



# MULTNOMAH COUNTY OREGON

BOARD OF COUNTY COMMISSIONERS  
ROOM 605, COUNTY COURTHOUSE  
1021 S.W. FOURTH AVENUE  
PORTLAND, OREGON 97204

GLADYS McCOY • Chair • 248-3308  
PAULINE ANDERSON • District 1 • 248-5220  
GRETCHEN KAFOURY • District 2 • 248-5219  
CAROLINE MILLER • District 3 • 248-5217  
POLLY CASTERLINE • District 4 • 248-5213  
JANE McGARVIN • Clerk • 248-3277

AGENDA OF  
MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS  
FOR THE WEEK OF  
September 12-16, 1988

Tuesday, September 13, 1988 - 9:30 AM - Informal Briefing. . Page 2  
Tuesday, September 13, 1988 - 1:30 PM - Informal Meeting . . Page 3  
Wednesday, September 14, 1988 - Plenary Session - 1:30 PM . .Page 4  
Council Suite, Downtown Hilton Hotel  
Legislative Agenda  
Thursday, September 15, 1988 - 9:30 AM - Formal. . . . . Page 5

Tuesday, September 13, 1988 - 9:30 AM

Multnomah County Courthouse, Room 602

1. Informal Briefing on proposed regional solid waste policies developed by Metro Policy Advisory Board - Rena Cusma

Tuesday, September 13, 1988 - 1:30 PM

Multnomah County Courthouse, Room 602

INFORMAL

1. Informal Review of Bids and Requests for Proposals:
  - a) Portland Building Remodel - 14th & 15th Floors
2. Presentation - Association of Oregon Counties' request for \$1,600 special assessment for a Land Use Staffing and Funding Program - Jerry Orrick, Lorna Stickel, Russ Nebon
3. Informal Review of Formal Agenda of September 15, 1988
4. Presentation of Community Correction issues - John Angell, Harley Lieber
5. Reports to the Board from Sheriff Fred Pearce:  
(approximately 3 PM)
  - a) Recommendations from the Governor's Task Force on Corrections
  - b) MCRC Expansion Options
  - c) Inverness Jail Status

Wednesday, September 14, 1988  
Council Suite, Downtown Hilton Hotel  
1:30-4:30 PM

PLENARY SESSION - LEGISLATIVE AGENDA

1. Review proposed 1989 County Legislative Agenda.

Thursday, September 15, 1988, 9:30 AM

Multnomah County Courthouse, Room 602

Formal Agenda

REGULAR AGENDA

DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-1 Orders Accepting Deeds for County Road Purposes:
- a) State of Oregon - NW Reeder Road - No. 4964
  - b) R. Dale Haney - Palmquist Road - No. 608
  - c) State of Oregon - NE 257th Drive - No. 4931
  - d) The Mortgage Exchange, Inc. - NE 202nd - No. 595
  - e) The Mortgage Exchange, Inc. - NE 202nd - No. 595

BOARD OF COUNTY COMMISSIONERS

- R-2 In the matter of the re-appointment of Don McClave, Polly Casterline, Bob Lott, Pauline Anderson, and Ramsey Weit to the Oregon Tourism Alliance
- R-3 In the matter of the appointment of Muriel Goldman (term expires 8/91), and Sue Shaw (term expires 8/89) to the Central Advisory Board.
- R-4 In the matter of the appointment of Alex Pierce, and the re-appointment of Jim Worthington to the Citizen Involvement Committee (terms expire 4/89)
- R-5 In the matter of the re-appointment of Keith Tillstrom to the Agricultural Board (term expires 6/30/89)
- R-6 In the matter of the appointment of Judge Linda Bergman to the Juvenile Services Commission (term expires 8/29/90)
- R-7 In the matter of the appointment of Polly Casterline, Teresa Kasner, and Lorna Stickel to the Columbia Gorge Consortium
- R-8 In the matter of the appointment of Wanda Wright and Paul Kreider to the Private Industry Council board (terms expire 6/30/88)
- R-9 In the matter of the re-appointment of Lee Christiansen and Dan Moriarty to the Private Industry Council board (terms expire 6/30/91)

DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-10 In the matter of Action to approve the Private Sale of Tax Foreclosed Property as allowed under ORS 275.200

ORDINANCES - DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-11 First Reading - An ordinance relating to the regulation of potentially dangerous dogs and amending Chapter 8.10 of the Multnomah County Code

DEPARTMENT OF HUMAN SERVICES

- R-12 In the matter of ratification of an intergovernmental agreement with State Senior Services Division to approve Adult Foster Home Licensing Regulations administered by County Aging Services Division - effective date January 1, 1988
- R-13 In the matter of ratification of five public school intergovernmental revenue agreements (David Douglas School District; Gresham Grade Schools - Dexter McCarty and Gordon Russell; Parkrose School District; and Portland Public School District #1) whereby County receives \$114,972 for providing school mental health counseling and training services from September 1, 1988 - June 30, 1989

DEPARTMENT OF JUSTICE SERVICES

- R-14 In the matter of Washington County reimbursing Multnomah County for Medical Examiner Services

BOARD OF COUNTY COMMISSIONERS

- R-15 Resolution in the matter of Authorizing County Counsel to Remonstrate against Assessments for County Owned Property within the Proposed Portland Economic Improvement District
- R-16 Resolution in the Matter of Health Hazards caused by pesticide spray residues

Thursday Meetings of the Multnomah County Board of Commissioners are recorded and can be seen at the following times:  
Thursday, 10:00 PM, Channel 11 for East and West side subscribers  
Friday, 6:00 P.M., Channel 27 for Rogers Multnomah East subscribers  
Saturday 12:00 PM, Channel 21 for East Portland and East County subscribers

N O T I C E

FOLLOWING THE BOARD MEETING A RECEPTION WILL BE HELD FOR THE FOLLOWING:

- a) Gary Kimble, Risk Management Manager
- b) Frank Lopez, Senior Buyer, Purchasing
- c) Darrel Murray, Program Management Specialist, Labor Relations
- d) Betsy Wagner, Health Promotion & Benefit Specialist
- e) Dwight Wallis, Records Manager
- f) Patty Shaw, Treasury Manager
- g) Chris Farley, Public Guardian
- h) Norm Monroe, Program Management Assistant
- i) James Emerson, Capital Improvement Project Manager
- j) Georgine Bailey, Deputy Auditor
- k) Bonnie Wolf, Civil Engineer
- l) Joanne Fuller, Women's Transition Services

FOLLOWING THE RECEPTION, A STRATEGIC PLANNING WORK SESSION WILL BE HELD IN ROOM 602

DATE SUBMITTED August 23, 1988

(For Clerk's Use)

Meeting Date \_\_\_\_\_

Agenda No. \_\_\_\_\_

REQUEST FOR PLACEMENT ON THE AGENDA

Subject: Briefing on Metro Solid Waste Policies

Informal Only\* Sept. 13, 1988 AM  
(Date)

Formal Only \_\_\_\_\_  
(Date)

DEPARTMENT BCC DIVISION Commissioner Casterline

CONTACT Ramsay Weit TELEPHONE 5275

\*NAME(s) OF PERSON MAKING PRESENTATION TO BOARD Metro Staff

BRIEF SUMMARY Should include other alternatives explored, if applicable, and clear statement of rationale for the action requested.

Briefing on proposed regional solid waste policies developed at METRO by its Policy Advisory Board. Materials will be available prior for review.

(IF ADDITIONAL SPACE IS NEEDED, PLEASE USE REVERSE SIDE)

ACTION REQUESTED:

☐ INFORMATION ONLY ☒ PRELIMINARY APPROVAL ☐ POLICY DIRECTION ☐ APPROVAL

INDICATE THE ESTIMATED TIME NEEDED ON AGENDA 30 minutes

IMPACT:

PERSONNEL

☐ FISCAL/BUDGETARY

☐ - General Fund

Other \_\_\_\_\_

SIGNATURES:

DEPARTMENT HEAD, ELECTED OFFICIAL, or COUNTY COMMISSIONER: Polly Casterline

BUDGET / PERSONNEL /

COUNTY COUNSEL (Ordinances, Resolutions, Agreements, Contracts) \_\_\_\_\_

OTHER \_\_\_\_\_  
(Purchasing, Facilities Management, etc.)

NOTE: If requesting unanimous consent, state situation requiring emergency action on back.

BOARD OF  
COUNTY COMMISSIONERS  
1988 AUG 23 PM 3:53  
MULTNOMAH COUNTY  
OREGON



# Regional Solid Waste Management Plan Report

*The problem: Closure of the St. Johns Landfill by 1991; difficulty siting new disposal facilities.*

*The solution: Reach consensus on a new regional Solid Waste Management Plan.*

**September 1988**

Metropolitan Service District  
Rena Cusma, Executive Officer

## Special issue outlines solid waste policies

Proposed policies to guide the regional Solid Waste Management Plan were approved by the policy committee Aug. 12 and are out for public review in draft form.

Citizens are encouraged to mail in comments on the policies during a public comment period through Sept. 23, 1988. All comments will be reviewed by the Metro Council in October prior to final adoption of the solid waste policies.

This issue summarizes some of the draft framework policies. A complete copy of the document is available by calling Metro's Public Affairs Department, 221-1646.

In addition to public review, city and county elected officials and their staffs are being consulted about the policies in individual meetings through September.

"This draft policy statement is the result of dedication and hard work from many people," said Rena Cusma, Metro executive officer. "It will help guide decision-making for years to come. Public comment and input will help make this an even better statement."

Last summer, Metro organized a partnership of governments in the region to help plan a balanced garbage system. A policy committee made up of elected officials, and a technical committee made up of government staff, haulers and citizens have met monthly since September 1987.

For more information about the Regional Solid Waste Management Plan, or to order a copy of the draft policies, contact Metro's Public Affairs Department, 221-1646.

## June planning retreat results in draft policies

The policy committee and the Metro Council gave up a sunny Saturday in June to hammer out draft policies needed to guide the planning of solid waste management in the region.

A planning retreat was held late afternoon on June 3 and all day June 4 involving 17 elected officials of the Metro Council and the Solid Waste Policy Committee. Also in attendance was Fred Hansen, director of the Oregon Department of Environmental Quality. The moderator was Jim Durham. The meeting was the culmination of a year's work on planning solid waste disposal and recycling facilities.

Questions tackled during the retreat included: Should facilities be publicly or privately owned? Should local or regional solutions to garbage problems be favored? Should mitigation and/or host fees be paid to areas with garbage facilities? What should be done about illegal dumping? How should rates be developed? Should waste reduction be made mandatory?

The result of the retreat is the Policies Chapter of the regional Solid Waste Management Plan, which is partially summarized in this special issue. The document with a complete list of policies is available to the public by calling Metro at 221-1646.

A form in this issue may be mailed to Metro with comments on the policies. Comments will be forwarded to the council for review. Deadline is Sept. 23 for written public comments on the policies document.

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## Policy committee

**Rena Cusma**, executive officer, Metropolitan Service District

**Gary Hansen**, chair, Council Solid Waste Committee, Metropolitan Service District

**Sharron Kelley**, councilor, Metropolitan Service District

**Brian Campbell**, planning manager, Port of Portland

**Fred Hansen**, director, Department of Environmental Quality

**Bob Koch**, commissioner, city of Portland

**Dale Harlan**, commissioner, Clackamas County

**Steve Larrance**, commissioner, Washington County

**Polly Casterline**, commissioner, Multnomah County

**Clifford Clark**, mayor, city of Forest Grove

**Shirley Huffman**, mayor, city of Hillsboro

**Barbara Rutherford**, councilor, city of Oregon City

**Carol A. Powell**, councilor, city of Oregon City

**William E. Stark**, mayor, city of Wilsonville

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## Carson takes post as Metro's planning director

In June, Richard H. Carson was named director of Metro's new Planning and Development Department. All planning services, including the work on the Solid Waste Management Plan, are now centralized.

As planning director, Carson oversees the development of the solid waste plan, management of the urban growth boundary, Statewide Planning Goal 9 (economic development) coordination, completion of a regional parks study and

implementation of the new "one-stop" builder's license program for residential contractors.

Previously Carson was operations manager for the Business Development Division of the Oregon Economic Development Department. He was appointed by Gov. Neil Goldschmidt as chair of the State Economic Advisory Team, an interagency response team. He previously worked for the Northwest regional office of Daniel, Mann, Johnson & Mendenhall, architects and engineers.

He holds a bachelors degree in economic geography from Portland State University with post graduate studies in real estate law. In 1984 he received the Governor's Management Recognition Award from former Gov. Vic Atiyeh. He is a member of the Business and Labor Standing Committee of the City Club of Portland.

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## Policies goal reflects 20-year regional vision

The Solid Waste Management Plan will be guided by a set of policies with a goal and objectives as follows:

The following goal and objectives serve as the foundation for the Solid Waste Management Plan. The plan reflects the region's vision for managing solid waste during 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 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 development of the plan and implementation of the solid waste system.

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## *Integrated facilities provide uniform service*

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Combining a variety of solid waste facilities into an efficient system is an important part of providing service to the region. The following policies show how this is to be done:

**The solid waste system shall be an integrated system of facilities designed to accommodate the management of waste based on the state hierarchy.**

- **Uniform service** — The system shall support a uniform level of service throughout the region.
- **Facility design** — Facilities shall be designed to be reliable, adaptable and function in a cost-effective manner.
- **Local solutions** — Local solid waste solutions shall be integrated into the system to the extent they are compatible and meet all other plan provisions.
- **New technologies** — Those technologies and programs which increase regional solid waste management efficiency or reduce the dependency on landfilling shall be employed whenever feasible.

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## *Collection policy allows for recycling*

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It is up to the individual jurisdictions to decide how to regulate waste collection. However, certain policies are needed to guarantee this service be maintained for the public. To this end, the policy is as follows:

**Local governments shall be responsible for assuring that collection of solid waste and recyclables is conducted in a cost efficient and reliable manner.**

- **Waste reduction** — Local governments, Metro, 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.

- **Local solutions** — Local governments shall be responsible for implementing regional solid waste management programs in which a change in local collection methods is necessary (such as collection of recyclables or yard debris).

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## *System design aids mitigation of effects*

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Protection of the environment, the economy and surrounding land uses is the intent of the 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.**

- **Environment** — The system design shall strive to protect environmental quality through the selection of sites, facility design standards and operational standards.
- **Economic development** — The system design shall support the economic development of the region by recognizing potential economic impacts during the planning, siting and permitting of the system and its components.
- **Land uses** — The design shall strive to ensure compatibility with adjacent land uses.
- **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 facility. A balanced program of appropriate measures shall be imposed jointly by Metro and local jurisdictions.

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## *Solid waste facilities to provide host fees*

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The policies provide for specific benefits to communities that have solid waste facilities, including host fees and neighborhood enhancement:

**Metro shall provide the host city or county of a disposal site with a host fee to be used for community enhancement.**

- **Disposal sites** — Types of sites include landfills, transfer stations, resource recovery facilities and yard debris processing facilities.
- **Amount of fee** — The host fee paid to the host city or county for a disposal site within the region shall be 50 cents per ton.
- **Taxes in lieu of fees** — Host fees for privately owned facilities will be reduced according to the property taxes assessed by the host jurisdiction.
- **Volume basis** — Host fees shall be paid on a per ton volume of non-source separated waste entering the disposal site.
- **Advisory committee** — A citizen advisory committee shall be appointed by the local 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 for that district shall be appointed to the citizen advisory committee.

*Continues*

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## Policy says ownership may be private or public

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To provide flexibility and possible competitive advantages, the plan states that solid waste facilities may be owned by the government or by private business.

The plan states the following 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.**

- **Recycling centers** — Recycling drop centers shall be privately owned unless a need for such additional facilities is

identified and can best be fulfilled by a local government as determined by that government.

- **One collector facilities** — Facilities which serve only one collector and exclude the public shall be privately owned.

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## Local waste solutions important to regional plan

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Local governments will maintain responsibility for garbage in their jurisdictions as long as the solutions are consistent with the Solid Waste Management Plan.

"By looking for local solutions, our region-wide system can adapt to meet specialized local needs. This also strengthens trust and cooperation between individual communities and the region," commented Washington County Commissioner Steve Larrance.

The wording in the policy document is as follows:

**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 policies.**

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

- **Zoning** — Each local government shall provide appropriate zoning for planned solid waste facilities or enter into inter-governmental agreements with others to assure such zoning.

For a copy of the complete policy document, contact Metro's Public Affairs Department at 221-1646.



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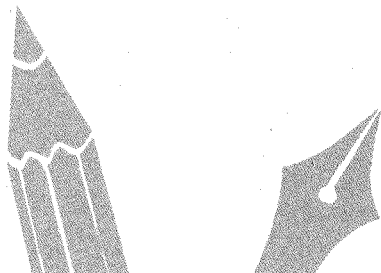
## Public comment on policies

We want your comments on the draft policies as outlined in this special issue. (To request a copy of the complete policy document, call Metro's Public Affairs Department at 221-1646.) Please use this tear-off sheet to write your comments and mail back by Sept. 23, 1988. Additional comments may be attached.

Mail your comments to Metro's Public Affairs Department,  
2000 S.W. First Ave.,  
Portland, OR 97201-5398.

Name \_\_\_\_\_

Address, city, state, ZIP \_\_\_\_\_



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## *Policies guide design and operation of solid waste system*

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### *Waste reduction policy sets recycling priorities*

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Recycling and other waste reduction programs will greatly affect the amount of garbage to be landfilled. It is important to plan the overall solid waste system with a firm knowledge of waste reduction priorities and a commitment to reducing waste in the region.

"We must reduce what goes into the landfill. Our earth cannot be our dumping grounds. We must keep it green and clean," commented Portland Commissioner Bob Koch regarding the waste reduction policy.

The Waste Reduction Policy states:

**The solid waste management system shall achieve the maximum feasible reduction of solid waste being landfilled, in accord with the state priorities under ORS 459.015, and through the cooperative efforts of Metro, the cities and counties, industry and the public.**

- **Waste reduction goals** — Metro shall set waste reduction goals to achieve the maximum feasible reduction based on an evaluation of the amount of waste recoverable, the available technical methods and the acceptable cost for recovery.

- **Financial support** — Metro shall support a higher disposal cost for reduction or recovery based on the state hierarchy in order to accomplish the maximum feasible reduction of waste.

- **Emphasis on recycling** — An integrated system of waste reduction techniques shall be developed with emphasis on source separation (separation of clean recyclables before pick-up or drop-off) but shall not preclude other forms of recovery.

- **Education and promotion** — Metro and local governments shall provide public education and promotion for waste reduction.

### *Hazardous waste policies protect environment*

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Metro has worked to keep all hazardous waste, household and small commercial quantities, out of the landfill. Hazardous waste policies for the plan reflect this concern:

**Hazardous wastes shall be kept out of the solid waste system.**

- **Cooperative solutions** — The Solid Waste Management Plan, developed cooperatively by the Department of Environmental Quality, Metro, local governments, industry, haulers and citizens, shall include solutions to managing the proper disposal of both household hazardous wastes and conditionally exempt hazardous wastes.

- **No hazardous waste** — Metro shall not knowingly accept for disposal or processing any hazardous materials at solid waste facilities.

### *Low-grade waste disposal ensured*

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Low-grade waste, including scrap lumber, contaminated soil and treated sludges, can be safely disposed in a facility other than a general purpose landfill. The policies provide direction for the handling of low-grade waste:

**Solutions to low-grade waste management shall be developed cooperatively by the Department of Environmental Quality, Metro and local governments as a component of the Solid Waste Management Plan.**

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

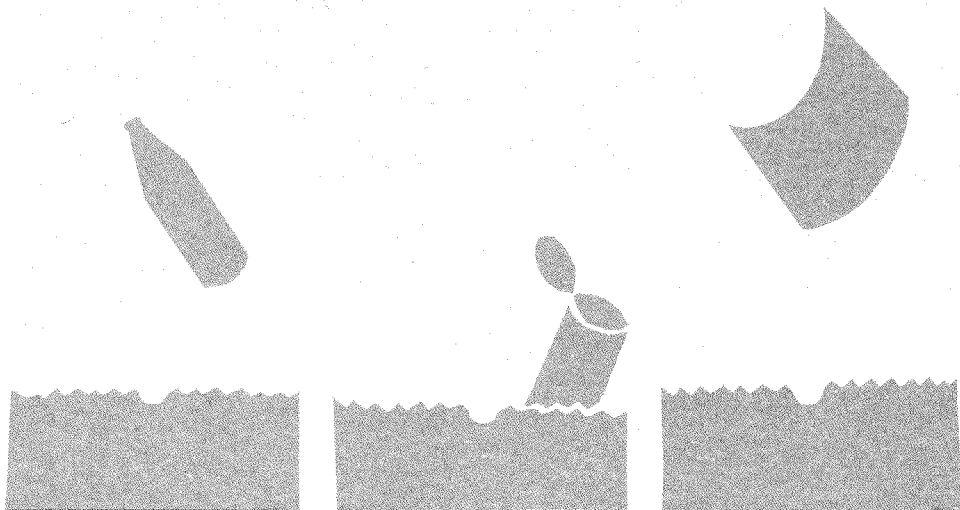
- **Capacity for waste** — Metro shall ensure that adequate disposal of low-grade wastes exists. Low-grade waste facilities shall be planned and located so that they are consistent with other elements of the solid waste disposal system.

### *Illegal dumping addressed in policy*

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With disposal rates expected to go up in the fall, the problem of illegal dumping of garbage could escalate. The plan addresses this problem and indicates that workable solutions will be achieved through the cooperation of the region's governments:

**Solutions to the problems of illegal dumping and other adverse impacts caused by changes in the waste management system shall be developed cooperatively by the Department of Environmental Quality, Metro and local governments.**





## METRO

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

*The Metropolitan Service District was created by voters in 1978 to handle regional concerns in the urban areas of Clackamas, Multnomah and Washington counties. Metro is responsible for solid waste disposal, operation of the Washington Park Zoo, transportation planning, technical services to local governments and the Oregon Convention Center.*

Councilors by district are:

District 1	Mike Ragsdale
District 2	Richard Waker
District 3	Jim Gardner
District 4	Corky Kirkpatrick
District 5	Tom DeJardin
District 6	George Van Bergen
District 7	Sharron Kelley
District 8	Elsa Coleman
District 9	Tanya Collier
District 10	Larry Cooper
District 11	David Knowles
District 12	Gary Hansen

**Executive Officer**  
Rena Cusma

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Bulk rate  
U.S. Postage  
PAID  
Portland, OR  
Permit No. 1912

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### *Regional Solid Waste Management Plan Report*

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## **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 COM-**

## **PONENT 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 on-line 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.

## **SOLID WASTE SYSTEM**

### **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.

necessary, (e.g., collection of recyclables, yard debris).

## **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**

## **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**

**T H E S O L I D W A S T E  
TRANSPORTATION SYSTEM SHALL  
BE COST-EFFECTIVE, RELIABLE AND  
READILY ADAPTABLE TO ALTERNA-  
TIVE 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 ex-

pand 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.**

(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.

## **PLANNING PROCESS**

### **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 459.2-80 (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)

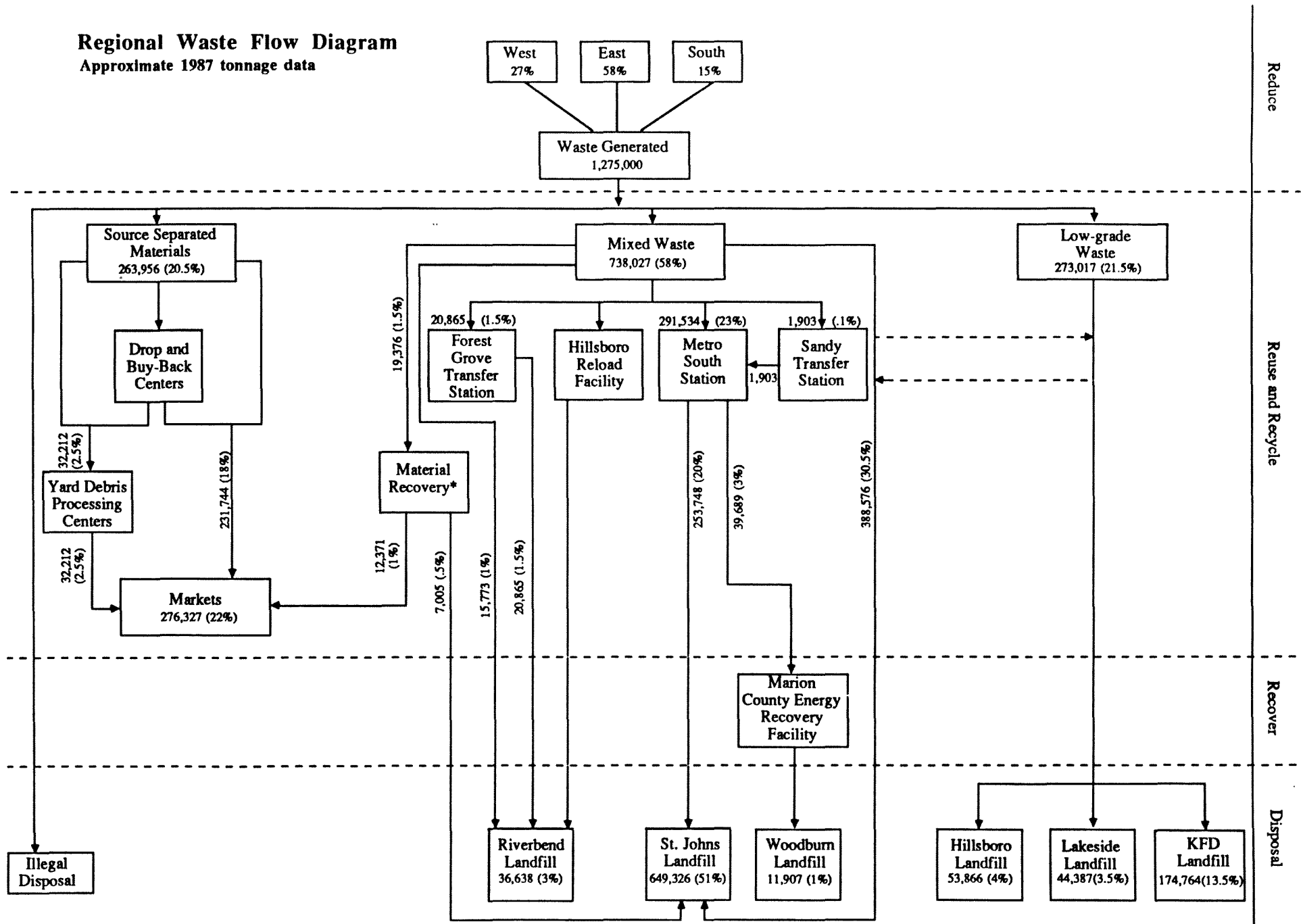
**Waste substream** - An identified component of the full waste stream which is derived from a distinct source or is characterized by a particular quality. Examples include household hazardous waste, yard debris and low-grade waste.

**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

Wash. Co. - Sept. 6

Newsletters for Steve Larrance (50)  
later this week

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"functional plan" - toughest concept  
renewed the policies  
problem with franchising policy?  
questions on ~~the~~ rates policy  
community enhancement  
also wants to discuss plan consistency

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