

## **Section 9E. Waste Management**

### **Introduction**

Appropriate solid waste management is important to preserve environmental quality for both current and future City residents. The waste disposal habits of City residents and businesses should occur in a manner that protects land, air, water and other resources as well as public health. Waste reduction results in lower disposal costs and reduced pollution risk from landfills. In addition, reducing waste provides economic benefits from more efficient resource use.

### **Roles and Responsibilities**

#### **State of Minnesota**

The State of Minnesota adopted a Regional Solid Waste Master Plan for managing the six-county metropolitan area's solid waste through 2024. The Master Plan was prepared by the Solid Waste Management Coordinating Board, a joint powers board of the counties of Anoka, Carver, Dakota, Hennepin, Ramsey and Washington, in conjunction with the Minnesota Pollution Control Agency (PCA). The Plan's vision focuses on sustainability by minimizing waste, preventing pollution, promoting efficiency and developing resources to revitalize local economies. The PCA provides solid waste management oversight and technical support. Each of the counties adopted their supplemental portion of the plan addressing individual county needs. The intent of this regional approach is to work toward a common vision and common goals, while recognizing the diversity of the counties.

#### **Ramsey County**

Metropolitan Counties are required per Minnesota State Statute to plan and implement activities to meet the State's policy for solid waste management. The County has adopted a Regional/County Solid Waste Management Master Plan, which was prepared jointly with other metropolitan counties and has been approved by the State of Minnesota. This plan establishes outcomes, policies and strategies to meet goals established in the States Regional Solid Waste Policy Plan. The plan establishes a vision for a sustainable community that seeks to minimize waste, prevent pollution, promote efficiency and provide a sustainable infrastructure for solid waste management. The goals and policies seek to protect the natural environment, preserve public health, and manage waste through a variety of technologies.

Ramsey County has partnered with Washington County to create the Ramsey/Washington County Resource Recovery Project. Previously, the Counties entered into a 20-year agreement with Northern States Power Company, and later NRG Energy, Inc. to process waste into fuel (refuse-derived fuel or RDF). The intent was to minimize the Counties dependence on landfills. Since the 20-year agreement has drawn to a close, the Counties saw an opportunity to further explore a shift from heavy government involvement to a more market based approach for delivery of waste from NRG, Inc. The Counties are working with Resource Recovery

Technologies, Inc. (RRT) through a 6-year Processing Agreement. In the Agreement, RRT will secure waste by contracting with haulers, and will continue to make fuel out of trash

Ramsey County also administers a variety of programs that support the plan's vision for sustainability. These include, but are not limited to, business waste assistance, business and household hazardous waste, yard waste composting and recycling.

## **Local Communities – *City of Shoreview***

The City's role in waste management is to ensure that solid waste generated in our community is managed in a manner that is environmentally and economically sound, and protects the public health and safety. Shoreview's waste management program includes managing private trash hauling through an open system, recycling, education, and establishing partnerships with other agencies and private industry.

## **Waste Generation**

### **Regional Issues and Trends**

The region faces challenges stemming from population growth and changing demographics. The County has identified following issues based on regional trends:

- Waste generation is increasing rapidly. The amount of waste generation each year has been increasing much faster than the population growth. In Ramsey and Washington Counties, the waste stream grew over 18% from 1996 to 2000 versus a population growth of 5% and employment growth of 10% over the same period.
- The recycling rate is stagnant or decreasing as economic incentives have diminished. The population and business sectors continue to recycle, but the rate has leveled off and is not keeping pace with the growth seen in the waste stream.
- Resources that could be put to a higher use are disposed of in processing facilities or landfills. Studies have found that approximately 45% of the material collected as mixed municipal solid waste could be recycled and about 70% could be used in composting facilities.
- Key decisions are made with a focus on short-term cost or profits. These decisions are not balanced with the long term costs and benefits for conserving resources and minimizing the generator's potential future liability.
- Illegal dumping of wastes and associated environmental concerns continue. Illegal dumping continues to occur in the region and is of concern to public officials at the county and local levels.
- Municipal concerns regarding truck traffic. Municipalities have raised concerns about the potential impacts of garbage truck on local roads. The concerns include safety, excess road wear, increased vehicle emissions, and aesthetics.
- Resource recovery costs are subsidized to compete with landfilling costs.

- Resource recovery capacity is not consistently utilized. Significant quantities of wastes could be recovered to produce energy but have been landfilled.

## **Local Waste Management Programs and Trends**

### **Waste Collection**

Shoreview has an open hauling system for garbage collection, which means that the City licenses private waste management companies for the collection, processing and disposal of solid waste. The City does not control rates through this licensing process. The City is divided into 5 zones for pick-up services and trash haulers must provide weekly trash pickup within each zone as a condition of the license. Because the City is committed to reducing, reusing and recycling products in our community, bi-weekly residential recycling occurs by a single hauler under contract with the City.

### **Waste Reduction and Management**

In addition to waste collection, Shoreview offers other methods to reduce and manage local wastes and in some instances coordinates these efforts with Ramsey County. These programs include curbside recycling, yard waste disposal sites, household hazardous waste disposal sites, and clean-up days.

### **Residential Programs**

**Curbside Recycling.** The City of Shoreview contracts with a private hauler to provide curbside recycling service for residents. A collection company is selected to provide pick-up at all residential properties in the City. This program is funded in part through a charge collected with residential property taxes. In 2008, this charge is \$31.50 per residential unit. Additional funding is provided from Ramsey County (which receives state funds for this purpose).

Recyclable materials including newspaper, glass, metals, plastic, cardboard and mixed paper are collected once every other week. In 2005, the City began a single sort recycling collection. The change was well received by the community due to the improved convenience. Approximately 94 percent of City households use the curbside recycling program. In 2007, about 3,305 tons of recyclable materials were collected, an increase of about 32% since 1998, when approximately 2,500 tons of recyclable materials were collected.

**Yard Waste.** Minnesota law prohibits yard waste from being disposed of in a landfill or resource recovery facility. Yard waste is defined to include leaves, grass clippings, garden waste, and tree and shrub waste. Ramsey County operates a network of seven yard waste collection sites. These sites are open 38 hours per week, five days per week, from April through November, weather permitting. These sites are monitored by County staff, who provide assistance and prevent illegal dumping. Currently, there is no fee charged for usage of the sites.

The County has tracked the usage of these sites since 1991. From 1991 to 2003, these sites receive a total of about 350,000 visitors annually and about 100,000 cubic yards of yard waste. During 2007, the County's seven yard waste sites received about 380,000 site visits and residents dropped off about 131,000 cubic yards of leaves and grass clippings. At the four sites where brush and tree waste are accepted, residents dropped off about 129,000 cubic yards of brush and tree waste.

The closest site available to Shoreview residents is located on Sherwood Road east of the City, in White Bear Township, south of County Road J. Residents may be offered yard waste pick-up through their trash collection, with an additional cost for the service.

**Household Hazardous Waste (HHW).** Ramsey County provides a year-round household hazardous waste collection site and five seasonal satellite sites that operate during summer months. The nearest seasonal satellite site is located at the Ramsey Public Works facility, 1425 Paul Kirkwood Drive in the City of Arden Hills. The County provides HHW collection services in conjunction with the City's clean-up days events. Materials collected include lead-acid batteries, some household batteries, old paint, solvents, automobile fluids, pesticides, caustic cleaners and other chemicals. Paint, both latex and oil, accounts for the majority of all HHW received. The next largest waste stream is used oil and solvents.

Through an agreement with other Metropolitan counties, Ramsey County residents can also drop off HHW waste at any HHW collection site in the metropolitan region. The Ramsey County Public Works facility on Highway 96 accepts waste motor oil.

Participant counts have been documented since 1999. The counts appear to be correlated with the amount of publicity provided. Participation peaked in 2002 but declined in 2003 when publicity efforts by Ramsey County were decreased due to budget cuts. In 2007, the County's year round and seasonal HHW sites served 23,705 participants who dropped off about 591 tons of HHW.

**Clean-Up Days.** The City of Shoreview sponsors "clean-up days" on the first Saturday of each May and October. For a fee, residents can drop off brush, old appliances, tires, and other items that are difficult to discard. The intent of this program is to reduce illegal dumping and provide a needed service to City residents. In 2007, almost 160 tons of material was collected during the City's two clean-up days, not including electronics, which totaled an additional 20 tons. Material is sorted and eligible items, such as scrap metal, are recycled. Non-recyclable materials are disposed of properly. In addition, donations to charitable organizations are accepted from area residents, and in 2007 approximately 40 tons of reusable donations were accepted at the clean-up events.

### **Non-residential and Business Programs**

The Waste Management Act (WMA) presently requires counties and cities of a minimum size to provide their residents an "opportunity to recycle." The current language does not address the non-residential sector. Approximately 55 percent of the municipal solid waste stream is

generated by institutional, and public and private business establishments. These establishments have an irregular track record of providing the opportunity to recycle for employees, tenants or customers and this is generally attributed to the fact that the market for purchasing trash and recycling services is more understandable for residential customers than for customers in the non-residential market. Furthermore, some of those who control the allocation of building space and services are not providing opportunities to recycle in the way that counties and cities have been carrying out such responsibilities on behalf of residential waste generators. A random survey of businesses conducted by Ramsey County in 2007 found the percentage of businesses recycling specific materials to be: cardboard – 79%, office paper – 74%, newspapers – 66%, magazines – 63%, cans – 59% and plastic bottles – 54%.

**Business Waste Assistance Program.** Ramsey County administers the Business Waste Assistance Program (BWAP) which provides assistance to businesses and institutions regarding hazardous waste compliance issues, waste reduction and pollution prevention ideas.

**Minnesota Materials Exchange.** This program is a free service program that is designed to reduce waste by linking organizations that have reusable goods that they no longer need with those who can use them. By providing a business reuse network, the Materials Exchange program minimizes usable materials from entering the waste stream. Benefits to the program include; receiving low or no cost materials, reducing disposal and purchase costs, freeing-up storage space, and finding markets for surplus materials. The Exchange is operated on-line by the University of Minnesota and lists materials available or wanted for exchange. Catalogs and brochures promoting the service are distributed to businesses. In the last five years, the program has saved businesses over \$7 million dollars and has exchanged over 30 million pounds of material.

**Recycling.** Ramsey County conducted a random survey of businesses in 2000 and found that approximately 69% recycle cardboard, 67% recycle office paper and 76% recycle cans. Ramsey County does provide these uses with information and technical assistance on recycling and various waste management issues. Recycling for non-residential and business uses occurs by private arrangement between businesses and waste management companies. Most commercial waste services licensed in Ramsey County offer some kind of recycling services for their customers, but as noted above, the types of services and materials collected, as well as the collection requirements, vary. Material brokers and businesses specializing in recycling services can also provide recycling options for a variety of materials.

### **Hazardous Waste**

In accordance with Statutory requirements, Ramsey County has adopted a Hazardous Waste Management Ordinance that outlines generator and facility licensing requirements, proper management of waste and enforcement provisions. The County provides hazardous waste generators with information and training on the proper management of hazardous waste and also conducts periodic inspection of licensed operations. Generator license fees vary based on the volume of waste generated, providing and incentive to reduce waste generation.

At the municipal level, land use controls and zoning regulations are important tools to ensure that hazardous waste generators are compatible with surrounding uses. Locations of hazardous materials users in the City are shown on **Map 9F-1** (Public Safety Chapter).

## **Future Needs**

The City and County, working in conjunction with state and regional agencies and the private sector, have made significant progress toward reducing the amount of municipal solid waste disposed in landfills. However, recycling and per capita waste reduction goals have not been achieved.

Ramsey County has forecast waste growth for the County over a 10-year period from 2005 to 2014. This projection does show significant waste growth in the future, even though Ramsey County's population is projected to grow at a much slower rate than other metropolitan area counties. Waste generation is forecast to increase by about 755,000 tons in 2005 to 942,000 tons in 2014, an increase of 25% versus a forecast population increase of only 4%. Most of the waste growth is due to the projected increase in waste generation, based on historical trends in the waste generation per person of 2.0% per year.

Achieving waste reduction and recycling goals require changes in individual behavior beyond the direct control of the City. The City should continue its programs to educate its citizens about waste reduction strategies and the long-term environmental, economic and social costs of waste disposal. The City should also take an active role in solid waste management and work with state, regional and county agencies in their waste reduction efforts.

## **Goals, Policies, and Recommended Actions**

### **Goals**

1. Protect land, air, water and other resources as well as public health through proper management and disposal of solid waste.
2. Reduce waste generation and promote efficiency in resource use through source reduction, reuse and recycling.

### **Policies**

- A. Work to increase the recycling rate of waste generated within the City.
- B. Educate residents on waste management issues and promote awareness of existing programs.
- C. Strive to increase participation in residential and non-residential recycling.
- D. Encourage businesses to implement waste reduction, reuse, and recycling programs.

- E. “Close the loop” by encouraging the purchase of products using post-consumer recycled materials.

### **Recommended Actions**

1. Continue the City’s efforts to promote the residential recycling program. Consider alternatives to increase participation such as coordinating recycling and garbage collection; recycling additional materials; or providing incentives. Research successful recycling programs in other communities for other alternatives.
2. Expand the educational program to include waste reduction messages, information on buying recycled products, residential composting, annual reports of residential recycling tonnage, and consequences of illegal dumping.
3. Review the City’s practices to determine if options exist to purchase additional recycled or less toxic products, and to provide leadership in recycling and reuse. Consider becoming a member of the Minnesota Materials Exchange.
4. Invite representatives from the Ramsey County BWAP program to Shoreview business events.
5. Include information on waste management resources and recycled products in the City’s business newsletter.
6. Continue to advertise Ramsey County yard waste and household hazardous waste collection sites in City publications, and note fluorescent light drop-off locations.
7. Provide information to residents and businesses on the safe disposal of electronics.
8. Continue the City’s clean-up day program, and consider expansion of the program.
9. Continue to monitor waste collection and recycling programs. Consider program modifications as needed to increase participation rates.
10. Evaluate the electronic dissemination of City information to reduce paper use.