



**2025 SMMP
TASK FORCE**

Regional Sustainable Materials Management Plan

TASK FORCE RECOMMENDATIONS

BENTON COUNTY, OREGON, JUNE 2025

SMMP Consulting Team



Elizabeth (Liz) Start
Lead Facilitator



Bryce Hesterman
Project Director & Technical
Consultant



Joel Schoening
Project Manager & Technical
Consultant

Start Consulting Facilitation Team:

Lisa Ledoux
Pea Hamilton
Rebecca Stavenjord

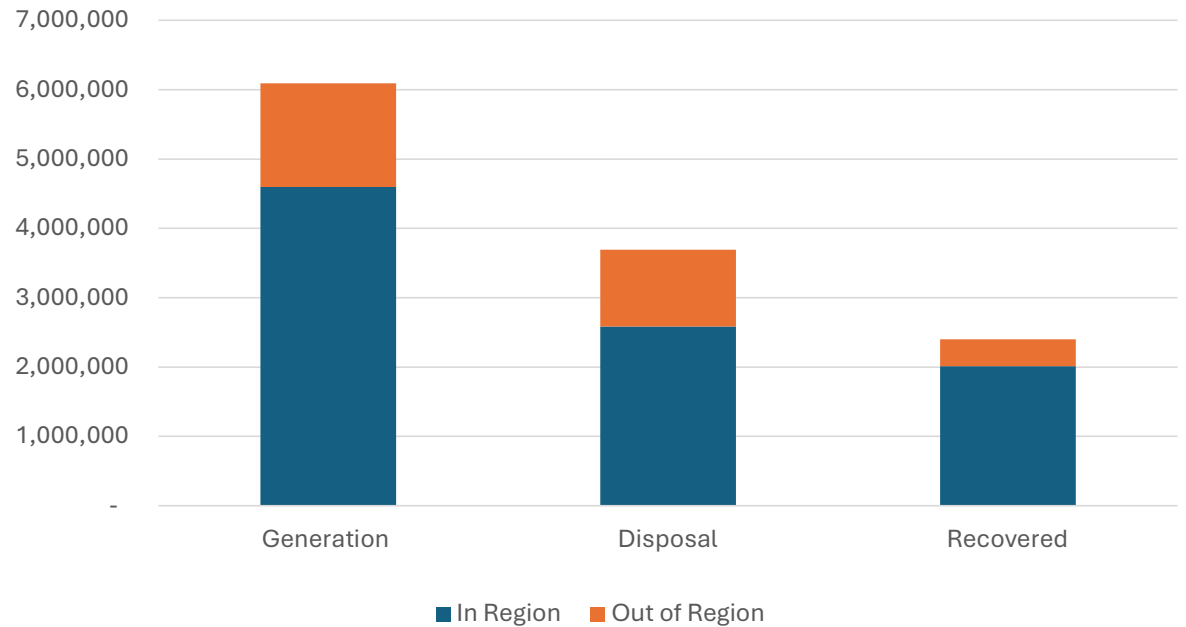
RRS Research and Analysis Support

Allegra Starr
Marcus Coleman

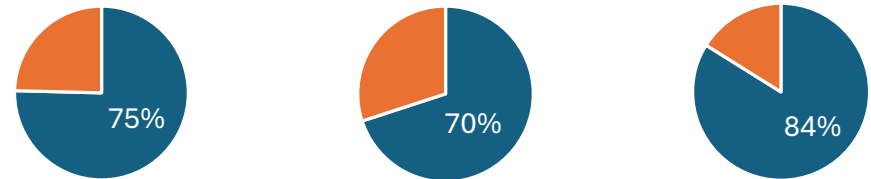
State Context:

- 6 million tons of waste generated statewide
- 75% of waste generation in 13 county region
- 2.4 million tons recovered
- 84% of all Oregon recovery in region

Statewide Waste and Recovery



Regional Share



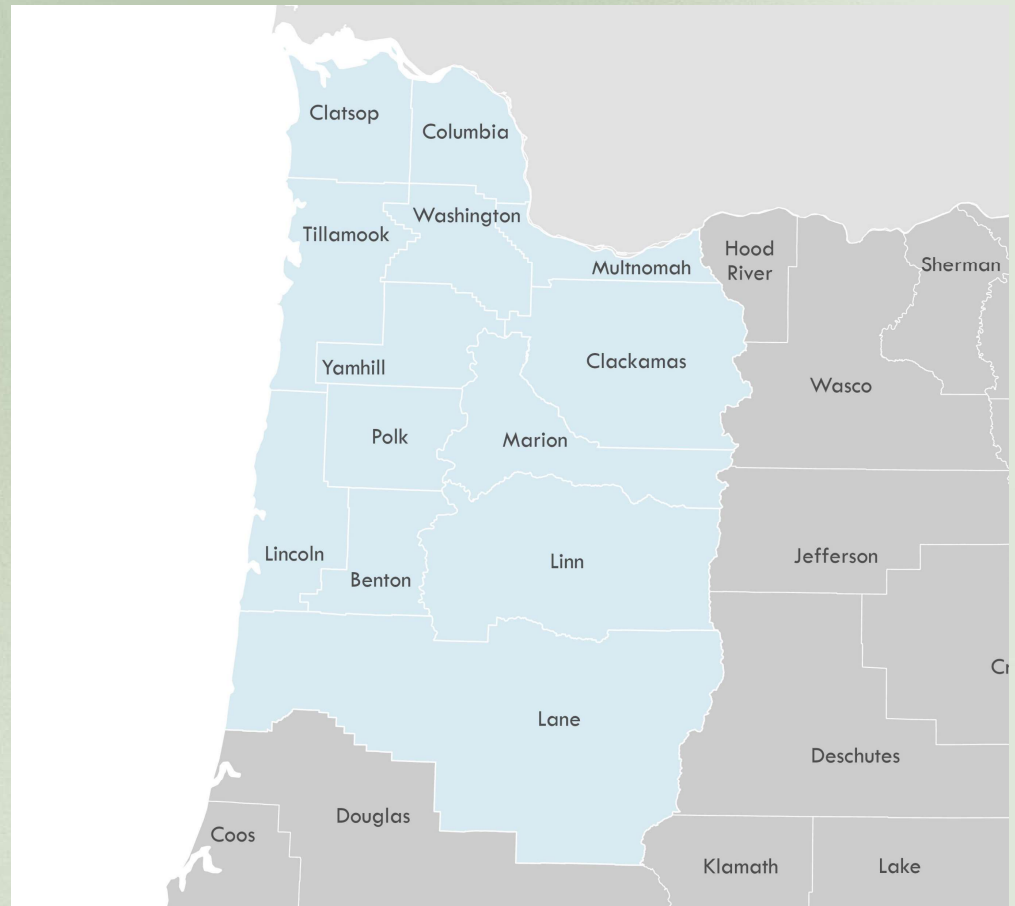
Regional Collaboration & Materials Management Approach

Benton County initiated the SMMP to initiate a regional response to a regional problem. Participants included:

- Benton County
- Lane County
- Linn County
- Marion County
- Metro

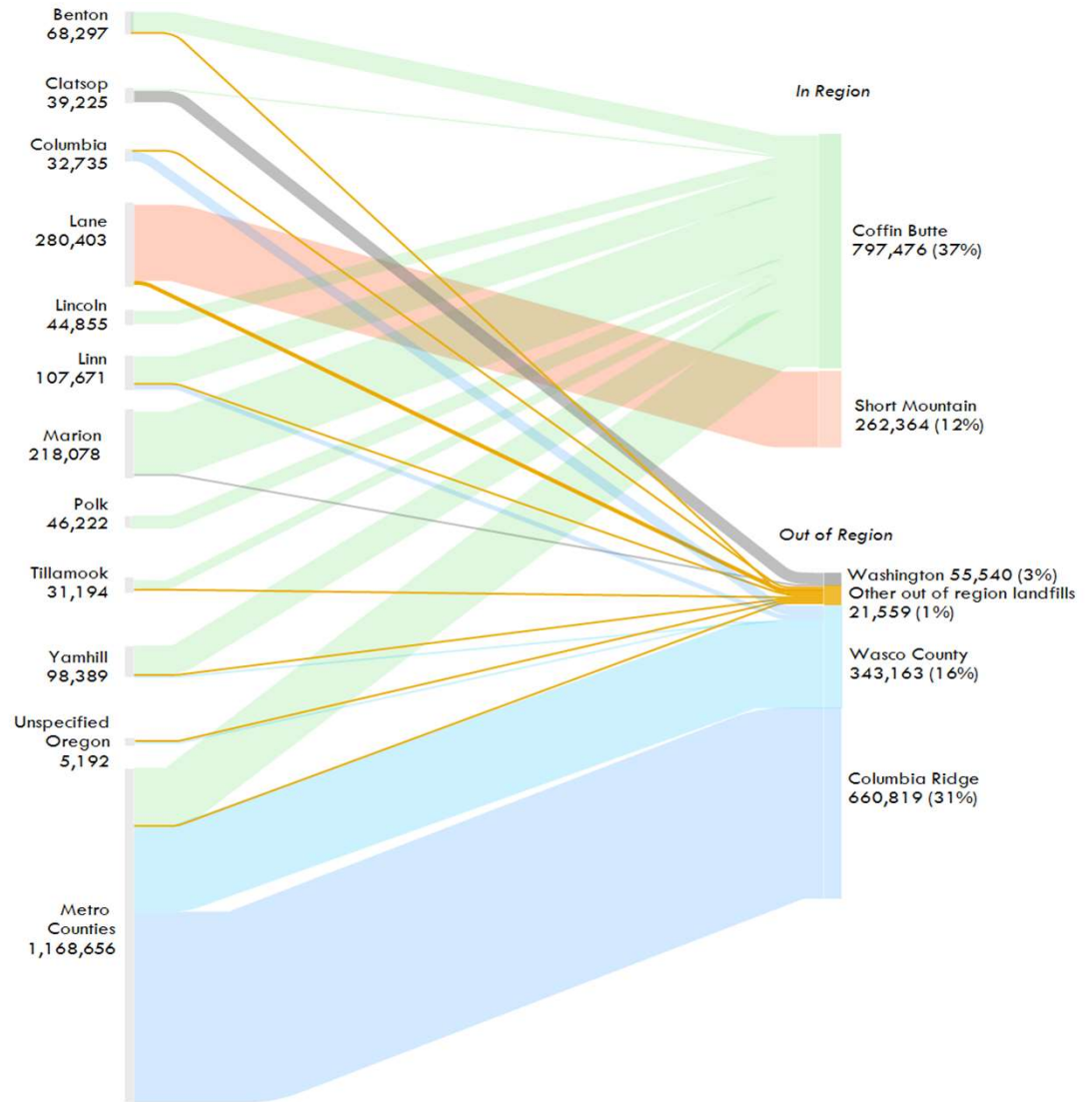
And:

- Representative from state agencies and offices
- Association of Oregon Counties, League of Oregon Cities
- Association of Oregon Recyclers
- Non profit organizations
- Academic subject matter experts



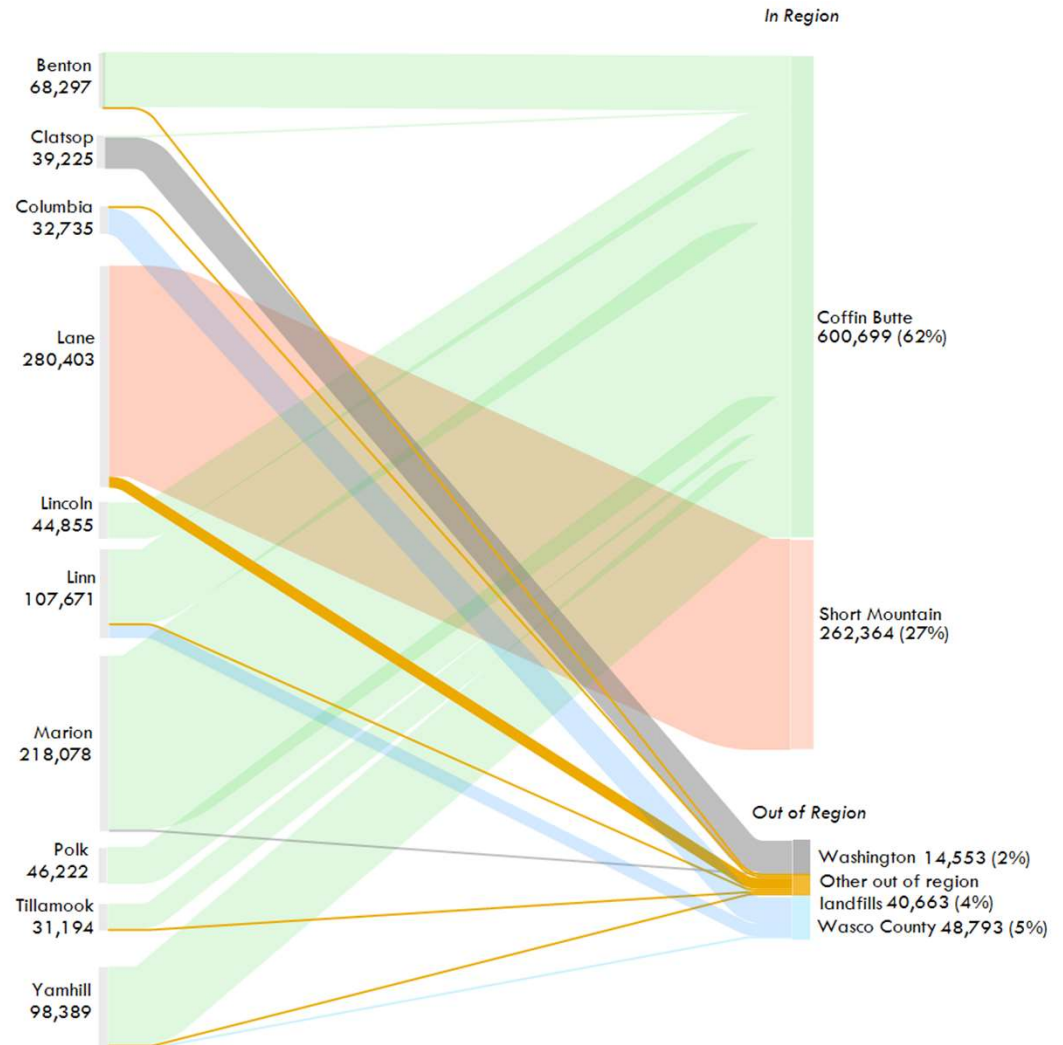
NW Oregon Waste Destination by County

- 75% of state waste generated in 13 county region
- 37% of regional waste delivered to Coffin Butte



SMMP Problem Statement:

- 33% of state waste generated by 10 counties (not including Metro)
- 62% of 10 County waste transported to Coffin Butte



Task Force Timeline:



The SMMP Task Force Process

Current State

- Background and context
- Existing infrastructure and policies
- Glossary and definitions

Future State

- Desired outcomes
- Definition of success

Research

- Policy approaches
- Investments
- Partnerships
- Case studies and research

Benefits and Consequences

- Waste diversion
- Environmental impact
- Human health impact
- Economic impact

Implementation Evaluation

- Who needs to act
- Cost
- Barriers
- Timeline

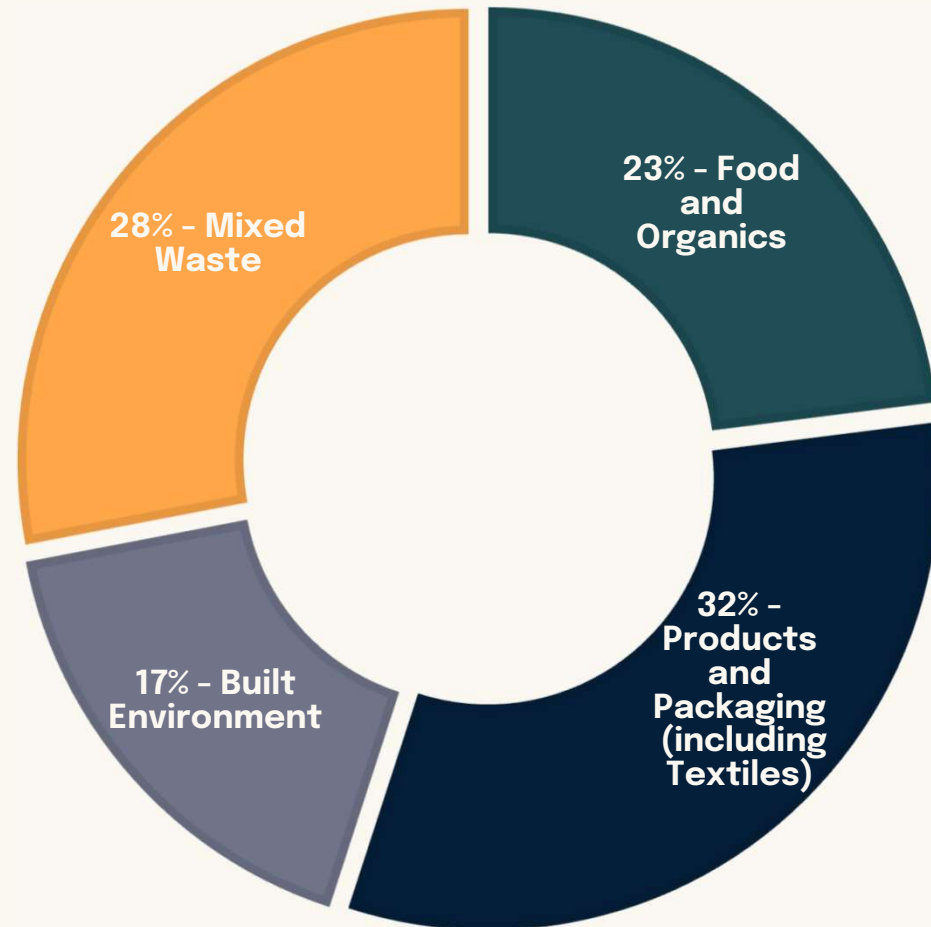
Recommendations

- Strategies in four high impact areas
- Proposed next steps and timelines to action
- Barriers that will need to be addressed

Reconsidering the “Waste” Stream

- Up to **72%** of material in the waste stream could be diverted or recovered to a higher and better “end of life” use.
- Two pathways:
 - Decrease disposal
 - Identify most sustainable options for remaining waste

RE-CHARACTERIZING WASTE



Based on analysis of 2016 OR DEQ Statewide Waste Characterization Study, Interpreted and Charted by RRS

Regional Waste Recommendation Summary

DESIRED FUTURE STATE: THE MID-NORTHWEST REGION HAS A PUBLICLY OWNED TRANSFER INFRASTRUCTURE NETWORK DESIGNED FOR RECOVERY AND WITH ACCESS TO INTERMODAL TRANSPORT.

Strategy components

Establish mechanism for lasting regional collaboration and decision making.

Develop hub and spoke transfer network and infrastructure plan.

Focus on areas with limited transfer infrastructure - Benton, Linn, Marion, Tillamook, Lincoln, Yamhill.

Design transfer facilities for recovery including comprehensive recycling drop off and a reuse center (cross over with other subcommittees).

Update logistics to be compatible with intermodal transport.

Use facility upgrades and new publicly-owned infrastructure. Phase upgrades first while planning for new infrastructure is executed.

Establish mechanism to guarantee inbound material to new infrastructure - necessary to secure funding.

Target infrastructure to be operational by 2035.

Regional Waste Recommendation Package



Phase 1: Create Regional Waste Authority



Phase 2: Study and Adopt a Regional Intermodal Hub and Spoke Network Plan



Phase 3: Finance and Develop Publicly Owned Transfer Infrastructure



Recommendation #1 Establish Mechanism for Regional Collaboration and Decision making

PHASE 1 INCLUDES
DEVELOPMENT OF A REGIONAL
BODY WITH DECISION MAKING
AUTHORITY TIED TO AN
ENTERPRISE FUND.

- Description
 - > Establish a collaborative waste “authority” to adopt and implement a regional sustainable materials management infrastructure network plan.
 - > Recommend common service standards, contracting tools, and directives on the movement of materials, provide best practice guidance and resources, and develop regional education and communication campaigns.
 - > The regional body could be established through legislation or through direct intergovernmental agreements (IGAs).
- Who Acts
 - > Core of the regional body would be counties with limited transfer or disposal infrastructure - Benton, Linn, Marion, Polk, Tillamook, Lincoln, Yamhill.
 - > It could include all 13 counties in the region, with a distinction between “owners” and “members”.
 - > Authority is led by county solid waste directors in the region and maintains a practical and operational focus.
 - > Each county contributes to the collective plan and executes county-specific components.
 - > Cities within the counties continue to execute their own service agreements
 - > Legislators enable authority.
- How is it Funded
 - > Initial funding to establish provided by each county and potentially the state.
 - > Tip fees provide source of ongoing funding through an enterprise fund.
- Barriers
 - > Requires significant coordination and political undertaking locally.
 - > Cities and service providers may have concerns about loss of local control.
 - > Private service providers will be concerned with how this may impact their service contracts and facilities and could put up opposition.
- Timeline
 - > Q4 2025 - Q2 2026: Regional governance structure and funding mechanisms explored further.
 - > Q1 2026: Begin tangible partnership conversations / negotiations
 - > End of 2026: Regional “Authority” Established.

Recommendation #2 Develop an Intermodal Hub and Spoke Transfer Network Plan

PHASE 2 IS THE STUDY AND ADOPTION OF AN INFRASTRUCTURE SYSTEM PLAN THAT WOULD GUIDE DEVELOPMENT OF TRANSFER / RECOVERY IN THE REGION.

- Description
 - > Comprehensive transfer network plan (feasibility, cost, and network design) with Regional Intermodal Center as a central hub and county transfer sites as spokes.
- Who Acts
 - > The Regional Waste “Authority” (RWA) would lead the development and adoption of a plan.
 - > If a RWA is not established this could be led by a less formal regional collaboration.
 - > County staff participate and contribute data and input on their respective needs.
 - > Local jurisdictions, haulers and other stakeholders provide input through an engagement process.
- How is it Funded
 - > All involved counties contribute.
 - > State and federal grant programs would be explored (e.g. SWIFR related) to study feasibility and network design.
- Barriers
 - > Regional planning is inherently complex and requires timely input from many parties.
 - > Timeline is limited.
 - > Potential opposition from haulers, neighboring communities and those sensitive to rate impacts.
- Timeline
 - > Q1 2027: Issue RFP to study and design a hub and spoke network.
 - > Q1 2028: Plan is “adopted” and moves on to the development phase.

Recommendation #3 Develop / Upgrade Publicly owned Transfer Stations Designed for Recovery

PHASE 3 IS THE DEVELOPMENT
OF INFRASTRUCTURE AND
POTENTIAL CONTRACTING OF
OPERATIONS

- Description
 - > Designated space for other recovery and reuse activities
 - > Ability to transload into intermodal containers.
- Who Acts
 - > RWA or host county would develop the regional Hub and own the facility, while collecting tip fees.
 - > Local jurisdictions would develop and own the county transfer spokes, and upgrade service agreements to guarantee tons.
 - > Operations could be public or private depending on circumstance.
- How is it Funded
 - > Public revenue bonds and/or other low interest infrastructure finance options.
 - > RMA funding could contribute to portions related to capture of USCL and PRO list materials.
- Barriers
 - > Infrastructure could cost \$100 million or more (~\$2-\$5 million for small rural, \$10-\$20 million for medium, and could be \$25 million or more for the large Hub).
 - > Impacts to rates will be a key issue.
 - > Inbound tonnage guarantees are essential for securing financing and covering operational costs and are politically tenuous.
 - > Development timeline is tight.
 - > General opposition to new infrastructure investment is possible from incumbent industry and neighboring communities.
- Timeline
 - > Q1 2028: Procurement issued for preliminary feasibility and design of facilities
 - > Q1 2029: Procurement issued for design, build and potentially operate the facilities
 - > New infrastructure should begin development by 2030 and be operational by 2035 at the latest.

Food and Organics Recommendation Summary

DESIRED FUTURE STATE: THE WILLAMETTE VALLEY HAS A COORDINATED APPROACH TO SHARING BEST PRACTICES AMONG LOCAL GOVERNMENTS, NON-PROFITS AND BUSINESSES, COLLABORATING ON ENGAGEMENT CAMPAIGNS, AND IMPROVING INFRASTRUCTURE FOR FOOD WASTE PREVENTION, DONATION AND RECOVERY.

Strategy Components

Regional coordination of food waste experts and actors can result in early “wins”.

Great data and collaboration already exists but is not consolidated or focused across the region.

Waste prevention focus on commercial / institutional waste has the greatest potential for impact.

Non-profits play an important role in food donation / rescue.

Awareness plays an important role to help recognize the value and potential ROI of prevention and donation activities.

Solutions must be adaptable to get buy-in from different actors, contexts and geographies.

Infrastructure plays an important role in donation and recovery and is often a constraint.

Expand food waste recovery with commercial, then single family (SF) and multi-family (MF).

Collection, processing and marketing of compost needs to happen concurrently when focusing on recovery.

Food and Organics Recommendation Package



Create regional collaboration for food and organic waste prevention, donation and recovery



Make the case and provide tools and programs for commercial and institutional prevention



Increase coordination regionally among local governments and non-profits while improving infrastructure to support donation



Expand collection, processing and end-use mid valley (Commercial / SF) and in Lane and Metro (MF)



Built Environment Recommendation Summary

DESIRED FUTURE STATE: THE STATE AND THE MID-WILLAMETTE VALLEY REGION ARE ALIGNING STRATEGIES TO ADDRESS OREGON'S HOUSING NEEDS BY MAXIMIZING THE USE OF EXISTING STRUCTURES, BUILDING WITH LOW IMPACT MATERIALS, AND DIVERTING REUSABLE MATERIAL FROM LANDFILLS.

Strategy Components

Improve the region's potential for recovery of construction, renovation, and demolition debris.

Create partnerships and systems to aggregate recovered building materials and supply them to builders, especially for housing.

Establish statewide resources and support to assist local governments in applying adaptive building reuse approaches.

Integrate principles of adaptive reuse into state strategies, across multiple agencies, to meet statewide housing needs.

Update state building codes to incentivize the use of more sustainable materials in new construction.

Built Environment Recommendation Package



Improve infrastructure for recovery and management of construction, renovation, and demolition debris.



Integrate adaptive building reuse into state housing strategy.



Adopt policies to requiring healthier, more circular building materials.



Products and Packaging Recommendation Summary

DESIRED FUTURE STATE: THE MID-WILLAMETTE VALLEY EMPLOYS SUSTAINABLE MATERIALS MANAGEMENT STRATEGIES FOR ECONOMIC DEVELOPMENT AND COMMUNITY BENEFIT

Strategy Components

Establish hubs that offer educational programs for reuse and repair, and support reuse and repair entrepreneurs.

Establish spaces to house reuse and repair infrastructure, such as storage for reusable products and washing and sanitizing facilities.

Implement statewide policies that incentivize producers and manufacturers to design for reuse, recyclability, or environmentally benign end-of-life management of products.

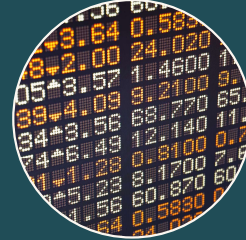
Implement statewide policies that shift the cost burden of managing products and packaging from consumers and public agencies to producers.

Establish consistent communications and outreach efforts regionally that motivate community members to buy and use more durable, reusable, repairable products and to manage them appropriately.

Products and Packaging Recommendation Package



Establish hubs for reuse infrastructure, programming, and economic development.

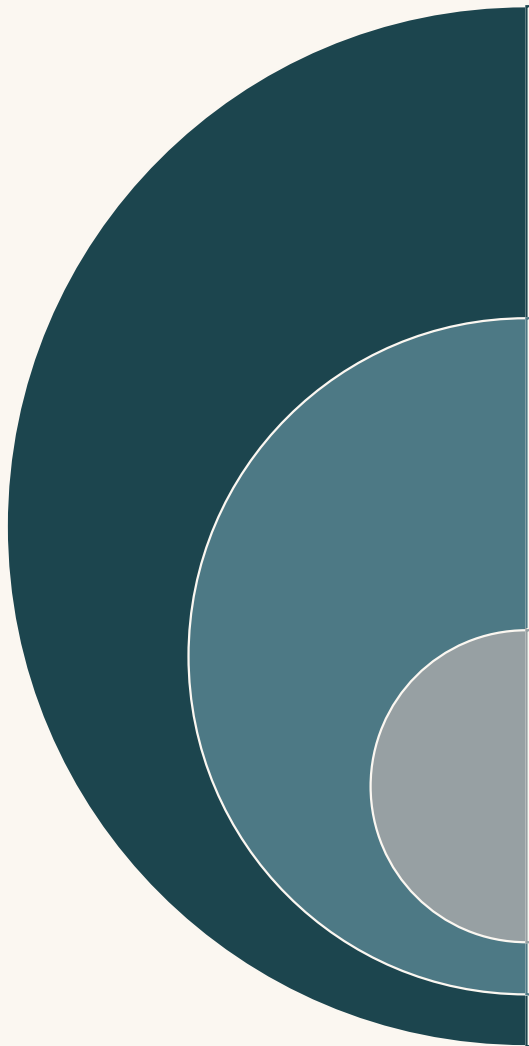


Pursue policies that shift costs of materials management to producers.



Increase collaboration and public education for recovery and reuse of bulky products.





Policies

- Regional IGA or Waste Authority
- Advocacy for state EPR Programs
- Align local policy and service contracts with regional policy goals
- Integration of sustainable materials principles into state housing strategy

Investments

- Hub and spoke collection and transfer systems
- Transfer facilities designed for recovery (all focus materials)
- Dedicated spaces for reuse/repair
- Compost processing and donated food storage

Programs

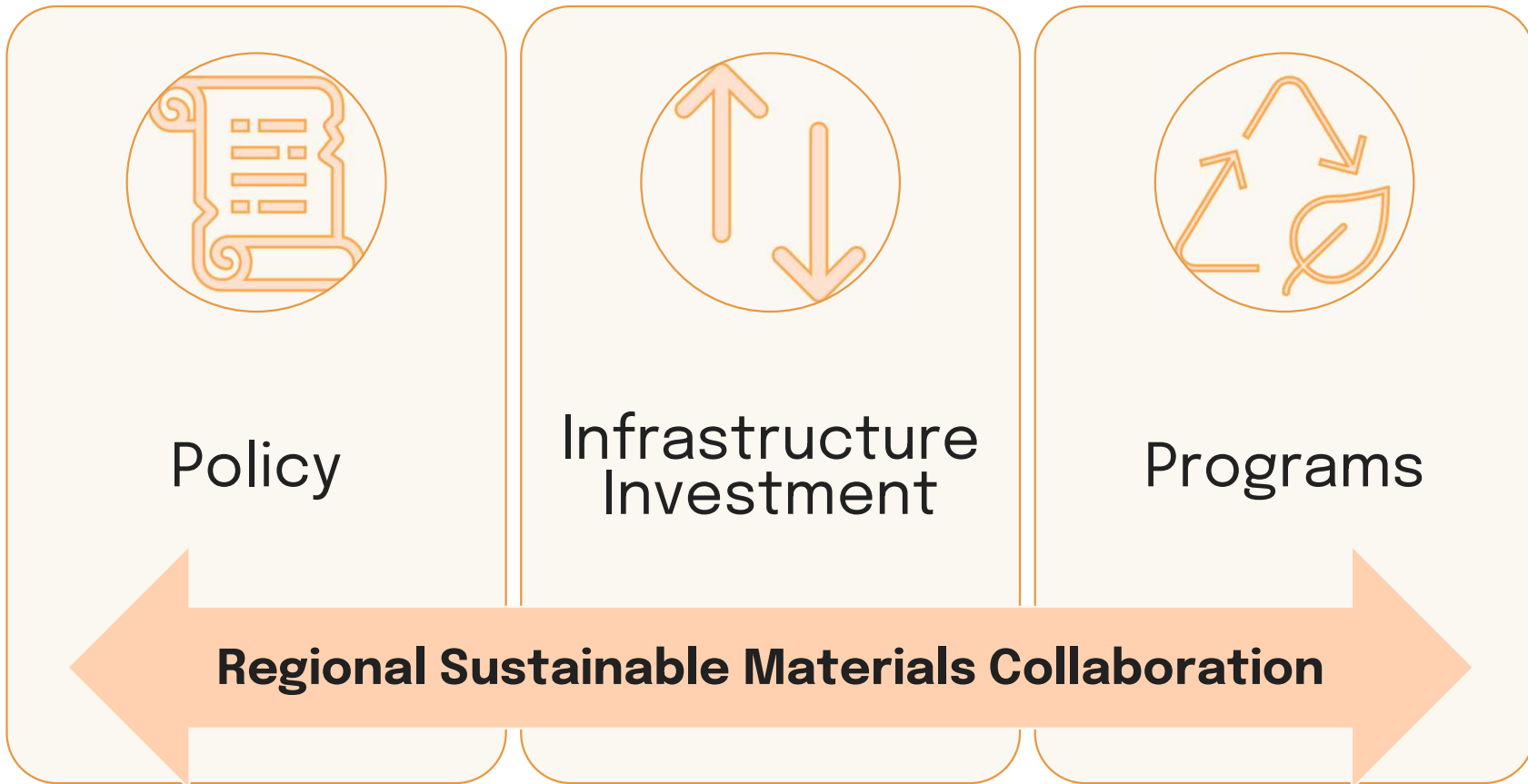
- Regional reuse and repair hubs
- Increased outreach, education and industry-specific engagement (all materials)
- Sustainable materials economic development program
- Coordinated organics

Sharpening the Focus

- “Mid Willamette Valley”
 - > Seven county regional has most critical need
- Regional resilience
 - > Potential benefits for 13 counties, and the state
- Regional collaboration for the purposes of:
 - > Long range planning
 - > Shared funding of regional infrastructure
 - > Policy leadership
 - > Programmatic support



Scenario: Formalized Regional Collaboration





**2025 SMMP
TASK FORCE**

Thank You!

TASK FORCE RECOMMENDATIONS
BENTON COUNTY, OREGON, SUSTAINABLE MATERIALS MANAGEMENT PLAN
JUNE 2025