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## **York County Municipal Waste Management Plan**

### **Purpose, Form and Content**

#### **Background**

Planning for Municipal Solid Waste Management in York County has occurred in some fashion for over 40 years. Many of the early plans were efforts to coordinate the waste management responsibilities of the municipalities. These had minimal effect, because the County had no statutory powers of enforcement. Most recently, the Municipal Waste Planning, Recycling and Waste Reduction Act of 1988 (Act 101), for the first time, shifted the authority for Municipal Waste Management to the County. In turn, the County was provided with the option of designating an agent to assume those powers and fulfill those responsibilities. York County designated as its agent the York County Solid Waste Authority. This transfer of authority away from the municipalities was intended to give the County the ability to implement the recommendations developed in the planning process. Act 101, placed upon the County the responsibility for securing sufficient disposal capacity for its waste through contractual commitments or through the ownership and operation of its own processing facilities. Additionally, it required the County to demonstrate to what extent it could feasibly attain the state's recycling initiative. Shortly before the enactment of Act 101, the County had already initiated planning efforts to address its disposal needs through the proposed design and construction of the York County Resource Recovery Center. In 1991, in accordance with the provisions of Act 101, York County incorporated into its then recently adopted Plan to construct and operate this facility, the new guidelines of Act 101, along with the legal powers to enforce its programs. The final Plan was approved by the municipalities and by the Board of County Commissioners and the Pennsylvania Department of Environmental Protection. (PADEP)

The efforts of the Authority to implement the Plan have produced tangible and substantial results for the last 25 years. The Plan provided numerous benefits to York County. By securing disposal capacity in professionally operated state of the

art waste-to-energy facility the County ensured its citizens fair and equitable disposal costs and increased protection from future potential environmental liabilities. A licensing program for waste transporters reduced the occurrence of illegal dumping in the County, thus enhancing public health and safety. The combination of mandated and voluntary recycling initiatives conserved valuable natural resources.

There have been no revisions to the Plan since it was adopted. This current project will serve as the most in-depth review of waste management and recycling practices in York County since 1990. This update evaluates the effectiveness of the existing Plan and reviews York County's ability to implement the tenets upon which it was based. Based on those findings, certain components may be revised and programs may be altered to complement the current regulatory climate, the changing demographics, the characteristics of the waste stream and the resources of York County. The Plan will outline the step-wise process from fact finding through analyses to final recommendations. It will also provide a schedule by which the revised Plan must be implemented.

## **Elements of the Plan**

The York County Municipal Solid Waste Management Plan will use a series of fundamental components designed to provide a comprehensive evaluation of the current solid waste infrastructure, the management of specific material, as well as individual and collective behaviors that influence local practices. The findings will support the development of future enhancements and improvements to the collection, processing, and recovery programs. The planning process will consist of the following exercises:

### **Waste Stream Analysis**

The Waste Stream Analysis establishes an inventory of the sources of municipal waste, identifies specific generators in select categories, and characterizes the content of the waste. National and regional studies and trends are used to analyze the local waste stream, its composition and to calculate future disposal and recovery rates. Finally, projected population and employment increases are used to derive future solid waste management capacity needs.

## **Waste Handling and Disposal**

The Waste Handling and Disposal component will explore the County's municipal solid waste collection programs for residential, commercial institutional and government entities. It will identify those who provide services for the collection, processing and disposal of York County municipal waste. The adequacy of municipal collection programs for the County's current and future population and expected waste generation will be reviewed. Gaps and inadequacies of services will be identified. Undesirable waste management activities along with mechanisms to deter such behavior will be discussed. This component will also contain a detailed inventory and description of current disposal facilities. Alternative technologies and mechanisms will be examined to achieve an integrated waste management system and provide value added benefits and services to York County residents.

## **Recycling and Waste Minimization**

The Recycling and Waste Minimization component begins with an inventory of the waste recycling programs available within York County. Composting programs and yard waste management services will also be outlined. Public and private sector operations will be acknowledged. The Recycling and Waste Minimization component will assess the County's actual overall attainment of the statewide goal of a 35% recycling rate. Individual municipal performance will be graded as well. Finally, this component highlights materials with future potential for recovery for energy and recycling. Enhancements to County and/or municipal programs will be identified.

## **Public Awareness and Participation**

The Public Awareness and Participation component includes direct involvement from the Municipal Waste Advisory Committee (MWAC). This group is representative of the diverse stakeholders of York County. Perspectives and opinions will be offered by municipal officials, the public, business owners and private sector representatives from the waste and recycling industry. They will be asked to comment on the adequacy of current services and provide a vision for the future.

## **Implementation Strategy**

The final component brings together the findings and recommendations of the planning process into an action plan. The Implementation Strategy describes the

resources, tools and timeframe to achieve the goals of the York County Municipal Solid Waste Management Plan.

## **Structure and Organization**

The York County Municipal Solid Waste Management Plan will be comprised of eleven chapters and a series of appendices as needed. The chapters will follow the required sequence outlined in Act 101, and the planning requirements documented in the most recent PA DEP Technical Guidance Document, 254-2212-504. Following is a brief description of their contents.

- **Chapter 1 Description of the Waste** discusses York County's current waste stream characteristics, reported and estimated waste quantities and material types, and projections of the waste stream over the next 10 years. The chapter also examines general demographic data such as population and housing densities, urban and rural elements, economic conditions and county characteristics, including climate, geology, and traffic conditions, which may influence waste collection, waste disposal, and type of materials disposed of over the next 25 years.
- **Chapter 2 Description of Facilities** documents the current collection and disposal practices throughout the County. It identifies transporters of different types of municipal waste. It also provides data on the ultimate disposition of various York County municipal waste components. Lastly, it discusses the degree to which York County competes for disposal capacity with other entities.
- **Chapter 3 Future Capacity** projects the future waste generation and disposal capacity that will be required by York County for the next decade. It presents legal issues related to flow control and capacity assurances. It also discusses the consideration given to the hierarchy of current and future available waste management technologies during the planning process.
- **Chapter 4 Description of Recycling** presents the overall performance of recycling programs currently operating throughout York County. It compares the County's efforts to similar programs implemented in other areas of the United States. It illustrates strengths and weaknesses and makes recommendations for future recovery.

- **Chapter 5 Selection and Justification** offers the analysis and reasoning behind selections made during the planning process for a comprehensive waste management system in York County. It provides economic and environmental benefits of various options. It also offers a description of anticipated gaps in waste management as well as potential business opportunities.
- **Chapter 6 Location of Facilities** presents the results of York County's disposal capacity determination. It subsequently identifies the names, locations and types of facilities that may be designated to receive York County's processible and non-processible municipal solid waste over the next 25 years.
- **Chapter 7 Implementing Entity** identifies the York County Solid Waste Authority as the agency that will assure that the final recommendations of the plan are carried out according to the implementation strategy. This section describes the statutory authority of the YCSWA, provides the organizational structure, and addresses the base financial needs of the agency to achieve the programs and services outlined in the plan.
- **Chapter 8 Public Function** discusses the disposal, composting and recycling facilities, equipment and programs currently owned and operated by public sector organizations (county and municipal) in York County. In addition, it speculates on and may recommend future public facilities that might be developed.
- **Chapter 9 Implementing Documents** explains the legal documents necessary to implement and enforce specific elements of the approved York County Municipal Solid Waste Management Plan. These include contracts, licenses, ordinances, rules, regulations, and other related information.
- **Chapter 10 Orderly Extension** outlines how the elements of the Plan will allow for a smooth transition from any current and potentially conflicting programs to those newly recommended.
- **Chapter 11 Non Interference** describes the relationship between the York County Municipal Solid Waste Management Plan and private sector owned and operated facilities located both within and outside of the County. It offers

assurances that if and when the recommendations of the County Plan require changes that impact these facilities, it will allow for existing contractual obligations until the terms of expiration.

- **Chapter 12 Public Participation** identifies the members of the MWAC and the stakeholder segment, which they represent. It highlights the issues felt to be of greatest importance by the MWAC and describes the vision the committee has for the future in York County.

Professional sources of information, technical references, and acknowledgements, and a record of the public's participation are all useful and necessary to support the assumptions and recommendations made throughout the Plan. In addition, copies of the actual legal documents, rules and regulations, forms and other mechanisms that will be used to enforce the Plan. Following is a description of the contents typically provided in a series of eleven appendices. They are listed here in no particular order of significance. Depending on the outcome of the planning process, some or all of these appendices may be included, a few may be eliminated, and others yet unknown may be added.

- **Appendix A** contains basic words and acronyms used throughout the document and their meanings as they relate to solid waste management.
- **Appendix B** contains the contract provisions required of any facilities, which may reserve disposal capacity for specific types of municipal waste for York County during this planning period. (if applicable)
- **Appendix C** offers a simplified format and the necessary documents to add a facility and secured capacity for specific types of municipal waste during this planning period. (if applicable)
- **Appendix D** includes any and all County ordinances necessary to implement the provisions of the York County Municipal Solid Waste Management Plan.
- **Appendix E** contains the registration forms, which must be submitted by transporters desiring to collect and transport municipal waste and/or recyclables in York County. (if applicable)
- **Appendix F** includes those documents necessary to accurately track and

monitor waste and recycling activities in York County. They may include report forms for transporters, disposal facilities, municipalities, and commercial entities.

- **Appendix G** presents the official delegation and transference of duties from York County to the York County Recycling and Solid Waste Authority. The document delineates the powers, responsibilities and financial commitments of the two parties.
- **Appendix H** presents a list of background publications referenced and other tools used to justify assumptions and other recommendations made in the development of the Plan.
- **Appendix I** documents the degree of public participation utilized in development of this Plan. It includes a combination of presentations, handouts and meeting minutes. It shows both citizen and private sector involvement in development of the future vision of waste management in York County and the final adoption of the Plan.
- **Appendix J** contains contractual agreements related to the operation of the Resource Recovery Center
- **Appendix K** provides any additional information or developments that occurred after official publication of this Plan.