

Regional Solid Waste Management Plan

2008 - 2018 Update



Plan adopted by Ordinance No. 07-1162A, July 24, 2008.

Chapter VI. Section I. Plan compliance and enforcement,
amended by Ordinance No. 08-1198, Sept. 18, 2008.

Metro

People places • open spaces

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy and good transportation choices for people and businesses in our region. Voters have asked Metro to help with the challenges that cross those lines and affect the 25 cities and three counties in the Portland metropolitan area.

A regional approach simply makes sense when it comes to protecting open space, caring for parks, planning for the best use of land, managing garbage disposal and increasing recycling. Metro oversees world-class facilities such as the Oregon Zoo, which contributes to conservation and education, and the Oregon Convention Center, which benefits the region's economy.

Your Metro representatives
Metro Council President – David Bragdon

Metro Councilors

District 1, Rod Park
District 2, Carlotta Collette
District 3, Carl Hosticka
District 4, Kathryn Harrington
District 5, Rex Burkholder
District 6, Robert Liberty
Auditor – Suzanne Flynn

Metro's web site - www.oregonmetro.gov

Contents

Executive Summary	1	Table 1. Recovery by generator source	10
Chapter I, Introduction	3	Table 2. Top five haulers	12
A. Why a Regional Plan?		Table 3. Transfer station throughput and estimated capacity.	14
B. Plan Context		Table 4. Landfill ownership and approximate reserve capacity.	17
C. Scope of Plan		Table 5. Composition of disposed waste.	21
D. The Planning Process		Table 6. Recovery growth scenarios	22
E. Public Involvement			
Chapter II, Current System	7	Figure 1. Tons received at facilities.....	14
A. Introduction		Figure 2. Disposed and recycled amounts.....	19
B. The Regional Solid Waste System		Figure 3. Historical disposal tonnages.....	20
C. Roles and Responsibilities in Solid Waste		Figure 4. Waste disposed by generator source.....	20
D. Current Services, Practices and Programs		Figure 5. Amounts recovered by generator source.....	20
E. Current Facilities		Figure 6. Aggregate composition of disposed waste including residential, commercial, industrial and construction demolition	21
F. Material Recovery and Disposal Trends		Figure 7. Aggregate composition of disposed waste, in tons.....	21
G. Current and Future Goals			
Chapter III, Future Direction and Regional Policies	24	Map 1. Solid Waste Facilities Performing Material Recovery.....	15
A. Introduction		Map 2. In-Region Solid Waste Facilities	16
B. RSWMP Vision		Map 3. Regional Landfills	18
C. Regional Values			
D. Regional Policies		Appendix A. Key Solid Waste Laws	
Chapter IV, Program Areas	27	Appendix B. Disaster Debris Management Plan	
A. Introduction		Appendix C. Disposal System Planning	
B. Waste Reduction		Appendix D. System Improvements Workplan	
C. Education Services		Appendix E. System and Non-System Facilities	
D. Hazardous Waste Management		Appendix F. Waste Reduction Programs Timetable	
E. Product Stewardship		Appendix G. Guiding Direction	
Chapter V, Sustainable Operations	42	Appendix H. Glossary of terms	
A. Introduction			
B. Sustainability and the Solid Waste System			
Chapter VI, Plan Implementation, Compliance and Revision	45		
A. Overview			
B. Coordinated Implementation of the Plan			
C. Annual Waste Reduction Work Plans			
D. Education Services			
E. Hazardous Waste Management			
F. Product Stewardship			
G. Sustainable Operations Workgroup			
H. Plan Performance			
I. Plan Compliance and Enforcement			
J. Plan Revisions			

Executive summary

This updated Regional Solid Waste Management Plan (RSWMP) provides the Portland metropolitan area with policy and program direction for the next decade (2008-2018). Implementation of the 13 goals and 68 objectives outlined in this Plan will enable the region to continue progress in reducing the amount and toxicity of waste generated and disposed, and will blaze new trails in advancing sustainable operations in the facilities and services of the solid waste system.

Issues addressed in the plan

Resource conservation

This region is a national leader in successful waste reduction programs. Over the past 20 years, the waste reduction rate increased from 26% to 59%. Despite this achievement, many resources that can easily be recycled are still disposed. Enough waste from this region is landfilled each year to fill a football field 100 stories high. One-half of that disposed material is paper, wood, metal, glass, plastic and organics (food and yard waste) that could be recovered through existing programs. This Plan identifies more aggressive programs needed to achieve greater progress in material recovery.

Preventing waste from being generated in the first place is perhaps an even bigger challenge: The sum total of waste generated for recycling as well as disposal continues to increase. Between 1995 and 2005, regional population grew about 18%, or 239,000 new residents. Waste generation, however, grew by over 50%. With significant population growth and good economic times, the generation rate historically trends up due to increased commercial activity. The challenge is to instill greater awareness and implementation of effective waste prevention activities in the residential, commercial, and industrial sectors. This Plan continues many strategies intended to slow the rate of waste generation in the region and anticipates the implementation of new strategies, growing out of state recommendations, over the next 10 years.

Toxicity reduction

As with overall waste generation trends, volumes of household hazardous waste continue to climb, and only a portion of the total generated by households each year is separated and collected for recycling or safe disposal. This Plan will continue to guide sound management of

Key issues addressed in this updated Plan include:

- Reducing the amount and toxicity of waste generated and disposed
- Advancing sustainable practices throughout the region's solid waste operations
- Ensuring the disposal system continues to serve the best interests of the region.

household hazardous waste collected at facilities and events around the region. It also contains strategies to make more people aware of alternatives to hazardous products for homes and gardens, and to give them good reasons to use those alternatives.

Awareness that hazardous products are tossed into the waste stream have, in part, led to regional support for a more upstream-oriented approach to managing waste. Over the past decade, Europe and Canada have enacted "product stewardship" policies that require manufacturers to share responsibility for managing certain products at their end-of-life. The RSWMP update emphasizes the importance of making that policy shift here. Results from the region's advocacy for product stewardship policies could have significant payoff in reducing the waste handling burden on local governments, and arguably lead to reduced toxicity and increased recyclability in products manufactured for market.

Sustainable operations

Great strides in awareness and implementation of sustainability principles and practices have been made in the past decade, particularly in the Portland region.

This updated Plan provides groundbreaking sustainability guideposts for solid waste system operations. The solid waste system's operations are comprised of facilities, vehicles and people that collect, receive, process, transport, and recover or dispose of the region's waste stream.

At Metro's request, public and private sector stakeholders examined how sustainability principles could be applied to solid waste operations. Their recommended definition of sustainability, sustainability framework, and goals and objectives for sustainable operations are included in this Plan. These goals and objectives address air and water emissions, energy use, employee work life, and institutionalizing sustainability in solid waste system operations.

Disposal system decisions

A year-long analysis of transfer station ownership options was undertaken in conjunction with the development of this Plan. The main question addressed was whether the current system of public and private transfer station ownership should change.

After examining three different ownership models (all public, all private, public/private hybrid), Metro Council concluded that continuing the hybrid model, i.e., publicly-owned Metro Central and Metro South transfer stations and strategically placed private transfer facilities, is in the region's best interests.

This Plan's policies reflect that determination. Plan appendices indicate further areas of disposal system examination ahead for Metro, including waste allocation, public and private pricing, self-haul services and facility entry standards.

Metro's role in regional solid waste planning

Metro has the responsibility to conduct solid waste planning for the region through RSWMP, which serves as a regional framework for the coordination of solid waste programs and practices. Metro is accountable for state-mandated waste reduction goals in the tri-county region, and works with its local government and private sector partners to accomplish these goals. Local governments' solid waste ordinances, regulations and contracts are required to conform with the Plan (see Chapter VI, Plan implementation, compliance and revision for required elements of the Plan).

Plan performance

Historically, the regional waste reduction rate has been the primary benchmark of regional progress. This Plan continues an emphasis on that measure, but other means of assessing the solid waste system's performance (i.e., goals and objectives for sustainable operations) will be implemented and reported. In addition, the Plan is likely to be amended to incorporate a new set of numerical goals beyond the last benchmark year of 2009.

Annual work plans are the means by which Metro and local governments plan for the programs, projects and activities that implement the waste reduction elements of the Plan.

Regional work groups involving Metro, local governments, the DEQ and the private sector will include a standing group engaged in implementation and reporting on sustainable operations goals, as well as short-term groups that meet to study regional problems and recommend policy or program options or changes. These work groups play an important role in ensuring realization of Plan goals. They may also assist in evaluating programs or recommending Plan revisions.

Moving forward

Twenty-five cities, three counties, Metro, the Oregon Department of Environmental Quality (DEQ), private waste haulers, and private facility owners are all part of the solid waste system. The complex mix of public and private involvement in solid waste in our region makes cooperative planning essential. RSWMP provides a unified blueprint to ensure that the efforts of all parties are coordinated as key issues are addressed.

Hundreds of stakeholders participated in developing and shaping this RSWMP update through various venues and numerous discussions. Many of these stakeholders will also play valued roles in the Plan's implementation over the next 10 years. Collaborative efforts define the development and implementation of such plans for the region.

By implementing the direction in this updated Plan, the region will continue to provide national leadership in waste reduction, advance sustainable practices in system operations, ensure future changes in the solid waste system that serve the public interest, and move closer to achieving the Plan's vision of a system in which producers are an additional link in the responsibility chain, and all contribute to the sustainable use of natural resources.