

Goal 6 Air, Water, and Land Resources Quality

□ Section 3, Land Resources Quality (Solid Waste Management)

BACKGROUND

Statewide Planning Goal 6: Air, Water and Land Resources Quality

“To maintain and improve the quality of the air, water and land resources of the state.”

The management of solid waste, like air pollution, is not a local issue, but is regional in scope. The amount of solid waste generated in the Portland Metropolitan Area is increasing due to population growth and rising per-capita consumption. The region’s general and limited purpose landfills are closing as they reach capacity. Federal environmental standards and the reluctance of jurisdictions to accommodate new landfills have precluded the siting of new facilities within the region. Today most solid waste that is not recycled or reused is collected at transfer stations and transported to landfills in eastern Oregon and Washington.

State and federal legislation has been the primary impetus for solid waste planning and management within the Portland Metropolitan area. Oregon law (ORS 459.017) states that local governments have the primary responsibility for local solid waste management planning. The Governor issued executive orders in 1977 and 1978 designating Metro as the local government unit responsible for solid waste planning within all of Clackamas, Multnomah and Washington Counties. Metro’s responsibility encompasses: 1) solid waste planning and management authority for the tri-county region; 2) responsibility for implementing a regional Waste Reduction Program pursuant to ORS Chapter 459; 3) waste disposal within the Metropolitan Service District Boundary; and, 4) preparation and implementation of the Regional Solid Waste Management Plan. Regional waste reduction is an important part of these responsibilities. This is because one of the region’s main landfills is located within an exclusive farm use (EFU) zone in Gilliam County. Oregon Department of Environmental Quality (DEQ) approval of a regional waste reduction plan is required before EFU lands can be used for landfill sites.

In 1988, the Metro Council adopted the Regional Solid Waste Management Plan which is intended to guide solid waste planning and management efforts for the next 20 years. The Solid Waste Management Plan is a functional plan pursuant to ORS 268.390. Metro has the authority to develop functional plans for matters that have significant impact on the orderly and responsible development of the region. Metro may require local comprehensive plans to be consistent with functional plans. The Solid Waste Management Plan must also be in conformance with state and federal legislation. In particular, ORS 459.015 requires that waste be managed to achieve maximum feasible reduction of materials going to landfills. This statute also establishes a hierarchy for managing waste which requires that if technically and economically feasible, management methods must first reduce, the amount of waste generated; second, reuse the material for the purpose for which it was originally intended; third, recycle the material that cannot be reused; fourth, recover energy; and finally, landfill wastes that cannot be handled in another way.

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Solid waste management and waste reduction responsibilities in the region also belong to cities and counties, garbage haulers, recyclers and the Oregon Department of Environmental Quality. Cities and counties have responsibility for solid waste collection within the five designated waste-sheds in the tri-county area. Solid waste regulations and contracts of local governments must be consistent with the overall solid waste management plan for the region. Also, local jurisdictions are responsible for preparing and implementing annual waste reduction plans as a means to assist Metro in complying with state requirements of reducing the amount of material which enters the waste stream by 40% by 1995. Local governments must also ensure that residents have the opportunity to recycle pursuant to state statute. State administrative rules (OAR 340-60-035) require local governments to implement a yard debris recycling program or participate with Metro in preparing and achieving a regional program. Another part of local jurisdictions' waste reduction and recycling responsibility is conducting public information and education programs.

In the Portland metropolitan area, local governments have designated garbage hauling companies as responsible for garbage collection and provision of-route recycling service. In Lake Oswego, the mandated recycling requirement is contained in a franchise agreement with a local garbage hauler. The franchisee has the option under the agreement to use other private companies as sub-contractors to collect and process recyclable materials.

DEQ is responsible for state legislation and administrative rules pertaining to solid waste management. The agency also oversees waste reduction and management activities of Metro and the state's cities and counties. The region's Solid Waste Management Plan and the Waste Reduction Program must be approved by DEQ as being in compliance with state statute.

Summary of Major Issues

The following are some of the issues and changed circumstances and conditions which were considered in the update of this element of the Comprehensive Plan.

- The amount of solid waste generated in the Metro area may continue to increase due to population growth. However, recycling and waste reduction programs have the potential to reduce the amount of solid waste generated per capita.
- Significant state and federal legislation has been passed in the last several years which mandates specific solid waste planning, management and reduction programs.
- Metro adopted the Regional Solid Waste Management Plan in 1988 to guide solid waste management activities in Washington, Multnomah and Clackamas County for the next twenty years.

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- The activities of local governments pertaining to solid waste reduction, management, and recycling, must be in compliance with the Regional Solid Waste Management Plan.

GOALS, POLICIES, AND RECOMMENDED ACTION MEASURES

GOAL

The City shall manage solid waste to achieve the maximum reduction of material going to landfills.

POLICIES

1. Implement a city wide solid waste management program that:
 - a. Reduces, reuses and recycles solid waste before to sending it to landfills;
 - b. Is cost effective, efficient, and environmentally sensitive; and,
 - c. Is consistent with regional plans, policies and state law.
2. Ensure recycling opportunities are accessible to all households, businesses and institutions.
3. Promote solid waste recycling, reuse and disposal options by providing for the licensing and permitting of persons engaged in these activities in addition to, or part of franchise agreements.
4. Prevent public nuisances, health hazards and unsightliness by prohibiting the accumulation of solid waste on private property.
5. Prohibit unauthorized dumping on private and public lands.
6. Prevent hazardous wastes from entering the waste stream through proper handling and disposal.
7. Require adequate screened and enclosed space for recycling, solid waste storage and compacting within industrial, commercial and high density housing developments and ensure proper access to these areas.
8. Zone adequate land to accommodate recycling and recovery uses and ensure adequate setbacks, buffering and screening are provided to mitigate impacts on adjacent land uses.

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9. Reduce the amount of solid waste associated with city government operations by:
 - a. Utilizing recycled, resource efficient and durable materials in both daily operations and capital projects; and,
 - b. Maintaining in-house recycling programs.
10. Reduce the amount of solid waste generated by private and public construction and demolition activities.

RECOMMENDED ACTION MEASURES

- i. Educate the public about ways to minimize the use of products and containers that must be disposed of as hazardous waste.
- ii. Ensure producers of hazardous solid waste comply with all Oregon Department of Environmental Quality and Metro requirements.
- iii. Support Metro programs and the activities of other interests, including private business, to accept and properly dispose of hazardous waste.
- iv. Cooperate with Metro, Clackamas County and other cities, agencies and jurisdictions to implement a regionally coordinated solid waste reduction, recycling and disposal program.
- v. Implement a yard debris collection and recycling program and promote proper home composting to complement this effort.
- vi. Increase public understanding of recycling technologies and reasons to reduce, reuse and recycle solid waste through community education efforts.
- vii. Encourage Metro to cooperatively work with local jurisdictions to conduct research and demonstration projects to develop more economical and efficient programs and methods to reduce, recycle and dispose of solid waste.
- viii. Work with Lake Oswego's neighborhoods to dispose of accumulated household debris and to collect refuse which has accumulated in open spaces, rights-of-way and other public areas.
- ix. Recycle, re-use, or properly dispose of construction and demolition waste through measures such as:

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- a. Providing information on how to properly recycle building materials to area builders and residents;
 - b. Recycling and reusing material resulting from public works construction and demolition projects; and,
 - c. Developing standards for construction waste management plans to be filed in conjunction with development applications.
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- x. Provide suitable collection services and establish appropriate rates as ways to implement institutional, commercial and industrial recycling and waste reduction programs.
 - xi. Utilize recycled materials and supplies for local government operations such as paper, building materials, compost, tires and motor oil.
 - xii. Encourage contractors to utilize reused and recycled materials on public works projects.
 - xiii. Support the use of recycling depots that accept non-curbside materials such as Christmas trees, phone books, plastics, etc.
 - xiv. Work with area schools to develop education programs, waste audits and waste reduction/recycling activities.
 - xv. Require the local solid waste franchisee to inform all households and businesses receiving service of any changes in the solid waste program. Provide an annual update about ongoing service such as disposal rates, allowable can sizes, disposal of yard debris and household recycling.

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