixed waste composting facilities, low-grade waste facilities, hazardous waste facilities, landfills, and perhaps energy recovery facilities.

The system of facilities will need to provide reliable service to the citizens of the region. Further, the facilities will need to be designed so that, to the extent feasible they are adaptable to technology and program changes and will increase solid waste management efficiency. Metro's experience with retrofitting the Metro South Station with material recovery processing and, in the near future—compacting capabilities to transport

waste to the Arlington landfill, is illustrative of the need to assure adaptability in facility design.

## 6.0 COLLECTION POLICY

**LOCAL GOVERNMENTS SHALL BE RESPONSIBLE FOR ASSURING THAT COLLECTION OF SOLID WASTE AND RECYCLABLES IS CONDUCTED IN A COST EFFICIENT AND RELIABLE MANNER.**

6.1 Metro, local governments, the solid waste industry, and citizens shall work to develop waste generation and collection practices which reduce the amount of undesirable contaminants in wastes from which materials can be recovered.

6.2 Local governments shall be responsible for implementing regional solid waste management programs in which a change in local collection methods is necessary, (e.g.,collection of recyclables, yard debris).

### BACKGROUND

The cities and counties are responsible for solid waste collection in the region. They have the authority to cause necessary changes in local collection methods to assure that programs such as curbside collection of recyclables are carried out in an efficient and reliable manner.

## 7.0 TRANSPORTATION POLICY

**THE SOLID WASTE TRANSPORTATION SYSTEM SHALL BE COST-EFFECTIVE, RELIABLE AND READILY ADAPTABLE TO ALTERNATIVE MODES OF TRANSPORTATION.**

7.1 City and county land use and transportation plans shall be considered in the solid waste transportation system design.

7.2 Solid Waste transport services shall be secured from the private sector.

BACKGROUND

The solid waste transportation system begins at the point the transfer vehicle takes waste from the transfer station for final disposal or processing and energy recovery. This system needs to be operational on a continuous basis to assure proper handling and disposal of refuse. Therefore, an efficient transportation system will be one which is adaptable to alternative modes of transportation such as barge, rail and truck.

Historically, the private sector has proven to be the most cost-effective and efficient in providing transport services. Thus, solid waste transport services shall be secured from the private sector.

In designing transport routes, consideration should be given to local plan provisions to ensure compatibility between solid waste transport and local transportation issues.

## 8.0 SYSTEM DESIGN CONSIDERATIONS POLICY

THE SOLID WASTE SYSTEM DESIGN SHALL CONSIDER THE POTENTIAL ADVERSE ENVIRONMENTAL, ECONOMIC AND LAND USE IMPACTS AND THE NEED FOR ADEQUATE MITIGATION.

8.1 Environment. The design of the solid waste system shall strive to protect environmental quality through the selection of sites, facility design standards and operational standards.

8.2 Economic. The design of the solid waste system shall support the economic development of the region by recognizing potential economic impacts during the planning, siting and permitting of the solid waste system and its components.

8.3 Land Use. The design of the solid waste management system shall strive to ensure compatibility with adjacent land uses.

8.4 Mitigation. Metro will ensure that adequate mitigation is provided for adverse environmental, economic and land use impacts directly related to the siting of a disposal site. A balanced

program of appropriate measures shall be imposed jointly by Metro and the local jurisdiction.

## BACKGROUND

Historically, locating solid waste facilities has been a difficult task to accomplish. Concerns in siting facilities include environmental quality, impacts on economic development, and compatibility with adjacent land uses. Metro will ensure that adequate mitigation is provided for these impacts in siting facilities. This includes working with local governments to develop appropriate mitigation measures such as litter pickup, buffers, landscaping, and pleasing facility design.

# IMPLEMENTATION

## 9.0 FRANCHISING, CONTRACTING, LICENSING POLICY

**THE SOLID WASTE MANAGEMENT PLAN SHALL INCLUDE METHODS FOR REGULATORY CONTROL OF SOLID WASTE FACILITIES. SUCH REGULATORY METHODS MAY INCLUDE A SYSTEM OF FRANCHISING, CONTRACTING AND/OR LICENSING TO ENSURE THAT NEEDED DISPOSAL FACILITIES ARE PROVIDED AND ARE OPERATED IN AN ACCEPTABLE MANNER.**

**(NOTE: THIS POLICY NOT CONSIDERED BY POLICY COMMITTEE.)**

### BACKGROUND

**Metro is responsible for ensuring that solid waste is managed in a proper and cost-efficient manner. It is crucial for Metro to be able to regulate the flow of waste through the system of facilities. To continue to provide private ownership of various solid waste facilities, a system of franchising, contracting or licensing must exist. Currently, Metro uses both contracting and franchising to assure regulator control over privately owned facilities. The plan will evaluate and possibly expand Metro's regulatory means in this area. ORS 459 allows Metro to franchise, contract, license, build or operate solid waste facilities for the District.**

## 10.0 FINANCING POLICY

**THE SOLID WASTE MANAGEMENT PLAN SHALL INCLUDE METHODS OF FINANCING THE SOLID WASTE SYSTEM.**

**10.1 Metro may assist in the financing of solid waste facilities in part by allocating waste volumes to various facilities.**

### BACKGROUND

**An integrated system of programs and facilities for managing solid waste in the region will need to be financed. The plan will include an evaluation of appropriate financing methods including grants, loans, taxes, rates etc. Further, the private financing of solid waste facilities may require assurance of waste flows to such facilities.**

Metro has the authority (ORS 268.316 (3) and (4)) to direct waste from the source to specific solid waste facilities. All these methods of financing will be evaluated in the plan.

## 11.0 RATE STRUCTURE POLICY

**THE SOLID WASTE SYSTEM SHALL BE DEVELOPED TO ACHIEVE STABLE AND PREDICTABLE SOLID WASTE SYSTEM COSTS AND RATES.**

11.1 While the base rate will remain uniform throughout the region, local solid waste management options may affect local rates.

11.2 Users of the disposal system shall be divided into two groups or classes, commercial and private hauler, and rates charged for disposal shall be separate for each.

11.3 Metro shall provide financial support for source separation programs, to produce high-grade select loads and to carry out other waste reduction programs.

11.4 In establishing financial support for waste reduction programs, Metro shall consider cost effectiveness, legal, technical and economic feasibility.

### BACKGROUND

Metro establishes solid waste rates for the region in accordance with ORS Chapter 268. Specifically, Metro collects user charges to pay for services and the planning, construction and maintenance of facilities, equipment and improvements. Metro's solid waste system is a user fee service for regional ratepayers and will be managed as such by charging separate rates to commercial and the residential self-hauler. Consequently, disposal rates are based on the cost of providing disposal and management services.

Disposal costs will rise dramatically from 1988 to 1991 at which time they will level off. This increase in rates is due primarily to the cost of post-closure care and maintenance of the St. Johns Landfill, cost of sending waste to the new regional landfill in Arlington and putting on-line new facilities to reduce waste going to the landfill.

A major issue in determining appropriate rate policies for the region is who should pay for which level of service. That is, should the entire region pay for regional facilities or

should only the users of regional facilities pay for them? If it is determined that everybody should pay for the regional facilities, then the policy in 11.1 applies. This means that when facilities come on-line they will, in part, be subsidized by fees collected in other parts of the region. Further, this implies that the low rates historically enjoyed by some facilities will increase greatly to come in line with those charged at the St. Johns Landfill and the Metro South Station.

An alternative to uniform rates would be to have a system of varied rates whereby each facility is paid for by the users of the facility. This kind of system would require Metro to use its flow control authority to ensure that commercial haulers and the residential self-haulers use each facility so it can be financed. This kind of system may be difficult to enforce on the residential self-hauler and certainly would require a region-wide accounting system for all commercial haulers to ensure that they use the properly designated facilities.

Also of importance in establishing rates is providing continued financial support for waste reduction programs. In accordance with policy 11.3 and 11.4, Metro will support waste reduction techniques which lower the total amount of material for final disposal. This means, for example, that Metro may charge a hauler less to dispose of loads which are of high-grade materials at a material recovery center than to dispose of mixed waste loads for transfer and final disposal. Another example may be that Metro may purchase curbside collection containers for haulers in order to increase participation in source separation.

## 12.0 COMMUNITY ENHANCEMENT POLICY

**METRO SHALL PROVIDE THE HOST CITY OR COUNTY OF A SOLID WASTE "DISPOSAL SITE," AS DEFINED BY ORS 459.280(1) AND (2), WITH A HOST FEE TO BE USED FOR THE PURPOSES OF COMMUNITY ENHANCEMENT.**

(Note: The following should be located in the Implementation section:

The host fee paid to the host city or county for a publicly owned disposal site within the region shall be $.50 per ton.

The host fee paid to the host city or county for a privately owned disposal site within the region shall be $.50 per ton minus the property taxes assessed by the host jurisdiction.)

12.1 Host fees will be paid on a per ton volume of non-source separated waste entering the disposal site.

12.2 The host fee paid to a city or county for privately owned and operated disposal sites will be reduced by an amount equal to the property taxes assessed by the host jurisdiction.

12.3 A citizen committee will be appointed, by the city or county receiving the host fee, to advise how the fee should be allocated as part of a community enhancement program (ORS 459.290). The Metro Councilor of that district shall be appointed to the citizen committee.

BACKGROUND

ORS 459.280 (1) and (2) definition of disposal site includes landfills, transfer stations, resource recovery facilities and yard debris processing facilities.

The idea of providing host fees for solid waste facilities was initiated in the region in 1985 by the state legislature when they allocated $1.00 per ton of waste going into the St. Johns Landfill to the community adjacent to the landfill. The purpose of the host fee is to finance community enhancement programs in the area.

The concept of host fees is one which is believed to provide a means of lessening community opposition to the siting of solid waste facilities. The money collected from facilities will allow communities to do such things as provide job outreach programs for young people, put up new street lights, establish historical viewpoints or information kiosks about the community, and fund new community business programs. These funds are not for purposes of mitigation. Payment for mitigation of impacts from a solid waste facility such as necessary street improvements, landscaping and litter patrol will be included in the financing of the facility, and are incorporated into the plan policies under section 8.0.

## 13.0 FACILITY OWNERSHIP POLICY

SOLID WASTE FACILITIES MAY BE PUBLICLY OR PRIVATELY OWNED, DEPENDING UPON WHICH BEST SERVES THE PUBLIC INTEREST. A DECISION ON OWNERSHIP OF A FACILITY SHALL BE MADE BY METRO, CASE-BY-CASE, AND BASED UPON ESTABLISHED CRITERIA.

.50 - per 1985
↳ further revision totalled $1.00

(Note: The following criteria should be located in the Solid Waste System section.

The criteria to be applied to a public or private facility decision re:

a. to compare the anticipated capital and operating costs;
b. to adhere to the waste reduction policies;
c. to best achieve implementation of the solid waste management plan;
d. to be compatible with existing facilities and programs;
e. to adjust to changing circumstances which may require capital improvements, new methods of operation or similar factors;
f. to be environmentally acceptable;
g. to provide ease of access by the public and collection industry, where applicable;
h. to avoid vertical integration (monopoly) of the solid waste business;
i. to demonstrate ease of facility management, including fee collection equity, periodic review, rate changes, flow control and related operational changes;
j. to provide appropriate mitigation and/or enhancement measures deemed appropriate to the host jurisdiction.

The nature and scale of the subject facility shall be considered in determining the weight given each criterion.)

**13.1 Recycling drop centers shall be privately owned unless a need for such additional facilities is identified and can best be fulfilled by a city or county as determined by that city or county.**

**13.2 Facilities which serve only one collector and exclude the public shall be privately owned.**

## BACKGROUND

The regional solid waste system has always been an integrated system of both private and publicly owned facilities. Policy 13.0 would provide a means to evaluate both private and public options in establishing new facilities. The purpose of such an evaluation would be to ensure that the public interest is met by choosing the best ownership option for providing solid waste service to the citizens of the region.

Currently, local recycling drop centers are all privately owned. Policy 13.1 would allow these drop centers to continue being privately owned. Further, this policy would allow cities and counties to establish recycling drop centers if the cities and counties determined that such additional drop centers were needed and weren't being provided by the private sector. This policy

further gives the cities and counties the responsibility of providing this kind of solid waste service in their jurisdictions in accordance with ORS 459.165.

## 14.0 UNIFIED WORK PROGRAMS POLICY

**THE SOLID WASTE MANAGEMENT PLAN SHALL INCLUDE GENERAL WORK PROGRAMS WHICH IDENTIFY ROLES, RESPONSIBILITIES AND TIME FRAMES IN WHICH METRO, THE CITIES AND COUNTIES SHALL IMPLEMENT THE PLAN.**

**(NOTE: THIS POLICY NOT CONSIDERED BY POLICY COMMITTEE.)**

### BACKGROUND

The solid waste management plan will identify how the region's waste shall be managed. Carrying out the plan programs and siting facilities will need to be done cooperatively by Metro, the cities and counties. This coordinated effort in implementing all aspects of the plan can be achieved by including a general work program in the plan which identifies the roles, responsibilities and general time frames in which Metro, the cities and counties shall implement the plan.

## 15.0 PUBLIC INVOLVEMENT AND EDUCATION POLICY

**METRO AND LOCAL GOVERNMENTS SHALL PROMOTE PUBLIC INFORMATION, EDUCATION AND PARTICIPATION IN DEVELOPING AND IMPLEMENTING THE SOLID WASTE MANAGEMENT PLAN.**

## 16.0 LOCAL GOVERNMENT SOLUTIONS POLICY

**THE IMPLEMENTATION OF THE SOLID WASTE MANAGEMENT PLAN SHALL GIVE PRIORITY TO SOLUTIONS DEVELOPED AT THE LOCAL LEVEL THAT ARE CONSISTENT WITH ENVIRONMENTAL, WASTE REDUCTION AND OTHER PLAN POLICIES.**

**16.1 Each local government shall exercise its responsibilities for solid waste solutions in its area, in ways consistent with the regional plan.**

**16.2 Each local government shall provide appropriate zoning for planned solid waste facilities or enter into intergovernmental agreements with others to assure such zoning.**

### BACKGROUND

**Local Solutions:**

**The 1987 update to the Solid Waste Management Plan is premised upon developing a regional cooperative decision-making process in finding solutions to solid waste issues in the region. In achieving this, a policy committee comprised of local government officials, Metro Councilors, the Metro Executive Officer, a Port of Portland official and the Director of the Department of Environmental Quality has been established to debate solid waste plan issues and make recommendations of action to the Metro Council. Further, a technical committee comprised of local government solid waste technicians, land use planners, citizens and solid waste industry representatives has been established to assist the policy committee in developing and recommending technical solutions on solid waste to the Metro Council.**

Of particular importance in actively carrying out the regional partnership is the incorporation of local solid waste management solutions in the plan. Cities and counties have the responsibility for solid waste collection of refuse and recyclables. In doing so, local governments have the ability to effectively design efficient local systems for carrying out regional solid waste programs such as recycling. Further, cities and counties, working closely with local haulers, may desire to develop "subregional" solid waste facility options which best suit the needs and desires of the local industry and citizens. Such local and subregional solutions need to be incorporated into the regional plan to the extent that they are compatible with and achieve the objectives of the overall solid waste system.

Further, local governments are responsible for administering local land use provisions. LCDC Goal 11 requires that cities and counties provide for solid waste disposal sites. Therefore, as the regional plan is developed, and facilities determined, local governments will need to assist in the siting of those facilities by providing appropriate zoning.

## 17.0 PLAN DEVELOPMENT AND AMENDMENT POLICY

**THE SOLID WASTE MANAGEMENT PLAN SHALL BE DEVELOPED AND AMENDED THROUGH A REGIONAL COOPERATIVE PROCESS BETWEEN METRO, THE CITIES, THE COUNTIES, INDUSTRY REPRESENTATIVES, CITIZENS AND OTHER AFFECTED PARTIES.**

17.1 The Solid Waste Management Plan shall include a process for developing and amending the plan, and shall define the roles and responsibilities of Metro, the cities, the counties, industry representatives, citizens and other affected interests.

17.2 The Solid Waste Management Plan shall be consistent with existing Metro policies for managing solid waste. Amendments to existing policies may occur during the planning process whenever a need is demonstrated.

## 18.0 PLAN CONSISTENCY POLICY

**THE SOLID WASTE MANAGEMENT PLAN SHALL BE RECOGNIZED THROUGH CITY AND COUNTY COMPREHENSIVE PLAN POLICIES AND ORDINANCES GOVERNING THE SITING, PERMIT REVIEW, AND DEVELOPMENT STANDARDS FOR SOLID WASTE FACILITIES.**

**18.1 The Solid Waste Management Plan shall provide model facility siting standards. The model standards can be incorporated into local comprehensive plans in order to achieve compliance with the regional plan.**

### BACKGROUND

**Facility Locations:**

The integrated system of solid waste facilities will include yard debris processing centers, material recovery centers, transfer stations, landfills, low-grade waste facilities, hazardous waste facilities, lumber recovery centers, mixed waste composting facilities and possibly energy recovery facility(ies). The plan will provide specific criteria to be used to determine locations appropriate for solid waste facilities. The criteria will be based on facility type and will be developed in close coordination with local government land use provisions.

**Consistency:**

The Solid Waste Management Plan will be developed to provide consistency between the above stated local, regional and state programs and responsibilities in an overall effort to efficiently manage solid waste in the region.

Metro's enabling legislation, and subsequent action through a Governor's Executive Order, gives it legal direction to develop solid waste plans for the three-county area, set rates, control the flow of solid waste, and franchise, contract or license, build or operate solid waste facilities for the District as necessary or desirable for an effective and environmentally sound solid waste disposal system. ORS 459.165 mandates that all local governments with a population of 4,000 or more provide collection at least once a month of source-separated recyclable material. ORS 459.015 requires that Metro develop a regional plan to manage waste in accordance with the hierarchy of reduce, reuse, recycle, recover energy and landfill. The Land Conservation and Development Commission (LCDC) Goal 11 (Public Facilities and Services) states that "to meet current and long-range needs, a provision for solid waste disposal sites, including sites for inert waste, shall be included in each plan."

# GLOSSARY

Alternative technology - Techniques used to reduce the volume of non-recoverable waste currently landfilled. Examples include composting of mixed waste, manufacture of refuse-derived fuel, and energy recovery.

Base rate - A fee used to cover the operation, maintenance, and debt service of regional solid waste facilities.

Conditionally exempt hazardous waste generator - A generator who produces less than 100 kg (220 lbs.) of hazardous waste per month. (EPA-RCRA)

Demolition debris - Non-hazardous earth such as rock, sand, soil, and stone, hardened concrete, hardened asphalt, brick and other similar inert materials resulting from construction and/or demolition.

Depot - A facility for transferring containerized solid waste from one mode of transportation to another.

Disposal site (inside the region) - ORS 459.280 (1) - "Disposal site" has the meaning given that term in ORS 459.005, but does not include a material recovery, recycling or reuse facility. (2) "Disposal site" does not include a regional disposal site defined in ORS 459.005.

ORS 459.005 (8) - "Disposal site means land and facilities used for the disposal, handling or transfer of or resource recovery from solid wastes, including but not limited to dumps, landfills, sludge lagoons, sludge treatment facilities, disposal site for septic tank pumping or cesspool cleaning services, transfer stations, resource recovery facilities, incinerators for solid waste delivered by the public or by a solid waste collection service, composting plant..."

Energy recovery - The process in which all or part of the solid waste materials are processed to utilize the heat content or other forms of energy of or from the material. (ORS 459)

Enhancement - Programs or activities which provide communities with improvements as a result of the location of solid waste facilities in their jurisdiction.

Flow control - The power to direct or otherwise require that solid waste be delivered to particular locations.

Functional plan - A set of detailed information, policies, and standards regarding some function of local government – transportation, for example. Functional

plans usually deal with capital improvements for public services, e.g., municipal water supply, sewers, fire protection, transportation. They are also known as development plans or may be referred to as elements, such as the transportation element, of the comprehensive plan. A comprehensive plan often contains several functional plans, community plans, and a framework plan.

General purpose landfills - Those facilities which accept all types of residential, commercial and industrial wastes, excluding hazardous wastes, for disposal in the ground. [Solid Waste Management Plan (SWMP), Landfill Chapter, 1988]

Hazardous waste - Unwanted materials or residues that cause or significantly contribute to, an increase in mortality, or an increase in serious irreversible, or incapacitating reversible illness, or pose a substantial present or potential hazard to human health or the environment when improperly treated, stored, transported, disposed of, or otherwise managed. (ORS 466.005)

High-grading - To generate loads of waste containing a higher than normal percent of mixed recyclables over mixed refuse for which it is economically feasible to separate out the recyclables.

Host fees - Fees provided to communities to compensate for a variety of public concerns regarding the location of solid waste facilities.

Household hazardous waste - Residential waste which is ignitable, corrosive, reactive, or toxic. Examples include solvents, pesticides, cleaners, and paints.

Infectious waste - Wastes resulting from medical procedures which may cause or are capable of causing disease.

Innovative technologies - A new process or concept for recycling or resource recovery.

Level of service - To provide service at a level that supports solid waste collection, processing and transport efficiency for the industry and the public.

Limited purpose landfills - Those facilities which are prohibited from accepting putrescible waste and hazardous waste, but are permitted to receive commercial and industrial solid wastes that are non-putrescible, and demolition debris for disposal by burying in the ground. (SWMP, Landfill Chapter, 1988)

Local governments - As referred to in this plan include cities and counties.

Low-grade waste - A relatively uniform material which can be safely disposed at a facility which does not contain all the environmental controls of a general purpose landfill. Examples are treated sludges, demolition materials, contaminated soil, wood waste, and old appliances.

Low-grade waste facility - A land disposal site or resource recovery facility used primarily for low-grade waste.

Material recovery - The process for obtaining from solid waste, by pre-segregation or otherwise, materials which still have useful physical or chemical properties after serving a specific purpose and can, therefore, be reused or recycled for the same or other purpose. (ORS 459)

Mitigation - To lessen adverse impacts on the area in and around solid waste facilities. This includes, but is not limited to 1) traffic and road improvements, 2) litter control, 3) facility design and operations, and 4) reducing adverse effects on wildlife and the environment.

Mixed waste - Solid waste containing a variety of recyclable and non-recyclable material.

Mixed waste composting - A process in which the organic component of the solid waste stream is biologically decomposed under aerobic or anaerobic conditions into a humus-like final product that can be used as a soil amendment.

Non-putrescible waste - Non-food solid waste and demolition debris not capable of being rapidly decomposed by micro-organisms, which does not emit foul-smelling odors during decomposition. (SWMP, Landfill Chapter, 1988)

Putrescible waste - Solid waste containing organic material that can be rapidly decomposed by microorganisms which may give rise to foul-smelling, offensive products during such decomposition or which is capable of attracting or providing food for birds and potential disease vectors such as rodents or flies. (OAR, Chapter 340, Division 61, Section 10)

Recycling - Any process by which solid waste materials are transformed into new products in such a manner that the original products may lose their identity. (ORS 459)

Recycling drop center - A facility which only serves as a location to deposit or sell source-separated materials, which are then consolidated and transferred to materials markets.

Regional disposal site (outside the region) - ORS 459.005 (16)(b) - "A disposal site that receives . . . more than 75,000 tons of solid waste per year from commercial haulers outside the immediate service area in which the disposal site is located."

For a county within the metropolitan service district, "immediate service area" means the metropolitan service district boundary.

Resource recovery - The process of obtaining useful material or energy resources from solid waste and includes: energy recovery, material recovery, recycling, and reuse. (ORS 459)

Reuse - The return of a commodity into the economic stream for use in the same kind of application as before without change in its identity. (ORS 459)

Solid waste - All putrescible and non-putrescible wastes, including but not limited to garbage, rubbish, refuse, ashes, waste paper, and cardboard; sewage sludge, septic tank and cesspool pumpings or other sludge; commercial, industrial, demolition and construction wastes; discarded or abandoned vehicles or parts thereof; discarded home and industrial appliances; manure, vegetable or animal solid and semisolid wastes, dead animals and other wastes; but the term does not include:

a. Hazardous waste as defined in ORS 466.005

b. Materials used for fertilizer or for other productive purposes or which are salvageable as such materials are used on land in agricultural operations and the growing or harvesting of crops and the raising of fowls or animals. (ORS 459)

Source-separated material - Recyclable material which has been kept from being mixed with solid waste by the generator in order to reuse or recycle that material.

State hierarchy - An established state priority (ORS 459.015) for managing solid waste in order to conserve energy and natural resources. The priority methods are as follows:

- Reducing the amount of solid waste generated;
- Reusing material for the purpose for which it originally was intended;
- Recycling material that cannot be reused;
- Recovering energy from solid waste that cannot be reused or recycled, so long as the energy recovery facility preserves the quality of air, water and land resources; and
- Disposing of solid waste that cannot be reused, recycled, or from which energy cannot be recovered by landfilling or other methods approved by the Department of Environmental Quality.

Transfer station - A facility which provides an interim point to dispose of waste, which is then transferred, and where materials may be processed for recovery.

Transportation system - Facilities, equipment and sites which provide a means to transport solid waste from transfer stations or resource recovery facilities to land disposal sites.

Vertical integration - Principle or partial involvement by a private industry in the three primary functions of the solid waste system; that being collection, transfer station/material recovery and land disposal.

Waste reduction - To substantially reduce the volume of solid waste that would otherwise be disposed of in land disposal sites through techniques including, but not limited to, rate structures, source reduction, recycling, reuse and resource recovery. (ORS 459)

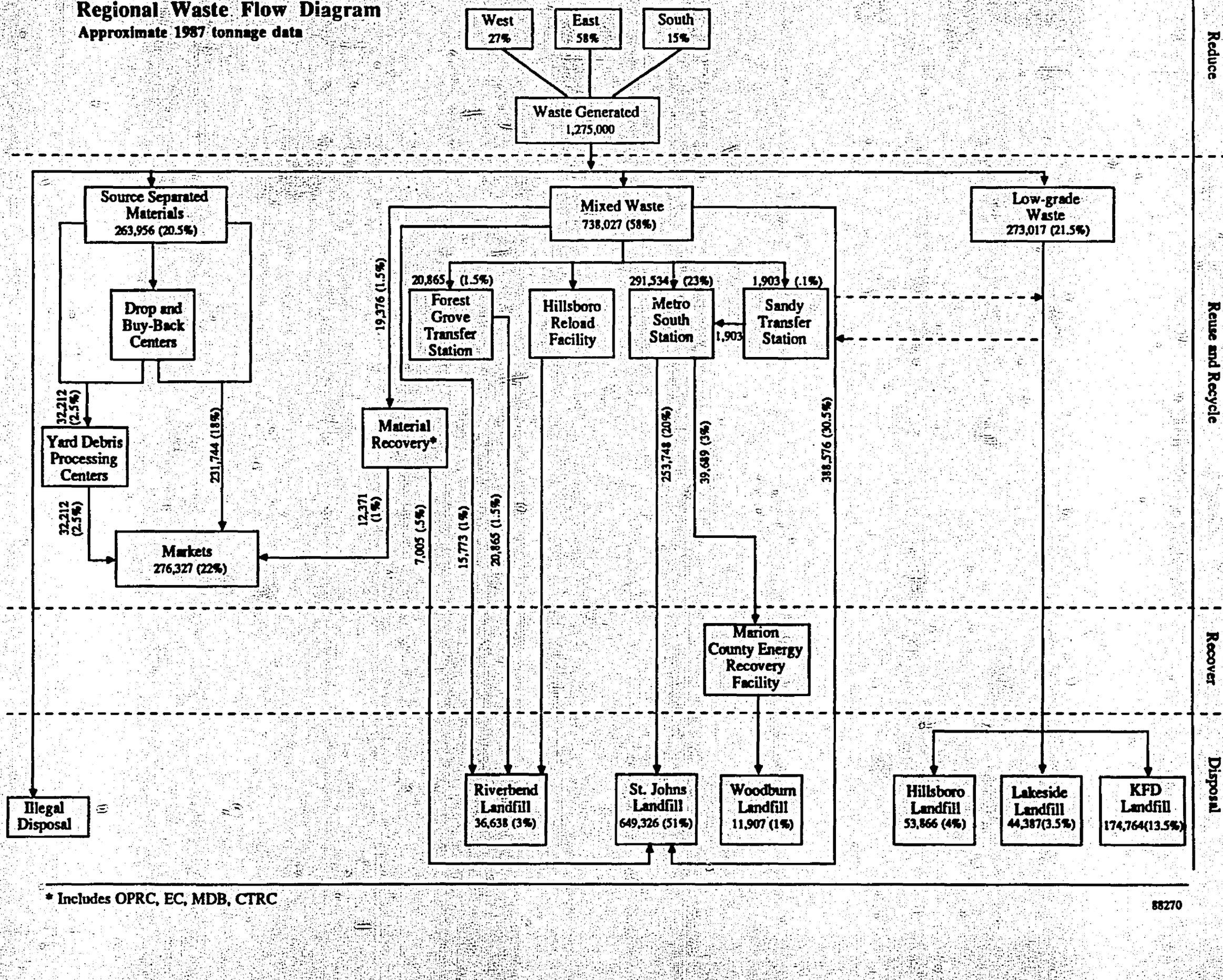
Waste substream - An identified component of the full waste stream which is derived from a distinct source or is characterized by a particular quality. Examples include household hazardous waste, yard debris and low-grade waste.

Yard debris - Clippings, prunings and other leftovers from grass, trees, shrubs, and various other plants, of which overall composition is approximately 50 percent leaves and grass and 50 percent woody material. (Yard Debris Glossary, May 1986)

Yard debris processing center - A facility which processes yard debris into a usable soil amendment through controlled biological decomposition.

# Regional Waste Flow Diagram

**Approximate 1987 tonnage data**




* Includes OPRC, EC, MDB, CTRC

88270

METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

# Memorandum

Date: September 1, 1988

To: Solid Waste Planning Policy Committee

From: Rich Owings, Solid Waste Director

Regarding: WASTE REDUCTION PROGRAM SYSTEM MEASUREMENT STUDY ("WHITE PAPER")

Attached for your review is the Waste Reduction White Paper. This report is the result of a year's study by Metro staff and the Waste Reduction Subcommittee. It has been approved by the full Technical Committee with a minority report submitted by Jeanne Roy, citizen representative and member of the study group.

The blue pages summarize the study methodology and review the five recommended waste reduction programs. This summary also explains how the programs will be implemented and the impacts they will have on waste generators, the hauling industry, local jurisdictions and Metro. In addition, this material reviews the relationship between the white paper, Metro's overall Waste Reduction Program, and the solid waste management planning process.

At your September 9th meeting, staff is requesting that you recommend approval of the attached white paper and forward it to the Council Solid Waste Committee.

RDO:mk

Attachments

**WASTE REDUCTION PROGRAM, SYSTEM MEASUREMENT STUDY - SUMMARY**

**Policy Committee Meeting September 9, 1988**

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The Waste Reduction Subcommittee was charged with the following tasks:

1) Develop regional waste reduction programs; and,

2) Establish a waste reduction goal for the region.

The Subcommittee approached the tasks by analyzing the material available in the wastestream for recycling, the existing technologies and programs for removing recyclables from the wastestream and technical and economic feasibility of utilizing those programs in the Metro region.

Nine basic waste reduction program options were developed. Variations in program design increased the total number of program options to be evaluated to twenty. A set of six criteria, each with an assigned weighting factor, were developed by the Subcommittee for scoring each of the program options. The criteria included: amount of material recycled, impact on existing system, cost per processed ton, strength of markets, ease of implementation and consistency with existing policy. This scoring system provided a ranked list of program options from which the Subcommittee formulated their recommendations.

The Subcommittee has recommended the five highest scoring programs for an integrated approach to waste reduction for the region.

**Program #1: Material Recovery Center for High Grade Commercial Waste**

Description: High grade commercial waste is collected and delivered to a material recovery center to be processed and prepared for market.

Implementation: Rerouting commercial collection routes to pick up mixed waste rich in recyclable material.

Impact:

Generator

a) may need to audit waste disposal practices, separate food waste and/or other contaminants from high grade mixed load

Hauler

a) reroute commercial collection routes to accommodate increase in high grade pick ups

b) assist generator with waste audits
c) Some loss of route efficiency to do high-grade

Local Jurisdictions

a) local promotion and education

Metro

a) systematic regional promotion and education consistent with local programs
b) technical assistance
c) facility planning
d) rate incentives

**Program #2 Post Collection Material Recovery of the Mixed Wastestream**

Description: This program makes no change to the present collection system. Recyclables are collected separately and mixed municipal waste is delivered to a material recovery center where it is mechanically and manually processed to recover any remaining recyclable materials.

Implementation: Provide post collection material recovery capability throughout the region as appropriate at new or existing solid waste facilities.

Impact: Generator

a) none

Hauler

a) No impact on collection, waste must be delivered to nearest post collection facility

Local Jurisdiction

a) none

Metro

a) facility planning

**Program #3 Lumber Recovery**

Description: A drop off center for source separated lumber which will be salvaged for reuse and processed for use as a hogged fuel.

Implementation: Provide drop off/processing center, promotional efforts to generate use of the facility.

Impact:

Generator

a) must source separate lumber
b) residential generator must take lumber to the drop off facility

Hauler

a) haul separated commercial waste to facility, may require rerouting to combine material from several locations

Local Jurisdictions

a) local promotion and education
b) building code changes to allow for lumber reuse in new construction

Metro

a) regional promotion and education
b) facility planning

**Program #4 Multi-family Dwelling Recycling**

Description: Three collection receptacles are provided an apartment complex property for weekly collection of at least three recyclable materials (cardboard, newspaper, glass, ferrous metal, aluminum or other non-ferrous metals).

Implementation: Provide containers and extensive promotion and education to solicit participation. This program could be enhanced by a change in local land use design review standards that would require architects and builders to include appropriate space for recycling when designing new multi-family dwellings.

Impact:

Generator

a) must source separate recyclables and place in appropriate containers

Hauler

a) must provide collection of separated recyclables
b) may require rerouting to combine material from several locations

Local Jurisdictions

a) local promotion and education
b) change in design review standards to include appropriate space for recycling at multi-family dwellings.

Metro

a) regional promotion and education

**Program #4 Stackable Containers, Monthly Collection**

Description: Provide region's residents with containers for storage and set-out of recyclables.

Implementation: Provide monthly, same day as garbage, collection of recyclable material. Provide residents with containers for storage and set-out of recyclable material. More frequent pick-up is encouraged if it is cost effective.

Impact: Generator

a) none, however, they may be more inclined to participate once a container is provided

Hauler

a) uniform set-out procedure
b) greater participation may result in additional truck and staff needs
c) distribution of containers
d) additional promotional effort

Local Jurisdictions

a) local promotion and education
b) distribution of containers
c) investigate cost effectiveness of weekly collection

Metro

a) regional promotion and education
b) pilot project on container effectiveness
c) guidelines for system-wide measurement of participation and recycling volumes

*The issue of who will provide containers is not yet resolved. The opportunity to resolve this question will occur later in the planning process when unified work plans are developed by local jurisdictions and Metro.

Relationship with 1986 Waste Reduction Program

The Waste Reduction Program System Measurement Study represents completion of an integral component of the 1986 Waste Reduction Program. The System Measurement Program was designed to establish a system, based on analyses of waste composition, to determine which programs and projects will obtain maximum economically and technically feasible waste reduction through each level of the hierarchy.

The Waste Reduction Subcommittee spent over twelve months in systematic review and analysis of various waste reduction programs and projects. Their recommendations, contained in the Solid Waste Reduction Program System Measurement Study, call for an integrated system of technically and economically feasible waste reduction projects that can achieve a 53 percent waste reduction goal. Inclusion of the System Measurement Study recommendations into the existing Waste Reduction Program does not alter the framework policies of that document. Rather, it provides new tools and guidelines for moving the region toward its recycling goal.

Relationship with Metro's Solid Waste Management Planning Process

This work was allied with the Solid Waste Management Planning Process because: 1) the recommendations may impact solid waste facility planning and design; and 2) local jurisdictions, which are responsible for waste collection, would be partners in waste reduction project design. The Planning Project review process includes endorsement of the System Measurement Study by the Technical Committee, the Policy Committee and the Metro Council. Subsequent to this review, the recommendations become part of the 1986 Waste Reduction Program.