Morrow County Solid Waste Management Plan
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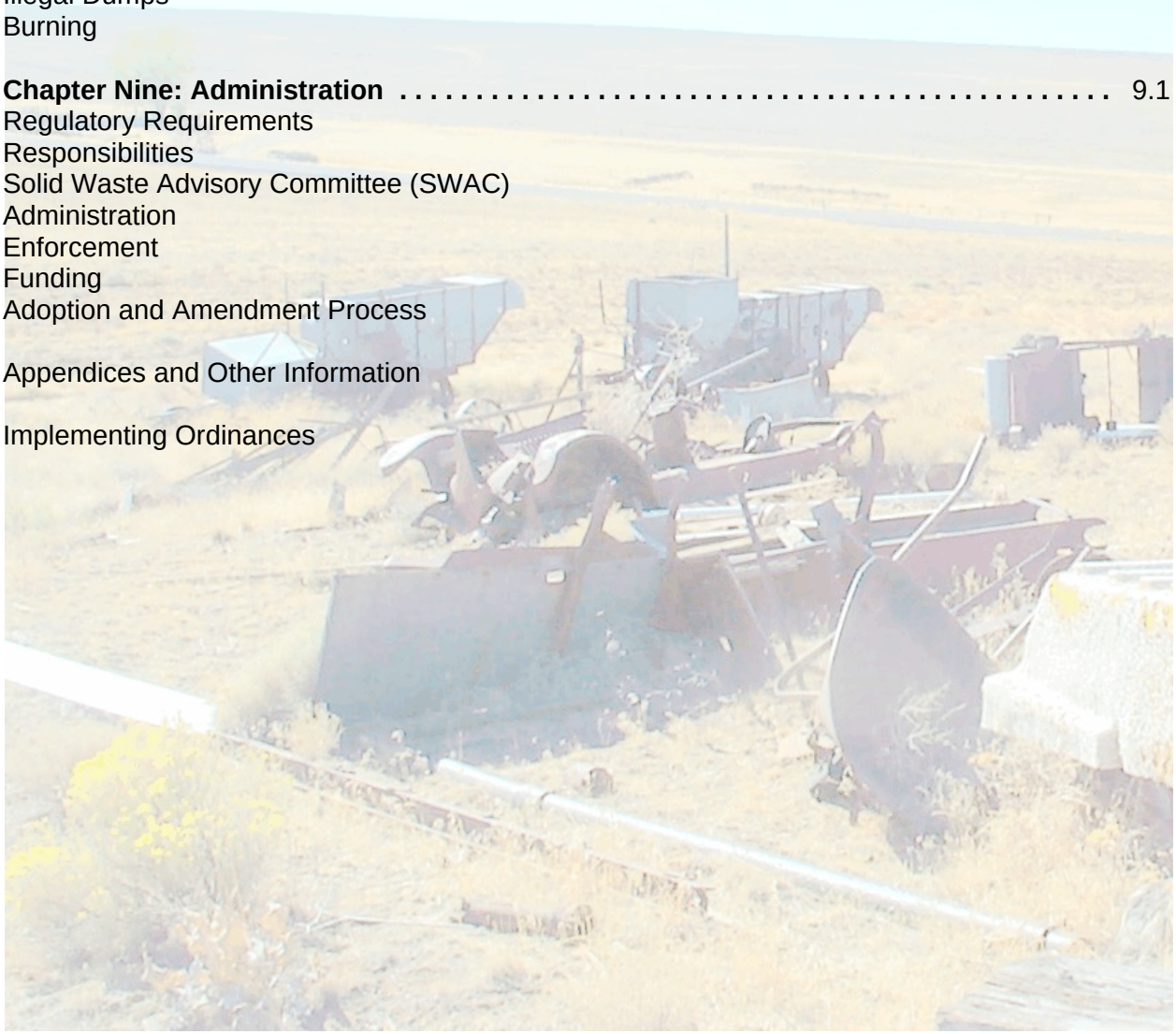


CHAPTER ONE - INTRODUCTION

In 1974 the Morrow County Court adopted the first Solid Waste Management Plan for the County, driven primarily by changes in state statute which affected disposal methods in practice at the time. The plan was then updated in 1988 as a result of an application for a regional landfill proposed by Tidewater Barge Lines resulted eventually in the creation of Finley Buttes Regional Landfill. This third version of the Solid Waste Management Plan, (adopted in 2006), is driven by continuing changes in solid waste management conditions and a recognition that the 1988 plan does not provide staff or the County Court sufficient direction in many areas of solid waste and its management.

Morrow County lies along the Columbia River with 35 miles of shoreline, almost midway between the eastern and western boundaries of Oregon, 270 miles inland from the Pacific Ocean. Transportation opportunities for residents and businesses of the County are provided by Interstate 84, the Union Pacific Railroad and the Columbia River all traversing the northern boundary of the County. State Highways 207, 206 and 74 provide a transportation network throughout the County in support of the agricultural community, which forms our economic base.

The land area of Morrow County is approximately 1.3 million acres supporting a certified population estimate in 2003 of 11,750. Most of the population is concentrated in the northern portion of the County in and around the cities of Boardman and Irrigon. The balance of the population is predominately in the Willow Creek Valley, in and around the communities of Heppner, Lexington and Ione.

Solid Waste Prior to 1974

Prior to 1974 most solid waste disposal in Morrow County, like many other rural counties, occurred in open sites and scattered locations, generally in ravines and other natural depressions. Some sites were privately owned while others were publicly owned and operated.

1974 Plan Concerns and Proposed Solutions

In 1974 the County identified several problems involving solid waste, the most pressing problem being the two disposal sites that served Heppner, Lexington and Ione. These were open burning dumps which had become illegal to operate. There was also a recognized need for a disposal site to serve the residents of the northern portion of the County. The following is a summary of the identified problems and the outcomes of the 1974 Plan:

1. The Lexington site, located along the main highway about a mile and a half south of Lexington, was closed in accordance with the recommendations of the 1974 Plan. It was owned by the Town of Lexington.

2. The Heppner site, located southwest of the city in Balm Fork Canyon, was owned and operated by the City of Heppner. While the site appeared to have an indefinite capacity in 1974, it had other problems which made its long-term use doubtful. In addition, closure of the Lexington site and the goal to regionalize solid waste disposal led to the recommendation to close the Heppner site. The site was closed in 1976.

3. The 1974 Plan recommended a new site be acquired on property north of the City of Heppner to be used for landfill disposal for all of southern Morrow County. In 1976, Morrow County entered into a lease on the Turner property to develop and operate a solid waste landfill in accordance with the recommendation of the Plan. The Turner Landfill site is about one and one-fourth mile northeast of downtown Heppner and occupied approximately 15 acres. In 1984 the

City of Heppner assumed responsibility for the site from the County and continued to operate the landfill for several years. Upon establishment and operation of the Finley Buttes Landfill, the City of Heppner closed the Turner site in accordance with Department of Environmental Quality guidelines in 1991.

4. To accommodate the long-term needs for solid waste disposal in the northern portion of the County, the 1974 Plan recommended a regional solid waste landfill be established on a parcel of ground known as the BLM site. The Plan anticipated that a site near Hermiston, in neighboring Umatilla County, would be full by 1980. A combination of factors, including less than anticipated population growth and the expansion of the Hermiston landfill site eliminated the need for an alternative north county landfill site. As a result the BLM property was not acquired.

5. The Ione landfill and other open dumps scattered throughout the County have not been acquired and were properly closed as recommended in the 1974 Plan.

6. The 1974 Plan recommended that a County Service District be formed with sufficient taxing authority to provide the necessary resources to implement the recommendations of the Plan. This recommendation of the 1974 Plan has not been implemented.

Solid Waste Advisory Committee

The first Morrow County Solid Waste Management Advisory Committee (SWAC) was formed in 1976 in response to new State standards for landfills and, accordingly, to develop a long-range plan to provide adequate local disposal sites and facilities; regional disposal sites; to develop minimum standards for the location and operation of disposal sites; and, to make recommendations to the County concerning franchise applicants and complaints. This SWAC consisted of the mayors of the five incorporated cities in Morrow County, the Morrow County Planning Director, three members of the general public and any other County Court appointed members or advisors.

The Committee worked diligently to find new landfill solutions but by 1985 the SWAC reported that Morrow County did not have the funds to continue operation of the only permitted landfill in the County nor did they have the funds to close it. The Committee decided to receive recommendations from each city and proposals from private enterprise to help solve the solid waste situation.

In December 1986 Morrow County was presented with a feasibility study for a regional landfill near Finley Buttes by Tidewater Barge Lines, which was looking for a place to dispose of solid waste from its transfer stations in the Vancouver area. This was the ideal solution for the County to solve the landfill problem and the proposal was welcomed by the County Court. In May 1988 the representatives of Tidewater Barge Lines requested the County form a Solid waste Disposal Site Advisory Committee pursuant to ORS 459.320 and 325. The existing SWAC then was reorganized to meet the State regulation. The revised SWAC held their first meeting on June 21, 1988. The new, statutorily correct duties of the SWAC included:

- Reviewing the operation and long-term monitoring of Finley Buttes Landfill and;
- Providing a forum for citizen involvement and dialogue between the community and the owner or operator of the regional landfill. The committee was to meet 4 times a year and prepare an annual written report summarizing the local

citizens' concerns and how the landfill owner/operator was addressing those concerns.

In 1990 Finely Buttes Landfill opened for business and began receiving waste from the County and other regional sources. Finely Buttes Landfill Company was created from Tidewater upon its opening and was formed under the umbrella company of Columbia Resource Company which also operated two transfer stations in Clark County, Washington. Wes Hickey, as president and owner, was an active member of the SWAC and contributed to the present-day friendly relationship the County shares with Finley Buttes Landfill. In 1999 Wes sold the Landfill to Waste Connections, Inc.

Through the years the SWAC has met at least once a year to review and discuss operations at Finley Buttes Landfill and deal with topics such as transfer stations, recycling programs, waste collector franchises, road access issues and the rare complaints from Morrow County citizens. At the end of each year the SWAC presents an annual report to the County Court.

1988 Plan Concerns and Proposed Solutions

The 1988 Plan update was driven by an application from Tidewater Barge Lines to site a regional landfill, meeting in spirit the goal of the 1974 Plan, to identify and construct a regional landfill. The Plan update in 1988 was focused on the development of a regional landfill and the impacts of such a development to the County and the region. The only other consideration discussed in the 1988 Plan was a Proposed Waste Reduction Program which included alternatives, elements and an implementation schedule.

The Finley Buttes Regional Landfill, owned and operated in 2004 by Waste Connections, Inc., was opened on the first of November in 1990 and began accepting solid waste from the public in June of 1991. A transfer station located at the Landfill was also made available for Morrow County residents to drop off solid waste and recyclables.

In support of the Proposed Waste Reduction Program component of the 1988 Plan a transfer station managed by the County was opened in 1991 between Heppner and Lexington on Highway 74 to serve the needs of the residents in the southern portion of the County. A second transfer station located near the intersection of Bombing Range Road, Frontage Lane, and the Interstate 84 and Highway 730 interchange was opened in 2005. It is also managed by the County.

2005 Plan Concerns

It is now more than 30 years since the County adopted its first Solid Waste Management Plan and much has changed. The County's population has doubled and the economic forces within the County have also changed. Forest products and the timber industry were a major economic force in the southern portion of the County in 1974. Now the timber industry is almost nonexistent with the closure of the Kinzua Mill in 1999 and many legislated changes in forest practices. Another change that Morrow County has seen over the past decade or more is the process that the United States Army has undertaken to incinerate the stockpile of munitions at the Umatilla Chemical Depot located between Hermiston and Boardman on Interstate 84. The Depot is situated on property located in Morrow and Umatilla Counties.

The citizens of Morrow County today face the following specific challenges with respect to solid waste. These concerns were identified by Planning Staff and the County Court:

1. The current plan and implementing ordinances do not provide adequate direction for solid waste planning and management within Morrow County.

2. Activity at the Umatilla Army

Chemical Depot has been addressed through the adoption of a Toxic Waste Ordinance. Compliance with this Ordinance, however, has been difficult to achieve.

3. Much has been learned over the past fourteen years concerning the operation of the Finley Buttes Regional Landfill. The current Plan and implementing ordinance do not provide adequate guidance in regard to this operation.

4. The County is operating two transfer stations and Finley Buttes Landfill operates a transfer station. There have been questions which need to be addressed concerning the need for additional transfer stations or better mechanisms to manage waste.

5. Change has been a constant in Morrow County as the population has doubled since the first plan was adopted, a regional landfill has been sited, a Full Composting Facility at Threemile Canyon Farms began operation, and the Army has begun destruction of the munitions stockpiled at the Umatilla Army Chemical Depot. These changes need to be reflected in the County's Solid Waste Management Plan and implementing ordinances.

The following issues and concerns were identified by the Management Plan Advisory Committee (MPAC), created to support staff during the Plan update process. Also incorporated into the following are the concerns identified by the public through the Public Meeting and Hearing process:

1. The need for County agreements with incorporated jurisdictions that have no implemented solid waste management plan or ordinances.
2. The need to have the administration of solid waste programs, implementing Ordinance and Plan management clearly assigned and funded.

2005 Plan Purpose and Organization

The 2005 Plan update serves a number of functions, predominately as a planning tool for issues and concerns relative to solid waste and its management in Morrow County. More specifically, the 2005 Plan provides for the County a mechanism by which to plan for solid waste management and then to track our progress.

Morrow County Solid Waste Goals:

The following goals are designed to provide guidance for managing Morrow County's solid waste systems and meeting its administrative, funding, implementation and enforcement requirements in the future:

1 Provide flexibility to respond to changes in disposal alternatives, new technologies and new regulations;

2 Provide for a uniform level of solid waste management services to all constituents;

3. Determine ways to encourage waste reduction, reuse and recycling of materials in order to meet State requirements;

3. Dedicate part of the funds generated from the solid waste stream to administer and manage solid waste programs, the implementing Ordinance, and Plan management;

4. Provide an ongoing Waste Prevention Program in order to educate and encourage Morrow County citizens to reduce the amount of solid waste which they dispose;

5. Identify how solid waste is collected, transferred, transported, and disposed in Morrow County;

6. Determine the benefits of alternative solid waste management disposal methods such as composting;

7. Identify Special Waste Management issues and provide guidance in management of those special waste streams;

8. Identify illegal disposal methods and provide direction and guidance for controlling and reducing illegal dumping and open burning;

9. Maintain and add to or expand the SWAC's duties to include administration and enforcement of the adopted Solid Waste Management Plan; and

10. Utilize Intergovernmental agreements to support solid waste management in communities without implemented solid waste management plans or ordinances.

CHAPTER TWO - DEFINITIONS

As used in this Plan and the implementing ordinance(s), the following words and phrases shall have the meaning set forth in this section. Words and phrases not defined shall have the meaning commonly and ordinarily understood, as determined by the Planning Director, Public Works Director, County Counsel or the County Court.

“Acute Hazardous Waste” means any hazardous waste subject to stringent quantity standards for accumulation and generation.

“Administrator” means the Department or entity which has been appointed by the County Court to have the responsibility to administer the County’s solid waste programs and agenda items.

“Affected person” means a person or entity involved in the solid waste collection service process, including but not limited to, a recycling collection service, disposal site permittee or owner, city, county and metropolitan service district.

"Agricultural Composting" means composting as an agricultural operation (as defined in ORS 467.120(2)(a)) conducted on lands employed for farm use (as defined in ORS 215.203). Agricultural composting operations may include supplemental feedstocks to aid in composting feedstocks generated on the farm.

"Agricultural Waste" means residues from agricultural products generated by the raising or harvesting of such products on farms or ranches.

"Agronomic Application Rate" is the term used to describe the rate of biosolids application that matches nitrogen requirements for a specific crop on an annual basis.

“Battery” means one or more cells, each consisting of a positive electrode, a negative electrode, and an electrolyte.

“Alkaline manganese battery” means a battery consisting of manganese dioxide positive electrode material, zinc negative electrode material, and an alkaline electrolyte.

“Nickel cadmium battery” means a battery consisting of nickel positive electrode material and cadmium negative electrode material.

“Small lead battery” means a battery consisting of positive and negative electrode materials which are lead or compounds thereof, used in non-vehicular applications, and weighing less than 25 pounds.

"Biological Waste" means blood and blood products, excretions, exudates, secretions, suctionings and other body fluids that cannot be directly discarded into a municipal sewer system, and waste materials saturated with blood or body fluids, but does not include diapers soiled with urine or feces.

"Biosolids" means solids derived from primary, secondary or advanced treatment of domestic wastewater which have been treated through one or more controlled processes that significantly reduce pathogens and reduce volatile solids or chemically stabilize solids to the extent that they do not attract vectors.

“Boneyard” means the storage of inoperable vehicles and equipment used as a part and piece replacement resource for maintaining currently operating vehicles and equipment.

“Chemical Agents” as used in ORS 465.550 and 465.555 means:
(a) Blister agents, such as mustard gas;
(b) Nerve agents, such as sarin and VX;
(c) Residues from demilitarization, treatment and testing of blister agents; and
(d) Residues from demilitarization, treatment and testing of nerve agents.

"Clean Fill" means material consisting of soil, rock, concrete, brick, building block, tile

or asphalt paving, which do not contain contaminants which could adversely impact the waters of the State or public health. This term does not include putrescible wastes, construction and demolition wastes and industrial solid wastes.

"Closure Permit" means a document issued by the Department of Environmental Quality bearing the signature of the Director of Environmental Quality or his/her authorized representative which by its conditions authorizes the permittee to complete active operations and requires the permittee to properly close a land disposal site and maintain and monitor the site after closure for a period of time specified by the Department of Environmental Quality.

"Collection Service" means a service that provides for collection of solid waste or recyclable material or both, but does not include that part of a business operated under a certificate issued under ORS 822.110. "Collection service" of recyclable materials does not include a place to which persons not residing on or occupying the property may deliver source separated recyclable material.

“Collection Vehicle” or “transportation vehicle” means any vehicle used to collect or transport waste or solid waste.

"Collector" means the person who provides collection service.

"Commercial Solid Waste" means solid waste generated by stores, offices, including manufacturing and industry offices, restaurants, warehouses, schools, colleges, universities, hospitals, and other non-manufacturing entities, but does not include solid waste from manufacturing activities. Solid waste from business, manufacturing or processing activities in residential dwellings is also not included.

“Committee” means a local citizens advisory committee established under ORS 459.320 and called the Solid Waste Advisory Committee (SWAC) which has duties that include but are not limited to:

(1) Reviewing with the regional disposal site permittee, the regional disposal site including but not limited to siting, operation, closure and long-term monitoring of the regional disposal site; and

(2) Providing a forum for citizen comments, questions and concerns about the regional disposal site and promoting a dialogue between the community in which the regional disposal site is located and the owner or operator of the regional disposal site.

“Compost” means the controlled biological decomposition of organic material (which could be source separated from the municipal solid waste stream) or the product resulting from such a process.

"Composting" means the managed process of controlled biological decomposition of organic or mixed solid waste.

"Composting Facility" means a site or facility which utilizes organic solid waste or mixed solid waste to produce a useful product through a managed process of controlled biological decomposition. Composting may include amendments beneficial to the composting process.

“Conditionally Exempt Generator” means a generator who generates 220 pounds or less of hazardous waste per month and 2.2 pounds or less of acutely hazardous waste per month.

“Conditionally Exempt Small Quantity Generator” means a person who generates a hazardous waste but is conditionally exempt from certain regulations because the waste is generated in quantities below the threshold adopted by the Environmental Quality Commission pursuant to ORS 466.020. “Small-quantity generator” means a generator who generates less than 220 pounds of hazardous waste or 2.2 pounds of acutely hazardous waste per month; or stores less than 2,200 pounds of hazardous waste, or 2.2 pounds of acutely hazardous waste, on site at any one time.

"Construction and Demolition Waste" means solid waste resulting from the construction, repair, or demolition of buildings, roads and other structures, and debris from the clearing of land, but does not include clean fill when separated from other construction and demolition wastes and used as fill materials or otherwise land disposed. Construction and demolition waste typically consists of materials including concrete, bricks, bituminous concrete, asphalt paving, untreated or chemically treated wood, glass, masonry, roofing, siding, plaster, soils, rock, stumps, boulders, brush and other similar material. This term does not include industrial solid waste and municipal solid waste generated in residential or commercial activities associated with construction and demolition activities.

“County”, “County Court” or “Board of Commissioners” means the Morrow County Court.

"Cover Material" means soil or other suitable material approved by the Department of Environmental Quality that is placed over the top and side slopes of solid wastes in a landfill.

“Demilitarization Residue” means any solid waste generated by demilitarization processes and activities defined in OAR 340-100-0010(2)(f), except for:
(A) Waste streams generated from processes or activities prior to the introduction of nerve or blister agent in to the treatment unit; and
(B) Waste streams generated from maintenance or operation of non-agent contaminated process utility systems.

“Department of Environmental Quality” (DEQ) means the Oregon State regulatory agency responsible for protecting the quality of Oregon's Environment.

“Department” means the Morrow County Planning Department.

“Depot" means the Umatilla Army Depot.

"Digested Sewage Sludge" means the concentrated sewage sludge that has decomposed under controlled conditions of pH, temperature and mixing in a digester tank.

“Director” means the Director of the Morrow County Planning Department.

“Dispose” or “Disposal” means the discharge, deposit, injection, dumping, spilling, leaking or placing of any waste into or on any land or water so that the waste or any constituent thereof may enter the environment or be emitted into the air or discharged into any waters of the state.

"Disposal Site" means land and facilities used for the disposal, handling, or transfer of or energy recovery, material recovery and recycling from solid wastes, including but not limited to dumps, landfills, sludge lagoons, sludge treatment facilities, disposal sites for septic tank pumping or cesspool cleaning service, transfer stations, energy recovery facilities, incinerators for solid waste delivered by the public or by a collection service, composting plants and land and facilities previously used for solid waste disposal at a land disposal site; but the term does not include a facility authorized by a permit issued under ORS 466.005 to 466.385 to store, treat or dispose of both hazardous waste and solid waste; a facility subject to the permit requirements of ORS 468B.050; a site that is used by the owner or person in control of the premises to dispose of soil, rock, concrete or other similar non-decomposable material, unless the site is used by the public either directly or through a collection service; or a site operated by a wrecker issued a certificate under ORS 822.110.

“Domestic Solid Waste” includes but is not limited to residential, commercial and institutional wastes generated within this state. “Domestic solid waste” does not include:
(a) Sewage sludge or septic tank and cesspool pumpings;
(b) Building demolition or construction

wastes and land clearing debris, if delivered to a disposal site that is limited to those purposes;
(c) Source separated recyclable material, or material recovered at the disposal site;
(d) Waste going to an industrial waste facility;
(e) Waste received at an ash monofill from an energy recovery facility; or
(f) Other material excluded by the Environmental Quality Commission in order to support the policies of ORS 459.015.

“Energy Recovery” means recovery in which all or a part of the solid waste materials are processed to use the heat content, or other forms of energy, of or from the material.

"Financial Assurance" means a plan for setting aside financial resources or otherwise assuring that adequate funds are available to properly close and to maintain and monitor a land disposal site after the site is closed according to the requirements of a permit issued by the Department of Environmental Quality and/or Morrow County.

“Franchise” means a certificate, contract or license issued by Morrow County authorizing a person to provide solid waste management services, including but not limited to collection, storage, transportation, operation of a transfer station or regional disposal site, and disposal at a sanitary landfill, or resource recovery facility or site. A Non-Exclusive Franchise is a franchise whereby more than one franchised solid waste collector may serve a particular zone or region. A Joint Franchise is a franchise for a joint service with another collector who can provide supplemental service. An Exclusive Franchise is an exclusive franchise for a particular zone or area. A Temporary Franchise is a franchise valid for a stated period entitling a collector to serve a defined service area or customers for that period.
“Fully Regulated Generator” means a generator who generates 2.2 pounds or more, or stores more than 2,200 pounds of hazardous waste, as defined by 40 C.F.R. 261 in one calendar month; or generates more than or stores at any one time more than 2.2 pounds of acute hazardous waste.

"Generator" means a person who last uses a material and makes it available for disposal or recycling. It may also mean a person who, by virtue of ownership, management or control, is responsible for causing or allowing to be caused the creation of hazardous waste.

"Hazardous Substance" means any substance or material that, by reason of its toxic, caustic, corrosive, abrasive, or otherwise injurious properties, may be detrimental or deleterious to the health of any person handling or otherwise coming into contact with such material or substance.

"Hazardous Waste" means discarded, useless or unwanted materials or residues and other wastes that are defined as hazardous waste pursuant to ORS Chapter 466.

"Home Composting" means composting operated and controlled by the owner or person in control of a single family dwelling unit and used to dispose of food waste and yard debris.

“Household Hazardous Waste” means any discarded, useless or unwanted chemical, material, substance or product that is or may be hazardous or toxic to the public or the environment and is commonly used in or around households and is generated by the household. “Household hazardous waste” may include but is not limited to some cleaners, solvents, pesticides and automotive and paint products.

“Illegal dump” means a site where solid waste has been disposed of in a manner that creates a public nuisance, health hazard, air or water pollution, or other environmental problem and is not permitted under OAR 340 Divisions 93 - 97.

"Incinerator" means any device used for the

reduction of combustible solid wastes by burning under conditions of controlled airflow and temperature.

“Industrial Waste” means any liquid, gaseous, radioactive or solid waste substance or a combination thereof resulting from any process of industry, manufacturing, trade or business, or from the development or recovery of any natural resources. Such waste may include, but is not limited to, waste resulting from the following processes: Electric power generation; fertilizer/agricultural chemicals; food and related products/by-products; inorganic chemicals; iron and steel manufacturing; leather and leather products; nonferrous metals manufacturing/foundries; organic chemicals; plastics and resins manufacturing; pulp and paper industry; rubber and miscellaneous plastic products; stone, glass, clay and concrete products; textile manufacturing; transportation equipment; water treatment; and timber products manufacturing.

"Industrial Solid Waste" means solid waste generated by manufacturing or industrial processes that is not a hazardous waste regulated under ORS chapters 465 and 466 or under Subtitle C of the federal Resource Conservation and Recovery Act. Such waste may include, but is not limited to, waste resulting from the following processes: electric power generation; fertilizer/agricultural chemicals; food and related products/by-products; inorganic chemicals; iron and steel manufacturing; leather and leather products; nonferrous metals manufacturing/foundries; organic chemicals; plastics and resins manufacturing; pulp and paper industry; rubber and miscellaneous plastic products; stone, glass, clay and concrete products; textile manufacturing; transportation equipment; water treatment; and timber products manufacturing. This term does not include construction/demolition waste; municipal solid waste from manufacturing or industrial facilities such as office or "lunch room" waste; or packaging material for products delivered to the generator.

"Industrial Waste Landfill" means a landfill that receives only a specific type or combination of industrial waste.

“Infectious Waste” means:
(a) “Biological waste,” which includes blood and blood products, excretions, exudates, secretions, suctionings and other body fluids that cannot be directly discarded into a municipal sewer system, and waste materials saturated with blood or body fluids, but does not include diapers soiled with urine or feces.
(b) “Cultures and stocks,” which includes etiologic agents and associated biologicals, including specimen cultures and dishes and devices used to transfer, inoculate and mix cultures, wastes from production of biologicals, and serums and discarded live and attenuated vaccines. “Cultures” does not include throat and urine cultures.
(c) “Pathological waste,” which includes biopsy materials and all human tissues, anatomical parts that emanate from surgery, obstetrical procedures, autopsy and laboratory procedures and animal carcasses exposed to pathogens in research and the bedding and other waste from such animals. “Pathological waste” does not include teeth or formaldehyde or other preservative agents.
(d) “Sharps,” which includes needles, IV tubing with needles attached, scalpel blades, lancets, glass tubes that could be broken during handling and syringes that have been removed from their original sterile containers.

“Junk” is undesirable broken, discarded or accumulated objects, including but not limited to appliances, building supplies, furniture, vehicles, or parts of vehicles, whether or not stored or for sale which create conditions which are unsightly, unhealthy and/or unsafe.

“Junk Vehicle” is any rusted, wrecked, damaged, dismantled or partially dismantled, inoperative, or abandoned motor vehicle in such a condition that it is economically infeasible to restore the vehicle to an operating condition.

“Landfill” means a facility for the disposal of solid waste involving the placement of solid waste on or beneath the land surface.

“License” means a contract and/or agreement entered into by the County Court to provide service pursuant to this Plan and implementing ordinances.

"Low-Risk Disposal Site" means a disposal site which, based upon its size, site location, and waste characteristics, the Department of Environmental Quality determines to be unlikely to adversely impact the waters of the State or public health.

"Material Recovery" means any process of obtaining from solid waste, by pre-segregation or otherwise, materials which still have useful physical or chemical properties and can be reused, recycled or composted for some purpose.

"Material Recovery Facility" means a solid waste management facility that separates materials for the purposes of recycling from an incoming mixed solid waste stream by using manual and/or mechanical methods, or a facility at which previously separated recyclables are collected.

"Medical Waste" means solid waste that is generated as a result of patient diagnosis, treatment, or immunization of human beings or animals.

"Monofill" means a landfill or landfill cell into which only one type of waste may be placed.

"Municipal Solid Waste Landfill" means a discrete area of land or an excavation that receives domestic solid waste, and that is not a land application unit, surface impoundment, injection well, or waste pile, as those terms are defined in 40 CFR, Part 257. It may also receive other types of wastes such as nonhazardous sludge, hazardous waste from conditionally exempt small quantity generators, construction and demolition waste and industrial solid waste.

"On-Route” or "On-Site Collection" means pick up of source separated recyclable material from the generator at the place of generation.

“Opportunity to Recycle” means at least that the city, county or metropolitan service district responsible for solid waste management:

(a)

(A) Provides a place for collecting source separated recyclable material located either at a disposal site or at another location more convenient to the population being served and, if a city has a population of 4,000 or more, collection at least once a month of source separated recyclable material from collection service customers within the city’s urban growth boundary or, where applicable, within the urban growth boundary established by a metropolitan service district; or

(B) Provides an alternative method which complies with rules of the Environmental Quality Commission; and

(b) Complies with the rates and program elements required under ORS 459A.010.

"Putrescible Waste" means solid waste containing organic material that can be rapidly decomposed by microorganisms, and 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 and flies.

“Recovery Rate” means the rate of recyclable material recovered from the amount of solid waste disposed within Morrow County. It is calculated by dividing the total amount of material recovered by the total amount of solid waste generated.

“Recycle” means the process of transforming solid waste materials into new products in such a manner that the original products may lose their identity.

“Recycled Material” means a material that would otherwise be destined for solid waste disposal, having completed its intended end use or product life cycle. Recycled material does not include materials and by-products generated from, and commonly reused within, an original manufacturing and fabrication process.

“Regional Disposal Site” means a disposal site that receives, or a proposed disposal site that is designed to receive more than 75,000 tons of solid waste a year from outside the immediate service area in which the disposal site is located. As used in this Plan and implementing ordinances, “immediate service area” means the county boundary.

“Reload Facility” means a facility or site that accepts and reloads containerized solid waste materials for transport in the same container to another location.

"Resource Recovery" means the process of obtaining useful material or energy from solid waste and includes energy recovery, material recovery and recycling.

“Reuse” means the return of a commodity into the economic stream for use in the same kind of application as before without change in its identity.

“Self Hauler” is one who transports personal household generated solid waste or garden or yard trimmings from their personal residence to a permitted disposal site.

"Solid Waste" means all useless or discarded putrescible and non-putrescible materials, including but not limited to garbage, rubbish, refuse, ashes, paper and cardboard, sewage sludge, septic tank and cesspool pumpings or other sludge, useless or discarded commercial, industrial, demolition and construction materials, discarded or abandoned vehicles or parts thereof, discarded home and industrial appliances, manure, vegetable or animal solid and semi-solid materials, dead animals and infectious waste. The term does not include:
(a) Hazardous waste as defined in ORS Chapter 466;
(b) Materials used for fertilizer, soil conditioning, humus restoration, or for other productive purposes or which are salvageable for these purposes and are used on land in agricultural operations and the growing or harvesting of crops and the raising of fowls or animals, provided the materials are used at or below agronomic application rates.

“Solid Waste Disposal” is the ultimate disposition of solid waste that cannot be salvaged or recycled.

“Solid Waste Management” is a planned program providing for the prevention or reduction of solid waste; management of the storage, collection, transportation, treatment, utilization, processing and final disposal of solid waste; recycling, reuse and material or energy recovery from solid waste; and facilities necessary or convenient to such activities.

“Storage” means the temporary containment of solid waste in a manner that does not constitute treatment or disposal of such waste.

“Toxic substance” or “toxics” means any combination of pollutants, including disease-carrying agents, that, after discharge and upon exposure, ingestion, inhalation, or assimilation into any organism, can cause death or disease, mutations, deformities, or malfunctions in such organisms or their offspring, and that adversely affect the environment. “Toxic substance” does not include a substance used as a pesticide or herbicide in routine commercial agricultural applications.

“Transfer Station” means a fixed or mobile facility other than a collection vehicle where solid waste is deposited temporarily after being removed from the site of generation but before being transported to a final disposal location.

“Transport” means the movement of solid waste that has been accepted for transportation by a common or contract carrier. The term “transport” includes any stoppage in transit that is temporary, incidental to the transportation movement, and at the ordinary operating convenience of a common or contract carrier, and any such stoppage is considered as a continuity of movement and not as storage.

"Treatment" or "Treatment Facility" means any method, technique, or process designed to change the physical, chemical, or biological character or composition of any solid waste. It includes but is not limited to soil remediation facilities.

"Vector" means any insect, rodent or other animal capable of transmitting, directly or indirectly, infectious diseases to humans or from one person or animal to another.

“Waste Prevention” means to reduce the amount of solid waste generated or resources used, without increasing toxicity, in the design, manufacture, purchase or use of products or packaging. “Waste prevention” does not include reuse, recycling or composting.

“Waste Reduction” means all waste management methods, such as source reduction, recycling and composting, which result in a reduction of waste going to landfill or other disposal facilities. Waste reduction may include either on-site or off-site treatment where such treatment can be shown to confer a higher degree of protection of the public health, safety and the environment than other technically and economically practicable waste reduction alternatives and proportionally changes the total volume, quantity or toxicity of a particular waste.

“Waste Tire” means a tire that is no longer suitable for its original intended purpose because of wear, damage or defect.

“Wasteshed” means an area of the state having a common solid waste disposal system or designated by the Environmental Quality Commission as an appropriate area of the state within which to develop a common recycling program. For the purposes of this Plan the wasteshed is Morrow County.

"Wood Waste" means chemically untreated wood pieces or particles generated from processes commonly used in the timber products industry. Such materials include but are not limited to sawdust, chips, shavings, stumps, bark, hog-fuel and log sort yard waste, but do not include wood pieces or particles containing or treated with chemical additives, glue resin or chemical preservatives.

"Wood Waste Landfill" means a landfill that receives primarily wood waste.

"Yard Waste or Yard Debris" means vegetative and woody material generated from residential property or from commercial landscaping activities. Yard waste or debris includes grass clippings, leaves, hedge trimmings and similar vegetative waste, but does not include stumps or similar bulky wood materials.

CHAPTER THREE - WASTE PREVENTION AND REUSE

Introduction:

Oregon Law establishes a hierarchy for the management of solid waste. The first objective of this hierarchy is to prevent the generation of the waste. If that is not possible, reuse is established as the next best option, followed by recycling, composting, and energy recovery. Safe disposal is the last option, if none of the others are feasible.

Prevention and reuse deal with solid waste before it enters the solid waste system. Therefore, there is no physical quantity to "manage", and the management methods discussed are less tangible than the traditional solid waste activities of collection, handling and disposal, or for similar activities associated with recycling. Taken together, prevention and reuse should be an integral part of contemporary solid waste management.

On a commercial level, and from a practical viewpoint, the generation of waste represents a waste of resources which points to an economic inefficiency and the performance of an activity at an unnecessarily high material cost. Although some waste will always be associated with the production of products and services, waste should be reduced as far as possible.

Individual choices, as the result of education and promotion efforts, can influence production of waste-reducing products and services on the household level. Individual efforts at waste prevention and reuse lessen the need for frequent trash pickup, and reduce the need for increased landfill space.

Regulatory Requirements:

Morrow County is required by the State of Oregon to recover/recycle 18 percent of its solid waste wasteshed starting in 2005. The new goal is 20 percent for 2009.

Oregon Administrative Rule 340-090-0045 allows Morrow County to receive a recovery rate credit for waste prevention and reuse. It is a three part credit the County can use to design a program to meet or exceed the County's recovery rate goals. The County could receive up to a 6 percent credit on its wasteshed recovery/recycling rate goal.

Wasteshed Programs for Two Percent Recovery Rate Credits:

A wasteshed (in this case - Morrow County) may implement one or more of the following programs. For each program implemented, the wasteshed receives a two percent credit on the wasteshed's recovery rate, pursuant to OAR 340-090-0060(3).

(1) Waste Prevention Program. This program shall include:

(a) A wasteshed-wide program to provide general educational materials to residents about waste prevention and examples of things residents can do to prevent generation of waste; and

(b) Two of the following:

(A) Reduce the wasteshed annual per capita waste generation by two percent each year;
(B) Conduct a waste prevention media promotion campaign targeted at residential generators;
(C) Expand the education program in primary and secondary schools to include waste prevention and reuse;
(D) Implement a household hazardous waste prevention education program;
(E) Local governments will conduct waste prevention assessments of their operations, or provide waste prevention assessments for businesses and institutions and document any waste prevention measures implemented;
(F) Conduct a material-specific waste prevention campaign for businesses

throughout the wasteshed; or

(G) Implement a Resource Efficiency Model City program.

(2) Reuse Program. This program shall include:

(a) A promotion and education campaign on the benefits and opportunities for reuse available to the public in the wasteshed; and

(b) Two of the following:

(A) Operate construction and demolition debris salvage programs with [recycling] depots;

(B) Promote reuse programs offered by local resale businesses, thrift stores and equipment vendors, such as computer and photocopier refurbishers, to the public and businesses;

(C) Identify and promote local businesses that will take back white goods (appliances) for refurbishing and resale to the public;

(D) Develop and promote use of waste exchange programs for the public and private sectors;

(E) Site accommodation for recovery of reusable material at transfer stations and landfills; or

(F) Establish sidewalk pickup or community fair programs in cities over 4,000 population in the wasteshed.

(3) Residential Composting Program. This program shall include:

(a) Promotion of the residential composting program through public information and demonstration site or sites; and

(b) Two of the following:

(A) A program to encourage leaving grass clippings generated by lawn mowing on-site rather than bagging the clippings for disposal or composting;

(B) A composting program for local schools;

(C) An increase in availability of compost bins for residents; or

(D) Another program increasing a household's ability to manage yard trimmings or food wastes.

Current Solid Waste Prevention Activities in Morrow County:

Waste prevention and reuse are a part of the solid waste management spectrum Morrow County could use to meet its wasteshed recovery goal. Suitable waste prevention and reuse programs in Morrow County would help meet state solid waste management goals, protect environmental and natural resources, and extend the life of disposal facilities.

Morrow County has no policy or directive to reduce the volume of waste in its own offices through reuse, repair or purchasing practices. There is no system in place to reduce wasteful practices. There is no policy requiring departments to buy reusable, recyclable or repairable products and supplies.

The County has produced an informational brochure which is a guide to recycling opportunities in Morrow County. The Public Works Department has provided recycling information for south-County residents through use of the local utility company's billing process. Otherwise, none of the cities or municipalities in Morrow County have a consistent history of taking responsibility for education and promotion regarding waste reduction and reuse. In addition, no city or municipality has a budget or plan to produce or distribute waste reduction information.

Morrow County does not have a policy, ordinance or directive supporting waste reduction. The City of Irrigon does require their solid waste franchisee to develop and implement an opportunity to recycle program that meets mandated state recycling requirements.

One solid waste collector lists locations of recycling drop boxes on account statements and offers curbside recycling of cardboard for commercial accounts.

There is no concerted effort, public or private, to inform Morrow County businesses of waste reduction benefits and methods. The Department of Environmental Quality develops educational materials on waste reduction, but local agencies must request and distribute them.

Waste reduction and reuse seldom, if ever, get coverage in regional media, including radio, television and newspapers. Advertisements for one local hauler in the local newspaper does list recycling information and locations.

Opportunities for Waste Prevention and Reuse for Morrow County:

Waste minimization by Morrow County Departments
The County could provide leadership in the area of waste prevention and reuse undertaking the following initiatives:

- Create policies to reduce the volume of waste in County offices through reuse, repair or purchasing practices;
- Use the budget and department management in purchasing and maintenance decisions that result in prolonging the useful life of equipment and prevents the waste of supplies; and
- Establish policies to require departments to buy reusable, recyclable or repairable products and supplies, including, paper products, oil and other products.

Rate Incentives
Charging customers on the basis of container size, number and setout frequency can encourage customers to adopt better conservation strategies, such as recycling and waste reduction. People may be willing to utilize reuse and waste prevention strategies if they pay less for their garbage service.

Private Waste Reduction/Reuse activities
Private sector businesses and nonprofit agencies in Morrow County provide a variety of waste reduction/reuse services, including:

- Garage sales and flea markets;
- Drop-boxes and drop-off of reuseables by church and charitable groups; and
- Scrap metal dealers.

There has been little publicity, encouragement or recognition offered to these entities for their significant contributions to waste reduction in the County.

General Public Education Program Options
Rural and urban waste reduction programs often rely most heavily on education and information programs. These education and information efforts also increase general awareness of other waste disposal and resource depletion issues. Waste reduction can, therefore, contribute to recycling and other solid waste management programs and help each agency, business, and household to improve the efficient and cost-effective operation of the system.

Education and media campaigns are key elements in promoting voluntary waste prevention. Without an awareness of the need and rationale for reducing waste, prevention efforts are unlikely to be successful. Both producers and consumers must be educated about the importance of waste reduction.

These programs can focus on opportunities for waste prevention associated with buying durable goods, buying commodities in bulk, choosing products that are not excessively packaged, and selecting less hazardous household products.

School Programs and Possible Expansions

Educating school age children about responsible solid waste management, including waste reduction, can be an effective education tool. Formal education activities may include:

- Studying the advantages, economic and environmental, from waste prevention;
- Field trips to local industries or agencies that practice waste prevention;
- School awards programs; and
- Working with students to help them design waste reduction plans for their own households.

Field trips to the local disposal site can help emphasize the benefits of, and need for, waste prevention. The schools can also implement waste prevention practices that the students can learn from such as implementing a "food choice" program in the school cafeterias.

State law requires a recycling and waste reduction component in the Oregon schools' curriculum. The Department of Environmental Quality has developed a curriculum which is available for use by Morrow County schools.

Focus on Business and Industry

Commercial and industrial waste contributes more than half of the volume in local waste streams in Oregon, according to Department of Environmental Quality studies. These businesses depend on cost containment to sustain their enterprises and build their profits. Recycling and waste reduction can strengthen their economic performance and contribute to meeting the County's state-mandated recovery goal.

The Port of Morrow has the authority and ability to encourage the industries on Port property to practice responsible solid waste management. To help convince the local industries the Port, in conjunction with the County, could develop and circulate waste reduction guidelines. The Port could also take internal action to reduce the amount of waste generated within the Port's jurisdiction.

Franchised collectors, Chambers of Commerce, water and/or electricity utilities could also combine efforts to offer education about waste prevention. "Demonstration projects" at specific businesses would illustrate to the wider business community the financial and environmental benefits of using resources more efficiently.

County and City Coordination

Many programs will yield best results if they are implemented in a coordinated manner by the County and cities. The County and the cities can accomplish more if they share information, policy and costs. Cooperative agreements could take the following forms:

- Public education;
- Policy;
- School programs;
- Public sector waste minimization;
- Rate incentives; and
- Commercial initiatives.

Unified action and knowledge among the cities could help accomplish County objectives. Cities could be asked to include in their own service level agreements any elements instituted by the County regarding collection company provision of promotion/education.

Reporting

Accurate reporting of activities dealing with waste prevention and reuse could significantly improve the ease of which the County can claim Recovery Rate Credits.

Potential County Waste Prevention Program:

1. Develop and distribute educational and promotional materials about waste-reducing products and purchasing behaviors, and about their environmental and economic benefits. County staff could provide resources and coordination to accomplish these objectives.

2. Initiate waste prevention activities

that combine County and non-County resources should be given top consideration.

3. Ensure that collection companies provide information four times yearly to all customers with increased focus on waste reduction.

4. Present informational materials at fairs and community events in conjunction with State and commercial interests.

5. Insure that waste prevention activities selected are suitable for a rural community.

6. Create and publicize a resolution by the County Court, endorsed by city councils, if possible, that urges all citizens and businesses to undertake efforts to reduce waste. Involve businesses about the benefits of waste reduction and offer fact sheets at public offices and print in local newspapers.

7. Help businesses reduce their waste by enlisting the leadership of the Port of Morrow to:
   a. Provide informational materials to the Port industries;
   b. Recognize business efforts and successes through some type of commendation;
   c. Inform Port businesses about how they can save by reducing collection frequency and volume. Require haulers to inform customers of potential savings; and
   d. Offer seminars to Port businesses with the help of regional experts and associations.

8. Create government policy and directives to minimize waste within County departments by:
   a. Providing information to all departments on how this can be done;
   b. Having all departments set goals and methods for reducing waste;
   c. Measuring and recognizing successes and acknowledging problems; and
   d. Reviewing procurement policies and practices, changing as needed.

9. Encourage and support school use of resource conservation curricula:
   a. Enlist cities, the Port of Morrow, civic groups and corporate businesses in making presentations, guiding field trips, and acquiring curriculum materials;
   b. Support school efforts with curricula and teacher training sessions by the Department of Environmental Quality.

10. Explore incentives with collectors for supporting volume and frequency based reductions in waste generation.

Recommendations:

1. Identify and secure funding for a Morrow County Solid Waste Program. The program would need to be on-going and cover part-time, dedicated staff.

2. Develop and implement a Morrow County Solid Waste Program which combines the waste prevention, reuse, recycling and composting programs described in this Chapter and in Chapter Four.

3. Utilize the State's Recovery Rate Credit Program as part of the Solid Waste Program. This should include education programs in schools and businesses, and at community events, such as the County Fair.

4. Target at least one community or

media event per year to promote waste prevention, reuse, recycling and composting, although not every media event needs to promote all of those activities.

5. Encourage business and industry to offer demonstration projects for waste reduction and reuse.

6. Encourage accurate and complete reporting of waste prevention, reuse, recycling and composting by the haulers, Finley Buttes Landfill, businesses, institutions and local government.

CHAPTER FOUR - RECYCLING AND RESIDENTIAL COMPOSTING

Introduction:

Recycling comes after reduction and reuse but before composting and landfilling in the Oregon solid waste management hierarchy. The rationale for this placement is that recycling uses more physical and financial resources than the priorities before it but saves more resources than the ones that follow it. Recycling programs divert waste materials so they can be reprocessed and used instead of utilizing virgin commodities as raw materials for manufacturing. Examples of commonly recycled materials include office paper, newspaper, mixed waste paper, corrugated cardboard, glass containers, tinned steel cans, aluminum and other metals, plastic bottles, and motor oil. Mills and factories make new paper, containers, rerefined oil and a variety of items from these recycled materials. They are used in everything from automobiles to videotape cassettes.

Effective recycling programs conserve natural resources, reduce energy used in manufacturing, prevent environmental damage due to extraction processes, extend the life of landfill space, and decrease long-term costs of solid waste disposal in general**.**

Recycling programs can also confer benefits on the community by creating jobs and generating tax revenues, providing a social common ground and personal and community pride, and by educating people about taking responsibility for their actions related to waste generation and management.

Residential composting has the potential to become an important component of a Countywide solid waste management and reduction program. Residential composting programs require a relatively small initial investment to help citizens learn about and begin composting at home. The benefits for residents are reduced solid waste volume and odor. Composting also reduces the need to purchase fertilizers and pesticides. Residential composting has further benefits such as improving soil health and fertility, providing a hands-on method of science education, increasing exercise and relaxation, and increasing a sense of personal responsibility and community pride. When households use their compost to improve the soil, they do more than just add nutrients to the soil. Compost worked into the soil increases aeration, helps control soil erosion, increases the soil water-holding capacity, reduces water demands of plants and trees, neutralizes soil toxins, and reduces mineral leaching from the soil. Plants growing in soil with added compost typically have a more extensive root structure and deeper root growth which makes them better able to withstand drought and freezing conditions.

Regulatory Requirements:

Oregon Revised Statutes (ORS) 459 and 459A set a percentage recovery (recycling) goal specific to each county (or other designated wasteshed) and requires all counties to ensure provision of services to achieve that level of diversion from the solid waste stream. Morrow County is required to meet an 18 percent recovery rate by 2005 and a 20 percent rate starting in 2009.

<u>Opportunity to Recycle</u>:
OAR 340-090-4000 states that cities with more than 4,000 residents must choose among a list of recycling options, including curbside recycling. Boardman is approaching this population threshold and will be required to implement recycling programs according to OAR 340-090-0040 along with Morrow County for the Urban Growth Boundary when its population reaches 4,000 residents.

OAR 340-090-0030(3), General Requirements, states that a county responsible for solid waste management shall carry out a public education and promotion program that meets the following requirements:

1. An initial written or more effective notice or combination of both that is reasonably designed to reach each residential and commercial generator of recyclable materials, and that clearly explains why people should recycle, the recycling opportunities available to the recipient, the materials that can be recycled and the proper preparation of those materials for recycling.

2. Existing residential and commercial collection service customers shall be provided information, at least semi-annually, through a written or more effective notice or combination of both, listing the materials collected, the schedule for collection, the proper method of preparing materials for collection and an explanation of the reasons why source separation of materials for recycling is necessary.

3. Written information is to be distributed to disposal site users at all disposal sites with attendants, or alternatively, at more convenient locations. The written information shall include the following:
   a. Reasons why people should recycle;
   b. List of materials that can be recycled; and
   c. Instruction for the proper preparation of recyclable materials.

4. At sites without attendants, a sign indicating availability of recycling at the site or at the more convenient location shall be prominently displayed that indicates materials accepted and hours of operation.

5. Identify and establish a procedure for citizen involvement for the development and implementation of an education and promotion program.

6. Notification and education materials provided to local media and other groups that maintain regular contact with commercial and residential generators and the public in general, including local newspapers, trade publication, local television and radio stations, community groups, and neighborhood associations.

7. A person identified as the education and promotion representative for the appropriate jurisdiction to be the official contact to work with the other affected persons in matters relating to education and promotion for recycling.

OAR 340-090-0045(3)(a): Promotion of a residential composting program through pubic information and demonstration site or sites. This requirement for a composting 2% Recovery Rate Credit, includes:

- Promotion of the residential composting program through public information and a demonstration site or sites; and
- Two of the following:
- (1) A program to encourage leaving grass clippings generated by lawn mowing on-site rather than bagging the clippings for disposal or composting;
- (2) A composting program for local schools;
- (3) An increase in availability of compost bins for residents; or
- (4) Another program increasing a household's ability to manage yard trimmings or food wastes.

Oregon Revised Statute 459A.750: By January 1, 1995, the Department of Education, in cooperation with the Department of Environmental Quality, shall integrate a recycling and waste reduction component into a required curriculum for all Oregon students in grades kindergarten through 12.

Current Recycling and Composting in Morrow County:

Morrow County has mainly a rural population. Major commercial recycling collectors are too distant for effective use by citizens and businesses, therefore, recycling services are limited. Most of the current recycling efforts in the County are focused on providing recycling containers in various locations in the cities, the transfer station in Lexington and near Boardman, and at Finley Buttes Landfill. There have been no regular efforts on the part of the cities or the County to promote recycling.

Each city has a set of recycling containers provided by the local solid waste collector. The materials accepted for recycling are generally: flattened cardboard boxes, newspaper, glass, tin and aluminum. Recycling containers are also available at the County transfer stations near Lexington, Boardman and at Finley Buttes Landfill.

The County has no personnel dedicated to develop, implement and administer a recycling and residential composting program other than the people who run the transfer station and as occasional extra duties for the Public Works staff. The County does, however, have an informational brochure called "Recycle Today" which is available to citizens and businesses at County and city offices.

One local solid waste collector provides curbside cardboard recycling for its commercial customers. They also provide recycling information on their billing statements and in their newspaper advertisements.

Local media coverage of recycling news, efforts and methods are not printed or broadcast on a regular basis.

There is no coordinated or consistent promotional effort or policy in the County. No regular outreach is targeted to residents or businesses to persuade them to use what services are provided. Collection companies inform customers about services available and how to prepare materials, but no one asks the public to participate or tells them why it is important to do so.

Opportunities for Recycling and Composting for Morrow County:

General Public Education Program Options

Education and media campaigns could be developed to promote voluntary recycling and composting activities. Without an awareness of the need and rationale for reducing waste, prevention efforts are unlikely to be successful. Both producers and consumers need to be educated about the importance of recycling programs. Information could be provided by mailings at County events such as fairs or at other scheduled community events.

Schools and Other Public Facilities

Educating school age children about responsible solid waste management including recycling and residential composting, could be an effective education tool. Formal education activities could include studying the advantages, economic and environmental, of recycling materials such as paper, cardboard, glass containers, tinned steel cans, aluminum and other metals, plastic bottles, and motor oil. In addition, field trips to local industries or agencies that practice recycling or composting; school awards programs; and, working with students to help them design recycling or composting plans for their own households could be carried out as well. Field trips to landfills and disposal sites could help emphasize the benefits of and need for, recycling and residential composting.

Youth involvement on recycling provided through school curricula has the potential to start lifelong recycling and composting habits and could often involve and educate their parents as well.

The County does not supply information or promote the creation of brush and wood waste collection sites. A program in Morrow County could provide a brush and wood waste collection center, open or available, for use during normal working hours at or near every solid waste collection facility. This would count toward Morrow County's recycling recovery goal. A centralized yard debris and brush and wood waste composting facility could be operated

privately or by local government.

Private Recycling and Composting activities
Private sector businesses and nonprofit agencies in Morrow County currently provide a variety of informal recycling services, including scrap metal and cardboard recycling, and community and group recycling efforts to recycle newspapers and clothing, etc. There has been little publicity, encouragement or recognition offered to these entities for their significant contributions to waste recycling in the County.

Private recycling activities in the County are not licensed or permitted. The County would probably benefit from this licensing. A permitting process for recyclers, which would incorporate at least some of the core elements of the Organization for Economic Co-operation and Development (OECD) program for recyclers would help assure that commercial recyclers have land use approval, have recycling knowledge and ability, and financial assurances to cover severe mismanagement of materials and facility closure.

The potential for private composting activities in Morrow County exists. The County has the opportunity to have a dialogue with private composters in the County to help promote residential composting and composting education.

The Port of Morrow
The Port has the authority and ability to encourage industries on Port property to initiate or increase recycling efforts. The Port, in conjunction with the County, could develop and circulate recycling guidelines and educational materials to these industries. The Port could also take internal action to promote recycling within the Port's jurisdiction.

Collectors
It is the responsibility of the solid waste collectors in the County to work with and inform all customers, including commercial accounts, of available waste recycling services. The franchised collectors could, along with the County, develop and implement a robust Opportunity to Recycle program.

Reporting
Accurate, timely reporting by all recycling haulers, institution, and commercial businesses and local governments could greatly improve the likelihood of a successful County recycling and residential composting program. Recycling reporting is accomplished by several separate entities. Beverage container recycling is reported by the beverage companies and they must accurately report from which county they recovered the containers. Private recyclers, who recover scrap metal and other materials, report their recycling tonnages to the Department of Environmental Quality. Glass, cardboard, newspapers and other materials recovered by the franchised collectors is reported to the County each year in the recycling collectors' surveys.

Recommendations:

1. Add Recycling and Residential Composting to the Waste Prevention and Reuse Program discussed in Chapter 3.

2. Establish policies and programs for recycling and residential composting that support the County's efforts to meeting the recycling goals.

3. Target of at least one community or media event per year to promote recycling and residential composting.

4. Promote appropriate management of recycling businesses by requiring a permit for commercial, institutional and industrial recycling and composting activities in the County.

5. Require franchised solid waste collectors to regularly inform all of their customers of recycling and reuse services offered in the County in order to help meet recycling goals.

CHAPTER FIVE - SOLID WASTE TRANSPORTATION SYSTEMS AND TRANSFER STATIONS

Introduction:

This chapter addresses the current solid waste collection, transfer and transportation systems that serve the unincorporated areas of Morrow County and recommends policies and activities for these systems that are consistent with the Plan as a whole.

Regulatory Requirements:

Oregon Administrative Rule 340, Divisions 93 - 97, comprise the State regulations that are based on Oregon Revised Statutes (ORS), Chapter 459, Solid Waste Control, and pertain to all aspects of solid waste management. The OARs establish the Department of Environmental Quality permitting process for solid waste handling facilities and regulations for the construction and operation of transfer stations, landfills and composting facilities.

Oregon Revised Statute 459.017(b) states that local government units have the primary responsibility to plan for solid waste management. These responsibilities include assuring adequate services are available for the collection, transfer, and disposal of solid wastes for their respective jurisdictions; assuring there are accessible disposal options; assuring cost efficient solid waste and recyclables collection; and establishing disposal and transfer rates in cases where the local government operates the collection or transfer facility.

The Morrow County Solid Waste Management Ordinance was established in 1987 in order to: protect the health, safety, and welfare of the people in Morrow County; provide a coordinated program of collection and disposal of waste and solid waste; provide a licensing/franchise system; and provide a recycling program. The Ordinance allows the County to regulate the collection, transportation, and disposal of solid waste and the creation and operation of disposal sites. Under this Ordinance, persons who pick up, store, collect, transport or dispose of any waste or solid waste for compensation must be licensed or permitted by the County.

State law allows counties and cities the opportunity to bid out solid waste collection services. The purpose of bidding these services is to encourage competition in order to receive the best services for the County. In order to select a vendor a standard bid package is prepared and contains much of the same information needed for the standard franchise agreement. As a minimum requirement, a company bidding to provide collection services needs to be experienced in the collection business. They also need to have adequate financial resources in order to provide the equipment and manpower to deliver the services.

The process of bidding for solid waste collection services in Morrow County is intended to serve as a legitimate and legal means of protecting public health and environment. To ensure compliance with State and Federal laws, the bidding process for solid waste collection services must treat in-state and out-of-state businesses equally. When the County has an up-to-date and ongoing collection franchise with a particular collector, and no prospective competing bidders, the County may renew the franchise without going through the bidding process. The County has the authority to make modifications to the franchise if deemed in the interest of the County's solid waste goals.

When the County Court is in the process of awarding a franchise agreement to a solid waste collector, the Court may consider the following types of franchises in order to provide for the best type of franchise in a given situation: Non Exclusive, Joint, Exclusive, or Temporary.

Collection:

This section describes the solid waste collection practices and services provided to citizens of Morrow County. It presents the

existing conditions and services, franchise requirements and other issues concerning solid waste collectors.

Existing Conditions in Morrow County
Morrow County currently has two solid waste collection zones: Zone 1 in the north part of the county and Zone 2 in the south (see attached Zone Map). The County provides franchise rights for solid waste collection in the two Zones for a five to ten year period. The franchises are administered by the County Court. Solid waste collection services are regulated by Morrow County for the unincorporated portions of the County. In the incorporated areas, each city is responsible to franchise and regulate the companies that provide solid waste collection services. The services provided for in the franchise contracts include collection of solid waste from residences and businesses as well as collection of source-separated recyclables. The franchise agreement between the collectors and the County contains, at a minimum, the following elements:

1. Description of service area;
2. Contractors services;
3. Level of services; and
4. Term and fees.

In addition to these specific elements, the franchise agreements contain standard conditions for insurance, transfer rights and restrictions, and performance requirements.

The application fee for a solid waste collection franchise in the County is presently fixed by Ordinance at $250. Since the County has the responsibility to meet waste reduction, prevention, reuse, and recycling goals mandated by the State, the franchise agreements may require the collectors to assist the County in meeting recycling requirements or the payment of a fee to help offset the cost of administering and managing waste prevention and reuse, recycling, and residential composting programs.

In addition to the solid waste collection franchise application fee identified above, the County has been collecting a fee from franchised collection services amounting to two percent of gross cash receipts. This two percent fee is based on the requirements in the Morrow County Solid Waste Collection and Disposal Ordinance of April 1976. The language requiring the two percent fee was not included in the subsequent Solid Waste Management Ordinance which replaced the 1976 Ordinance in 1987.

Under the 1987 Ordinance, the County has the authority to collect annual license/franchise fees for transportation, collection and/or disposal franchises. The fee schedule is supposed to be agreed upon within the franchise agreement, but no language has been included in the collection franchises or contracts. Nevertheless, the franchised collection services have continued to pay the two percent fee.

Collection Zones, Existing Conditions
Zone 1, North County:
Sanitary Disposal, Inc. the collection franchise in Zone 1 (north). Sanitary Disposal, Inc. also has the exclusive franchise to haul solid waste within the Cities of Irrigon, Ione and Boardman. Zone 1 extends all the way across the northern portion of Morrow County and almost as far as Lexington to the south. Lexington does not have a contract for a specific waste collector and therefore, utilizes some services provided by Sanitary Disposal, Inc.

Zone 2, South County:
Heppner Garbage Disposal Service currently holds the collection franchise in serve Zone 2 (south). Heppner Garbage Disposal Service serves the City of Heppner and provides some un-contracted services in Lexington.

It is not the intent of this Plan to memorialize the number and boundaries of the collection zones. As the needs for rural collection and the solutions to those needs are developed or changed, the County Court may choose to alter the existing collection zones to better meet the needs of the rural population.

Collection Needs
Because of the rural nature and low population density of many parts of Morrow

County, rural solid waste collection services may be unregular or unreliable. Many rural residents haul their own solid waste to either the south County transfer station near Lexington or the transfer station at Finley Buttes Landfill. Given the high level of self-hauling and noticeable illegal roadside dumping, the potential exists for health and environmental hazards resulting from illegal waste disposal.

Collection Recommendations:

1. The County should encourage citizen and business use of collection services and provide for collection when and where possible.

2. Develop and implement education efforts focused on the collection of solid waste from citizens and businesses.

3. Enforce solid waste regulations concerning illegal dumping to encourage the collection and proper disposal of solid waste in the County.

4. Continue to provide for the County's solid waste collection by use of the franchise system.

5. Continue to look for practical ways to collect solid waste in the less densely populated areas of the County in order to lessen illegal dumping and encourage proper disposal methods.

6. Amend collection franchise agreements to include solid waste fee language which describes and codifies the ongoing fee contributions by the collection services.

Transportation:

The movement of solid waste in Morrow County takes place on a variety of scales, from small to very large. Many residents in the isolated portions of the county self-haul their solid waste and recyclables on County and State roads to the nearest transfer station on a daily or weekly basis.

Solid waste is alsomoved in the County on larger transportation corridors, including the Columbia River, State Highway 84 and the Union Pacific Railroad. Via these corridors, Morrow County receives significant tonnages of solid waste bound for disposal at the Finley Buttes regional solid waste landfill.

This section describes the solid waste transportation practices and services currently in Morrow County and presents the existing and anticipated transportation issues concerning this solid waste transportation.

Long Hauling

Long-hauling refers to the direct haul of waste from regional sources, sometimes hundreds of miles away, by transportation vehicles to a local or regional disposal site. Solid waste generated outside of the County is transported in the County on truck trailers, trains or barges, depending on the economics of these methods.

Transportation of long-hauled solid waste into Morrow County, however, may need to be assigned specific corridors unless the County grants an exception in the spirit of necessity and/or flexibility. Trucks hauling solid waste arriving in Morrow County will utilize the interstate highway system. Solid waste destined for disposal at Finley Buttes Landfill arriving via Interstate 84 will utilize Bombing Range Road via exit number 168 to the landfill site. Solid waste arriving via the Port of Morrow will use the routes defined within the Port's transportation system as appropriate for solid waste movement. At the junctures leaving the Port, solid waste transportation must access Bombing Range Road or Interstate 84 for ultimate disposal at Finley Buttes Landfill or further regional disposal sites. Solid waste being transported via long-haul to the composting facility must utilize Threemile Canyon (exit 151), which connects to a private road. Except on State or Federal highways, long-haul solid waste must not be transported through incorporated cities if it can be avoided.

Rail Transportation
The Port of Morrow is developing a rail spur on the Port property near Boardman. It is anticipated that solid waste may eventually arrive in the County via rail for disposal in one of the regional landfillsat Finley Buttes Landfill.

Road Maintenance
Finley Buttes Landfill pays the County a Special Use Fee, based on tippage, specifically for the maintenance and construction of that portion of Bombing Range Road used by vehicles transporting solid waste to and from Finley Buttes Landfill.

Local Collection and Self Hauling
There is no specific solid waste transportation route for the local franchised solid waste collectors as the nature of their business requires them to drive on all Morrow County roads to service their clients. It is the responsibility of the franchised collector to use proper and suitable equipment for the hauling, removing and transporting of solid waste. Presently, according to the Morrow County Transportation System Plan, the County utilizes all highways, arterials and collectors as truck routes for the transportation of locally collected solid waste.

Many local citizens haul their solid waste to Finley Buttes Landfill or the Morrow County transfer stations. These private, local haulers are currently subject to the Morrow County "Penalty for Transporting Uncontained Solid Waste" Ordinance. This Ordinance states that the attendants at the solid waste transfer station near Lexington on Highway 74, shall impose, in addition to any regular fee assessed for the deposit of solid waste at said transfer station, a penalty upon each load or deposit which is brought to the transfer station and which is not covered or is not contained so as to prevent leakage, spillage or loss during transport. The language of this Ordinance does not indicate that the attendants of all the transfer stations in the County impose a fee for uncontained solid waste transport. At the time the Ordinance was written there was only the transfer station at Lexington in south County and the Finley Buttes Landfill transfer station.

Transportation Recommendations:

1. Trucks long-hauling solid waste should not be travelingtravel through incorporated cities, except on State and Federal highways, if it can be avoided.

2. Trucks long-hauling solid waste should utilize the interstate highway system. Solid waste destined for disposal at Finley Buttes Landfill, arriving via Interstate 84, should utilize Bombing Range Road via exit number 168 to the landfill site.

3. Solid waste arriving via the Port of Morrow should use the routes defined within the Port of Morrow transportation system as appropriate for solid waste movement. At the junctures leaving the Port, solid waste transportation should access Bombing Range Road or Interstate 84 for ultimate disposal at Finley Buttes Landfill.

4. Solid waste transported via long-haul to the Threemile Canyon Farms composting facility should utilize Threemile Canyon Road (exit 151), a private road.

5. Monitor Finley Buttes Landfill compliance with transportation agreements contained in the conditions of their Conditional Use Permit.

6. Support the continued development of the Port of Morrow's rail facility.

7. Amend the Morrow County Penalty for Transporting Uncontained Solid Waste Ordinance to include the authorization for each transfer station in Morrow County to collect a penalty for the transportation of uncontained solid waste. Additionally, incorporate this Ordinance into the implementing

Ordinance for this Solid Waste Management Plan.

Transfer Stations:
Transfer stations are typically used to enhance efficient operation of a comprehensive solid waste management system. In Morrow County's rural areas where residents may have to travel long distances to reach permitted disposal sites, a transfer station can make disposal and recycling more convenient and also help reduce the incidence of illegal dumping.

As part of the 1988 Morrow County Solid Waste Management Plan, the County committed to the goal of maximizing waste reduction and recycling. As part of this commitment, the County planned to establish two transfer stations with recycling centers in the County's two largest communities. These transfer stations, it was believed, would allow residents of those areas to have easier access to solid waste disposal and recycling facilities.

Morrow County now has three operating transfer stations: the south County transfer station, the north County transfer station near Boardman and the transfer station located at Finley Buttes Landfill. Solid waste and recyclable material are collected at each of these transfer stations and then hauled by truck to Finley Buttes Landfill for disposal or to consolidation facilities or end markets for recycling.

South County Transfer Station
The south Morrow County transfer station is located on a four acre tract of land adjacent to State Highway 74, approximately one and one-half miles south of Lexington. The transfer station is designed to receive approximately 20 cubic yards per week of general municipal solid wastes from the surrounding area. Physically, the disposal part of the transfer station consists of a set of two 40 cubic-yard collection containers placed against a concrete retaining wall. The unloading area is paved. Self haulers back their vehicles up to the edge of this retaining wall and dump their wastes into these collection containers.

This transfer station is permitted by the Department of Environmental Quality to accept municipal solid waste except for nondigested sewage sludges, septic tank pumpings and free liquids exceeding 25 gallons per delivered load. The transfer station is also prohibited from accepting hazardous waste, lead-acid batteries (except for recycling), asbestos, large dead animals, whole automobile bodies, infectious wastes, explosives and soils contaminated by hazardous materials. Exceptions to these prohibitions must be approved by the Department of Environmental Quality.

This transfer station also provides the south county citizens and businesses the opportunity to recycle aluminum, glass bottles, newspaper, scrap metal, tin cans and tires. There is an employee on site during operating hours to provide assistance in unloading vehicles, to ensure loads are disposed of properly and to monitor wind-blown debris. The gates at the access roads are locked whenever the station is not open. Special, on-request disposal is handled at the County's discretion. The Public Works Department is responsible for the running and administration and operation of the transfer station which is open for weekend use only.

North County Transfer Station
The north County transfer station is located at the intersection of Bombing Range Road, State Highway 730, and Interstate 84 at the ODOT gravel pit. It was established to improve the convenience of disposal for Boardman and Irrigon area residents who do not wish to drive to Finley Buttes Landfill to dispose of their solid waste and to drop off their recyclable materials. It has the same operational configuration as the south-County transfer station and Morrow County Public Works Department is responsible for its administration and operation as well.

Finley Buttes Landfill Transfer Station
Finley Buttes Landfill operates a transfer station at their site. The transfer station accepts solid waste and recyclable material including aluminum, automobile batteries, cardboard, glass bottles, newspaper, scrap

metal, tin cans, and used motor oil from Morrow County residents. The transfer station also accepts appliances and tires which are then transported to another site where the appliances are consolidated for recycling and the waste tires are shredded prior to being disposed/buried in the Landfill. The Finley Buttes transfer station is open for business during normal business hours at the Landfill.

Land Use and Transfer Stations
As a type of solid waste disposal facility, a transfer station may be sited in Morrow County as a "solid waste disposal site" in six zoning designations: Exclusive Farm Use, Forest Use, Rural Residential, Farm Residential, Small Farm - 40, and General Industrial. The term "solid waste disposal site" is open to interpretation regarding what types of solid waste facilities are allowed on what types of zoned land. As an issue of County-wide concern, the Planning Commission has the jurisdiction for permitting of such a facility as a "Conditional Use." Transfer stations could have, however, the potential to negatively impact surrounding properties, especially in residential neighborhoods. Thus, the County reviews whether the allowable Conditional Use of a solid waste disposal site such as a transfer station is compatible within each of the land use zones in which they are currently allowed.

Future Rural Collection Solution Needs
As the County continues to grow there may be a need that justifies additional transfer stations. With one municipal landfill in the County the need for transfer stations will continue as a way to accommodate in-County solid waste collection in the more isolated areas. As the more populated areas grow, such as the Boardman area, the County may see the need for more or larger solid waste collection facilities. The County needs to remain adaptable and innovative in the effort to improve rural collection, minimize illegal dumping, maintain hauling and collection efficiency, and to meet the County's responsibilities provided by State statute which include assuring adequate services are available for the collection, transfer, and disposal of solid wastes.

Transfer Station Recommendations:

1. Transfer facilities are a necessary part of all solid waste systems where distance is a factor. The Solid Waste Advisory Committee/County Court should monitor growth of geographic areas in the County to allow time for siting, permitting, and construction of new collection systems as warranted.

2. The existing transfer stations need to provide convenient hours of operation to lessen the potential for illegal roadside dumping.

3. Provide improved disposal and recycling opportunities at the transfer stations for Morrow County citizens, particularly concerning collection or recycling, disposal of household hazardous waste (HHW), conditionally exempt small quantity generator hazardous waste and agricultural pesticide wastes.

4. Apply for and secure a HHW Planning Grant from the Department of Environmental Quality in order to determine the preferable methods for providing the opportunities in Recommendation 3 above.

5. Clarify the Zoning Ordinance language concerning the siting of solid waste disposal sites, such as transfer stations, allowed as a Conditional Use in the following Zones: Exclusive Farm Use, Forest Use, Rural Residential, Farm Residential, Small Farm - 40 and General Industrial.

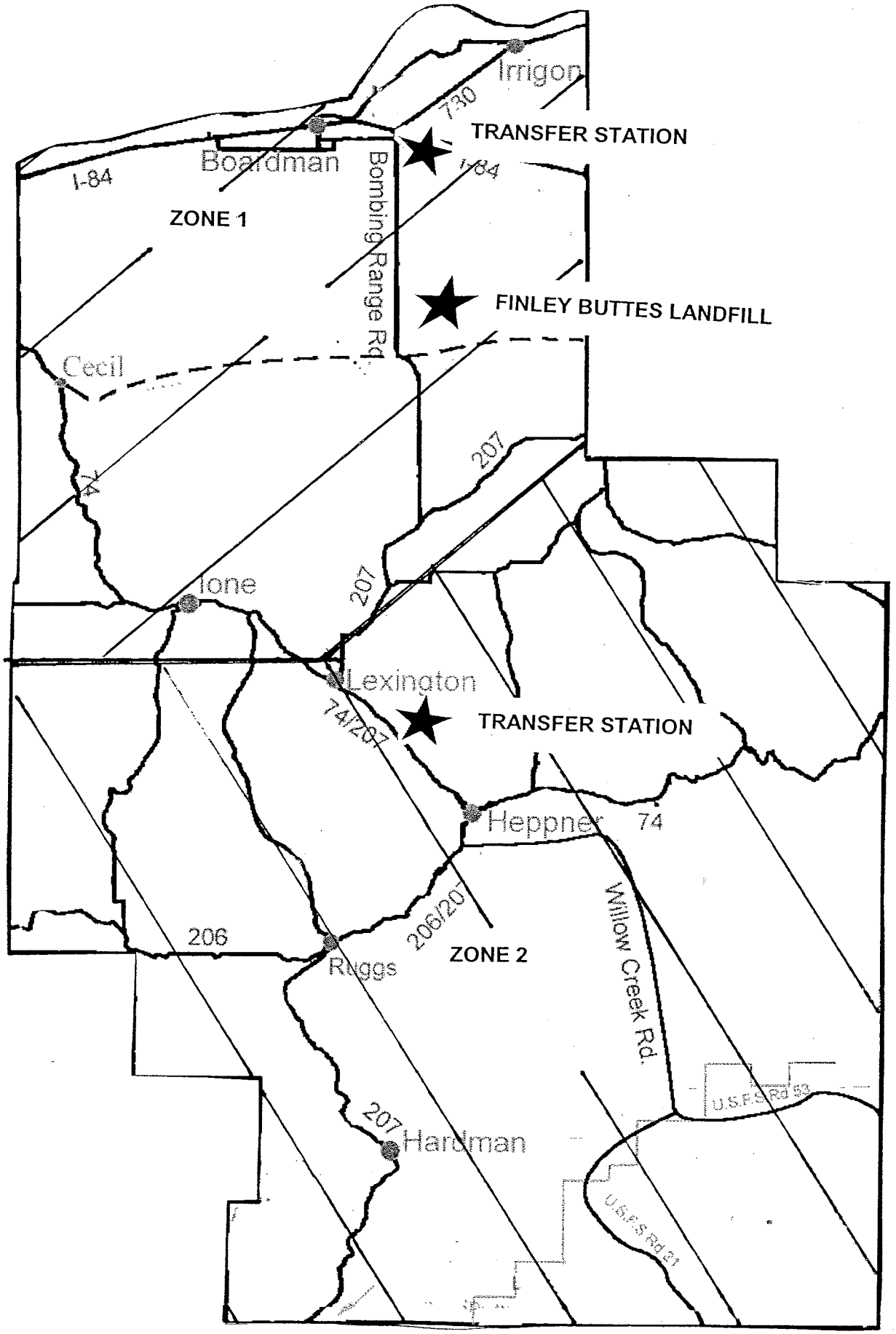
6. County SWAC and Court continue to offer transfer station or similar solutions to address solid waste collection needs in the isolated portions of the County.

Port of Morrow Re-load Facility:
The Port of Morrow's barging facilities have

long been used to receive municipal solid waste destined for disposal at Finley Buttes Landfill. In the future, there may be a need for a change in the intensity or type of use at these facilities as a result of changing disposal practices and expanded solid waste disposal markets. The County recognizes the potential for transfer station permitting requirements for this currently unpermitted facility. The Department of Environmental Quality may eventually require a Solid Waste Transfer Station Permit for this reload facility.

Recommendation for the Re-load Facility:

1. The Port of Morrow re-load facility is not a Department of Environmental Quality permitted transfer station. The County and the Port of Morrow should work toward permitting the facility as a transfer station if and when changes in the facility's use warrant it.


Irrigon
730
TRANSFER STATION
Boardman
I-84
I-84
ZONE 1
Bombing Range Rd.
FINLEY BUTTES LANDFILL
Cecil
207
207
Ione
207
Lexington
74/207
TRANSFER STATION
Heppner
74
206/207
206
Riggs
ZONE 2
Willow Creek Rd.
U.S.F.S. Rd 53
207
Hardman
U.S.F.S. Rd 21

CHAPTER SIX - DISPOSAL METHODS

Introduction:

This chapter reviews solid waste disposal methods available to Morrow County residents, businesses, institutions and local governments. The State refers to this last option in the solid waste hierarchy as residual disposal taking place after reduction and recovery efforts have been completed. This chapter will review municipal landfill disposal, clean fill disposal, commercial composting, other disposal methods, and land application of biosolids and industrial process water as the residual disposal methods currently used and available in Morrow County.

Municipal Landfill Disposal:

This section will focus on the ultimate handling and disposal of municipal solid wastes remaining after reduction, recycling and processing of solid waste in the region has been completed. Presently, Finley Buttes Landfill is the only permitted solid waste landfill in Morrow County. For the duration of this Management Plan, Finley Buttes Landfill will continue to be the exclusive Regional Disposal site to serve the municipal solid waste disposal needs of the County.

Other disposal options, including exportation of waste, incineration, new site development, etc., may be explored by the County Court in the case of either new technology development or the failure of the current system to adequately and efficiently manage solid waste disposal in the County. Absent such an occurrence, Morrow County intends to continue utilizing the current permitted landfill facility.

Regulatory Requirements

The disposal of solid waste in Oregon must be conducted in accordance with ORS Chapter 459 and OAR Chapter 340, Divisions 93 through 97. The state rules were re-written in 1993 to conform with new federal standards for solid waste facilities, contained in 40 CFR, Part 258. These rules were developed to ensure a minimum level of environmental protection for solid waste landfills across the country.

Permits for solid waste disposal sites or facilities must also conform with the Morrow County Solid Waste Management Plan and implementing Ordinances including the Morrow County Solid Waste Management Ordinance. Permits are issued by the Morrow County Court which must interpret the Plan and determine whether or not a proposal is in conformance.

Landfill Existing Conditions

In July 1987, the County granted a Conditional Use Permit to Tidewater Barge Lines for development of Finley Buttes Landfill, a large regional municipal solid waste landfill. Finley Buttes Landfill is currently owned by Waste Connections, Inc. of Vancouver, Washington. The location of the Landfill is approximately 10 miles south of exit 168 on Interstate 84 and approximately one mile east of Bombing Range Road. The Landfill comprises 510 acres on an approximate 1800 acre tract. The Landfill site was chosen because both the geology of the area and semi-arid climate of Morrow County provide an ideal operational setting for such a large landfill.

The landfill is designed to last at least 100 years, encapsulating the waste, layer by layer. Each day at the landfill, disposed solid waste is covered with soil or other Department of Environmental Quality approved cover material. When each cell area at the Landfill is full, it is covered with compacted clay and topsoil. At the end of the useful life of the Landfill, the site will be closed, capped, and revegetated. The current plan is to return the closed Landfill to agricultural use consistent with the historic and current agricultural practices of the area. Post-closure care of the closed Landfill will include erosion control, weed control, regrading and drainage system maintenance, operation of any leachate and gas collection systems which have been installed and continuation of all monitoring systems.

The Solid Waste Disposal Site Permit issued to Finley Buttes by the Department of Environmental Quality authorizes the facility to accept solid wastes as defined in ORS 459.005, except non-digested sewage sludges and septic tank pumpings, and free liquids other than those incidental free liquids associated with solid waste collection and transportation.

The Permit also authorizes the Landfill to accept waste tires which must be processed into tire chips before disposal. Salvaging and recycling are authorized at the Landfill site, as well as the acceptance of special wastes that have been approved as part of a Special Waste Management Plan by the Department of Environmental Quality.

A transfer station for receiving recyclable materials is also permitted and in operation at the entrance area to the Landfill. The Finley Buttes Landfill is expected to meet the municipal solid waste disposal needs of the County for the next 50 to 100 years.

As well as deliveries from local residents and collection services, the Landfill receives waste delivered by barges arriving at the Port of Morrow reload facility and from long-haul truck traffic arriving from regional sources coming up Bombing Range Road via the Interstate highway system. The Landfill employs 12 to 15 local residents and pays license and tippage fees to the County. Waste Connections, Inc. also contributes to a closure fund to support the eventual closure of the Landfill and a road fund to maintain the portion of Bombing Range Road from Interstate 84 to the Landfill.

The Future of Finley Buttes Landfill
As landfill technology evolves Waste Connections, Inc. can be expected to take advantage of profitable and up-to-date ventures using the Landfill as a resource. Possibilities include the harvest and sale of methane gas for power generation.

Landfill Disposal Recommendations

1. Continue to dispose of in-County solid waste at Finley Buttes Landfill.
2. Maintain the Solid Waste Advisory Committee (SWAC) to oversee the Landfill's activities and to monitor compliance with their Conditional Use Permit and agreements.
3. Encourage the Landfill to continue to import regional solid waste as well as continuing to be an active participant in solving County solid waste management issues.
4. Solid Waste Advisory Committee (SWAC) monitor the Landfill's activities associated with the operation of the Landfill in order to minimize the risks and maximize the benefits to the citizens of Morrow County.
5. Discourage permitting of other County landfills but remain supportive in providing solutions to inefficiencies, technological changes and system inadequacies in the County's solid waste management system.

Clean Fill:

We have all seen signs posted at construction sites advertising the need for "clean fill." We probably also gave it little thought. Clean fill material consists only of inert materials that do not have the potential to contaminate the land or waters of the State.

Regulatory Requirements
OAR 340-093 -0050(3)(c) exempts "clean fill" from regulation as a solid waste in a land disposal site used exclusively for the disposal of "clean fill," unless the materials have been contaminated such that the Department of Environmental Quality determines that their nature, amount or location may create an adverse impact on groundwater, surface water or public health or safety.
The following "clean fill" materials may be landfilled without a permit from the Department of Environmental Quality:

- Clean Soil, but not soil contaminated by any hazardous constituent. Limited quantities of soil, which have been cleaned to level I cleanup standards and specifically approved by the Department of Environmental Quality may be accepted;
- Concrete, including that which contains reinforcing bar or rod;
- Rock and Brick; and
- Weathered and consolidated asphalt paving which does not show evidence of fresh oil and which is not so broken as to expose numerous unweathered surfaces.

Asphalt and other constraints:
While solid waste rules exempt some asphalt paving from a requirement to be disposed of in a permitted solid waste facility, that exemption does not apply to asphalt which has not been applied as paving and does not exempt asphalt paving which may pose a threat to the waters of the State or public health. Any asphalt which shows evidence of fresh oil or is not clearly weathered and consolidated does not qualify for the exemption and may not be placed as clean fill. Soil loads which contain fresh asphalt are not eligible for the clean fill exemption unless the asphalt is removed.

It is possible that land proposed for filling with clean fill may be or have become wetlands. The owner should obtain clearance from the Army Corps of Engineers or the Oregon Division of State Lands to ensure that filling is not taking place in a wetland.

Clean Fill in Morrow County
Issues concerning clean fill in Morrow County in the past have been mostly concerned with the confusion between construction and demolition waste and clean fill. For further clarity, “clean fill” does not include putrescible wastes, construction and demolition wastes and industrial solid wastes.

Clean Fill Recommendation
1. Local governments should authorize proposed clean fill sites so citizens and businesses are assured that the operation is in compliance with local and State regulations, particularly having to do with wetlands.

Commercial Composting Facilities:
This section discusses composting facilities on a large or commercial scale. Household or residential composting is discussed in Chapter Four. Generally, large-scale composting facilities in the County are agricultural operations composting animal wastes, but these operations may also compost food waste, yard debris, or other feedstocks collected from municipalities and industry.

Commercial composting in Morrow County mainly takes place to process animal waste produced at large scale dairy operations. County concerns regarding commercial composting facilities have to do with balancing public interests with economic growth, air and water quality, pathogens and other contaminant issues.

Regulatory Requirements
The Department of Environmental Quality along with the Department of Agriculture are currently in the process of revising compost facility rules. The current composting registration and permit requirements are based on the scale and type of feedstocks (wastes) used for composting operations. Generally, the mix and amount of green feedstock, non-green feedstock and other ingredients, such as yard debris and wood waste, will trigger different permits designed to mitigate for air and water quality concerns as well as pathogen and contaminant concerns.

Commercial Composting Facilities in Morrow County
Morrow County has three large dairies

operating under two CAFO (confined animal feeding operation) permits granted by the Department of Agriculture. The cows being maintained under these two permits number more than 84,000. Part of the manure waste generated by these dairies is processed by two composting facilities.

The smaller of the two, Columbia River Dairies, is managed under the CAFO permit of Willow Creek Dairy and all of the composted manure waste generated by their 14,400 cows is re-used for bedding.

The other, larger composting facility, which is located on an approximate 433 acre parcel taking up about 120 acres just south of Columbia River Dairies, is operated by Threemile Canyon Farms and is permitted by the Department of Environmental Quality as a Full Composting Facility. It processes the waste generated by the other 71,000 cows plus waste from other Department of Environmental Quality approved feedstocks.

As currently permitted, it is the largest composting/waste treatment facility in the state. The manure waste from the Threemile Canyon Farms dairies is composted into a product used by Threemile Canyon Farm for animal bedding needs, in its own farming operations, including organic operations, and sold in a five state region to plant nurseries.

Commercial Composting Facilities Recommendation

1. As a jurisdiction with extensive solid waste/commercial composting exposure, the County needs to stay informed and participate with current and on-going rule making at the State level. Local land use regulations for commercial composting facilities must reflect the most up-to-date knowledge about commercial composting, environmental and local concerns.

Other Disposal Methods:

Disposal methods discussed in this section are included within the disposal site definition in Chapter Two but are not discussed elsewhere in this Plan. They are non-municipal land disposal sites which can include a range of facilities that store, receive, process, or landfill any non-municipal waste including woodwaste, industrial waste, and construction and demolition waste. The types of facilities include energy recovery facilities, incinerators receiving solid waste from the public or a collection service, and captive industrial facilities where the owner/operator of the site is also the generator of all the solid waste managed at the site. Each of these disposal site facilities are a type which requires a permit from the Oregon Department of Environmental Quality.

Regulatory Requirements

The Department of Environmental Quality requires a permit for each facility depending upon the type of facility and volume of material handled. The following are the supplemental requirements for such a permit:

- Land Use Compatibility Statement signed by the local land use authority;
- Evidence of need;
- Evidence of compatibility with the local waste management plan;
- A Site Characterization Report;
- Detailed plans and specifications;
- A recommendation from the local government; and
- Depending on the type of facility to be constructed, other information will also be requested.

The Department of Environmental Quality will post a 30-day public notice inviting the public to comment on the proposed permit. If the public shows significant interest, a hearing will be held. Each application for a disposal site permit must comply with the criteria in Oregon Administrative Rules Chapter 340, Divisions 93 through 97. Criteria include location restrictions, design and operating requirements, and closure and post-closure requirements.

Other Disposal Methods in Morrow County

An energy recovery facility exists at the old Kinzua mill site near Heppner. In the past, it

has burned wood waste to generate electricity. Portland General Electric (PGE) Boardman Coal Fire Plant operates as a captive industrial facility. It has an approved ash monofill permitted with a Water Pollution Control Facilities Permit issued by the Department of Environmental Quality.

Recommendations

1. The County should, at a minimum, require land use and solid waste approval before a County Recommendation be forwarded to the Department of Environmental Quality for permit approval.

2. Applications for a non-municipal disposal site should be reviewed by the County to make sure that the owner or operator does not impact a floodplain or wetland. Ground water monitoring should be conducted in accordance with State requirements.

Land Application of Biosolids and Industrial Process Water:

According to the State of Oregon, reclaimed water, agricultural or, industrial process water, or biosolids destined for land application are not defined as solid waste, per se. The Environmental Quality Commission calls these products recyclable materials and encourages the land application of such substances. When managed in a manner prescribed by the Department of Environmental Quality permitting procedures, land application improves soil tilth, fertility and stability and its use enhances the growth of agricultural, silvicultural and horticultural crops.

Morrow County acknowledges the above State policy but has also chosen to address biosolids in this Solid Waste Management Plan. Industrial process water, such as the process water land applied as a product of the food processing entities on Port of Morrow property, is introduced in this chapter but will be discussed in a future County plan within the context of water quality.

Regulatory Requirements

The State regulations concerning land application are ORS 215.246, Approval of Land Application of Biosolids, and OAR 340 Division 50, Land Application of Domestic Wastewater Treatment Facility Biosolids, Biosolids Derived Products, and Domestic Septage.

Subject to issuance of a permit or approval by the Department of Environmental Quality, land application of industrial process water, reclaimed water and biosolids is an allowed use on EFU zoned land as long as it is applied at “agronomic rates” which apply soil nutrients to match the nutrient requirements for specific crops on an annual basis. As such, counties may not impose additional land use restrictions or conditions on land application practices beyond those specified in State statutes. Additionally, when biosolids are transported for land application on EFU land via a vehicle, it is not a land use decision and may not be regulated by the local governmental entity. A Department of Environmental Quality Land Use Compatibility Statement (LUCS) is also not required.

When an applicant wishes to apply biosolids on County land and it will not be transported to the land via vehicle, the County may make a land use decision to allow the use. The applicant is required to obtain a license, permit or approval by the Department of Environmental Quality and the applicant must explain to the County how alternatives to the land application were considered. The County then conducts a land use review. The review must insure that the establishment and use of the land application facilities are related only to the land application applied for, that there are no utility facility service lines on the site, and that the land was not divided or partitioned for the purpose of land application.

Land Application in Morrow County

Land application of biosolids trucked in from outside Morrow County occurs on at least one tract of regular farming ground in the northern portion of the County. The Cities

of Boardman and Heppner land apply treated waste water and sewage sludge under Department of Environmental Quality permits near their boundaries.

The application of industrial process water occurs on more than 4,800 acres of land in Morrow County. It occurs mainly as land application of industrial waste water generated at the Port of Morrow by various food processing industries such as Columbia River Processing (cheese), Boardman Foods (onions) and Lamb Weston (potatoes). At the Port of Morrow the waste water is pumped to their 67 fields and applied via circle irrigation units. The Port maintains a 175 million gallon holding pond for winter storage during times it is not possible to irrigate.

The County is aware that land application of industrial and municipal wastewater and sewage is applied to land already designated as groundwater quality monitoring areas. The County is also aware that land application may carry nitrate contamination risk implications for Morrow County citizens. There is an ongoing Lower Umatilla Basin Groundwater Management Area (LUB GWMA) citizens advisory committee working toward solutions to goundwater quality issues in the County and regional area.

Recommendations

1. Continue to work with the citizens advisory committee on the public awareness program for nitrate contamination potential in the LUB GWMA area.

2. Per Oregon Administrative Rule, work with holders of State land application permits in Morrow County in order to maximize the benefits and minimize groundwater contamination risks from land application.
3. Encourage the Department of Environmental Quality to continue monitoring and enforcement of land application permits that exist within the County jurisdiction.

CHAPTER SEVEN - SPECIAL WASTE MANAGEMENT

Introduction:

Special waste items are those that need special handling, treatment, and disposal because of their hazardous potential, large volumes or other problematic characteristics. Ideally, these wastes should not enter the municipal solid waste stream, at least without special handling, but quite frequently they do.

The development of sound practices in the management of special wastes in the County should follow the Oregon solid waste management hierarchy applied in other areas of this Plan: waste prevention, reuse, recycling, and finally, safe disposal. The proper application of this hierarchy depends on available technologies, as well as human and financial resources.

In Morrow County the generation of special wastes is varied in that it ranges from general household to agricultural and industrial wastes. This chapter will discuss the most problematic items generated in the County's residential, agricultural, and commercial environments. Finley Buttes Landfill may be able to accept for disposal special wastes produced within the Morrow County wasteshed. A partial list of materials Finley Buttes Landfill may accept includes: industrial ash, liquid waste, tires, disaster waste, livestock waste, construction and demolition waste, asbestos, and low level PCB containing waste. Finley Buttes Landfill should be considered the disposal option of choice for waste materials allowable by the Landfill's Oregon Department of Environmental Quality permit.

Household Hazardous Wastes and Conditionally Exempt Generators of Hazardous Wastes and Waste Pesticides:

The sources of minor and major moderate risk hazardous waste are discussed under this section. The two basic sources of hazardous waste in this category are households and small quantity, or Conditionally Exempt Generators (CEGs).

The Federal government established policy and guidance for solid and hazardous wastes in the Resource Conservation and Recovery Act (RCRA) and exempted small quantity generators from federal oversight. The Oregon Department of Environmental Quality provides guidance and sponsors occasional hazardous waste collection events in the area but the wastes produced by households and Conditionally Exempt Generators are generally poorly managed. There is a need for programs at the local level to ensure public education and awareness, protection of health and safety, and to promote proper waste reuse, reduction, recycling, and disposal opportunities.

Substances considered hazardous are:

Combustible:	Can easily be set on fire or ignited.
Explosive/Reactive:	Can detonate or explode through exposure to heat, sudden shock or pressure.
Corrosive/Caustic:	Can burn and destroy living tissue.
Radioactive:	Can damage and destroy cells and chromosomal material.

Household Hazardous Wastes (HHW)

Practically all households generate some

type of hazardous waste. Typical hazardous wastes from households include: paints, solvents and thinners; pesticides, herbicides and insecticides; drain cleaner, tile cleaner, oven cleaner and other "industrial strength" cleaners; and antifreeze and used motor oil. Hazardous wastes create short and long term hazards if disposed through garbage collection, wastewater systems, pouring on the ground, burning, or other improper methods. These hazards include potential injury and damage to environmental resources upon which the public depend such as groundwater purity, air quality, and waste management systems. For example, a car battery placed in a local garbage container could leak acid that could ruin the garbage can, harm the sanitation worker, damage the collection vehicle and landfill machinery, and combine with other materials to create toxic gases. Eventually, accumulated acid and lead could leach into and contaminate the local groundwater supply.

In the 1999 Department of Environmental Quality Household Hazardous Waste Management Plan for Oregon the goals for local governments is described. Local governments are now expected to take considerably more financial and operational responsibility for their HHW programs than in previous years. The primary mechanism used by the Department of Environmental Quality to support choices of local governments are grants. The Department of Environmental Quality now offers grants: planning grants, waste reduction education grants, grants for permanent facilities that accept highly hazardous wastes, and grants to develop other types of collection methods. The grants require local governments to submit an application, and the Department of Environmental Quality reviews the application and approves those that comply with the evaluation criteria and are more favorably ranked.

A significant result of establishing the new grant program is that there will be fewer funds available for providing periodic collection events. The Department of Environmental Quality will still be providing collection events, but they will be less frequent and will not be held in areas near permanent HHW facilities *(not within 15 miles)*. The intent is to provide collection events only to those areas for which the other options, such as a grant for a permanent facility, are not appropriate.

HHW collection event grants may still be applied for. Project costs the Department of Environmental Quality will cover for selected events include: administrative costs, publications and other printed materials, the salaries and benefits for project personnel, machinery and vehicles; and other costs associated with collecting and transporting recyclable materials.

It is the local government's responsibility to:

1. Promote the local collection event at a level acceptable to the Department of Environmental Quality;
2. Pay for publicity and educational activities for the collection event;
3. Select a site suitable for holding the collection event;
4. Assist with local coordination of the collection event;
5. Provide a summary report to the Department; and
6. Coordinate any special waste management activities, such as a useable product giveaways or paint drop off conducted in association with the collection event.

It is possible for the County to self-sponsor collection events with coordination provided by Department of Environmental Quality and their State HHW contractor for handling, transportation and disposal of the HHW materials. The cost to sponsor such an event, however, may be prohibitive to the County. (*Cost estimated to range from $25,000 to $50,000 or more per event.)*

HHW and Morrow County

Since Department of Environmental Quality

household hazardous waste collection events are only periodically held in this area, citizens of Morrow County primarily dispose of HHW in the regular solid waste pickup containers, self hauled, disposed at the County transfer stations, burned, or illegally dumped on city, County, State or private property.

Conditionally Exempt Generators (CEGs)
Conditionally Exempt Small Quantity Hazardous Waste Generators (CEGs) produce the smallest volume of hazardous waste of any commercial generator category but they are the largest generator by number. The name conditionally exempt refers to the fact that those generators are exempt from the federal hazardous waste law (RCRA) if they comply with the following conditions:

1. Conduct a waste determination on all solid waste they generate to properly identify hazardous wastes;
2. Produce less than 220 pounds (about one-half of a 55-gallon drum) of hazardous waste, or 2.2 pounds of acutely hazardous waste, per month;
3 Store less than 2,200 pounds of hazardous waste, or 2.2 pounds of acutely hazardous waste, onsite at any one time; and
4. Deliver hazardous wastes to one of the following: a permitted hazardous waste facility, a permitted municipal or industrial solid waste facility which is allowed to accept hazardous waste produced by CEGs, or a designated facility which recycles, reclaims, or beneficially uses the waste.

CEGs can be one-time generators, such as a school cleaning out old lab chemicals, or they can be a nonprofit organization, a dry cleaner or a rural property owner on whose property hazardous waste has been illegally dumped. Examples of the types of wastes CEGs can produce are photographic solutions from printers, solvents from building contractors, lead-acid batteries, waste oil and antifreeze from vehicle maintenance shops and plating wastes from metal manufacturers.

CEGs and Morrow County
Conditionally exempt generators of hazardous waste in Morrow County must treat the waste or dispose of it as described in part 4 of the previous section.

The Department of Environmental Quality sponsors periodic CEG collection events which are hosted by various regional entities such as local governments or solid waste haulers. These events are coordinated with local governments and all participants must register their wastes with the Department of Environmental Quality and also sign a statement certifying that they are Conditionally Exempt.

Since Department of Environmental Quality CEG collection events are infrequent, many CEGs accumulate their waste on-site because of rising disposal costs, distance to disposal facilities, and a limited knowledge of waste management options. Without a reliable collection program, hazardous wastes are disposed of improperly or placed with regular solid waste for disposal. This option, although legal, has the potential to create health risks to collection workers or workers at a transfer station.

When the amount of hazardous waste generated by a CEG remains under the limits specified in the previous section there are few restrictions placed on their disposal, except that they must be disposed of at a permitted, appropriate solid waste facility which is authorized to accept hazardous waste produced by CEGs.

Finley Buttes Regional Landfill is authorized to accept CEG hazardous waste. Pre-approval is generally required by the Landfill for waste characterization purposes.

Recommendations for HHWs and CEGs Hazardous Waste Management

1. Apply for a Planning Grant offered by the Department of Environmental Quality to identify and develop less potentially harmful solutions for HHW and CEG disposal for Morrow County citizens and businesses.

2. Encourage the Port of Morrow to create a moderate risk hazardous waste plan for the commercial and business interests under their purview.

3. Provide educational materials about HHW and CEG hazardous waste to be disseminated in County mailings, information booths, public service meetings. Carry out in cooperation with other entities with solid waste management concerns such as the local solid waste haulers, the Port of Morrow and Finley Buttes Landfill.

Waste Tires:

In the past waste tires have been a disposal problem in the State. Tire piles have caught on fire and burned for long periods of time. The piles are fire hazards and also mosquito breeding grounds.

Tire Fires:
Every year tire fires occur across the nation at small, unregulated tire dumps. Since 1971, the U.S. Environmental Protection Agency (EPA) has estimated that at least 176 tire fires have occurred in the United States. Some tire fires are produced by accidental causes and some are set by owners who are eventually subject to large fines or penalties for setting fire to their tire dumps. Waste tires and waste tire stockpiles are difficult to ignite. But once on fire, tires burn very hot and are very difficult to extinguish. In addition, the doughnut-shaped tire casings allow air drafts to stoke the fire.

Smothering a tire fire with dirt or sand is perhaps the best current option for extinguishing tire fires. The sand or dirt is moved in with heavy equipment to cover the burning tires. This technique does not contribute as greatly to the oil run-off problem and is generally faster and cheaper than foams or water. Smothering a tire fire is the method supported by EPA and has been used numerous times throughout the United States. Smothering was the method used by the Minnesota Pollution Control Agency (MPCA) to extinguish a 30,000-tire fire in Andover, Minnesota, in February of 1989. Smothering was also used at a one-million-tire fire in Denver in 1987.

Mosquitoes:
Because tires partially fill with water regardless of their position and absorb sunlight, they provide an ideal environment for hatched mosquito larvae. Although tire dumps are sometimes associated with rodents, the primary problem has been with various species of disease-carrying mosquitoes that breed in the water pooled in waste tires.

Regulatory Requirements
Waste tires have been subject to regulation in Oregon since 1987 when HB 2022 was passed. This law regulated the transportation, storage and disposal of waste tires. ORSs codifying Oregon's waste tire program include: ORS 459.705 (Waste Tire Storage and Disposal) and OAR 340 Chapter 64 (Waste Tire Program). Under these statutes and rules, persons transporting waste tires, generators of large volumes of waste tires and facilities that store waste tires must have permits if they handle above a certain amount of waste tires.

Waste tires are banned from disposal at landfills unless they are chipped first. Under ORS 459.780, Solid Waste Management, General Provisions, the Department of Environmental Quality has the responsibility for overseeing compliance waste tire regulations. Persons owning or controlling tire piles are exempt from the State requirement to obtain a waste tire storage permit if they store fewer than 100 waste tires, store fewer than 200 cubic

yards of tire-derived products, or are a tire retailer or wrecking business storing not more than 1,500 waste tires.

Waste Tires in Morrow County

The National average waste tire disposal rate is approximately 13 pounds per person per year. Based on this average and a population estimate of 11,750 citizens in Morrow County, there are 152,750 pounds of waste tires generated in the County each year. The majority of these are handled and disposed of in the manner prescribed for auto wreckers, and tire and automotive shops by statute and rule. An unknown amount of waste tires end up in ravines and small, unpermitted tire piles in the County.

Finley Buttes Landfill is authorized to accept up to 30,000 whole tires for storage while awaiting processing. Whole tires are banned from being landfilled but may be chipped so that the whole tire volume is reduced by at least 65 percent. Once the tires are processed by chipping they may be put in the landfill. The chips are initially in a thin layer on the working face of the landfill to help dissipate any heat buildup from possible exothermic reactions within the tire chips.

Waste tires are accepted at the Morrow County transfer stations for a fee. They are ultimately transferred to Finley Buttes Landfill and processed for disposal.

Piles of waste tires are considered a nuisance and a threat to public health and are subject to enforcement and abatement via Morrow County Nuisance Ordinance.

Recommendation

1. The County would benefit from regular collection events for waste tires, which could include automotive and agricultural waste tires. It is recommended that the County pursue citizen education about the health hazards of waste tire piles and establishment of regular collection events with the support of Finley Buttes Landfill and other large agricultural interests in the County.

Electronic Wastes:

Electronic wastes are the fastest growing component of the municipal waste stream. People are discarding or storing away computer monitors, hard drives, televisions, and cell phones which contain plastic, lead and cadmium.

Waste electronics are those disposed items with a circuit board or computer chip, plasma screen, LCD or cathode ray tube. This includes equipment such as computer keyboards, mice, cell phones, printers, copiers, medical, automotive or other electrical equipment with a cord or electronic devices that run on batteries. All such electronic waste is hazardous waste and is subject to the rules and regulations of small quantity hazardous waste generators if as many as eight electrical units are disposed of by any one generator in a year. Such items are considered hazardous because they exceed the toxicity characteristics for lead, mercury and the other 40 chemicals and 5 metals known to be components in various electronic devices. If disposed of improperly this equipment can leak their toxic components into the environment.

Regulatory Requirements

The State of Oregon has an Interim Policy for the management of electronic wastes (Policy Number:2002-PO-001). This policy describes how non-household Cathode Ray Tubes (CRTs) should be managed under existing hazardous waste management regulations while the Federal Environmental Protection Agency is finalizing its electronic waste rules.

As an Interim Policy, it is intended only as a guidance document until further Federal rules come into effect. Computer monitors and televisions and other electronic wastes from household sources are not subject to this policy. Electronic wastes generated from household sources destined for disposal at a solid waste landfill or

incinerator are subject to management as household hazardous waste.

Electronic Wastes in Morrow County
The citizens of Morrow County have an unmet need to dispose of all of their household hazardous wastes in a responsible manner. Because people perceive value still exists in their outdated electronic components such as computers, monitors and other devices, up to sixty percent of these devices are stored in attics, closets and back rooms remaining devices are donated, recycled and disposed of as solid waste.

Recommendations

1. Identify and develop HHW and CEG disposal options for electronic wastes for Morrow County citizens and businesses. Integrate with HHW and CEG planning efforts.

2. Encourage the Port of Morrow, in their moderate risk hazardous waste plan, to require the commercial and industrial interests under their purview to take actions to legitimately recycle their equipment containing electronic waste according to the guidance in the State of Oregon Interim Policy.

3. Provide educational materials on electronic waste to County citizens and businesses. Disseminate in County mailings, information booths, and at public service meetings. Carry out in cooperation with other entities with solid waste concerns such as the local solid waste haulers, the Port of Morrow and Finley Buttes Landfill.

4. The Department of Environmental Quality recommends the following steps for citizens seeking responsible disposition of their electronic wastes:

- Reuse or donation;
- Repair;
- Participating in a manufacturer take-back program;
- Recycling in a manner that reclaims leaded glass for reuse.

Infectious Wastes:

Insulin dependent diabetics self administering their daily insulin shots, veterinary clinics, nursing homes and hospitals of all sizes generate and come into contact with infectious wastes. Many workers deal with infectious wastes every day, such as police and firefighters, solid waste haulers, landfill operators, not to mention doctors, nurses, day care providers and veterinarians. There are many types of infectious wastes including blood and other body fluids; laboratory cultures, vaccines, used syringes, needles, lancets and many, many other medical wastes.

Regulatory Requirements
Oregon law defines infectious waste and divides it into four categories biological waste; cultures and stocks; pathological waste; and sharps. All infectious waste, except sharps, must be treated before disposal. Sharps, which include needles, scalpel blades, glass tubes and syringes, may be treated by placing them in a leak-proof, rigid, puncture-resistant, red container that is taped closed or tightly lidded to prevent loss of the contents. Sharps contained within containers which meet those specific requirements may be disposed of at a permitted municipal solid waste landfill without further treatment if they are placed in a segregated area of the landfill.

Cultures and stocks and pathological waste must be incinerated. Medical waste other than infectious waste, as defined by ORS 459.386, or hazardous wastes as defined by ORS 466.055, may be disposed of without special treatment in municipal solid waste landfills permitted by Department of Environmental Quality, if such disposal is not prohibited in the landfill permit. Finley Buttes Landfill is authorized to accept sharps when contained in the required containers.

Infectious Wastes in Morrow County
Sanitary Disposal, Inc. offers collection of sharps from households as an on-route service and at the transfer stations (for a fee). Residents are required to use leakproof, rigid, puncture-resistant, labeled containers that are tightly closed. The sharps containers are consolidated and delivered for disposal to Finley Buttes Landfill.

Recommendation

1. In order to lessen the risk to solid waste collection crews and transfer station operators, as well as comply more fully with Oregon State law, the County should work with clinics, pharmacies and hospitals to make sure patients with prescribed self-injections understand and practice safe disposal of infectious waste (particularly sharps). This could be accomplished through dissemination of brochures or flyers distributed by the local solid waste haulers, pharmacies and clinics. The Department of Environmental Quality has developed a flyer the County could use or modify for this purpose.

Ash and Incinerator Residue:

Ash and incinerator residue produced by energy facilities and waste-to-energy (WTE) facilities, which burn single types of refuse such as tires, wood waste, infectious waste and sewage, as well as ash and incinerator residue from the burning of regular municipal solid waste, are discussed in this section.

Energy facilities and WTE facilities produce a variety of residues: Bottom ash constitutes the largest quantity, white fly ash is a lighter emission. Constituents in ash and scrubber product vary depending on the materials burned. The major constituents of concern are heavy metals (lead, cadmium, and mercury).

On May 2, 1994, the U.S. Supreme Court decided that ash which exhibits a hazardous waste characteristic is a hazardous waste and must be so managed. The Oregon Department of Environmental Quality has used a case-by-case decision process as to whether or not to allow land application of incinerator waste.

Regulatory Requirements
The State regulations concerning incineration and ash residues are ORS 459, OAR 340-096-0010, Division 93 and applicable requirements in Divisions 95 and 97. The State requires detailed plans and specifications and design for incinerator disposal sites that include ash and residue disposal. Ash and other residues must be disposed in an approved landfill unless handled otherwise in accordance with a plan approved in writing by the Department of Environmental Quality.

Ash and Incinerator Residue in Morrow County
The Portland General Electric Boardman Coal Plant produces ash which is mostly recycled. More than ninety percent of the ash produced by the coal plant is sold to a regional landfill to stabilize hazardous waste or is sold as a concrete additive. The remainder is disposed of on-site at their own permitted ash monofill.

In October 1983 the County approved a 10 megawatt cogeneration wood-burning power plant at the Kinzua mill site in Heppner. It uses wood waste from regional sources to produce electricity. The Department of Environmental Quality is requiring that ash generated at this facility be disposed at a permitted landfill. Currently, the ash is being disposed of at the Finley Buttes Landfill.

Recommendation

1. Existing, new and proposed energy facilities and WTE facilities in Morrow County need to comply with State incineration requirements, which include the requirement for a detailed ash disposal plan. The State requires that incinerator ash be disposed of in an approved

landfill unless the Department of Environmental Quality has allowed an alternative disposal method in writing. Approval for alternative incinerator ash disposal will also need to comply with the Morrow County Comprehensive Plan, Solid Waste Ordinance, and Land Use Regulations.

Livestock Waste, including Dead Animals:

Most agricultural operations that have domestic livestock must deal with livestock waste and dead animals. This section is intended to assist the livestock owner when deciding what to do with animal waste and dead animals. As a solid waste issue, there are disease and ground water issues which must be considered when managing these wastes and animals.

Regulatory Requirements

OAR 340-93-190 requires residues from agricultural practices be recycled, utilized for productive purposes or disposed of in a manner not that will not cause vector creation or sustenance, air or water pollution, public health hazards, odors, or nuisance conditions.

Livestock Waste and Dead Animals in Morrow County

Agricultural wastes, such as large dead animals over 200 pounds and bulk quantities of liquid wastes, are prohibited from disposal at the transfer stations, but Finley Buttes Landfill can accept large dead animals with prior authorization. Most agricultural wastes are managed on-site within the County. On-site management usually means natural disposal, burial, incineration or composting. Composting may require a Composting Plan prepared with the assistance of the Oregon Department of Agriculture.

Sanitary Disposal, Inc. will deliver a drop box for livestock waste and large animal pick-up to their service customers. Once the Finley Buttes authorization is received by Sanitary Disposal they will pick up and deliver the dead livestock to Finley Buttes Landfill. The cost for this service is determined by a per ton charge at Finley Buttes Landfill.

"Natural disposal" is legal in Oregon. A person may drag a dead animal to a location at least one-half mile from any off-farm dwelling and at least a one-quarter mile from any waterway (ORS 601.140) and let scavengers destroy the carcass.

Recommendations

1. Generally, when considering where to bury dead livestock, burial sites should not use a low-lying site subject to flooding or a high groundwater table. The lowest elevation of the burial pit should be 6 feet below the surface of the ground. The dead animals should be immediately covered with a minimum of 6 inches of soil and a final cover of a minimum of 30 inches of soil.

2. The location of a burial site should be at least 500 feet from any wells, surface water, intake structures, public drinking water supply lakes, intermittent waterways, springs or sinkholes.

3. When growers are unable to manage their agricultural wastes or large dead animals on-site and the grower cannot, for practical or monetary reasons, utilize a renderer, the wastes must be disposed of at Finley Buttes Landfill. The Landfill must be contacted and give prior authorization before they will be accepted.

Large scale animal deaths may occur, such as natural disasters, disease outbreaks or a disease eradication and control program. Management of such large scale loss may be beyond the scope of methods discussed in these recommendations. In such cases, the Oregon Department of Agriculture, with the assistance of the Department of

Environmental Quality, will develop an emergency plan for proper management of the large scale death loss.

Toxic and Radioactive Waste:

This section is primarily devoted to the Umatilla Chemical Depot which straddles the Morrow and Umatilla County border. The Umatilla Chemical Depot is a 19,728 acre military facility established as an Army ordnance depot in 1941. It is a facility that was established for storing conventional and chemical munitions which include a stockpile of projectiles, rockets, land mines, spray tanks and bombs containing nerve and blister agents.

In accordance with Federal law, the Army has built and is operating an incineration facility to incinerate the over 3,700 tons of toxic agents stored at the Depot. When the incineration project is finished the Umatilla Chemical Depot is slated for realignment under the Base Realignment and Closure program. At that time, the County, as part of the Local Reuse Authority, will participate in discussions concerning future use of the land.

Morrow County passed the Toxic Waste Ordinance in 1997 which requires accounting and fees and establishes enforcement procedures over Morrow County's authority concerning the Umatilla Chemical Depot but the Ordinance is specific in its language and may not be broad enough to encompass other potentially dangerous toxic waste disposition in the County.

It is assumed when the toxic chemical incineration process at the Depot is finished, there will be no more toxic chemicals on Morrow County land. If toxic chemicals do, in fact, remain, the Morrow County Toxic Waste Ordinance will apply.

Recommendation

1. Morrow County Ordinance #MC-C-1-97, called The Toxic Waste Ordinance, should be reviewed and possibly amended to further address other potential toxic wastes in Morrow County.

Liquid Wastes:

This section of the Plan addresses liquid wastes as part of the waste stream in Morrow County. Liquid waste has several cross-overs and links with other waste components such as biosolids and agricultural wastes. Hazardous waste also has a liquid component.

Liquid wastes are generally dealt with as part of the component of waste they fall into. For example, if a truckload of milk from one of the dairies spilled into a waterway, it would become a hazardous waste and dealt with as such.

Industrial wastewater and sewage sludge is discussed in the Land Application section of Chapter Six.

A use for liquids in a solid waste context is at the Finley Buttes Landfill. State law allows the Department of Environmental Quality to authorize the addition of liquid waste or water in a controlled fashion to enhance the decomposition of solid waste, if the disposal site otherwise meets the requirements of Oregon Revised Statutes.

Recommendation

1. Finley Buttes Landfill can accept certain liquid wastes for disposal. Generators who wish to dispose of liquid wastes should check with the Landfill for disposal options and requirements.

Large Items and Disaster Events:

Large Items

While collection, recycling and disposal opportunities exist for large items, some items are particularly inconvenient and/or expensive to handle. As a result, inert bulky items make up a large share of solid waste accumulated in personal dump stockpiles and at illegal dump sites.

Finley Buttes Landfill, for example, accepts old manufactured homes such as old single-wides for disposal. The large appliances

have to be removed, but the Landfill will accept them also for the regular appliance fee.

Large vehicles such as old combines and trucks are not accepted at the Landfill, but must be disposed of with the assistance of a scrap metal dealer or salvage operator. There are scrap metal dealers and salvage operators located in the County.

Disaster Events

Disaster events can result in significant solid waste cleanup and clearing work. As communities and residents begin to clear debris, the County, in cooperation with the State of Oregon, can offer plans and guidelines for accomplishing the inevitable work of restoring the landscape and communities

Recommendations

1. Local scrap metal dealers and salvage operators should be used for the recycling of large equipment.

2. Finley Buttes Landfill should be used for the disposal of old manufactured homes.

3. See the management of other large items in Chapter Eight.

4. In order to more fully deal with disaster events, it is recommended that the County prepare a Pre-disaster Mitigation Plan to plan for and mitigate solid waste issues after a disaster event.
5. Where possible, prevention, reuse, and recycling is encouraged in dealing with solid wastes generated as a result of a disaster event. In addition, proper attention to the types and appropriate separation of debris should to be considered. Final disposal costs can be greatly reduced while ensuring all disaster-related solid wastes are properly managed. For example, tree and limb debris can be managed separately from demolition debris which may contain hazardous components.

6. The following are a few issues which should be addressed when a disaster event has caused a solid waste disposal problem: Alternative, temporary solid waste collection site use may need to be established as permanent facilities may be hampered by excessive demand on their services, special provisions for the disposal of food spoilage caused by sustained power outages should be provided, loss of livestock, pets and natural wildlife will cause special disposal concerns, Household hazardous waste from extensively damaged structures will require special cleanup/pickup procedures.

Recommendations for Evaluating a New Waste Category or Project not Covered in This Plan:

The Management and handling of Special Wastes not covered by the Plan should be taken through a decision making process whereby the following will be taken into account.

Goals and Laws:
Review whether the solid waste topic follows the spirit of the Oregon State waste management hierarchy for solid waste: waste prevention, reuse, recycling, composting, and finally, disposal as the last alternative. The scope of this criteria should take in Morrow County, the region, State-wide, or even perhaps a larger inter-state region. Along with compliance with the solid waste management hierarchy, other goals include the need to be in compliance with state and federal law, protecting the environment, providing local business and job opportunities, saving resources and economic benefits for the County and region. Goals must also include compliance with Morrow County Comprehensive Plan, Solid Waste and Land Use Regulations.

Reliable Information:
Successful planning can only be made with

reliable information about the quantity and type of material involved. Without a good idea of scale and proportion that can be expected, decisions about equipment, space needs, facilities, transportation, or real economic and environmental impacts cannot be reliably made. This also identifies large weight and volume waste items and gives baseline data for later assessment. In other words, how big is this project going to be and what is the potential for the future?

In many instances Finley Buttes Landfill will be able to accept for disposal special wastes produced within the Morrow County wasteshed. This landfill should be considered the disposal option of choice when the waste is permitted to be disposed of at that location.

Context:
Perhaps the most relevant of all is the context of a new waste category or project not covered in this Plan. The waste project should be relevant to what the citizens of Morrow County reasonably can or wish to be willing to accommodate given our relatively small population, low funding levels for governmental services, agricultural nature and other regional cultural considerations.

CHAPTER EIGHT - ILLEGAL METHODS OF DISPOSAL

Illegal Dumps:

Personal, illegal dumps persist in many of the isolated parts of rural America. They are often holdovers from past public habits of siting convenient open dumps which today continue unchecked and unabated since they were started possibly decades in the past. Since the 1970s when open dumps and open burning of solid waste became illegal in Oregon, the composition of solid waste has changed so that it is no longer just unsightly and offensive. Solid waste today is likely to contain disease vectors and toxic or hazardous materials that, when deposited into the environment, create potentially significant groundwater, soil and air pollution issues.

Personal dumps are likely to consist of household waste, dumped and burned in a nearby low area or illegally dumped materials that are large and bulky items such as tires, construction debris, old appliances, mattresses, furniture and other items which are typically difficult to dispose of.

Regulatory Requirements

ORS 459.205 states: Except as provided by ORS 459.215, a disposal site shall not be established, operated, or maintained without a permit issued by the Department of Environmental Quality. Disposal sites, by nature or volume of solid waste therein are likely to create a public nuisance, health hazard, air or water pollution or other serious problem and are therefore regulated by the Department of Environmental Quality to diminish the adverse consequences of unmanaged disposal sites.

Illegal Dumps in Morrow County

There are numerous locations along Morrow County's roads and on private properties where anonymous dumpers have deposited old furniture, appliances and other debris too large or difficult to easily dispose of. The County would benefit from a dedicated, funded clean-up program to help eliminate illegal dumping sites along the County's roads and on public and private properties where it cannot be easily established regarding who originated and/or contributed to the illegal dump site. People who manage personal dumps of household waste and other large waste items such as tires, appliances and other debris tend to be unaware of the consequences of maintaining and/or burning them. As each year passes the dumps may get larger and even more of a hazard. The Department of Environmental Quality provides informational literature and fact sheets concerning personal dumps and open burning.

Recommendation:

See below

Burning:

Open burning of household garbage and non-vegetation refuse is not only a public nuisance but also a threat to public health and the environment due to the emission of toxic substances. The US Environmental Protection Agency has determined that such open burning today constitutes the largest source of dioxins released to the environment in the United States, far exceeding the emissions from commercial waste incinerators. Dioxins are carcinogenic substances that persist in the environment and can be taken up in the food chain. Not only can nearby residents be exposed through smoke inhalation, but dioxin that falls out on crops is absorbed by plants and animals and ultimately by human consumers of those products.

Regulatory Requirements

Open burning rules are outlined in OAR 340-264-0010 through 0190. State policy on open burning is aimed to eliminate open burning disposal practices where alternative disposal methods are feasible and practicable and to regulate specified types of open burning. Generally, open burning is prohibited when it creates a nuisance or a

hazard to public safety or emits dense smoke or noxious odors. Open burning is prohibited when meteorological or air quality conditions warrant it. Solid waste is prohibited from open burning pursuant to OAR 340-093-0050.

Specific rules for Morrow County included in 340-264-0010, are as follows:

a. Industrial open burning is prohibited, except as provided in OAR 340-264-0180.
b. Agricultural open burning is allowed pursuant to ORS 468A.020 and the requirements and prohibitions of local jurisdictions and the State Fire Marshal.
c. Commercial open burning is allowed subject to OAR 340-264-0050, 0060, 0070, and the requirements and prohibitions of local jurisdictions and the State Fire Marshal.
d. Domestic open burning is allowed subject to the requirements and prohibitions of local jurisdictions, the State Fire Marshal, and OAR-340-0050, 0060 and 0070.
e. Slash burning on forest land within open burning control areas not regulated by the Department of Forestry under the Smoke Management Plan is prohibited, except as provided in OAR 340-264-0180.

Exempt from the State Requirements in OAR 340-0050 and 0060 are:

a. Recreational fires and ceremonial fires, for which a fire is appropriate;
b. The operation of any barbecue equipment;
c. Fires set or permitted by any public agency in the performance of its official duty;
d. Fires set for the purpose of disposal of dry tumbleweed plants that have been broken off and rolled about by the wind;
e. Agricultural burning for disease or pest control when the fire is set or authorized in writing by the Department of Agriculture; and
f. Open burning of carcasses of animals that have died or been destroyed because of an animal disease emergency. The burning is to be conducted by an authorized representative of the Oregon Department of Agriculture.

Recommendations - Burning and Illegal Dumps

1. Provide the Citizens of Morrow County information in the form of brochures and flyers to be distributed in such a manner as to be effective for helping educate citizens about closure and/or removal requirements for their personal dumps.

2. Pursue the establishment of regular collection events for bulky items with sponsorship by Finley Buttes Landfill and the local, franchised solid waste collectors.

3. The County should assume responsibility for the cleanup of solid waste from anonymous dumpers along roadsides, with funds dedicated for that purpose. Additionally, the County should have cleanup support from Finley Buttes Landfill and the franchised collectors.

4. Enlist the participation of the cities and local rural fire protection districts to help inform residents about the requirements for open burning permits.

5. Enforcement of illegal dumping and open burning regulations should be referred to the County Code Enforcement program and/or to the Department of Environmental Quality.

CHAPTER NINE - ADMINISTRATION

Introduction:

This chapter describes the County's existing practices and policies for managing solid waste in Morrow County and presents recommendations for meeting the stated goals of the County's solid waste management system in the future.

Regulatory Requirements:

The primary State Laws and regulations directly governing the administration and enforcement of solid waste handling and management activities are ORS 459.005 to ORS 459-997 and OAR 340, Divisions 93 - 97.

Local government obligations for solid waste management and administration are listed in ORS 459.017 and 459.065. ORS 459.017(b) states that local government units have the primary responsibility for planning for solid waste management, under which the development and implementation of this Solid Waste Management Plan is authorized.

ORS 459.065 states: A local government unit may enter into agreements the County determines as desirable for franchising, solid waste management plans, disposal sites and landfills, and for the promotion and development of markets for energy and material recovery.

The incorporated cities of the County, Boardman, Heppner, Ione and Irrigon, (excepting Lexington), administer their own solid waste regulations as well as those having to do with solid waste collection and nuisance ordinances which provide for the abatement of solid waste accumulation or dumping on private property when such waste creates a public nuisance, a hazard to health, or an unsightly condition.

Morrow County has attempted to provide good oversight and direction in fulfilling its obligation for planning for solid waste management. The Morrow County Solid Waste Management Ordinance regulates the collection, transportation and disposal of solid waste and the creation and operation of disposal sites. Morrow County also has a Nuisance Ordinance, a Toxic Waste Ordinance and the Penalty for Transporting Uncontained Solid Waste Ordinance.

Responsibilities:

The County Court bears the responsibility for appointing the Solid Waste Advisory Committee (SWAC) members and appointing a solid waste administrator. The Court also approves the solid waste franchises and licences, and provides for enforcement and funding. The Solid Waste Administrator manages the solid waste programs, including budget, personnel and day to day solid waste administrative duties.

Solid Waste Advisory Committee (SWAC):

The Morrow County Solid Waste Advisory Committee meets and discusses solid waste issues having to do with Finley Buttes Landfill as required by ORS 459.320, 325, and 330. Generally, once a quarter, the SWAC meets to: hear a report from the operator of Finley Buttes Landfill concerning the new and ongoing business of the Landfill; discusses possible solutions for the improvement of traffic and littering along Bombing Range Road; and makes recommendations to the County Court concerning transportation and solid waste issues.

The County is facing an increasing level of solid waste management needs in the form of recycling requirements, collection improvements, transportation needs, enforcement issues and administration of the County's solid waste programs. The SWAC and County Court should consider whether

to keep the present duties and configuration of the SWAC the same or to expand the duties of the SWAC to help discharge and manage Morrow County's solid waste management agenda items.

SWAC Recommendations

The County Court should expand the duties of the SWAC to:

1. Provide leadership for the development and funding for the County's Solid Waste Prevention Program;

2. Look for and propose solutions to the recommendations of the Morrow County Solid Waste Management Plan (SWMP);

3. Create an Annual Report for the County Court documenting implementation of the SWMP and any necessary regulations or amendments to the Solid Waste Ordinance;

4. In consultation with responsible public officials and interested persons, periodically review the Solid Waste Management Plan for modification by the County Court;

5. Develop and recommend to the appropriate agency or the County Court minimum standards for location and operation of recycling and/or collection sites, to include, but not limited to, protection of adjacent and nearby residents;

6. Expand the SWAC membership to create a more broad knowledge base concerning solid waste in the County by recruiting new members such as the solid waste collectors and recyclers, cities, the Port of Morrow, and other people with solid waste interests. With a larger membership the SWAC could more easily address increased responsibilities.

Administration:

The duties of administrator of the solid waste programs has been shared in an uncoordinated manner, mostly between the Planning Director, the District Attorney, and the Public Works Department, which has responsibility for the transfer stations.

Recently the Planning Department has been significantly involved because the their coordination of the Solid Waste Management Plan update process.

Administration Recommendations

1. In the best interests of effective solid waste program management the County Court needs to appoint one department or entity best suited to administer the solid waste programs.

2. The Public Works Department should maintain responsibility for the transfer stations.

3. Land use decisions need to remain the responsibility of the Planning Department.

Enforcement:

The object of enforcement is to ensure the solid waste system is administered and managed in accordance with the solid waste laws and regulations of both the State and the local jurisdictions. Morrow County and the cities have the authority through State Law and nuisance ordinances to control illegal solid waste related activities. Budget and staff restrictions, however, limit their involvement in monitoring and abating solid waste accumulation or illegal dumping activities.

Regulatory Requirements

ORS 459.108: Civil penalty to enforce

ordinance prohibiting action described in ORS 164.775, 164.785 or 164.805:
(1) A city or county may impose a civil penalty to enforce the requirements of an ordinance that prohibits any action or conduct described in ORS 164.775, 164.785 or 164.805.
(2) An ordinance described in subsection (1) of this section may establish a maximum or minimum amount for the civil penalty imposed under the ordinance for each violation. The total amount of the civil penalty may be increased to include all of the costs incurred by the city or county in removing the refuse or offensive substance unlawfully placed on property and in eliminating the effects of such unlawful placement.
(3) A civil penalty imposed for violation of an ordinance prohibiting any action or conduct described in ORS 164.775, 164.785 or 164.805 shall be an alternative to criminal enforcement of the ordinance. A city or county that commences and maintains a civil action to collect such a civil penalty from any person shall not cause a criminal prosecution to be commenced or maintained against that person for the same violation of the ordinance.
(4) When a city or county ordinance prohibits any action or conduct that is described in ORS 164.775, 164.785 or 164.805, a name found on various items in a deposit of rubbish or other solid waste placed on land or in water in violation of the ordinance constitutes rebuttable evidence that the person whose name appears on the items has violated the ordinance. However, the rebuttable presumption created by this subsection exists only when a name on items denotes ownership of the items, such as the name of an addressee on an envelope.

One other form of solid waste enforcement is provided by the Department of Environmental Quality (DEQ). The Department of Environmental Quality may take whatever action is appropriate for the enforcement of its rules or orders. They can provide for the adoption and enforcement of recycling rates and standards as well as performance standards necessary for safe, economic and proper solid waste management.

Enforcement in Morrow County

Morrow County has an ordinance which establishes a procedure for enforcement of County ordinances and the Morrow County Nuisance Abatement Ordinance which allows the County to respond to public health, safety and nuisance concerns.

The Code Enforcement Officer is authorized to conduct investigations, issue stop orders, issue citations, and generally initiate and prosecute enforcement actions. Presently, a civil penalty against a violation is a fine, reimbursement to the County for costs incurred in prosecuting, cleaning up or abating, or a lien if the penalties or costs assessed against a violator are not paid within 60 days.

The primary enforcement responsibilities of the Code Enforcement Officer have been to respond to illegal dumping and nuisance abatement. The responses have been on a “complaint-driven” basis. There is no history of proactive illegal dumping cleanup or abatement.

Enforcement Recommendations

1. The County should continue to support the Code Enforcement Officer by utilizing the enforcement provisions of State Law and the County Ordinances.

2. The County should undertake proactive measures to address illegal dumping and open burning as recommended in Chapter Eight.

Funding:

The sources of revenue for solid waste programs in the past or future have never been established by Morrow County. The County operates the transfer stations and expenses are partially paid for by the fees they generate. The shortfalls are absorbed

by the Public Works Department/General Fund. Solid waste programs have been administered as an extra duty by the Public Works Department and the Planning Department with no permanent fiscal appropriations.

The County has the primary responsibility to make sure standards and programs are implemented for solid waste management.

Funding Options

County Resources

The County may be able to fund a part time solid waste program administrator position with existing resources. However, given the competition for these resources, it is probably a better approach to consider dedicated funds. The options for funding these activities include using part of current solid waste revenue, such as franchise fees and a dedicated portion of solid waste tippage fees.

Service Districts

Alternatively, the County could create a Solid Waste Service District with the intent to levy a tax to fund solid waste services and programs appropriate to various sections of the County with varying needs as well as to fund the general solid waste programs appropriate for the County as a whole. The authorization to create a solid waste service district is contained in ORS 451 County Service Facilities.

Grants

Solid waste program grants are available from the Department of Environmental Quality. They are awarded each year to local governments for recycling and solid waste prevention or reduction projects. Once the local jurisdiction receives grant money, the locality may contract with community groups, private individuals, non-profit organizations, schools, businesses or chambers of commerce to implement grant-funded projects.

Grants are also available from the Federal Government. The U.S. Department of Agriculture Rural Development Program offers solid waste management grants. Their grants may be used to provide technical assistance and/or training to help communities reduce the solid waste stream. The Environmental Protection Agency (EPA) offers solid waste grants to government agencies and non-profit organizations to promote waste reduction and the safe and effective management of solid waste. EPA solid waste grants generally fund program development or pilot projects which promote waste reduction, recycled-content products, markets for recycled materials, or assist in the development of solid waste management plans and the clean up of open dumping.

Cooperative funding

Cooperative funding between the local cities, nearby counties, commercial interests and the Port of Morrow could contribute to hazardous waste collection programs, roadside debris cleanup, waste tire collection events and other periodic solid waste events.

Financial Assurances

Finley Buttes Regional Disposal Site has, in its agreement with Morrow County, provided a Closure Fund, which is held by the County Treasurer in a special fund and deposited in an interest-bearing account. In a few short years of the drafting of this Plan the account will equal $1,000,000. At that time, Finley Buttes will terminate the monthly payments and has authorized funds accumulating in the fund in excess of $1,000,000 to be used to “reduce Solid Waste disposal rates of Persons within the County or to enhance Solid Waste disposal facilities within the County.” The County should be prepared to apply to Waste Connections, Inc. for use of these excess funds for the purpose of enhancing solid waste facilities and programs, upon agreement between the County and Waste Connections, Inc. and in accordance with Department of Environmental Quality Administrative Rules.

Recommendations

1. Provide funding for and hire a part-

time solid waste program administrator. The role of the administrator would be to support the SWAC and implement the adopted Solid Waste Management Plan in conjunction with the cities and the franchised collectors. As part of the Program, the administrator should support a public awareness campaign to educate citizens and businesses in the County.

2. Seek available grants from the Department of Environmental Quality and other applicable jurisdictions to help fund the County's solid waste program needs.

3. Look for cooperative funding as a contribution to County solid waste activities such as hazardous waste collection programs, roadside debris cleanup, waste tire collection events and other periodic solid waste events.

4. Investigate the opportunity for the use of the Finley Buttes Landfill Closure Fund, when it reaches the agreed maximum, to be used specifically to fund solid waste facilities and programs.

Adoption and Amendment Process:

Preliminary Drafts

The Plan and/or Ordinance should be reviewed by the SWAC and the Solid Waste Administrator, and may include the Planning Department, Health Department, and Public Works Department. Additionally, appropriate local jurisdictions including all the cities, towns, districts and counties participating in the Plan and the Department of Environmental Quality, as appropriate, should be included.

During a comment period lasting a minimum of 30 days after the notice of publication the County Court should hold two public hearings on the draft plan. Should the Court deem it to be necessary an open house type meeting should be held before adoption of the Plan or Ordinance.

Final Draft

Once the Draft Plan or Ordinance has gone through the public process and the County has addressed comments received, and there are no substantial changes, the County Court should hold a third and final hearing in order to adopt the Plan or Ordinance within a reasonable amount of time. Should the Plan or Ordinance need substantial changes, the public comment period and hearings should be repeated.

Plan and Ordinance Maintenance

The Plan and Ordinance should be periodically evaluated to determine whether recommended actions have taken place and whether they have been effective in achieving the recommendations and goals of the Plan. Subsequent Plan and Ordinance revisions and amendments should be developed, reviewed and approved according to the steps described in the Preliminary Draft paragraph above.