

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, This section describes the solid waste

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:

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
Collection Needs

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, Lone 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.

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.

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

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 also moved 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.

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 landfills at 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 traveling 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
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

Morrow's rail facility.

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 its administration and operation as well. 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:

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

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.
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

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.

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.