

**Solid Waste Advisory Committee Meeting Summary
February 23, 2004**

Attendees:

David White	Steve Schwab	Doug DeVries
Mike Miller	Jeff Murray	Mike Leichner
Sarah Jo Chaplen	Anita Largent	Mike Misovetz
Dean Kampfer	Matt Korot	Susan Ziolk
Judy Crockett	Mike Huycke	Mary Sue Gilliland
Mike Hoglund	Susan McLain	Michele Adams
Scott Klag	Tom Chaimov	Doug Anderson

I. Call to Order and Announcements

Susan McLain

- Councilor Susan McLain convened the meeting at 3:08 p.m.
- Approval of January 26, 2004, Meeting Summary: Mr. Matt Korot motioned to approve the summary; Mr. Mike Misovetz seconded the motion; there were none opposed; the Meeting Summary passed as read.

II. Solid Waste & Recycling Director's Update

Michael Hoglund

- Mr. Michael Hoglund explained that Council had directed staff to negotiate the terms of a contract extension for operation of Metro's transfer stations. Staff will be briefing Councilors on the results of these negotiations prior to the Thursday, February 25, Council meeting when the Councilors will vote to extend the contract or release a request for proposals.
- Mr. Hoglund said that the Council President asked the Department to propose budget efficiencies, and the Department has responded. Council has a series of meetings to review the budget in March, but the Department presentations and public hearings are scheduled in April.
- Mr. Hoglund stated that the Contingency Plan Work Group recommendations, the process for implementation, additional research or analysis needed, and related public outreach would be discussed at the February 24 Council Work Session. Because implemented recommendations would be functional plans requiring local government cooperation, this topic will also be discussed at the Metro Policy Advisory Committee meeting March 10.
- Mr. Hoglund announced that the Solid Waste Rate Review Committee has finalized its recommendations in concept, but will have one more meeting to vote on the final recommendations. This year the Committee has spent a great deal of time analyzing cost allocations.
- Mr. Hoglund thanked the SWAC members that are participating in RSWMP public involvement focus groups.
- Mr. David White asked about the status of compost-related arrangements with Threemile Canyon Farms. Mr. Hoglund explained that legal issues have arisen and the status might change, but he could not elaborate.

III. Regional Solid Waste Management Plan Update

Scott Klag

Mr. Scott Klag reminded SWAC that it reviewed the goal-setting chapter, Chapter 5, of RSWMP the previous month. He mentioned that the purpose of his presentation on Chapter 7 is to review the purpose, history, content, scope and progress made in implementing the Plan recommendations.

Mr. Klag reviewed the format of the recommendations, recalling that they were developed a couple of years after DEQ's designated order for Metro to do more to recycle, thus many stakeholders believed a highly prescriptive plan was necessary. The recommendations are also geared towards performance

strategies. Mr. Klag noted that concerns about the region meeting goals and targets have lessened due to Metro's implementation of the Plan and reporting on implementation to DEQ.

The scope of the recommendations includes focus on the primary areas in waste reduction: residential and business practices, including organics; and the building industries, or construction and demolition (C&D). Recommendations for facilities focus on regulation and siting, transfer and disposal, and household hazardous waste (HHW).

Mr. Klag explained that waste reduction amendments have been the most significant. In the residential section there were a few minor changes in 1997. In the facilities and services section, there were amendments to regulation and siting. Transfer and disposal recommendations had significant amendments in 1997, 1998 and 2000. The HHW chapter was revised substantially in 2000.

The HHW section reflects the evolution of the thinking of SWAC and other stakeholders about how we accomplish RSWMP recommendations. The original HHW recommendations were very detailed in outlining roles and responsibilities. The amendments have made it more of a strategic framework with emphasis on education, use of alternative products and proper use and storage. Additionally, the terminology was changed from recommended practices to recommended strategies.

There are five recommendations within the HHW chapter. They include risk reduction, product stewardship, or shared product responsibility, targeting risk, and integrating education into collection services. An important part of the facilities chapter concerns utilization of public and private facilities efficiently and effectively, including using private facilities to stage HHW collection events. The round-ups and education program are a direct consequence of implementing the Plan and revisions.

In 2003, the waste reduction initiatives chapter underwent major revision. The plan was set-up to track progress in achieving the waste reduction goals and in 1999 we realized that we would not reach the 2000 goals. Therefore, the waste reduction initiatives were developed in cooperation with local governments and other stakeholders to focus on three targeted areas: C&D, commercial and organics. These three tracks emphasize the waste management hierarchy – waste reduction/prevention, recycling and then disposal. They also promote market development and the opportunity model including education and targeted outreach, such as technical assistance to businesses. Although some of the waste reduction recommendations were streamlined by amendments, the tonnage targets for the three sectors remain. Mr. Klag explained that the yearly Partnership Plan for Waste Reduction has taken the place of detailed implementation tables in the RSWMP. This allows for flexibility, while still incorporating a public process and accountability.

Mr. Klag noted that the current chapter concerning regulation and siting is thin. Nevertheless, when the Plan was adopted, these were areas of concern. For example, the yard debris system was unstable. In addition, siting facilities was difficult and the Plan called for local governments to have objective standards for siting these types of facilities. An organics facility was desired, but due to past issues with organics, people wanted to ensure that there was adequate Metro or DEQ regulation. After the Plan was adopted, Metro and DEQ adopted an inter-governmental agreement whereby Metro regulations meet or exceed the DEQ standards for yard debris processing facilities in the region. While we do not have an organics facility in the region now, at one time there was a vermicomposting facility and Metro did regulate that facility.

There are four sets of recommended practices in the transfer and disposal system chapter covering transfer stations, landfills and reload facilities. The two goals that haven't changed are to maintaining the existing system of private general and limited-purpose landfills; and to maintain options for haulers to choose among disposal alternatives. Soon after the Plan was adopted there was an amendment to allow the siting of reload facilities that did "direct haul" to appropriate disposal facilities. The final recommendation in this chapter allows additional capacity to the region's transfer and disposal system and requires that new transfer stations perform material recovery. Mr. Klag said that this chapter would be evaluated to see if there is enough capacity, service, and access and to identify any other developments in the system.

The Plan recommendations were founded on stakeholders desire to invest in waste reduction before disposal capacity. There was an explicit prohibition against new transfer stations originally because the plan was to increase material recovery and decrease the need for additional disposal capacity. However, this was amended to allow new transfer stations. Additionally, the Plan was strongly focused on the opportunity to recycle model, in that by making services convenient and easy for people, they will use them and the recycling rate will increase. There have been discussions about moving away from the opportunity model, and to require certain sectors to use the services. There has been continued focus on the waste reduction hierarchy. Finally, maintaining flexibility and encouraging innovation has been achieved through adaptability in the system, not through one-size-fits-all recommendations. There are two constraints on the system – that it should be performance oriented and cost-effective using targeting and tracking.

Councilor McLain questioned Mr. Klag's bullet point, "are we done?" Mr. Klag clarified that he was referring to the transfer station and disposal section. Councilor McLain's said that she doesn't agree with that question being asked because it is policy laden and has more to do with Councilor's views on transfer stations.

Mr. David White and Mr. Jeff Murray complimented Mr. Klag on his presentation.

IV. Cost Model

Tom Chaimov

After a brief break, Mr. Chaimov explained that this cost model is in response to Metro's increased focus on cost analysis, for example, in relation to the transfer station operations contract and the agency's budget. It has been on the department's to do list for several years, but because staff has not had time a consultant was retained to develop this model. It is more-or-less complete, but inputs are being calibrated and assumptions refined. Mr. Chaimov explained that the model is designed to evaluate the cost impacts of management and operational decisions. The structure is complex and has limited flexibility. Operations cannot be optimized or reengineered using this model. However, there are many input variables including tonnage profiles (number, size and types of loads), hours of operation, pay rate for job types, staffing levels, recovery rate, per ton revenue available when materials are sold at market, fixed costs, and variable costs such as utilities. The basic outputs are per ton costs. The benefit of this model is that big changes can be quickly tested to estimate approximate change from baseline. Mr. Chaimov then reviewed the examples that were included in the agenda packet.

Ms. Judy Crocket noted that in the policy change example, tonnage was reduced by 25 percent and asked if, for example, only dry waste could be reduced. Mr. Chaimov replied yes, there are many detailed options for manipulating inputs.

Mr. Murray noted that in the example it is assumed that if Metro Central closed on the weekend, the tonnage missed would instead arrive during the week. However, it is more likely that most of it would end up elsewhere. Mr. Chaimov agreed.

Mr. Steve Schwab asked how Metro did on the tonnage forecast. Mr. Chaimov thought that actual tonnage was within one percent of the forecast. Mr. Schwab then asked if the Rate Review Committee (RRC) used the tonnage forecast. Councilor McLain replied that the RRC has looked at the model and components comprehensively this year.

Mr. White asked if this model would be used internally, and noted that stakeholders would have to have confidence in the model also when basing decisions on it. Mr. Hoglund remarked that he is familiar with that issue from his past in working with transportation and integrated land use models. What they did was to hold a technical work session for those that are interested. Mr. Hoglund also noted that this is version one of the model and it will be updated; it is not the end all for decision-making. Councilor McLain added that a policy session covering strategy and concept could precede a technical work session. She agreed that this model should be reviewed for practicality.

Mr. Dean Kampfer asked if there is an expected use of this model. Mr. Chaimov replied that he is confident that there will be many uses, but some issues driving the need for this model have already been resolved. Mr. Hoglund added that this could be a useful tool in calculating franchise tonnage caps this summer. Councilor McLain agreed that this model would provide Council with sophisticated analysis of potential impacts of a policy decision on the system. Mr. Doug Anderson noted that Metro's transfer station costs are the contract costs. One of the original purposes of this model was to assist in evaluating transfer station operation costs. Mr. Kampfer asked if this model would be incorporated into the operations contract. Councilor McLain replied that would be something to consider.

IV. Other Business and Adjourn

Susan McLain

As there was no further business, Councilor McLain adjourned the meeting at 4:36 p.m.

Documents to be kept with the record of the meeting (copies available upon request):

Agenda Item I:

- Meeting Summary of the January 26, 2004, SWAC meeting (included in agenda packet)

Agenda Item III:

- RSWMP Recommendations, Strategies and Implementation (overview of presentation; included in agenda packet)
- RSWMP Draft Summary of Recommended Solid Waste Practices (included in agenda packet)
- RSWMP Update – Recommendations (handout)

Agenda Item IV:

- A New Analytic Tool: Overview of Metro's Transfer Station Cost Model (included in agenda packet)
- A New Analytic Tool: Example Output from Metro's Transfer Station Cost Model (included in agenda packet)
- A New Analytic Tool: Example Output from Metro's Transfer Station Cost Model (revised; handout)

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Purpose of Recommendations

- Identify areas of regional interest
- Set expectations of performance
- Provide strategic foundation

Regional Solid Waste Management Plan Update

Chapter 7 - Recommendations

SWAC

February 23, 2004

Agenda Item III.

Development Process

- Assessed waste reduction & disposal trends
- Examined impact of new waste reduction practices
- Established regional recovery goal

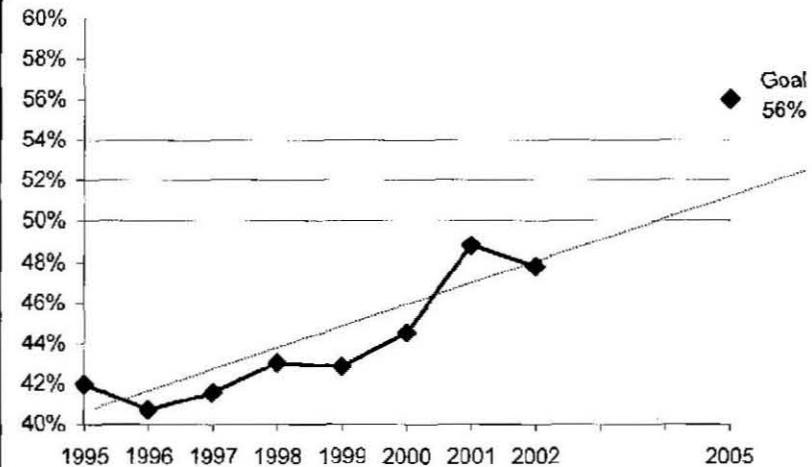
Objectives for Presentation

- Review RSWMP Chapter 7
 - Purpose, development, scope, revisions, progress in implementing
- Flag areas of concern to SWAC
 - Questions, clarifications, areas requiring attention

Scope of Recommendations

- Waste Reduction
 - Residential
 - Business (including organics)
 - Building Industries (C&D)
- Facilities and Services
 - Regulation and Siting
 - Transfer and Disposal System
 - HHW

Metro Region Recovery Rate



Plan Amendments

- Waste Reduction
 - Residential - minor changes 1997
 - Waste Reduction Amendments of 2003
 - Business, Building Industries (C&D), Commercial Organics
- Facilities and Services
 - Regulation & Siting - minor changes 1997
 - Transfer & Disposal System
 - Amended 1997, 2000
 - HHW - revised 2000

Description of Recommendations

- Key concept and approach
- Key elements
- Role and responsibilities
- Implementation & performance

HHW Recommendations

- Strategic framework - risk reduction
- Outreach and education
- Shared product responsibility
- Collection services - target risks & integrate education
- Utilize public and private facilities efficiently & effectively

Overview of Recommendations

- HHW
- Waste Reduction Amendments of 2003
 - Business
 - Building Industries (C&D)
 - Commercial Organics
- Residential
- Regulation & Siting
- Transfer & Disposal System

HHW Recommendations *Implementation*

- Roundups & education program established
- Product stewardship initiatives increasing
- Potential update issues:
 - How should we allocate resources between education, stewardship and collection to best reduce risks?

HHW Recommendations *Revised in 2000*

- Provides a “strategic framework”
 - from “practices” to “strategies”
- Sets a direction
 - education and targeting to reduce risks to residents & the environment

2003 WR Recommendations

- Integrated frameworks promoting the waste reduction hierarchy
- Promote the opportunity model
- Emphasize “targeted” technical assistance
- Support for market development
- Contingency Plan established

Waste Reduction Recommendations

- Waste Reduction Amendments of 2003
 - Business
 - Building Industries (C&D)
 - Commercial Organics
- Residential - minor changes 1997

2003 WR Recommendations *Implementation*

- Tonnage targets remain
- Implementation *IS* the yearly “Metro & Local Government Partnership Plan for Waste Reduction”
- Potential update issues:
 - RSWMP Contingency Work Group recommendations

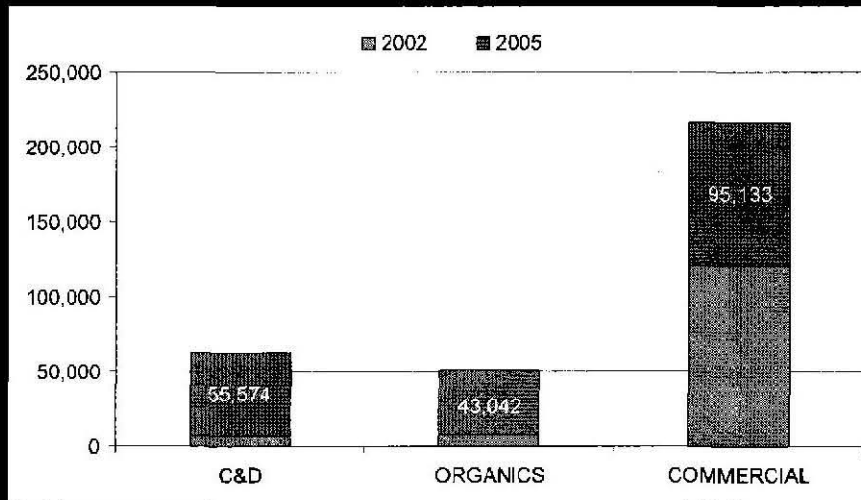
2003 WR Recommendations

- In 1999, recognized Year 2000 goal was not going to be reached
- Waste Reduction Initiatives developed & incorporated into RSWMP
- Plan amendments follows HHW revision in emphasizing strategies

Residential Recommendations *Implementation*

- Waste prevention
- Home composting
- Commingling
- Potential issues for Plan update:
 - Identify barriers to progress?
 - Revise chapter in 2003 WR Amendment format?

Waste Reduction Initiatives



Solid Waste Facilities and Services

- Regulation and Siting
- Transfer and Disposal System

Residential Recommendations

- Education and Information for Waste Prevention
- Expansion of Home Composting
- Expand and Increase Participation in Existing Residential Curbside Programs
- Development of New Collection Technologies
- Curbside Collection and Processing of Residential Food Wastes

Transfer & Disposal System Recommendations

- Four recommendations:
 - 1) Transfer stations
 - 2) Landfills
 - 3) Hauler choice
 - 4) Reloads

Regulation and Siting Recommendations

- Yard debris processing system
 - Increase the stability and environmental acceptability of yard debris processing facilities in order to lower barriers to siting and operation
- Establish organic waste regulatory system
 - Regulation to ensure environmentally sound and publicly acceptable processing facilities for business and residential food wastes.

Transfer & Disposal System Recommendations # 2,3

- Maintain the existing system of private general and limited-purpose landfills.
- Maintain options for haulers to choose among disposal alternatives.

Regulation and Siting Recommendations *Implementation*

- Yard debris
 - IGA with DEQ
 - Metro regulatory program
- Organics
 - Metro and DEQ systems

Transfer & Disposal System Recommendations

- Revisions to recommendation #1
 - 2000 - allows new transfer stations subject to considerations of both capacity and access issues

Transfer & Disposal System Recommendations # 4

- Allow the siting of reload facilities for consolidation of loads hauled to appropriate disposal facilities,
- Revisions to recommendation #4
 - 1998 - allowed use of disposal facilities other than Metro transfer stations

Transfer & Disposal System Recommendations

- Issues for Plan Update
 - Are we done?

Transfer & Disposal System Recommendations #1

- Allow additions to the existing system of three transfer stations as necessary to maintain solid waste transfer and disposal service levels. New transfer stations may be authorized where they provide a net benefit to the regional solid waste system. New transfer stations shall perform material recovery subject to facility recovery rate standards.

Summary of Recommendations

- Invest in waste reduction before disposal capacity
- Increase opportunity to recycle
- Follow waste reduction hierarchy
- Maintain flexibility and encourage innovation
- Targeting and tracking
- Ensure cost-effectiveness

Next Steps

- Identification and discussion of key planning issues?