

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING ) RESOLUTION NO. 00-2940  
THE YEAR 11 PARTNERSHIP PLAN )  
FOR WASTE REDUCTION ) Introduced by:  
(FISCAL YEAR 2000-01) ) Mike Burton, Executive Officer  
)

WHEREAS, the Partnership Plan for Waste Reduction has been a significant part of the Region's waste reduction and recycling programs for the past ten years in order to attain state mandated regional recovery goals (OAR 340-90-050); and

WHEREAS, the Partnership Plan serves as an implementation tool for the Regional Solid Waste Management Plan; and

WHEREAS, the Partnership Plan continues to be one of the primary mechanisms for Metro and local governments to establish and improve recycling and waste reduction efforts throughout the Region; and

WHEREAS, the means of implementing these waste reduction tasks is through the Partnership Plan, which is adopted by Metro and local governments and defines the work to be completed in the region; and

WHEREAS, the plan for the 2000-01 fiscal year has been significantly revised in response to slower-than-anticipated recovery rates in the region, to Council concerns about the focus of joint waste reduction efforts and to local government desires for simplified reporting requirements; and

WHEREAS, a cooperative process for formulating the Year 11 Partnership Plan was used by Metro and local governments and ensures a coordinated regional effort to reduce waste; and

WHEREAS, the Year 11 Partnership Plan has been through a public comment period; and

WHEREAS, the Year 11 Partnership Plan is consistent with and meets the intent of the goals and objectives in the Regional Solid Waste Management Plan; and

WHEREAS, the Partnership Plan funding distribution to local governments is a revenue-sharing program that is tied to adherence to the plan and satisfactory completion of work plan elements; and

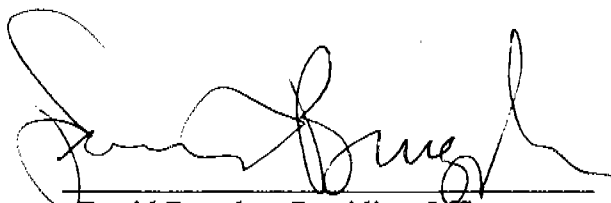
WHEREAS, the Partnership Plan grants are funded in the 2000-01 budget; and

WHEREAS, the Year 11 Partnership Plan has been reviewed by the Solid Waste Advisory Committee and recommended for Metro Council approval; and

WHEREAS, the resolution was submitted to the Executive Officer for consideration and was forwarded to the Council for approval; now therefore,

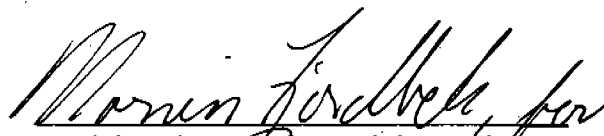
BE IT RESOLVED, that the Metro Council approves the Year Partnership Plan for Waste Reduction (attached hereto as Exhibit "A") and supports increased efforts to reduce waste in the Metro Region.

ADOPTED by the Metro Council this 11<sup>th</sup> day of May, 2000.



David Bragdon, Presiding Officer

Approved as to Form:



Daniel B. Cooper, General Counsel

**EXECUTIVE SUMMARY**  
**YEAR 11 PARTNERSHIP PLAN FOR WASTE REDUCTION**  
**Resolution No. 00-2940**

**PROPOSED ACTION**

- Recommend that Metro Council pass Resolution No. 00-2940, which approves the FY 2000-01 (Year 11) Partnership Plan for Waste Reduction activities. These activities assist with the implementation of the Regional Solid Waste Management Plan (RSWMP).

**WHY NECESSARY/DESCRIPTION**

- The annual plan process is one of the primary mechanisms for Metro and local governments to achieve the region's recycling and waste reduction goals set forth by the RSWMP.
- Each year since 1990, Metro staff and local government staff have prepared a work plan for the region's waste reduction activities in the upcoming fiscal year. The plan is designed to provide a regional framework for programs to lend continuity throughout the region as well as to partner in our efforts to meet state requirements and work towards reaching regional goals.
- The new plan now includes three program areas: maintenance, targeted competitive grants, and new initiatives in commercial, construction and demolition debris, and organics recovery.

**ISSUES**

- The plan for the 2000-01 fiscal year has been significantly revised in response to slower-than-anticipated recovery rates in the region, to Council concerns about the focus of joint waste reduction efforts and to local government desires for simplified reporting requirements.
- The need to maintain existing programs while implementing aggressive new initiatives are the two primary factors that motivated this move to a new approach.
- Local government and Metro solid waste managers have convened to provide a stronger and narrowed focus for future waste reduction and recycling programs as reflected in this plan.

**BUDGET/FINANCIAL IMPACTS**

- A total of \$784,200 is proposed for this program in the FY 2000-01 budget: \$600,000 for maintenance programs and \$184,200 for the competitive grants. The new initiatives are funded separately in the 2000-01 budget.

## STAFF REPORT

**Resolution 00-2940**, For the purpose of approving the Year 11 Partnership Plan for Waste Reduction (Fiscal Year 2000-01)

April 10, 2000

Presenter: Terry Petersen  
Author: Jennifer Erickson

### BRIEF DESCRIPTION OF RESOLUTION

This resolution approves the format and framework for the Annual Partnership Plan for Waste Reduction between local governments and Metro. The Plan is one implementation tool for the Regional Solid Waste Management Plan.

### EXISTING LAW

ORS 459A "Opportunity to Recycle Act" requires the city, county or metropolitan service district responsible for solid waste management provide recycling services, public education programs, and contribute to the statewide solid waste recovery goals. OAR 340-90-040 sets forth the administrative requirements for such programs. In response to state requirements and more aggressive regional goals, Metro developed a Regional Solid Waste Management Plan (a functional plan) adopted by Council via Ordinance 95-624. The Partnership Plan, adopted by resolution annually, is one of the implementation tools developed to fulfill the recommended practices of the Regional Solid Waste Management Plan.

### BACKGROUND

Each year since 1990, Metro staff and local government staff prepare a work plan for the region's waste reduction activities in the upcoming fiscal year. The plan is designed to provide a regional framework for programs to lend continuity throughout the region as well as to partner in our efforts to meet state requirements and work towards reaching regional goals.

The plan for the 2000-01 fiscal year has been significantly revised in response to slower-than-anticipated recovery rates in the region, to Council concerns about the focus of joint waste reduction efforts and to local government desires for simplified reporting requirements.

The new plan now includes three program areas: maintenance, targeted competitive grants, and new initiatives in commercial, construction and demolition debris, and organics recovery.

- *Maintenance* provides baseline support (on a per capita basis) for the foundation of regional recycling through a joint work plan and funding for established local and regional waste reduction and recycling programs. Reporting requirements by local governments are simplified.
- *Targeted competitive grants* supplement maintenance funding by helping local governments to target Regional Solid Waste Management Plan practices that are not addressed elsewhere and for which other sources of funding are not available, especially for "lagging" waste sectors. Local governments provide matching funds.

- *New initiatives in waste reduction* for the commercial, construction and demolition debris and organics sectors will receive increased focus. The State-of-the-Plan Report completed last year found that significant amounts of recoverable materials are present in those sectors and that recovery in these sectors was lagging. Three work groups, one group for each sector and comprised of Metro and local government staff, developed separate work plans for the 1999-2000, 2000-2001 and 2001-2002 fiscal years.

Public comment: Over 450 interested parties were solicited and offered the opportunity to comment on the plan. Sixty-one people from the original list expressed interest in reviewing the plan and its contents. Staff received comments from three people, all of whom responded favorably to the plan. Comments did elaborate on some elements of the new approach, but none were negative. Public comments are attached to this staff report.

SWAC Review: The plan has been through two SWAC sessions and received their unanimous endorsement without amendments on March 22, 2000.

Previous Council Review: On December 21, 1999 copies of the first draft of the plan were distributed to all Metro Councilors for their review and comment. No comments were received at that time and the public input period was then initiated. The Plan along with public comment received was again circulated to Council REM Committee members for review on April 5, 2000.

#### **BUDGET IMPACT**

A total of \$784,200 has been proposed in the FY 2000-01 budget for this program.

#### **OUTSTANDING QUESTIONS**

None.

#### **EXECUTIVE OFFICER'S RECOMMENDATION**

The Executive Officer recommends approval of Resolution 00-2940.

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**Year 11 Public Comment  
March 2000**

The following comments on the Year 11 Plan (first draft) were received during the first round of public input due March 1, 2000.

Comment	Source	Response
1. Place more emphasis on multifamily dwellings. (tenants groups, property managers)	Citizen	The region has reached its goal of providing recycling services to 85% of multifamily units. Local governments and Metro continue to provide resources to multifamily complexes, and may consider some additional outreach in the coming year.
2. Promote vermiculture to multifamily residents, many who do not have room to compost food scraps otherwise.	Citizen	Local governments and Metro Recycling Information provide vermicomposting information including sources of supplies as well as do-it-yourself bin building instructions.
3. Develop a worm exchange to provide worms from overpopulated bins to new starter bins.	Citizen	While this is a novel idea, it is too specific and detailed for this plan. This plan is designed to provide a large-scale and broad-based planning framework. This would perhaps be better approached as a community-based initiative..
4. Educate the commercial sector via residential outreach (connect resident to their employment to motivate).	Citizen	The Commercial Work Team has been considering this very idea among others to design effective outreach for the commercial sector. A survey and focus group of businesses was conducted to help Metro and local governments tailor effective outreach methods. An outreach plan will be developed within the next six months.
5. Fund some fun waste reduction competitions to get motivation up.	Citizen	Metro and local governments employ a wide range of messages and methods with which to deliver these messages. We have had several fun reduce, reuse, recycle community outreach events and local jurisdictions provide creative outreach at County Fairs and other public events. Because people are motivated differently, we need to continue to vary our messages and methods.
6. Promote truth in packaging—reusables or refillables need to be actually so and sold side by side with the necessary parts.	Citizen	Metro hopes to have a market development staff person on board in fiscal year 2000-01 to help build markets and to look at other issues such as packaging and recycled products purchasing.
7. Recycling opportunities for “ordinary items” such as magazines, are not readily available to businesses.	Citizen	One of the goals of the Commercial Work Team in implementing the new commercial waste reduction initiatives in the Year 11 Plan is to ensure that all businesses have access to easy and convenient recycling for as many materials as possible.
8. There is a need for someone within each	Citizen	Very true. We try to influence this as much as possible, and local

<p>business to take a vested interest in recycling and making sure it is done. Keep this in mind when designing plans.</p>		<p>governments stress this when visiting businesses during waste evaluations. It is important that there be someone in the company who is either assigned to ensure the business' program works or who is interested in its success. It is ultimately up to the businesses to decide how much effort they are willing or able to devote to their programs, but we will continue to provide the information support needed.</p>
<p>9. Favor the use of fees, fines, whenever needed to change behavior, especially with businesses. May require this level of motivation to get results out of businesses.</p>	<p>Citizen</p>	<p>The region has intentionally chosen to emphasize cooperative compliance with regard to waste reduction and recycling programs. The City of Portland however, has mandated that all businesses recycle. The Commercial and Construction &amp; Demolition Debris Work Teams may consider the selective use of disposal bans for particular materials. This is a new area, but it is not beyond the realm of consideration.</p>
<p>10. Interested in the extent of public involvement will be involved in plan implementation?</p>	<p>MCCI</p>	<p>There are opportunities for public involvement throughout the planning and implementation of this framework. Not only do we have public input into the framework itself, but each local jurisdiction carries their implementation plans through public hearings at their Councils and Boards before they are approved and implemented.</p>
<p>11. How will applicants for the targeted competitive grant be chosen?</p>	<p>MCCI</p>	<p>The applicants are chosen based upon the criteria set forth in the competitive grant application form.</p>
<p>12. Is there a need to include citizens not connected to any agency on the special work teams for the new initiatives?</p>	<p>MCCI</p>	<p>Not on a regular basis at this time. All of the teams have invited either industry groups or others into the planning process on occasion to lend assistance. However, due to the specific nature of the plans, it is important that those involved have knowledge or expertise in the particular areas of commercial recycling, construction &amp; demolition debris, and organic wastes.</p>
<p>13. What does "politically acceptable" mean (p.36- Commercial Task Force Objectives and Processes)?</p>	<p>MCCI</p>	<p>"Politically acceptable" was the criterion used to assess the level of support for a specific recommendation by affected stakeholders, such as local government, Metro, businesses and waste haulers.</p>
<p>14. The easiest goal to attain the commercial sector plan would be a massive effort focused on the use of both sides of printed material.</p>	<p>MCCI</p>	<p>The Commercial Recovery Work Team did not select the specific materials or activities that would be the focus of a waste prevention campaign. However, double-sided copying and reusable transport packaging are two activities that were specifically mentioned by the several task force members to be included in the selection process.</p>

15. Cost projections for the new initiatives are listed, but are the funds adequate?	MCCI	At this point, we feel that the funds are adequate. Once budgets have been finalized we will know what funds are available. Cost projections will be adjusted as we implement the programs and learn more about the financial resources required.
16. Information on waste prevention should be aimed at the public in general.	MCCI	The region has implemented several general public outreach campaigns about waste prevention. We have found that people do not often differentiate between recycling and waste prevention activities, so approaches to promotion must be carefully crafted. We intend to continue to promote waste prevention to the general public in a variety of ways.
17. Promotion of commingling will need a large public outreach for acceptance.	MCCI	Our studies so far tell us that commingling has received general acceptance. There is always a period of time that is necessary for people to adjust to new practices and methods and local governments and Metro have provided printed materials and radio ads to help ease the transition and reduce the level of confusion any new program can bring.
18. The tremendous amount of work in this plan is greatly appreciated.	MCCI	Thank you! We appreciate your support and interest.
19. Is this document to be considered a public involvement plan?	MCCI	No. This document is a framework plan for program design and implementation. The plan does, however have a public input component; one in which you are currently participating.
20. Delighted to see that usable food waste will go to the needy people in the community first.	Citizen	Yes, we are pleased as well that our partnerships with non-profit food assistance programs such as the Oregon Food Bank are helping us to move usable food to those who need it before considering some other sort of processing option.
21. Pleased that we will be prioritizing C&D as a source of waste reduction (sees lots of dumpsters being hauled from construction sites).	Citizen	C&D has been a tough nut to crack, especially with the region's amazing building boom over the last few years. It is important for us to target these recoverable waste streams.



**Year 11 (FY 2000-01)**  
**Metro and Local Government Partnership Plan for**  
**Waste Reduction**

April 19, 2000

**Overview:**

The recent State of the Plan Report for the Regional Solid Waste Management Plan (RSWMP) evaluated the region's progress toward its waste reduction goals. Findings indicated that the region is well on track with regard to residential recycling programs, but is lagging behind in other critical areas. The report recommends a new and focused approach to cooperative waste reduction activities in the region and continued support and maintenance of our existing programs.

In rethinking the manner in which we plan and implement programs, Metro, DEQ and local government partners chose to take a true team-oriented approach to developing new programs and initiatives. Intergovernmental work groups were formed to plan the new strategies and will implement and measure these new strategies as a team—a truly regional approach. Local jurisdictions and Metro will continue to maintain and report on independent activities as well.

This plan brings together three integral pieces of the region's waste reduction and recycling system: New and focused efforts to recover more from the commercial, construction/demolition debris (C&D) and organics sectors; continuation of competitive grants for innovative waste reduction programs; and the maintenance of programs that form the foundation of the region's recycling infrastructure.

**Plan Structure and Format:**

The Year 11 Partnership Plan is divided into the following three program areas:

- Part I: New Initiatives in Commercial, C&D, and Organics
- Part II: Targeted Competitive Grant Program
- Part III: Maintenance Programs

Part I introduces three focus areas to the Partnership Plan: Commercial, C&D, and commercial organics. These new initiatives form the core of the work and activities to be implemented in the region. Each of the three programs was identified as lagging in recovery levels necessitating intensive, focused planning and implementation efforts over the next few years.

Part II provides competitive grant funds and a structure to target RSWMP practices that are not otherwise addressed in other program plans and for which other sources of funding are not available. This portion of the program also seeks to support creative methods for addressing solid waste issues. Each year, an area or areas of focus will be developed based upon targeted needs or regional priorities.

Part III tracks the established programs in the region that must be continually maintained by local government and Metro services. These programs form the foundation of the region's waste reduction and recycling system and include single and multi-family residential recycling services, regular outreach and education to all residents and businesses, school education programs, commercial recycling, household hazardous waste education and outreach, home composting programs, construction and demolition debris outreach and regional planning support.

**Annual Work Plan Development and Approval Process Schedule:**

The public input process and program plan development schedule are incorporated into the Year 11 Annual Plan as "Appendix A".

**Link to the Regional Solid Waste Management Plan Recommended Practices:**

The Regional Solid Waste Management Plan presents a set of recommended solid waste management practices designed to meet the overall goal of the RSWMP: Continue to develop and implement a Solid Waste Management Plan that achieves a regionally balanced, environmentally sound and publicly acceptable solid waste system. The recommended practices embody six broad integrated strategies:

- Invest in waste reduction before building additional transfer and disposal capacity.
- Expand the opportunity to recycle.
- Emphasize the waste reduction hierarchy.
- Maintain flexibility and encourage innovation.
- Set interim target dates, define roles and responsibilities, and focus on implementation issues.
- Advance cost-effective practices for managing the region's waste.

The RSWMP-recommended practices were developed for particular areas of the solid waste system: Residential waste reduction, business waste reduction, building industries waste reduction, solid waste facilities regulation and siting, and transfer and disposal facilities.

Specific activities in this annual partnership plan will be tied to the recommended practices through the annual State of the Regional Solid Waste Management Plan Report published by Metro at the end of each calendar year. The Year 11 Partnership Plan addresses all areas of the RSWMP recommended practices through maintenance of established programs, a new emphasis on commercial waste reduction and recycling, construction & demolition debris recovery, and commercial organic waste reduction and recovery.

**Measurement of Progress:**

Each of the three sections in this partnership plan for waste reduction has an independent progress measurement and reporting scenario tied to the specific tasks involved. At the end of fiscal 2000-01, progress reports for each section will be produced independently. These reports, combined with other important measures such as the State of the Regional Solid Waste Management Plan Report and the Annual DEQ Recycling and Recovery Report will be combined and used to assess regional waste reduction and recycling progress.

**Part I: New Initiatives in Commercial, C&D and Organics****Overview:**

The recent State of the Plan Report for the Regional Solid Waste Management Plan, which evaluated the region's progress toward its waste reduction goals, indicated a need for new initiatives in three solid waste program areas. The need for new initiatives is predicated on the following issues:

- The recovery rate for the region has stalled, at about 43 percent.
- The easily accessible material in the waste stream has been recovered. Progress in retrieving additional recoverable materials will be much more difficult and more costly.
- Waste generation, fueled by a strong regional economy, has grown over the past years. This means that in order to meet our waste reduction goals, even higher amounts of recyclable and compostable materials must be diverted from disposal than earlier anticipated.
- Recovery from the commercial, organics, and construction and demolition sectors is lagging behind the residential sector, where recovery is strong and steady.
- Declining tip fees further complicate the recovery of materials from lagging sectors.

In December of 1998, a group of Metro and local government solid waste managers convened to address the issue of the region's stalled recovery rate and the need for new efforts in certain targeted sectors. As a result, three work teams comprised of Metro, local government and DEQ staff were formed to develop new strategies and initiatives in the commercial, construction & demolition debris, and commercial organics sectors. The teams' objectives included:

- Development of a new approach to the waste reduction planning process that results in unified, measurable, accountable and targeted work plans.
- Increase regional recovery by concentrating on the lagging sectors of commercial, organics, and construction and demolition (while continuing to support existing strong recovery from the residential sector.)

- Identify areas within these lagging sectors on which to focus cooperative waste reduction activities.
- Identify emerging issues in waste reduction planning that may need special attention; e.g., co-collection.
- Integrate the results of new initiatives into the State of the Regional Solid Waste Management Plan Report, DEQ Waste Composition Study and other recycling and solid waste data and studies.
- Determine the resources required for these new initiatives and measurement/reporting activities.
- Regular evaluation of the focus areas to ensure they remain relevant.

### **New Initiatives Program Plan, Administration and Timeline:**

Each of the three work teams convened in June 1999 and independently developed three-year work plans for their respective focus areas. An overview of the work plans is presented below. The complete three-year plans are included with this plan as Appendix "B".

#### Commercial:

In order to reach regional recovery goals, the region needs to have recovered an additional 168,000 tons of commercial recyclables between the baseline year of 1995 and the target year of 2000. To meet this goal, about half of the available recyclable paper (including OCC), containers and scrap metal remaining in commercial waste would need to be captured.

Of the 20 actions identified by the Task Force, seven received a ranking greater than three on a five-point scale. These seven actions comprise the plan recommendations that follow. (Actions are listed in order of decreasing priority.)

1. ***Market development:*** Increase market development efforts, both regionally through Metro and statewide through the Oregon Market Development Council. Develop markets for new materials and local markets for recycled feedstock that might offer higher scrap prices.
2. ***Assess disposal bans for selected materials:*** This proposal needs greater review by stakeholders, including haulers, private recycling collectors, processors, markets, disposal facilities, businesses and the public. In particular, issues such as enforcement, market price impact and flow control need to be reviewed.
3. ***Expand local governments' technical assistance to businesses on waste prevention, buy recycled and recycling:*** The current technical assistance program of waste evaluations needs to be assessed for its effectiveness in increasing recovery tonnage. Data collection for future technical assistance programs needs to be standardized by local governments to allow easier monitoring. Staffing needs to be increased to provide greater follow ups at each business and to expand the number of targeted businesses.
4. ***Implement design review ordinances for recycling collection areas in new buildings:*** Some local governments have adopted an ordinance, but do not have

dedicated staffing to monitor submitted plans and compliance. Adoption of an ordinance and adequate staffing are needed to ensure that new construction in the region will have adequate recycling space to enable full participation in reaching the region's recycling goals.

5. *Promote commingling:* Mass media outreach programs were not generally seen as effective in reaching businesses as they are in reaching households. However, the development of commingled collection and processing capacity in the region was seen as an important shift in how recycling service was provided. Awareness of this new service level would be especially important to businesses facing space and resource limitations in implementing new or expanded recycling collection. In this case, a regional media outreach program was thought to be effective.
6. *Target outreach to promote waste prevention:* Specific outreach campaigns and technical assistance should target activities (such as double-sided copying) and packaging (reusable transport packaging) that increase waste prevention. Specific campaigns offer the greatest likelihood of implementing an evaluation system.
7. *Review regional commingled processing capacity:* Ensure the region has adequate commingled processing capacity for commercial recycling with equitable access by the region's collectors. Make certain these facilities are capable of meeting high standards for material quality.

#### Construction & Demolition Debris:

According to the revised RSWMP recovery rates, the region must recover 130,000 tons of C&D debris in order to meet its established goals. The Construction and Demolition Debris Recovery plan is composed of three tracks, designed to increase recycling and recovery in all sectors of the construction industry while adhering to the solid waste hierarchy of reduce, reuse, recycle, recover, landfill.

The first track emphasizes waste prevention through salvage and deconstruction. This practice has proven to be an effective way to prevent one of the largest sources of C&D waste, demolition waste, from entering the waste stream. As less undeveloped land is available, demolition will become an increasingly common activity in the future.

The second track focuses on ways to increase diversion through programs at material recovery facilities, dry waste landfills or transfer stations. The objective is to ensure that either source-separated recycling or effective post-collection recovery is available to all sectors of the C&D industry. An important component of these efforts will focus on educating the C&D industry about the different source-separated and post collection recovery service options available for construction and demolition activities. There are four components to Track 2:

- A. Promotion and education targeting C&D generators on source separated recycling methods and how to take advantage of post-collection recovery options.

- B. Recycling requirements: Require that certain C&D loads be processed before disposal. *(An extended stakeholder process will be undertaken before proceeding with this recommendation.)***
- C. Recycling Requirements: Ban the disposal of certain materials commonly found in C&D waste loads. *(An extended stakeholder process will be undertaken before proceeding with this recommendation.)***
- D. Create incentives through the Metro System Fee Credit Program for post collection recovery facilities to increase their recovery of recyclables from C&D loads.**

The third track implements a market development program to target reuse and recycling of the materials prevalent in the C&D waste stream (wood, drywall, composition roofing and fiberglass insulation). The current markets for these materials are undeveloped, which represents a major barrier to reusing or recycling these materials.

**Commercial Organics:**

According to the revised RSWMP recovery rates, the region must recover 52,000 tons of organic waste in order to meet its established goals. This plan is designed to guide the region in the direction of increased recovery while adhering to the solid waste hierarchy of reduce, reuse, recycle, recover, compost, landfill.

This plan takes a two-track approach to organic waste management. The first track emphasizes waste prevention, donation and diversion. This is considered to be a least-cost approach, since preventing the generation of the material in the first place removes the need to manage it as a waste product. Donation is the highest end-use of food that is produced, and diversion to animal feed is the next step down in the hierarchy. Each of these approaches can be implemented in a relatively rapid fashion in that an existing infrastructure is present in the region, and outreach materials may be produced with short turnaround. While the food donation infrastructure does exist, some assistance and support will be necessary to enhance capacity to accommodate new and increasing flow of material.

The second track focuses on developing a processing system to accommodate organic waste that cannot be diverted to higher-end uses. Every effort will be made to utilize existing infrastructure and tailor generator and collection programs to fit within existing operations and regulatory systems.

Several pilot projects will be initiated within the next 18 to 24 months to determine the economic feasibility of a regional organics collection and processing system. If the pilots prove successful, the Regional Organics Team will move rapidly towards the development of a permanent collection and processing infrastructure. If the pilots prove that organic waste collection and processing are not economically feasible in the current solid waste environment, only Track 1 programs will be fully implemented and the group will revisit the issue at a later date. The decision to develop permanent collection and processing facilities is contingent upon economic feasibility. If feasible, and the

program determines that public participation is required to leverage processing capacity, then we may face a large, lump-sum budget request within the next two to three years.

During the first three years, the team has chosen to target efforts towards large organics-rich businesses and industries. These targeted businesses are:

- Large retail grocery stores
- Large restaurants
- Hotels
- Institutional cafeterias\*
- Produce wholesale warehouses

(\*Institutional cafeterias include food service operations in schools and universities, hospitals, large office buildings, corporate campuses, prisons, etc.)

#### **Program Administration and Reporting:**

Because these new initiatives require the work and the support of all regional partners, the day-to-day administration of the various tasks in the Commercial, C&D and Organics programs will be managed by the respective regional intergovernmental work teams that developed these plans. Individual team members will be assigned oversight of particular pieces of the plans, and will be responsible for reporting back to the team when they meet on an ad-hoc basis. Each work team will give a regular update at the monthly Local Government Recycling Coordinators Meeting and will solicit feedback from the group as well as inform the group of progress being made. Data collection, measurement and year-end progress reports will be the responsibility of the work teams. As part of the overall Year 11 Program Plan, each work team will be responsible for production of a year-end report on the progress made in the region.

## **Part II: Targeted Competitive Grant Program**

#### **Overview:**

The competitive grant program is designed to supplement the program funding available through the Partnership Program. These grants are intended to assist local jurisdictions in targeting the RSWMP practices that are not addressed in other program plans, and for which other sources of funding are not available. This program also seeks to support creative methods for addressing solid waste issues.

#### **Format and Structure:**

Each year, Metro will specify focus area(s) or target(s) for this competitive grant program based upon RSWMP needs and priorities. Applicants will have the choice to:

- 1) Submit a proposal in the focus area(s), OR
- 2) Propose a project outside the focus area(s) and demonstrate that there is a true need for this approach that is not being addressed through new initiatives,

maintenance programs or other means. Alternative programs must also demonstrate that they contribute to meeting RSWMP goals.

Local jurisdictions interested in this program must submit an application for funds using a standardized form provided by Metro. Applications must include:

- A clear goal statement,
- A clear justification of need,
- A specific dollar amount requested,
- Concise and meaningful measurement tools and methods, and
- A description of intended results.

Applications must identify the specific practices of the RSWMP to which the funds will be applied, demonstrate clear benefits to the region, and should be transferable to other jurisdictions.

Local jurisdictions are required to provide at least a 50% match to funds requested. This match may be dollars, materials, in-kind services or a combination of these. Applicants are encouraged to cooperate or develop formal partnerships with nonprofit, volunteer agencies, business associations, chambers of commerce or other groups. In-kind matches may be provided in part by some or all partners.

**Reporting:**

A 90-day progress report as well as a final report due 30 days from the completion of the project must be submitted to Metro. Reports must demonstrate how the project has met the stated criteria and the impacts the project has had to the prevention, recycling and recovery of waste in the region.

### **Part III: Maintenance of Existing Programs**

**Overview:**

Part III of the Partnership for Waste Reduction focuses on the maintenance of existing and established local and regional waste reduction and recycling programs. Significant progress in waste reduction and recycling has been made over past years through these existing programs. In order to maintain these successes, established programs must continue to be funded, staffed and maintained at the same time that new initiatives are introduced.

**Maintenance Program Plan Format, Structure and Timeline:**

The Maintenance Program format is intentionally simple and straightforward. Local governments and Metro will each complete the attached chart, detailing the outreach,



education and collection programs currently implemented and the efforts each will engage in to maintain these programs. This will provide a comprehensive regional picture of the existing programs implemented and maintained by local governments and Metro.

The reporting section is to be completed at the end of the fiscal year and submitted to Metro no later than August 1, 2001. This section will detail each task's actual implementation date, as well as relevant status reports, changes and noted results. The reporting section will serve as the basis for integrating existing program status and progress into the recommended practices of the RSWMP, as well as the required annual reporting to the Department of Environmental Quality.

**Compliance with State Law and the Regional Solid Waste Management Plan:**

All regional partners will continue to be required to comply with the provisions set forth in State Law (OAR 340-90-040) in addition to the tasks listed in the RSWMP. Metro will be the reporting agency for the region's three county area. Metro will also assume responsibility for integrating maintenance programs into the recommended practices set forth in the RSWMP. This integration will be illustrated in the Annual State of the Plan Report section titled Implementation Status of Recommended Practices.

**Annual Allocation:**

As in past years, the funding assistance provided to local jurisdictions for the maintenance of existing programs is allocated on a per-capita basis. Each jurisdiction receives an allocation based upon its percent of the region's total population.

The FY 2000-01 allocation for the City/County of \_\_\_\_\_ equals \$\_\_\_\_\_. This represents \_\_\_\_\_% of the overall City/County solid waste and recycling budget.

**Program Overview Narrative:**

This section of the Plan provides a more descriptive and encompassing overview of maintenance programs. Local governments and Metro will each provide a short annual narrative describing the gamut of programs and the principles behind them.

## PLANNED MAINTENANCE ACTIVITIES FOR FISCAL YEAR 2000-01

The Program Plan Table is divided into two sections: Planning and Reporting. The planning section lists program areas under the header marked "Tasks" which are to be completed in detail by Metro and local governments. All outreach, education, collection and other existing program efforts are to be listed under each task area with an associated implementation date noted under the heading "Planned Date." The section header "R/WP/B" identifies whether this particular program or activity is primarily recycling (R), waste prevention (WP) or both (B). This notation is to assist Metro in the collection of data for reporting to the Department of Environmental Quality on the region's waste prevention activities. The completed planning section of the table is due to Metro no later than June 1, 2000.

PLANNING			REPORTING	
Tasks	Planned Date	R/WP/B	Implemented Date	Implementation Status/Results
<b>Residential</b>				
▪				
▪				
<b>Multifamily</b>				
▪				
▪				
<b>Home Composting</b>				
▪				
▪				
<b>Commercial</b>				
▪				
▪				
<b>Construction &amp; Demolition</b>				
▪				
▪				
<b>Household Hazardous Waste</b>				
▪				
▪				
<b>Regional Planning Support</b>				
▪				
▪				
<b>School Outreach and Education</b>				
▪				
▪				
<b>Other</b>				
▪				
▪				

## Appendix A

### Fiscal Year 2000-2001 Metro and Local Government Partnership Plan for Waste Reduction

#### PLAN DEVELOPMENT SCHEDULE

Timeline	Annual Work Plan Process
September 30, 1999	Metro and local government targeted sector work teams (Organics, C&D, Commercial) complete draft plans and associated budgets.
October 30, 1999	Targeted sector plans and existing program maintenance plans combined and refined to create overall 2-3 year approach outline. Fiscal Year 2000-01 presented in a more detailed fashion.
December 30, 1999	Draft overall framework developed by Metro and local government staff. Version 1 ready for public involvement process.
January – March 2000	<b>Regional public involvement:</b> Public Comment and Metro SWAC review of drafts REMCOM Work session on drafts REMCOM public hearing on final version
March – April 2000	<b>Council approval process:</b> Metro Council consideration and adoption.
April - May 2000	<b>Local and Regional Public Involvement:</b> Local SWAC and other public involvement Metro budget hearings Local government budget hearings
June 1, 2000	<b>Local Government Participation Commitment Agreements Drafted</b>
<b>PLAN IMPLEMENTATION</b>	
July 1	Start of Fiscal Year - Implementation begins
Nov. 30	Intergovernmental agreements for grant funding approved and funds distributed to local governments to support the maintenance of existing programs.
<b>PROGRESS REPORTING</b>	
Aug. 1	Local government and Metro assess progress.
Nov. 30	Metro publishes annual "State of the Regional Solid Waste Management Plan" status report for the previous fiscal year period

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## **Appendix B**

### **New Initiatives in Waste Reduction Draft 3-Year Plans**

- **Commercial Organic Waste Recovery**
- **Construction & Demolition Debris Recovery**
- **Commercial Waste Reduction and Recycling**

**DRAFT**

**Commercial Organics Work Plan  
November 15, 1999**

**Overview:** According to the revised Regional Solid Waste Management Plan (RSWMP) recovery rates, the region must recover 52,000 tons of organic waste in order to meet its established goals. This plan, cooperatively developed by the Regional Organics Work Team comprised of Metro, DEQ and local government staff, is designed to guide the region in the direction of increased recovery while adhering to the solid waste hierarchy of reduce, reuse, recycle, recover, compost, landfill.

This plan takes a two-track approach to organic waste management. The first track emphasizes waste prevention, donation and diversion. This is considered to be a least-cost approach as preventing the generation of the material in the first place removes the need to manage it as a waste product; donation is the highest end-use of food that is produced, and diversion to animal feed is the next step down in the hierarchy. Each of these approaches can be implemented in a relatively rapid fashion in that an existing infrastructure is present in the region, and outreach materials may be produced with short turnaround. While the food donation infrastructure does exist, some assistance and support will be necessary to enhance capacity to accommodate a new and increased flow of material.

The second track focuses on developing a processing system to accommodate organic waste that cannot be diverted to higher-end uses. Every effort will be made to utilize existing infrastructure and tailor generator and collection programs to fit within existing operations and regulatory systems. Several pilot projects will be initiated within the next 18 to 24 months to determine the economic feasibility of a regional organics collection and processing system. If the pilots prove successful, the Regional Organics Team will move rapidly towards the development of a permanent collection and processing infrastructure. If the pilots prove that organic waste collection and processing are not economically feasible in the current solid waste environment, only Track 1 programs will be fully implemented, and the group will revisit the issue at a later date. The decision to develop permanent collection and processing facilities is contingent upon economic feasibility. If feasible, and the program determines that public participation is required to leverage processing capacity, then we may face a large, lump-sum budget request within the next two to three years.

A series of outreach efforts with a global message to the general public about the regional organic waste efforts will be planned for roll-out once programs are implemented. It is unknown what the specific concept or costs of such efforts will be at this time as they are dependent on the extent of the programs implemented. Additional funds to cover this effort will be proposed in future budget requests.

The following draft plan provides the details and the accompanying resources needed for the immediate implementation of a regional organic waste management plan. During the first three years, the team has chosen to target efforts towards large organics-rich businesses and industries. These targeted businesses are:

- Large retail grocery stores
- Large restaurants
- Hotels
- Institutional cafeterias\*
- Produce wholesale warehouses

(\*Institutional cafeterias include food service operations in schools and universities, hospitals, large office buildings, corporate campuses, prisons, etc.)

While this plan focuses on the commercial sector, the team may address the possibility of a residential plan in the future. At this time, however, the team feels that the commercial sector has the majority of clean, accessible and recoverable food wastes.

Organics Work Team Members:

- Jennifer Erickson, Metro
- Judy Crockett, City of Portland
- Wendy Fisher, Washington County
- John Foseid, Metro
- Matt Korot, City of Gresham
- Martine Roberts-Pillon, DEQ
- Rick Winterhalter, Clackamas County

**TRACK 1: WASTE PREVENTION, DONATION AND DIVERSION**

Develop focused outreach and education programs for targeted food-intensive businesses to increase waste prevention, donation and diversion practices.

<b>A. Waste Prevention</b>	<b>FTE</b>	<b>1999-00 Budget</b>	<b>2000-01 Budget</b>	<b>2001-02 Budget</b>
<p>1. Research and development:</p> <ul style="list-style-type: none"> <li>▪ Research nature of each targeted business category to determine most suitable entry point for effective waste prevention messages.</li> <li>▪ Determine number and location of each targeted business within the region.</li> <li>▪ Research current methods used for information dissemination within each industry (professional or industry organizations, etc.)</li> <li>▪ Research existing outreach and educational materials developed for use in targeted industries.</li> </ul>	0.16 Intern	\$5,000	0	0
<ul style="list-style-type: none"> <li>▪ Develop partnerships with industry associations to create suitable and effective outreach messages, appropriate outreach methods, and to lend credence to the program (seek out sponsorships or endorsements.)</li> </ul>	Organics Team	0	0	0
<p>2. Develop focused outreach and education on waste prevention coupled with on-site assistance:</p> <ul style="list-style-type: none"> <li>▪ Utilize research results and existing materials currently in use in the region to tailor specific materials for production.</li> </ul>	Organics Team	0	0	0
<ul style="list-style-type: none"> <li>▪ Develop effective outreach tools and methods based on results of research. (design and printing)</li> </ul>	Contract or Metro	\$25,000	0	\$2,000
<ul style="list-style-type: none"> <li>▪ Develop distribution plan for materials developed.</li> </ul>	Organics Team	0	0	0
<ul style="list-style-type: none"> <li>▪ Hire temporary staff to distribute materials, provide on-site assistance, coordinate contacts with business groups, provide presentations, provide feedback to Regional Organics Team for future program changes. (total 8,000 hours = 16-20 hours per targeted business)</li> </ul>	2.0*	0	\$81,000	\$81,000
<b>SUB-TOTAL (Section A)</b>	<b>2.16</b>	<b>\$30,000</b>	<b>\$81,000</b>	<b>\$83,000</b>

\*These FTE will also perform Track 2 outreach functions within the targeted business community.

B. Donation	FTE	1999/00 Budget	2000/01 Budget	2001/02 Budget
1. Coordinate with charitable organizations to enhance donation infrastructure and build capacity: <ul style="list-style-type: none"> <li>▪ Develop grant program to provide funding to qualifying charitable organizations to increase their capability to collect, receive, store and distribute perishable foods.</li> </ul>	Organics Team	0	\$200,000 matching grant fund	\$100,000 matching grant fund
<ul style="list-style-type: none"> <li>▪ Create an interagency work team that meets on a quarterly basis to assess outreach and coordinate messages between Metro, local governments and charitable agencies to ensure consistent and effective direction.</li> <li>▪ Work with DEQ to provide statewide outreach and assistance programs that will supplement activities within the Metro region to increase capacity.</li> </ul>	Organics Team	0	0	0
2. Design, print and distribute educational and outreach materials for targeted businesses in coordination with charitable agencies. <ul style="list-style-type: none"> <li>▪ Research targeted businesses' level of knowledge and comfort regarding food donation to identify barriers and opportunities.</li> </ul>	0.09 intern	\$2,500	0	0
<ul style="list-style-type: none"> <li>▪ Work with agencies to refine message regarding Good Samaritan Laws, liability issues, "myths and realities" of food donation in all outreach materials developed (in tandem with waste prevention outreach and educational materials).</li> <li>▪ Work with DEQ and other associations (such as AOR) to develop alternative vehicles for information dissemination regarding food donation and liability throughout the state to enhance knowledge.</li> </ul>	Organics Work Team	0	0	0
<ul style="list-style-type: none"> <li>▪ Design and print educational materials.</li> </ul>	Metro	\$1,000		\$1,000
<b>SUB-TOTAL (Section B)</b>	<b>.09</b>	<b>\$3,500</b>	<b>\$200,000</b>	<b>\$101,000</b>



<b>C. Diversion</b>	<b>FTE</b>	<b>1999-00 Budget</b>	<b>2000-01 Budget</b>	<b>2001-02 Budget</b>
1. Conduct market study to determine existing and potential options for increased diversion of acceptable, non-edible foods to animal feed uses: <ul style="list-style-type: none"> <li>• Research current animal feed options, facilities accepting food wastes, tonnage currently diverted, barriers to increased diversion, feedstock requirements, strength and viability of current animal feed market, etc.</li> <li>• Research existing professional and industry associations, government agencies and others involved in regulating animal feed operations and disseminating information to those involved in the industry.</li> <li>• Research current levels of land application of food wastes along with applicable laws and regulations.</li> </ul>	Contractor	\$20,000	0	0
2. Implement animal feed diversion program if research proves increased market capacity exists and can be utilized.	Organics Team	0	0	\$100,000
<b>SUB-TOTAL (Section C.)</b>	<b>0</b>	<b>\$20,000</b>	<b>0</b>	<b>\$100,000</b>
<b>TOTAL (Track 1)</b>	<b>2.50</b>	<b>\$53,500</b>	<b>\$281,000</b>	<b>\$284,000</b>

**TRACK 2: ORGANIC WASTE COLLECTION AND PROCESSING INFRASTRUCTURE DEVELOPMENT**

Develop a wide range of processing options using existing infrastructure to the greatest extent possible.

<b>A. Generator Programs</b>	<b>FTE</b>	<b>1999-00 Budget</b>	<b>2000-01 Budget</b>	<b>2001-02 Budget</b>
1. Target larger organics generators in concentrated areas and conduct research on willingness to participate in an organics collection program. <ul style="list-style-type: none"> <li>• Focus on franchised areas that will not have mandatory separation programs.</li> <li>• Identify physical and financial barriers.</li> </ul>	Organics Work Team	0	0	0
2. Research proportions of pre- and post-consumer food waste generated by each business type to best tailor separation and collection programs.	DEQ and Interns	\$60,000	0	0
3. Develop specific educational materials focused on generator types, geographic area, hauler equipment, and end-use of materials collected. (design and print)	Contractor	0	\$10,000	\$2,000
<b>SUB-TOTAL (Section A.)</b>	<b>0</b>	<b>\$60,000</b>	<b>\$10,000</b>	<b>\$2,000</b>

<b>B. Development of Collection Infrastructure</b>	<b>FTE</b>	<b>1999-00 Budget</b>	<b>2000-01 Budget</b>	<b>2001-02 Budget</b>
1. Utilize information gathered by City of Portland organics collection and processing pilot project to determine feasibility of implementing Portland's organic waste recycling requirement ordinance.	Organics Work Team	\$10,000	0	0
2. Work with area haulers and businesses to determine feasible organics collection routes throughout the region. • Research hauler willingness/potential to develop collection cooperatives.	Organics Work Team	0	0	0
3. Work with haulers to determine equipment needs, collection schedules and assistance required to implement routes.	Organics Work Team	0	0	0
4. Determine true costs of collection to facilitate future planning decisions. • Conduct pilot projects throughout the region to assess costs.	Organics Work Team	\$50,000	\$50,000	0
<b>SUB-TOTAL (Section B.)</b>	<b>0</b>	<b>\$60,000</b>	<b>\$50,000</b>	<b>0</b>

<b>C. Utilization and Enhancement of Existing Infrastructure for Delivery and Processing of Organic Wastes</b>	<b>FTE</b>	<b>1999-00 Budget</b>	<b>2000-01 Budget</b>	<b>2001-02 Budget</b>
1. Develop tip fee at Metro Central Station for the acceptance of organic waste for processing-(currently in process).	Organics Work Team	0	0	0
2. Build local infrastructure by working closely with facilities throughout the region to research potential and assist with the implementation of organics reload and processing. • Work with facility operators, local officials, etc. to research and determine feasibility and likelihood of varied degrees of delivery and reload of organics on a case-by-case basis. • Assist with the development of pilot projects to test feasibility of reloading for off-site processing or for acceptance of organic waste for potential of on-site processing. • Continue to utilize any currently-available existing processing options while working to develop local processing capacity. • Examine development of local options such as on-site processing at transfer stations and MRFs as well as local yard debris processors. • Consider the use of a short-term Metro subsidy to support organics collection and processing until more economically viable local options are developed.	Organics Work Team	\$50,000	\$600,000 (pilot projects, infrastructure, grants, etc.)	\$500,000 (pilot projects, infrastructure, grants, etc.)

3. Work closely with Metro transfer station operator (BFI/Allied) to develop organics delivery options. • Develop protocols for acceptance reload and transport of organics to appropriate processing facilities.	Organics Work Team	0	0	0
4. Investigate financial assistance opportunities such as state tax credits for recycling businesses.	DEQ	0	0	0
<b>SUB-TOTAL (Section C.)</b>		<b>0</b>	<b>0</b>	<b>\$600,000</b>

<b>D. Organics Market Development</b>	<b>FTE</b>	<b>1999-00 Budget</b>	<b>2000-01 Budget</b>	<b>2001-02 Budget</b>
1. Re-establish 1 FTE in Waste Reduction to implement a permanent and meaningful market development program focusing on organics, commercial, and C&D.	0.25	0	\$13,000	\$13,000
<b>SUB-TOTAL (Section D.)</b>	<b>0.25</b>	<b>\$0</b>	<b>\$13,000</b>	<b>\$13,000</b>

<b>TOTAL TRACK 1</b>	<b>2.50</b>	<b>\$53,500</b>	<b>\$281,000</b>	<b>\$284,000</b>
<b>TOTAL TRACK 2</b>	<b>0.25</b>	<b>\$170,000</b>	<b>\$673,000</b>	<b>\$515,000</b>
<b>SUB-TOTAL (Tracks 1 and 2)</b>	<b>2.75</b>	<b>\$223,500</b>	<b>\$954,000</b>	<b>\$799,000</b>
<b>Less Currently Budgeted Funds</b>		<b>(\$240,000)</b>	<b>\$0</b>	<b>\$0</b>
<b>GRAND TOTAL: Estimated Funds Needed to Fully Implement</b>	<b>2.75</b>	<b>\$0</b>	<b>\$954,000</b>	<b>\$799,000</b>

**For future consideration:**

- Identify potential generators who may benefit from on-site processing options.
- Consider public-sector purchase and development of processing facilities if existing infrastructure proves unsuitable.

**DRAFT  
ORGANICS PLAN TIMELINE**

**FY 1999-2000 Program Initiatives**

The following Organics Program initiatives are scheduled to commence within the current fiscal year. Those tasks that span fiscal years have had their budgets adjusted accordingly to indicate each year's particular resource needs.

**TRACK 1**

**Waste Prevention:**

1. Research and development. BUDGET: \$5,000
  
2. Develop focused outreach and education on waste prevention coupled with on-site assistance. BUDGET: \$25,000

**Donation:**

1. Coordinate with charitable organizations to enhance donation infrastructure and build capacity for recovered food. Create inter-agency work team to assess outreach needs and coordinate messages. BUDGET: \$0
  
2. Design, print and distribute educational and outreach materials for targeted business groups in coordination with charitable agencies BUDGET: \$3,500.

**Diversion:**

Conduct market study to determine the existing and potential options for increased diversion of acceptable, non-edible food wastes to animal feed uses. BUDGET: \$20,000

TOTAL TRACK 1: \$53,500

**TRACK 2:**

**Generator Programs:**

1. Target larger organics generators in concentrated areas and conduct research on willingness to participate in an organics collection program. BUDGET: \$0
  
2. Research the proportions of pre- and post-consumer food waste generated by each business type to best tailor separation and collection programs. BUDGET: \$60,000

**Development of Collection Infrastructure:**

1. Utilize information gathered by City of Portland organics collection and processing pilot project to determine feasibility of implementing Portland's organic waste recycling requirement ordinance. BUDGET: \$10,000
  
2. Work with area haulers and businesses to determine feasible organic organics collection routes throughout the region. BUDGET: \$0

- 3. Work with haulers to determine equipment needs, collection schedules and assistance required to implement routes. BUDGET: \$0
- 4. Determine true costs of collection to facilitate future planning decisions. (begin pilot projects throughout region). BUDGET: \$50,000

**Utilization and enhancement of existing infrastructure for delivery and processing of organic wastes:**

- 1. Develop tip fee at Metro Central Station for the acceptance of organic waste for processing. BUDGET: \$0
- 2. Build local infrastructure by working closely with facilities throughout the region to research potential and assist with the implementation of organics reload and processing. BUDGET: \$50,000 (grants/contracts)
- 3. Work closely with Metro transfer station operator to develop organics delivery options. BUDGET: \$0
- 4. Investigate financial assistance opportunities such as state tax credits for recycling businesses. BUDGET: \$0

TOTAL TRACK 2: \$170,000

FY 1999-2000 TOTAL: \$223,500

Current FY 1999-2000 budgeted funds: \$240,000

**DRAFT**  
**FY 2000-2001 Program Initiatives**

The following Organics Program initiatives are scheduled to commence within the next fiscal year. Those tasks that span fiscal years have had their budgets adjusted accordingly to indicate each year's particular resource needs.

**TRACK 1**

**Waste Prevention:**

Develop focused outreach and education on waste prevention coupled with on-site assistance. Hire 2.0 FTE temporary staff for 2 year positions to distribute materials, provide on-site assistance, coordinate contacts with business groups, provide presentations, provide feedback to Regional Organics Team for future program changes.

BUDGET: \$81,000 (year 1)

**Donation:**

Coordinate with charitable organizations to enhance donation infrastructure and build capacity for recovered food. Develop a 2-year matching grant program to provide funding to qualifying charitable organizations to increase their capacity to collect, receive, store and distribute perishable foods.

BUDGET: \$200,000 (year 1)

TOTAL TRACK 1: \$281,000

**TRACK 2:**

**Generator Programs:**

Develop specific educational materials focused on generator types, geographic area, hauler equipment, and end-use of materials collected.

BUDGET: \$10,000

**Development of Collection Infrastructure:**

Determine true costs of collection to facilitate future planning decisions. (begin pilot projects throughout region).

BUDGET: \$50,000

**Utilization and enhancement of existing infrastructure for delivery and processing of organic wastes:**

Build local infrastructure by working closely with facilities throughout the region to research potential and assist with the implementation of organics reload and processing.

BUDGET: \$600,000

**Local Organics Market Development:**

Re-establish 1 FTE in Waste Reduction to implement a permanent and meaningful market development program focusing on organics, commercial and C&D. (organics work represents one-quarter of the FTE).

BUDGET: \$13,000

TOTAL TRACK 2: \$673,000

**DRAFT ESTIMATED FY 2000-01 TOTAL: \$954,000**

**DRAFT**  
**FY 2001-02 Program Initiatives**

The following Organics Program initiatives are scheduled to commence within fiscal year 2001-02. Those tasks that span fiscal years have had their budgets adjusted accordingly to indicate each year's resource needs.

**TRACK 1**

**Waste Prevention:**

1. Develop focused outreach and education on waste prevention coupled with on-site assistance. Begin second and final year of employment of 2.0 FTE temporary staff to distribute materials, provide on-site assistance, coordinate contacts with business groups, provide presentations, provide feedback to Regional Organics Team for future program changes. BUDGET: \$81,000  
(year 2)
  
2. Update and reprint education and outreach materials. BUDGET: \$2,000

**Donation:**

1. Coordinate with charitable organizations to enhance donation infrastructure and build capacity for recovered food. Implement the final year of the matching grant program to provide funding to qualifying charitable organizations to increase their capacity to collect, receive, store and distribute perishable foods. BUDGET: \$200,000  
(year 2)
  
  2. Update and reprint education and outreach materials. BUDGET: \$1,000
- TOTAL TRACK 1: \$284,000**

**TRACK 2:**

**Generator Programs:**

Update and reprint focused education and outreach materials. BUDGET: \$2,000

**Utilization and enhancement of existing infrastructure for delivery and processing of organic wastes:**

Build local infrastructure by working closely with facilities throughout the region to research potential and assist with the implementation of organics reload and processing. BUDGET: \$500,000 (year 2)

**Local Organics Market Development:**

Continue support of 1 FTE in Waste Reduction to implement a permanent and meaningful market development program focusing on organics, commercial and C&D. (organics work represents one-quarter of the FTE) BUDGET: \$13,000

**TOTAL TRACK 2: \$515,000**

**DRAFT ESTIMATED FY 2001-02 TOTAL: \$799,000**

**Draft Recommendations**  
**Construction and Demolition Task Force**

November 1, 1999

**Task Force Members:**

JoAnn Herrigel,	City of Milwaukie
Rick Winterhalter,	Clackamas County
Judy Crockett,	City of Portland
Christa Morrow,	City of Troutdale
Marcele Daeges,	Washington County
Bryce Jacobson,	Metro

**Overview**

According to the revised Regional Solid Waste Management Plan recovery rates, the region must recover 130,000 tons of Construction and Demolition debris in order to meet its established goals. This draft plan, cooperatively developed by the C&D Task force comprised of Metro and local government staff, is designed to address shortcomings of the current RSWMP recommended practices for the C&D sector and guide the region in the direction of increased recycling and recovery while adhering to the solid waste hierarchy of reduce, reuse, recycle, recover, compost, landfill.

**Statement of the Problem**

Both the 1997 State of the Plan Report and the 1998 C&D generator study show that recycling and recovery of waste materials from the region's construction and demolition sites has not kept up with the amount of growth in the construction sector. The C&D sector is responsible for generating approximately a quarter of the region's waste. While up to 60% of this waste material could be recycled or reused, the fragmented structure of the industry and complicated nature of most job-sites has made it a challenge to divert materials into recovery programs.

**Background**

The RSWMP recommended practices for the C&D sector, as implemented, have not created the tonnage diversion that was originally expected. Among the recommended practices for the building industries, there are several that the task force identified as ineffective:

Recommended practice 2. a, states that *local governments will assure the availability of on-site services for two or more materials and ensure that generators requesting hauling services for construction and demolition sites are offered these services.* Haulers franchise agreements require them to comply with this recommended practice by offering recycling services, but the rate of compliance and the actual effect on recycling are thought to be low among task force members.

Recommended practice 1.b, *Metro and Local governments to perform on-site audits at construction and demolition sites to promote waste prevention.* Despite numerous



attempts to interest builders in this service, only a hand full of these have been performed since 1995. The concept may have value if it was used as a component of another C&D program, but as a stand alone item builders have not shown much interest.

Recommended Practice 1.a, *"Earth-Wise" building program to train builders about salvage, waste reduction, recycling, and buying recycled along with other environmental building practices.* Metro staff have found that organizations with a green building agenda are not willing to make waste issues a key concept in their promotions and education to the building industry.

Recommended Practice 4. *Develop regional dry waste processing facilities for waste from sites where separation and collection of recyclables is not possible.* The current system of post collection recovery options does not appear to draw in as much C&D waste as we had hoped for. The task force found that much of Washington County is under-served in terms of processing capacity, recovery facilities have trouble competing with the rates at local dry waste land fills and actual recovery rates have been lower than expected (down to 4% at one facility).

The 1998 C&D Generator Study found that the regions contractors as a group are not well informed about waste recycling issues and put little energy into making decisions about job-site waste. However, the study also found that they are open to assistance on recycling and waste issues if it comes in a format that they can use.

### **Work Group Objectives**

In July 1999 the C&D Task Force had its first meeting to discuss the objectives that would guide the process of making our recommendations. The group agreed to the following objectives:

- Assess what is going on with C&D waste and recycling in the Metro region and around the country
- Identify areas where improvement is needed
- Develop and implement specific programs to address the problem areas
- Create incentives to keep unprocessed mixed loads of C&D material in the Metro region.

### **Draft Plan Recommendations:**

This plan takes a three-track approach to increasing recycling and recovery in the C&D sector.

1. The first track emphasizes waste prevention through salvage and deconstruction. This practice has proven to be an effective way to prevent one of the largest sources of C&D waste, demolition waste, from entering the waste stream:
2. The second track focuses on ways to impact diversion through programs at material recovery facilities, dry waste landfills or transfer stations. The proposed incentives will ensure that either source separated recycling or effective post

collection recovery is available to all sectors of the C&D industry. An important component of these efforts will be the education and promotion of the different source separated and post collection recovery service options available to C&D sites.

3. The third track implements a market development program that targets reuse and recycling of the materials prevalent in the C&D waste stream: wood (22%), drywall (17%), composition roofing (11%) and fiberglass insulation (1%). The current markets for these materials are undeveloped or underdeveloped and this represents a major barrier to reusing or recycling these materials.

All of the following recommendations come with several caveats:

- Depend on initial research into the feasibility
- They each require different stakeholder involvement strategies.
- They are designed to either compliment each other or existing activities
- Budgets, tonnage impacts and schedules are speculative and should be seen as a starting point
- Further work of the C&D Task Force may be part of this. Our role is unknown at this point.
- As these recommendations are evaluated and piloted, it will become clearer which of the RSWMP mandated C&D activities we are doing now may need to be modified or phased out.

**TRACK 1: WASTE PREVENTION, SALVAGE AND REUSE (B. Jacobson .25 FTE)**

Develop focussed outreach and education programs on salvage and deconstruction practices for the regions contractors and property owners.

<b>A. Waste Prevention</b>	<b>Staffing</b>	<b>1999-00 M+S Budget</b>	<b>2000-01 M+S Budget</b>	<b>2001-02 M+S Budget</b>
<p>1. Research and development:</p> <ul style="list-style-type: none"> <li>• Perform research on the messages, opportunities, possible partnerships, identify what the salvage community sees as needed and the best ways to promote/ educate on salvage.</li> <li>• Evaluate commercial or residential focus.</li> <li>• Evaluate need for a secondary focus on source-separated recycling</li> <li>• Utilize LGRC, REM Marketing Team and salvage community to evaluate data from research and identify best opportunities.</li> <li>• Create an implementation plan for education and promotion activities including timeline for project and identify methods of measuring effect. LGRC and Metro to approve.</li> </ul>	Contractor w/ oversight by C&D task force	\$25,000	0	0
<p>2. Develop and Implement Program</p> <ul style="list-style-type: none"> <li>• Create an implementation plan for education and promotion activities including timeline for project and identify methods of measuring effect. LGRC and Metro to approve.</li> <li>• Contractor to work with Local Governments to custom tailor the messages and tools of the campaign to the specifics of each jurisdiction.</li> <li>• Begin implementing program mid-2000-01.</li> </ul>	Contractor w/ oversight by C&D task force	0	\$50,000	0
<p>3. Evaluate and measure effect</p> <ul style="list-style-type: none"> <li>• Continue evaluating/measuring effect to determine benefit of continuing program.</li> <li>• Continue to use contractor to follow implementation plan, trouble shoot and fine-tune.</li> </ul>	Contractor w/ oversight by C&D task force	0	0	\$50,000
<b>SUB-TOTAL (SECTION A)</b>	0	\$25,000	\$50,000	\$50,000
<b>TOTAL (TRACK 1)</b>	0	\$25,000	\$50,000	\$50,000

<b>TRACK 2: C&amp;D WASTE PROCESSING/DISPOSAL (B.Jacobson .5 FTE)</b> Develop a system to ensure that source-separated recycling or effective post collection recovery is available or provided to all sectors of the C&D industry.	Staffing	1999-00 M+S Budget	2000-01 M+S Budget	2001-02 M+S Budget
<b>A. Require that specified C&amp;D loads be processed before disposal</b>				
1. Research and development <ul style="list-style-type: none"> <li>• Compile information on C&amp;D loads and C&amp;D waste hauling to determine appropriate lower and upper threshold and load types effected, where the burden of responsibility should be placed, how processing will be defined, what enforcement efforts will be required. Identify legal issues involved with flow control, interstate commerce code violations and out of state waste. Identify potential effect in tons, identify methods for addressing the limited processing capacity in sections of the Metro region. This data gathering effort will be coordinated with local governments and other organizations as appropriate.</li> <li>• With direction from C&amp;D task force, draft a project timeline</li> </ul>	Contractor w/oversight by C&D Task Force	0	\$25,000	0
2. Stakeholder involvement <ul style="list-style-type: none"> <li>• With direction from the C&amp;D task Force, draft a stakeholder involvement plan. In FY 00-01, implement this plan to find out if this concept can move forward.</li> </ul>	C&D Task Force	0	0	0
3. Implementation <ul style="list-style-type: none"> <li>• Pending stakeholder approval, begin limited pilots to evaluate the most effective methods of rolling this program out to all facilities</li> </ul>	Contractor w/ oversight by C&D Task Force	0	0	\$50,000
<b>SUB-TOTAL (Section A)</b>	<b>0 FTE</b>	<b>0</b>	<b>\$25,000</b>	<b>\$50,000</b>

<b>B. Ban the disposal of certain material(s) commonly found in C&amp;D loads</b>				
1. Initial Research and Development	Contractor w/ oversight by C&D Task Force	\$10,000	0	0
<ul style="list-style-type: none"> <li>Identify, evaluate and report on disposal bans in other states. Compile this information and present report to local governments and Metro staff.</li> </ul>				
2. Stakeholder involvement	Contractor w/oversight by C&D Task Force	0	\$10,000	0
<ul style="list-style-type: none"> <li>Metro staff will coordinate a disposal ban work group made up of key stakeholders and local government staff. Participants include ORRA, Tri-County haulers, AOR, ORMDC, Metro SWAC, facility operators and builder groups. If this group finds that this should be a statewide effort, pull in AOR to assist with the legislative concept. If a regional effort is preferred, develop an RFP for a consultant to look at options for a regional disposal ban. If this work group finds that a ban should be brought forward for further consideration by SWAC and Metro Council, The group will draft a project timeline.</li> </ul>				
3. Further Research and Development	Contractor w/ oversight by C&D Task Force	0	\$25,000	0
<ul style="list-style-type: none"> <li>Local information on C&amp;D loads and C&amp;D waste hauling to determine appropriate lower and upper threshold and load types effected, where the burden of responsibility should be placed, how bans could be enforced. Identify potential effects on material markets. Identify potential effect in tons. Identify potential methods of measuring the effect of the ban. Identify methods for addressing the limited processing capacity in sections of the Metro region. Identify if this should be a regional or statewide effort. This data gathering effort will be coordinated with local governments and other organizations as appropriate.</li> </ul>				
4. Implementation	2 enforce. / ed. FTE at PA 1 level	0	0	\$25,000
<ul style="list-style-type: none"> <li>Pending stakeholder approval, C&amp;D Task Force will begin pilots. Create measurement methods, education materials and conduct facility staff trainings. Begin limited pilots to evaluate the most effective methods of rolling this program out to all facilities. Full implementation expected in FY 02-03 or 03-04.</li> </ul>				
<b>SUB-TOTAL (Section B)</b>	<b>2 FTE</b>	<b>\$10,000</b>	<b>\$35,000</b>	<b>\$25,000</b>

C. Educate generators on source-separated recycling and/or other methods to remain in compliance with disposal bans or processing requirements.	Staffing	FY 99-00 M+S Budget	FY 00-01 M+S Budget	FY 01-02 M+S Budget
1. Initial Research and Development <ul style="list-style-type: none"> <li>• Create messages that support source-separated recycling and promote service options that will facilitate a high degree of recycling from targeted C&amp;D sites.</li> <li>• Secure partners such as industry associations and retailers.</li> <li>• Evaluate commercial or residential focus.</li> <li>• Test messages with building industry. Identify methods of measuring effect.</li> <li>• Create an implementation plan for education and promotion activities, create timeline for project.</li> <li>• Compile this information and present report to local governments and Metro staff.</li> </ul>	Contractor w/oversight by C&D Task Force	\$28,000	0	0
2. Develop and Implement Program <ul style="list-style-type: none"> <li>• Begin implementing program mid-2000-01.</li> <li>• Contractor to work with Local Governments to custom tailor the messages and tools of the campaign to the specifics of each jurisdiction.</li> <li>• As disposal bans or processing requirements come on-line, modify messages to support these programs</li> </ul>	Contractor w/ oversight by C&D Task Force	0	\$50,000	\$50,000
<b>Subtotal (Section C)</b>	0	\$28,000	\$50,000	\$50,000
D. Create incentives through the Metro System Fee Credit Program for post collection recovery facilities to increase their recovery of recyclables from C&D loads	Staffing	1999-00 M+S Budget	2000-01 M+S Budget	2001-02 M+S Budget
3. Research and Development <ul style="list-style-type: none"> <li>• Budget and Regulatory Affairs regulatory staff to identify and report on System Fee Credit Program modifications that may offer a stronger incentive for MRF operators to recover C&amp;D materials. Consider implementing a preference or weighting for reuse and recycling over energy reclamation.</li> <li>• Involve the C&amp;D Task Force, MRF operators and SWAC in this research effort</li> </ul>	REM Regulatory Affairs staff	0	0	0
2. Implementation <ul style="list-style-type: none"> <li>• Create a timeline and begin implementing changes and monitoring effect on tonnage</li> </ul>	REM Regulatory Affairs staff	0	0	0
<b>SUB-TOTAL (Section D)</b>	0	0	0	0

<b>TOTAL (Track 2)</b>	<b>2 FTE</b>	<b>\$38,000</b>	<b>\$110,000</b>	<b>\$125,000</b>
<b>TRACK 3: MARKET DEVELOPMENT (B Jacobson 0 FTE)</b>				
<b>Develop a system of grants and loans to encourage the development of markets for both salvaging and recycling of C&amp;D materials.</b>				
<b>A. Metro to create a REM market development position to support the increased C&amp;D recycling and recovery efforts</b>	<b>Staffing</b>	<b>1999-00 M+S Budget</b>	<b>2000-01 M+S Budget</b>	<b>2001-02 M+S Budget</b>
4. Research and development <ul style="list-style-type: none"> <li>Research other similar grant and loan funds, and market development efforts. Involve local governments and C&amp;D Task Force as steering committee</li> <li>Research the program structure needed to develop reuse and recycling markets first and energy recovery markets second.</li> <li>Metro to appropriate funds, set priorities on materials and or sectors to be targeted and publicize fund</li> <li>Create implementation plan that includes consulting with finance professionals on the criteria for funding and identifying possible ways to piggyback on other private or public programs.</li> </ul>	.5 FTE in market develop. position	0	0	0
<ul style="list-style-type: none"> <li>Conduct market research on wood, drywall, composition roofing and fiberglass and other prevalent C&amp;D materials</li> </ul>	Contractor supervised by Metro	\$20,000	\$5,000	\$5,000
<ul style="list-style-type: none"> <li>Start program and receive first applications. Continue to evaluate the effect on tonnage</li> </ul>				
<b>SUB-TOTAL (SECTION A)</b>	<b>.5 FTE</b>	<b>\$20,000</b>	<b>\$5,000</b>	<b>\$5,000</b>
<b>TOTAL (TRACK 3)</b>	<b>.5 FTE</b>	<b>\$20,000</b>	<b>\$5,000</b>	<b>\$5,000</b>

	Staffing	1999-00 M+S Budget	2000-01 M+S Budget	2001-02 M+S Budget
<b>TOTAL TRACK 1</b>	0	\$25,000	\$50,000	\$50,000
<b>TOTAL TRACK 2</b>	2 FTE	\$38,000	\$110,000	\$125,000
<b>TOTAL TRACK 3</b>	0.5 FTE	\$20,000	\$5,000	\$5,000
<b>SUB-TOTAL (Tracks 1,2 and 3)</b>	2.5 FTE	\$83,000	\$165,000	\$180,000
<b>Less Currently Budgeted Funds</b>	0	\$40,000	\$0	\$0
<b>GRAND TOTAL New Funds Needed</b>	2.5 FTE	\$43,000	\$165,000	\$180,000

S/share/jaco/99C&D team draft recs new format current



## Draft Recommendations of Commercial Recovery Task Force

November 8, 1999

### Task Force Members

Marcele Daeges, Washington County  
Anne McLaughlin, City of Portland  
Susan Ziolk, Clackamas County  
Genya Arnold, Metro  
Steve Apotheker, Metro

### Overview

A Commercial Recovery Task Force comprised of local government and Metro representatives was charged with reviewing the Metro region's strategy for reaching its commercial waste reduction targets identified in the Regional Solid Waste Management Plan (RSWMP). The task force began meeting in July 1999, and produced draft recommendations on policy and program options (including resource needs) for a three-year timeline. Members of the task force were Susan Ziolk, Chair, Clackamas County; Marcelle Daeges, Washington County; Anne McLaughlin, City of Portland; Genya Arnold, Metro and Steve Apotheker, Metro.

### Statement of the Problem

Progress in commercial waste reduction is not keeping pace to meet the targets for waste prevention and recovery that have been set for this sector in the revised RSWMP. Because commercial waste makes the largest contribution to the Metro region's total waste, it is critical to achieve the waste prevention and recovery targets for businesses in order for the region to meet its recovery rate target for total waste of 52% in the Year 2000. The region's total recovery rate for 1998 was 43.3%, off at least four percentage points from where it should be if the region was on track to meet its goal.

### Background

Commercial waste is the largest component of Metro's disposed waste, accounting for more than 50% of what is landfilled. Residential (including multi-family) and construction and demolition (C&D) wastes comprise the balance.

The RSWMP sets out commercial waste reduction goals for the Year 2000 of 11,550 tons of waste prevention and 168,000 tons of source-separated business recyclables, primarily paper and containers. These goals represent the increase in waste reduction that is needed relative to 1995 baseline levels set out in the RSWMP.

The RSWMP identifies implementation of several recommended practices to meet the waste prevention and recovery goals.

1. Waste evaluations or audits shall address waste prevention, recovery and buy recycled opportunities in targeted businesses that generate large quantities of paper and packaging.
2. Model waste prevention programs shall be developed for different types of businesses.

3. Coordinated regional and local media waste prevention programs shall be developed.
4. Model buy recycled procurement outreach campaigns and policies shall be developed.
5. Market development efforts shall look at how recycled feedstock shall be substituted for virgin materials in manufacturing processes.
6. Provision of appropriate recycling collection containers to all small businesses.
7. Implement business recycling recognition programs.

Metro has not identified a strategy to comprehensively measure the level of commercial waste prevention occurring in the region. Some data is available on diversion through certain programs, such as paint reuse and edible food recovery. And, this past summer an intern was hired to review existing efforts to quantify waste prevention and to determine the feasibility of applying these approaches at the local level to commercial waste generators. A final report is due in November 1999.

Metro also has conducted focus groups with businesses on how to develop regional media campaigns on waste prevention. The results of these interviews indicated that regional media campaigns could be effective if they provide a strongly motivational message. However, businesses made little distinction between waste prevention and recycling activities. A media campaign should not try to distinguish between these two activities. Also, businesses need to receive site-specific information to solve immediate problems, rather than the general type of knowledge received through media campaigns.

However, despite the lack of measurement of commercial waste prevention, the region has a program which focuses on commercial waste prevention. Local government recycling staff conduct site visits at businesses, during which businesses receive information about waste prevention actions and buy recycled opportunities, in addition to potential improvements in their recycling collection system.

In the area of commercial recovery, programs appear to be diverting only about half of the tonnage needed to reach the target for this sector. However, the available data and on-route collection practices make it difficult to isolate business recovery from efforts that occur at multi-family locations and construction sites.

Also, different local policies and approaches to commercial waste recovery provide different conditions and reporting requirements for haulers and private recycling companies that provide commercial recycling collection services. For example, the City of Portland allows each business to arrange independently for services from its 60+ waste haulers and 30+ independent recycling collectors. However, the city requires businesses to file plans on how they will divert 50% of their waste and requires all waste haulers to offer collection of all recyclable paper and many other materials.

Outside of Portland, local jurisdictions have created commercial waste franchises. Local governments set commercial waste hauling rates for the franchised hauler, which include recyclables in the rate schedule.

Despite difficulties in meeting commercial recovery targets, the commercial waste stream remains rich in marketable recyclables. About 25% of commercial waste is comprised of recyclable paper, including corrugated cardboard, high-grade paper and mixed paper. A Washington County survey indicated that 90% of all businesses generating corrugated cardboard had recycling collection.

Nevertheless, regional waste composition data show that waste compactors, such as those often placed at multi-tenant office buildings, still average more than 10% corrugated cardboard, which is twice the average from other regional waste generators. Mixed office paper is highly recyclable, yet only 55% of businesses generating this material have put recycling collection programs in place. Furthermore, another 12% of disposed commercial waste is made up of metal, glass and plastic containers, plastic film and other scrap metal – all of which are easily recoverable.

A Washington County survey of 599 businesses in August 1998 showed that the average number of recycled materials increased with the size of the business, as measured by number of employees. Similar results were found in studies done by the City of Portland in 1993, 1996 and 1999.

Commercial recovery lags in small and medium-size businesses, due to a lack of storage space and lack of staffing resources to implement recycling programs. Also, larger businesses that have recovery programs may not be collecting the full range of recyclables that are generated.

### **Task Force Objectives and Process**

The Commercial Recovery Task Force met for three months, starting in July 1999, and identified the following objectives:

- Assess level of commercial waste prevention and recovery in the Metro region.
- Identify politically acceptable programs and policies that would help the region effectively and efficiently meet its targets for the commercial sector.
- Develop and implement specific programs and policies that were identified.

In addition to discussion by Task Force members, interviews were conducted with more than two dozen haulers and business associations regarding potential actions that could be taken to increase recovery and prevention.

Waste haulers were very comfortable in the role of providing recycling collection services when businesses requested those services and adequate financial compensation was available. However, haulers did not want to be in the position of advising their customers, the businesses, on when and how to set up waste prevention programs. Also, hauler were reluctant to initiate provision of new or expanded recycling collection, however, they were very willing to respond to their customers' request for such services. Strong economic incentives were the clearest motivator to increase

recycling for this group. This may be the most difficult in Portland, where rates are set by negotiation between hauler and customer, and not all customers yet place recycling service as a high priority.

Businesses were supportive of recycling; however, they did not want to spend a lot of time seeking out information on recycling, waste prevention and buy recycling actions. They wanted specific information on markets and materials handling solutions to be provided. This was especially true for smaller and medium size businesses that did not have the staffing levels to figure out how to implement recycling programs. Regulatory actions to increase recycling might be acceptable if convenient, cost-effective recycling collection services were provided.

Finally, local government solid waste and recycling staff are definitely comfortable with the role of providing technical assistance. However, resources are limited for field staff to provide the initial and multiple follow up contacts needed to ensure that recycling collection programs are implemented at businesses.

Also, local government solid waste staff( with the exception of Clackamas County), are not involved in the plan review process for ensuring that the design of new buildings includes adequate recycling collection space to meet regional recovery rates. Washington County has adopted a model ordinance for construction of commercial buildings, but there are no staff to implement it. The City of Portland has adopted an ordinance that applies only to multi-family units, but there is no oversight.

The Task Force developed a list of 20 potential actions. Task Force members, according to the following criteria, discussed each action:

- Political acceptance
- Program cost
- Potential new tonnage diverted
- Ability to institutionalize
- Ability to monitor and evaluate
- Problems addressed by the recommended action
- New problems created by the recommended action

Each action was then ranked on a five-point scale, with 1=Low and 5=High. Troutdale, Gresham, Portland, Clackamas County, Washington County and Metro submitted rankings, along with final comments.

Of the 20 actions identified by the Task Force, seven actions received a ranking greater than three. These seven actions comprise the draft recommendations being offered by this Task Force.

## **Draft Recommendations**

Seven actions are recommended for implementation or further review, where needed.

1. Increase market development efforts, both regionally through Metro and statewide through the Oregon Market Development Council. Develop markets for new materials and local markets for recycled feedstock that might offer higher prices (Ranking 4.7).
2. Implement disposal bans for selected materials. This proposed policy needs greater review by a larger stakeholder group that includes haulers, private recycling collectors, processors, disposal facilities, businesses and the public. In particular, issues such as enforcement, market price impact and flow control need to be reviewed (Ranking 4.3).
3. Expand local governments' technical assistance to businesses on waste prevention, buy recycled and recycling. The current technical assistance program of waste evaluations needs to be assessed for its effectiveness in increasing recovery tonnage. Future technical assistance programs need to be designed to allow for easy program evaluation. Staffing needs to be increased to provide greater contacts and follow ups at each business and to expand the types and number of targeted businesses (Ranking 4.2).
4. Implement design review ordinances for recycling collection areas in new commercial and multi-family buildings. Several local governments have adopted an ordinance, but do not have dedicated staffing to monitor submitted plans and compliance. Adoption of an ordinance and adequate staffing are both needed to ensure that the new construction in the region will have adequate recycling space to enable full participation in reaching the region's recycling goals (Ranking 4.2).
5. Promote commingling. Commingling can result in fewer recycling containers, accepting more materials in less space, with less-complicated sorting instructions. The development of commingled collection and processing capacity in the region is seen as an important shift in how recycling service is provided. Awareness of this new service level would be especially important to businesses facing space and resource limitations in implementing new or expanded recycling collection. One element of a regional media outreach program might talk about the availability of this service. It is important to link any promotion of commingling with a prior inventory of commingled processing capacity in the region to adequate geographic distribution and access by all haulers as noted in recommendation seven below (Ranking 4.2).
6. Target outreach to promote waste prevention. Specific outreach campaigns and technical assistance should target activities (double-sided copying) and packaging (reusable transport packaging) that increase waste prevention. Campaigns that target a specific activity or material in a homogeneous population (e.g., offices for double-sided copying) offer the greatest opportunity to have their results tracked (Ranking 4.2).
7. Ensure the region has adequate commingled processing capacity for commercial recycling with equitable access by the region's collectors and that these facilities are capable of meeting high standards for recovered materials (Ranking 3.3).

**DRAFT RECOMMENDATIONS ON COMMERCIAL WASTE PREVENTION AND RECOVERY - 11/9/99**

	Staffing	1999-2000 M+S Budget	2000-2001 M+S Budget	2001-2002 M+S Budget
<b>TRACK 1 WASTE PREVENTION</b> Target specific activities for implementation and measurement.				
<b>A. Targeted waste prevention projects.</b>				
1. Review commercial waste prevention measurement.	Intern and Contractor w/oversight by Commercial Task Force	\$4,000		
2. Evaluate selected waste prevention activities.		\$10,000		
3. Implement first waste prevention project.			\$50,000	
4. Evaluate first project.				\$10,000
5. Implement second waste prevention project.				\$50,000
<b>Subtotal (Section A)</b>	0	\$14,000	\$50,000	\$60,000
<b>Total Track 1</b>	0	\$14,000	\$50,000	\$60,000

NOTE: Track 2 B2 also includes waste prevention actions.

<b>TRACK 2. RECOVERY</b> Develop a system to ensure effective commercial recovery is in place.				
<b>A. Promote commingling.</b>				
1. include as part of, but not the focus of, a regional outreach campaign	Contract	\$225,000		
2. Outreach campaign evaluation		\$15,000		
<b>Subtotal (Section A)</b>		\$240,000	0	0
<b>B. Expand technical assistance.</b>				
1. Evaluate local waste audit programs	Contract	\$25,000		\$15,000
2. Local government waste audits, 6 FTE through contractors or staff includes waste prevention, buy recycled and recovery.			\$300,000	\$310,000
3. Develop Web site and support material for recycling information			\$75,000	\$50,000
<b>Subtotal (Section B)</b>		\$25,000	\$375,000	\$375,000

<b>C. Implement disposal bans for selected materials.</b>				
1. Stakeholder review to identify material and implementation issues.		\$5,000	\$10,000	
2. Study to review market and implementation issues of bans.		\$5,000	\$25,000	
3. Determine administrative rules.				
4. Hire enforcement staff.	1			\$55,000
5. Outreach to publicize new policy.				\$75,000
6. Implement buy recycled program to increase market demand for banned material				\$50,000
<b>Subtotal (Section C)</b>	<b>1</b>	<b>\$10,000</b>	<b>\$35,000</b>	<b>\$180,000</b>
<b>D. Design review ordinances for recycling areas in new buildings.</b>				
1. Technical assistance during review process by local governments			\$10,000	
2. Adoption of design ordinances and implementation rules by local governments.			\$5,000	
3. Funding for local government staff to implement.			\$75,000	\$150,000
<b>Subtotal (Section D)</b>		<b>\$0</b>	<b>\$90,000</b>	<b>\$150,000</b>
<b>E. Ensure commingled processing capacity and standards.</b>				
1. Develop inventory of different commercial commingled sorts and processing facility capacity.	Contract	\$10,000	\$5,000	\$5,000
2. Stakeholder review of commingled processing standards.			\$5,000	
3. Implement recommendations for monitoring facility performance.				\$5,000
<b>Subtotal (Section E)</b>		<b>\$10,000</b>	<b>\$10,000</b>	<b>\$10,000</b>
<b>Total Track 2</b>	<b>1</b>	<b>\$285,000</b>	<b>\$510,000</b>	<b>\$715,000</b>

<b>TRACK 3 MARKET DEVELOPMENT Ensure adequate market capacity is available.</b>				
<b>A. Increase market development efforts.</b>				
1. Review market capacity for mixed paper, color-mixed and green glass, film plastic, rigid plastic containers.			\$25,000	\$25,000
2. Look at market initiatives that would create higher value regional markets			\$25,000	\$25,000
3. Staffing for commercial material market development, buy recycled and technical assistance	0.5		\$27,500	\$27,500
<b>Subtotal (Section A)</b>	<b>0.5</b>		<b>\$50,000</b>	<b>\$50,000</b>
<b>Total Track 3</b>	<b>0.5</b>		<b>\$50,000</b>	<b>\$50,000</b>

<b>SUMMARY Materials &amp; Services</b>	<b>Staffing</b>	<b>1999-2000 M+S Budget</b>	<b>2000-2001 M+S Budget</b>	<b>2001-2002 M+S Budget</b>
<b>TOTAL TRACK 1</b>	0	\$14,000	\$50,000	\$60,000
<b>TOTAL TRACK 2</b>	1	\$285,000	\$510,000	\$715,000
<b>TOTAL TRACK 3</b>	0.5	\$0	\$50,000	\$50,000
<b>SUB-TOTAL (TRACKS 1, 2 and 3)</b>	<b>1.5</b>	<b>\$299,000</b>	<b>\$610,000</b>	<b>\$825,000</b>
<b>LESS CURRENTLY BUDGETED FUNDS</b>	0	\$279,000	\$0	\$0
<b>TOTAL NEW FUNDS NEEDED FOR MATERIALS &amp; SERVICES</b>	<b>1.5</b>	<b>\$20,000</b>	<b>\$510,000</b>	<b>\$825,000</b>