



METRO

600 NE Grand Ave.
Portland, OR 97232-2736

MINUTES OF THE METRO SOLID WASTE AND RECYCLING COMMITTEE (SWAC) MEETING

Metro Regional Center, Room 370A/B

Thursday, November 16, 2006

Members / Alternates Present:

Mike Hogleund
Mike Leichner
Bruce Walker
Paul Edwards
Rick Winterhalter
Dave Garten
Dave White

Ralph Gilbert
Ray Phelps
Glenn Zimmerman
Lori Stole
Dean Kampfer
Wade Lange
Jeff Murray

Mike Miller
Audrey O'Brien
Matt Korot
Theresa Koppang
Steve Schwab
Dean Large
Tom Badrick

Guests and Metro staff:

Janet Matthews
Barb Disser
Tom Chaimov
Easton Cross
Terrell Garrett
Alison Cable

Julie Cash
Lee Barrett
Heidi Rahn
Roy Brower
Brad Botkin
Marv Fjordbeck

Paul Ehinger
Bryce Jacobson
Wendie Kellington
Mike Dewey
Jim Watkins
Gina Cubbon

I. Call to Order and Announcements Mike Hogleund

- Solid Waste & Recycling Director Mike Hogleund convened the meeting at 2:05 p.m. and announced that due to a conflict with a Council Session, Councilor Park would be unable to attend.
- Mr. Hogleund asked for approval of the previous meeting's minutes; Ray Phelps so moved, and Dave Garten seconded. The motion passed unanimously.

II. Solid Waste & Recycling Director's Update Mike Hogleund

- Mr. Hogleund reported that the final redraft of the MRF (material recovery facility) Standards has been forwarded to work group members; and responses should be received by November 27. Next, staff will work on drafting an Ordinance to amend the Metro Code and administrative procedures accordingly. SWAC will be fully briefed in December, prior to Council adoption in January or February.
- Lee Barrett, Jim Watkins, and Bryce Jacobson have been sorting through residual ("back door") waste at MRFs to help ascertain the standard that will be set for EDWRP (the enhanced dry waste recovery program). Five of seven facilities have been looked at thus far, for a total of 13 waste sorts (at least two at each of the facilities). Sample sizes ranged from 360- 1,800 lbs. and the residual rate was calculated for wood, metal, and cardboard. A range of 2.8% to 63% residual was found. (The 63% would have been 20%, he explained, but for a very large piece of recoverable wood that the facility had not removed.) The overall results seem to support the idea of a 20% residual standard from the back door, but more sorts are being done.

III. RSWMP Update Project: Issue Identification.....Janet Matthews

Ms. Matthews handed out the RSWMP table of contents (attached), showing which items are still being shaped by ongoing discussions with stakeholders. She briefly explained the status of those items, and said that this meeting's discussion would focus on key planning issues related to the disposal system. The System Performance Goals (as attached to the minutes in the agenda packet) would be used as the framework for a brainstorming exercise, she said, and reviewed that piece. She asked that the group consider where there are areas needing improvement; i.e., that fall short of those performance goals. The proceedings were then turned over to Tom Chaimov, who handed out "Opportunities for Improving the Disposal System" (attached). He explained that the piece showed suggested RSWMP planning issues (such as Waste Allocations) and then correspondence to individual system goals. Most opportunities for improvement, he noted, seem to be within the operational side, and several relate to more than one System Goal.

Before discussion began, Waste Connections' Dean Large suggested that Metro take note of how many facility representatives disagree with the idea that Metro-owned facilities be held to different recovery standards than the private sector facilities. Mr. Chaimov captured this on the white board as "Performance standards at non-Metro versus Metro Facilities" (e.g., dry waste recovery standards).

For the City of Portland, Bruce Walker commented that he understood that the conclusion has not yet been drawn to the issue. Mr. Hoglund reminded the group that the planned discussion of RSWMP deals with the solid waste system over the next ten years; the previous meeting's discussion was of EDWRP, "a program we're in the process of implementing, and we're in the process of trying to get as close to [Mr. Large's] suggestion as we possibly can." He acknowledged the issue of self-haul volumes presenting recovery obstacles.

Mr. Chaimov went over the items on the handout:

Sustainable Operations: SWAC has talked a lot about how to make solid waste services greener, Mr. Chaimov began. He noted this issue has been dealt with, in that sustainability goals for the solid waste system were approved by SWAC last year.

Landfilling Recyclables: This topic referred to market motivations and structure, Mr. Chaimov said. "What are the market motivations to reduce waste?" he ventured. "The structure of the market may be such that not everyone is equally motivated to reduce waste or recover waste" He used the example of vertical integration: "...owning a landfill, and the profits involved with owning a landfill tend to create market motivations that are kind of in conflict with reducing waste." encourage market incentives that discourage recycling. Mr. Phelps disagreed with that assertion. After some further discussion, Mr. Hoglund stated that the issue refers to landfilling of recyclables, a problem that has been proven by waste sorts. "We know that there are recyclable materials that have value on the commodity markets that are still going in the landfill," Mr. Hoglund said. Metro is working towards a policy that will lead to fewer landfilled recyclables, and it's certainly "...a difficult choice for a landfill owner to determine sometimes if it's just cheaper to push it, or to try and find a market for something." Mr. White commented that there's a balance between what is marketable and what is economically feasible.

Waste Allocations: Mr. Chaimov took on this issue by saying that the initial thought for allocating waste to other facilities was to provide better access (and therefore lower costs) for consumers. He asked the group if they felt that things such as tonnage caps, non-system licenses, etc. maximize public benefit. Mr. Phelps stated that there should be service areas that have exclusive rights to the nearby waste. Regarding barriers to access, he added that Metro could help get rid of facility "clustering" by identifying or indicating where facilities are needed. There were opposing views on the subject, including Far West Fibers' Jeff Murray, who noted that locating facilities is a business decision, and each will fail or succeed partly based on the location they choose.

Future Commercial Access & Capacity: Mr. Chaimov noted that this was essentially covered in the previous conversation.

Self-Haul Access and Capacity: Is this issue and the previous one different enough to remain separate? Mr. White said that self-haul needs to be tied in with recovery, and felt that self-haul loads don't get recovered. Mr. Winterhalter said that from Mr. Ehinger's presentation, it was his understanding that because Metro South and Metro Central are by and large the only facilities taking self-haul, that makes recovery very difficult. "If every facility took a bit of that, there may be further opportunities for recovery," he said. Mr. Walker added that because there may be a big potential for improved recycling in self-haul, perhaps self-haulers should source-separate. "What are the responsibilities of people who bring [self-haul loads] in?"

Pricing Policies: Mr. Chaimov said that this item held several issues. He began by saying that one of Metro's roles in the system is as kind of price leader, helping to "keep the lid on transfer [station] prices around the region." Recent pricing policies towards cost-of-service, however, makes Metro's rate more sensitive to where tonnage goes. Is that what it should be? "If tonnage moves away from Metro's transfer stations, prices in the region could go up," he continued. The opposite is also true. Mr. Gilbert responded that if Metro raises its prices, waste will just go someplace else. He disagrees with self-haulers having to separate their loads; there are facilities that do that for them, but their loads do need to be picked through. Mr. Phelps commented that Metro subsidizes self-haul by not charging for cost-of-service; one of the consequences of that policy is that Washington County's customers end up subsidizing Metro customers.

Another area where there could be room for improvement, Mr. Chaimov continued, could be private facilities' pricing policies. "Do the prices of the price followers accurately reflect their cost of their providing the service?" he asked rhetorically, noting that the answer is unknown. Private companies tend to not be transparent about their pricing, and some local governments who regulate rates don't have the resources to examine those. Mr. Hoglund asked if perhaps there should be a cost plus system for private facilities. Pride Recycling's Mike Leichner responded that local jurisdictions are welcome to look at their rates, but he is uncomfortable with Metro coming in and looking at collection costs. Mr. Phelps added that he has a problem with Metro telling him what to charge because they're a competitor.

Mr. White stated that he is tired of the "constant innuendo" that private facilities over-charge. Maybe Metro actually forces private facilities to charge less than they want to because Metro is competition, he asserted. "I have confidence in the local jurisdictions to ask the questions they need to ask, and I think the innuendo is inappropriate," he concluded. Mr. Walker commented that the pricing policies of private facilities came up when Council was looking into whether Metro should continue to own its transfer stations because local governments were unsure how to track costs if Metro was no longer the price leader. Now that Metro is keeping its stations, he felt it was no longer an issue.

Terrell Garrett of Greenway Recycling added "There's a basic problem with the integration of the collection companies with the transfer facilities as far as the transparency you're talking about. When you combine that with the significant barriers to entry [into the system] out there, there is no transparency." He suggested that if those barriers to entry were relaxed, competition would take care of anyone who was overcharging by charging less.

Ms. Matthews wrapped up the agenda item, saying that it will be brought before the group again for further input. Comments e-mailed to Mr. Chaimov or Ms. Matthews would be included with the minutes, she offered. Staff will write up a narrative of the issues identified and offer ideas for providing guidance in RSWMP.

IV. Recycle at Work Campaign: Generating Business Partners.....Heidi Rahn and Alison Cable

Heidi Rahn, co-project manager (with Alison Cable) of the Recycle at Work Campaign quickly outlined the program. Metro provides \$600,000 each year to local governments, she said, so that they have the resources to do outreach to businesses. The biggest problem was that the word wasn't getting out widely enough. The goal of this year's campaign was to create a consistent regional look (see PowerPoint presentation, attached.) and focus creating partnerships with businesses. Outlining the program's success thus far, Ms. Rahn told the group

that the website has had over 22,000 hits. SWAC member Wade Lange helped the project by speaking about it on Oregon Public Broadcasting radio, and trade organizations put related information into their newsletters. Additionally, the Portland Business Journal put inserts in their publication, and printed a large ad thanking all the partners.

Continuing the presentation, Ms. Cable explained what the partnerships entailed. This approach was so successful, she said, partner businesses are continuing to be signed up. She showed two KGW-TV news spots regarding the project.

Citizen representative Dave Garten asked how the results are being measured - by how much tonnage has been received from those businesses? No, Ms. Cable replied, the difference will show in recycling rates. The City of Gresham's Matt Korot added that measurement of this type of campaign is based upon how many businesses sign on, and how much interest is generated.

Legacy Health System's Tom Badrick commented that while the program is good, it caused problems for Legacy. Hospitals have extremely specific rules regarding paper and its disposal. "For the buildings that we have, we have 850 document destruction containers," he said. Putting in other types of containers (such as the Recycle at Work boxes) simply causes confusion. There are places (such as hospitals) where this kind of program doesn't work. He was also concerned because he was not contacted, so one of their campuses participated (out of seven) and it caused both consternation and confusion.

Mr. Walker commended the campaign, saying that it's important for Metro to create regional campaigns; because local governments don't have the resources. He said he supports the direction, and the fact that Metro created an umbrella campaign that has "some very important components to it for the region," including the idea of signing up partners. Getting that commitment has made a big difference, Mr. Walker concluded. Mr. White, too, said he appreciated the coordination with local governments.

V. Other Business and Adjourn Mike Hoglund

Mr. Hoglund thanked the members and audience for their attendance, and announced that the next meeting will be Thursday, November 30 at 10 a.m.

Adjourned 3:55

Prepared by:

Gina Cubbon
Administrative Secretary
Metro Solid Waste & Recycling Department

Gbc/sm

Attachments: Previously provided.

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Queue

RSWMP contents

Underlined portions signify areas that current discussions with stakeholders will shape

Executive Summary

Chapter 1, Introduction

- A. Why a Regional Plan?
- B. Context of the Plan (Note: this will be the “problem statement” for the plan.)
- C. Scope of Plan
- D. The Planning Process
- E. Public Involvement
- F. Organization of Plan

Chapter 2, Current System

- A. Introduction
- B. The Regional Solid Waste System
- C. Roles and Responsibilities in Solid Waste
- D. Current Services and Programs
 - 1. Waste Prevention
 - 2. Residential Recycling
 - 3. Residential Waste Collection
 - 4. Commercial Recycling
 - 5. Commercial Waste Collection
 - 6. Hazardous Waste Management
 - 7. Illegal Dumping
- E. Current Facilities
 - 1. Overview
 - 2. Reuse
 - 3. Recycling
 - 4. Composting
 - 5. Waste Transfer
 - 6. Waste Disposal
- F. Material Recovery and Disposal Trends
- G. Future Trends and Goals

Chapter 3, Future Direction and Regional Policies

- A. Introduction
- B. RSWMP Vision
- C. Regional Values
- D. Regional Policies

Chapter 4, Waste Reduction (Goals and Objectives)

- A. Introduction
- B. Waste Reduction

1. Single-Family Residential
 2. Multi-Family Residential
 3. Business
 4. Building Industry
 5. Commercial Organics
- C. Education Services
1. Information services and adult education
 2. School education
- D. Hazardous Waste Management
1. Hazardous waste reduction
 2. Hazardous waste collection
- E. Product Stewardship

Chapter 5, Solid Waste Facilities and Services (Goals and Objectives)

- A. Introduction
- B. Sustainable system (complete)
- C. Collection
- D. Transfer
- E. Disposal

Chapter 6, Plan Implementation

- A. Overview
- B. Roles in Plan Implementation
- C. Annual Waste Reduction Work Plans
- D. Sustainability Implementation
- E. Plan Performance
- F. Alternative Programs
- G. Plan Compliance and Enforcement
- H. Plan Revisions

Tables

- Table 1
- Table 2

Figures

- Figure 1
- Figure 2

Glossary

References

Appendices

- Appendix A, Disaster Debris Plan
- Appendix B, Detailed Waste Composition Data
- Appendix C, Disposal System Planning
- Other appendices from Interim Waste Reduction Plan
- List of System and Non-System Facilities

Opportunities for Improving the Disposal System

System Goals					
Environmentally Sound	Regionally Balanced	Cost Effective	Adaptable to Change	Technically Feasible	Acceptable to the Public
Sustainable Operations		Pricing Policies			
	Waste Allocations				
Landfilling Recyclables					
	Self-haul Access & Capacity				Self-haul Access & Capacity
	Future Commercial Access & Capacity		Future Commercial Access & Capacity		

Preliminary Dry Waste Price (Tip Fee) Changes:

If Current Users of	...Deliver tons/year	And Currently Pay		Under Enhanced Dry Waste Recovery Program			
		Per Ton	Total	Projected		Change	
				Rates	Cost	Rates	Cost
MRFs	170,000	\$63.82	\$10,849,124	\$68.36	\$11,620,899	\$4.54	\$771,775
Hillsboro	65,500	\$61.85	\$4,051,175	\$68.36	\$4,477,464	\$6.51	\$426,289
Lakeside	60,000	\$50.12	\$3,007,200	\$68.36	\$4,101,494	\$18.24	\$1,094,294
	295,500	\$60.60	\$17,907,499	\$68.36	\$20,199,856	\$7.76	\$2,292,358

Source: estimates by Metro staff

An analysis of the increase in disposal cost:

Cost

MRFs \$ 771,775 } Roughly equal to current system fee & tax credits of ~\$800,000 (equivalent to \$35-\$90 per recovered ton)*

Hillsboro \$ 426,289 } \$1.52 million increase provides the \$ to recover 34,000 additional tons
 Lakeside \$1,094,294 } (equivalent to about \$45 per recovered ton)

\$2,292,358 Total increase in disposal cost

*The wide variation in the cost per recovered ton from Metro’s credits stems from the wide variation in recovery that is attributed to the credit program. For example, if only that portion of recovered tons above the 25% regulatory minimum is attributed to the credits, then the credits cost around \$90 per recovered ton; if, on the other hand, one believes that MRF recovery would decline by as much as half were the credits to be phased out, then the credit cost is closer to \$35 per recovered ton.

Tip fee increases achieve the following policy goals:

- Implement a “polluter pays” principle by charging each user the full cost of recovery
- Use price signals to boost the generator’s incentive to source separate
- Reduce or eliminate public and private subsidies
- Preserve the sunk investment in MRFs and foster a market structure favoring material recovery over disposal

Note: All dollar figures shown are presumed accurate to within a range of approximately +/- 10%.



Dry Waste at Metro Transfer Stations

Solid Waste Advisory Committee
October 26, 2006



Metro Dry Waste

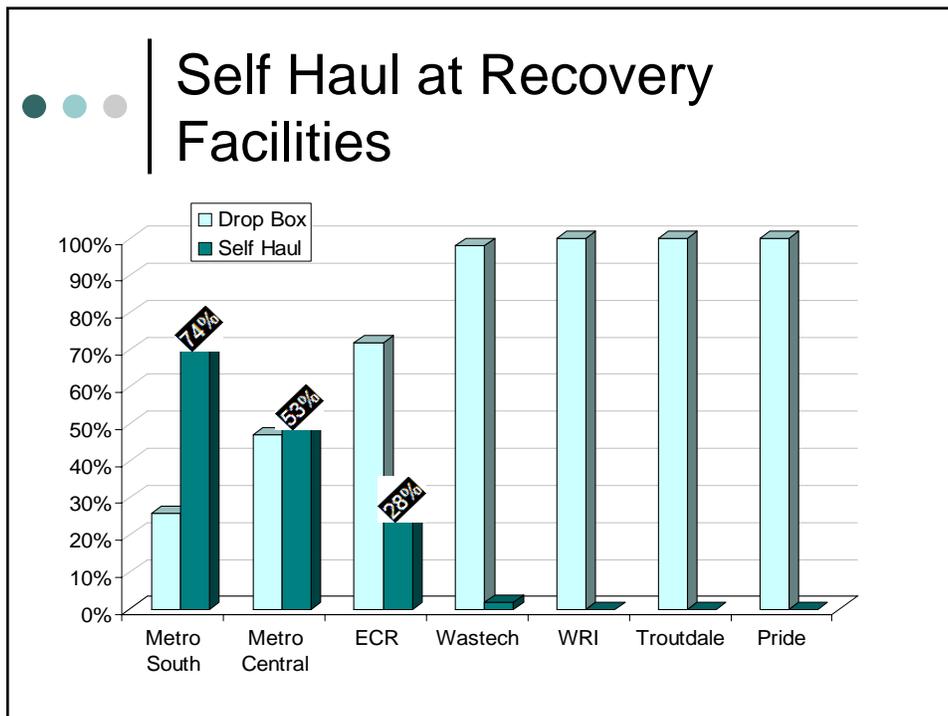
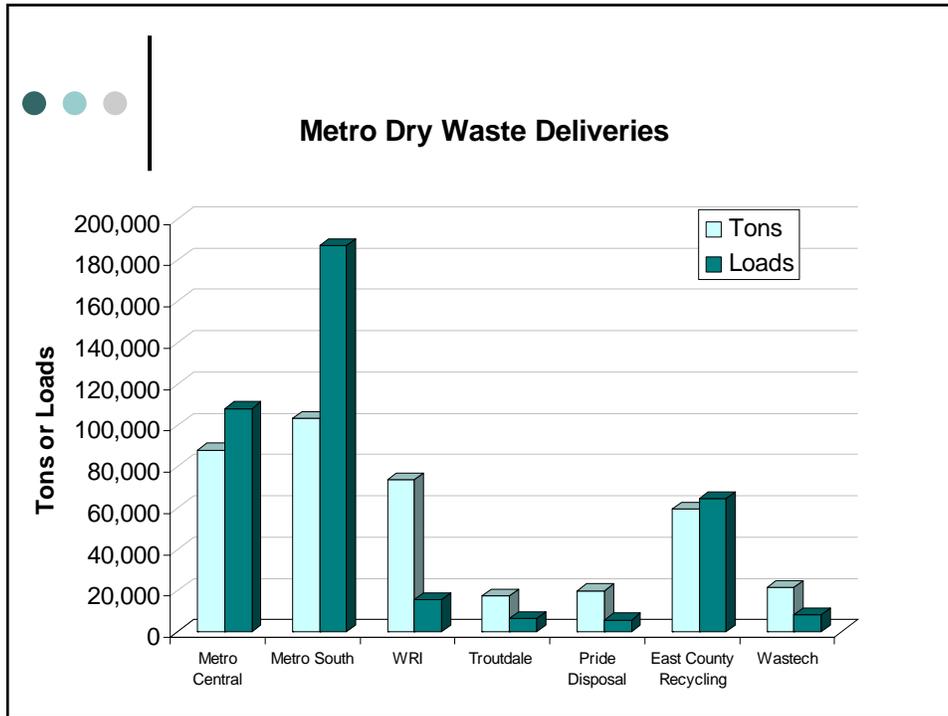
- Two Distinct Waste Streams
 - Self Haul (Small Vehicles)
 - Loose Drop Boxes
- Unique Among Facilities
 - Only Facilities with Majority Self Haul
 - Smallest Load Sizes
 - Most Floor Space Committed to Unloading

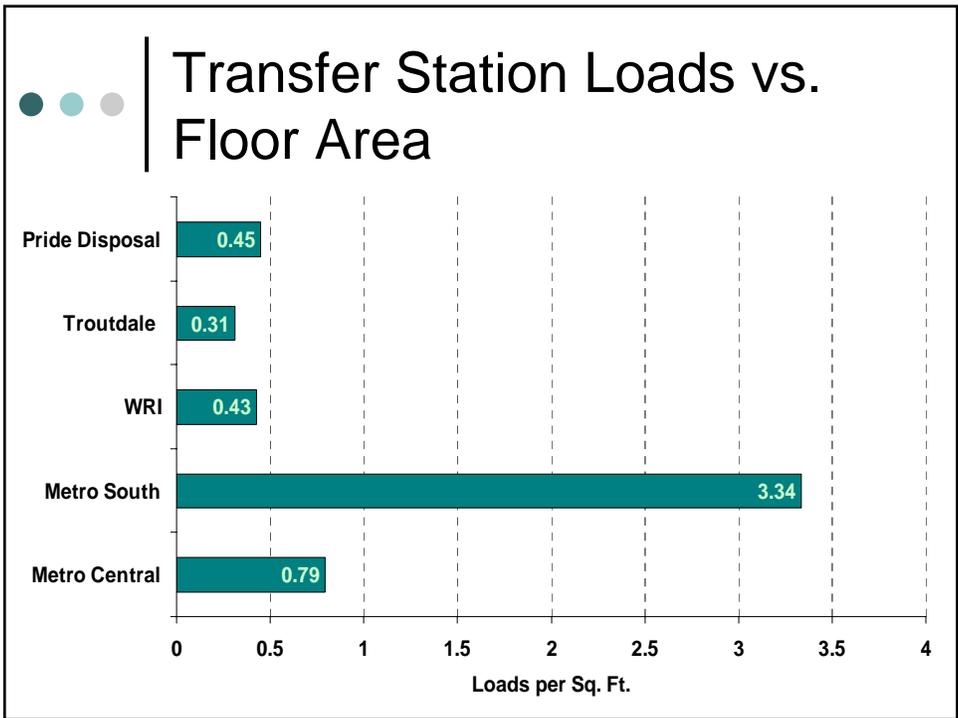
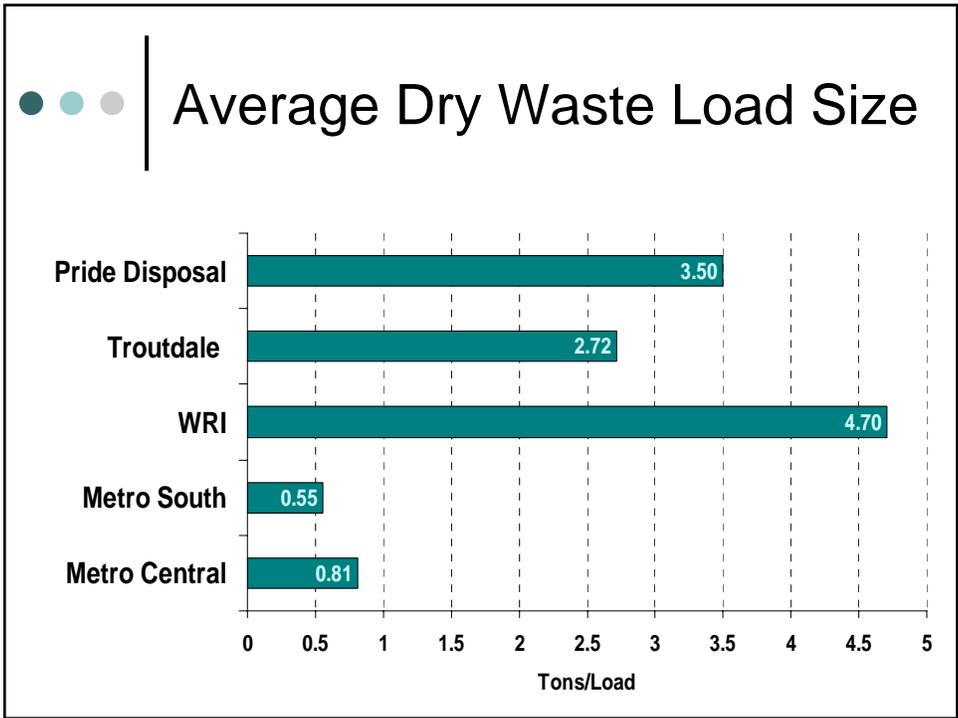


Metro Dry Waste

- Drop Box Recovery Similar to Other Facilities in the Region
- Impact of Traffic Restricts Self Haul Recovery
- Character of Self Haul Different than Drop Box Waste



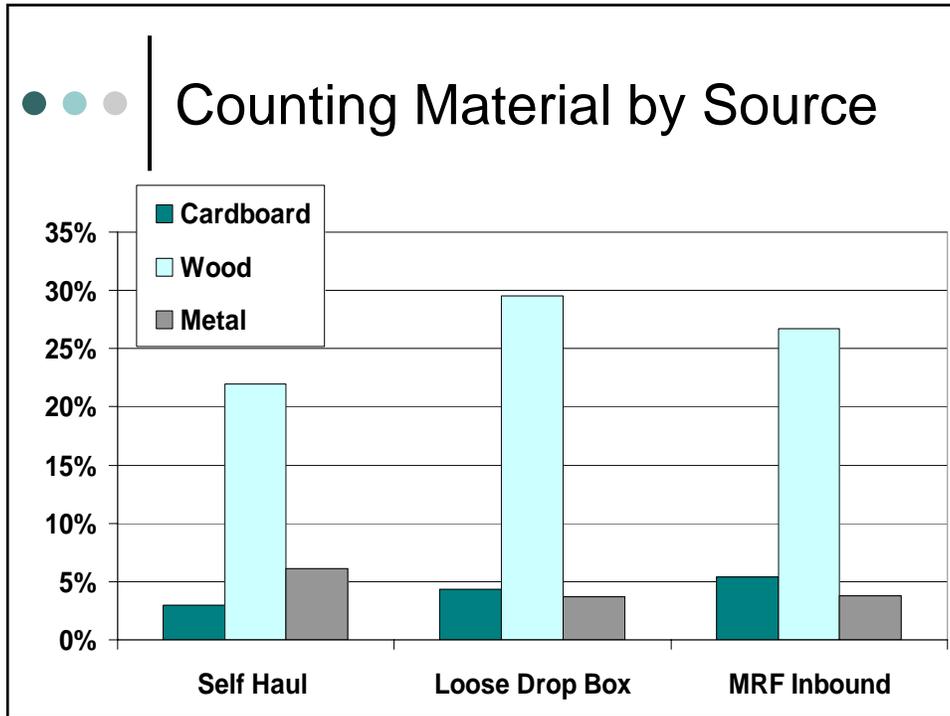




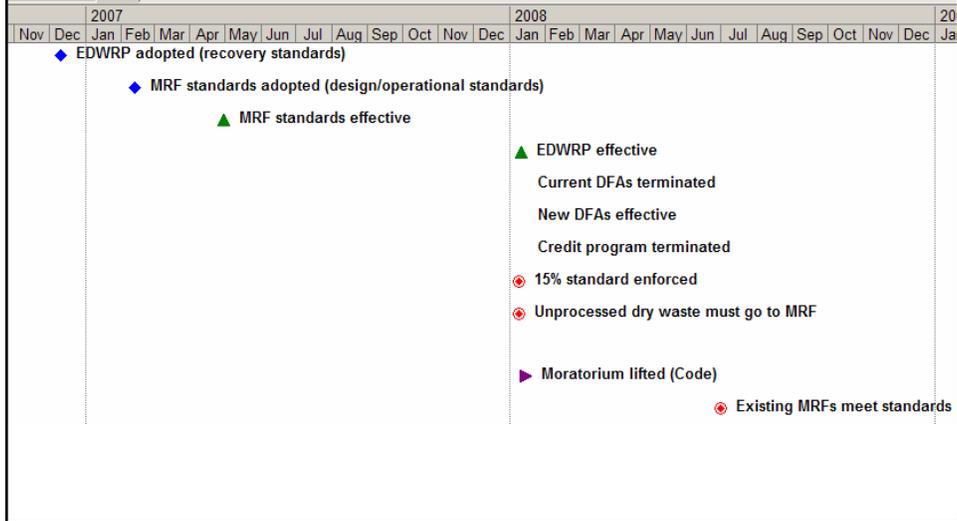


Counting Materials for Assay

- Cardboard/Brown Bags 1 foot or larger
- Reusable Dimensional Lumber: unpainted
- Other Untreated Lumber one foot or larger
- Clean HogFuel Lumber one foot or larger
- Reusable Dimensional Lumber: painted
- Other Painted Lumber one foot or larger
- Wood Pallets / Crates
- Wood Furniture
- Other Aluminum 8 inches or larger
- Other Nonferrous Metal 8 inches or larger
- Other Ferrous Metal 8 inches or larger
- Mixed ferrous - non-ferrous 8 inches or larger



Key Dates for Dry Waste Recovery and MRF Standards





RSWMP Update

*Solid Waste Advisory Committee
October 26, 2006*



**Goal: establish guiding
direction for**

- The solid waste system
- Facilities and services
- Rates and revenue



What is “guiding direction”?

- Plan Vision
- Regional Values
- **Policies – high-level guidance for determining decisions and courses of action**
- **Goals – broad aspirations**
- **Objectives – specific items to accomplish goals**



Who is guided?

Implementers of the RSWMP

- Metro (staff and electeds)
- Local govt. (staff and electeds)



Starting point today:

- Discuss the characteristics of optimal solid waste system performance.

Future meetings:

- Determine the guiding direction to maintaining and/or achieve that optimal system.



What is meant by “Solid Waste System”?

- Collection
- Processing
- Disposal



Today's discussion:

How should the regional solid waste system perform?



Metro Council Values for the Disposal System

Protect public investment	Ensure participants pay fees and taxes
Ensure environmentally sustainable performance	Preserve public access to disposal options
Ensure equitable distribution of disposal options	Maintain general fund source for Metro govt.
Ensure reasonable rates	



System Performance (from current RSWMP)

- Environmentally sound
- Regionally balanced
- Cost effective
- Adaptable to change
- Technologically feasible
- Acceptable to the public



“Environmentally Sound”

- ✓ Goals for sustainable operations
- Policies that apply fees & taxes to encourage material recovery
- Goal of facility regulatory standards



Regionally Balanced

- Policy on market entry
- Goal on access to services
- Policy on zoning



Cost Effective

- Policy on user charges being related to services received
- Goal of predictable rate adjustments



Adaptable to Change

- Policy on ensuring that capacity accommodates growth
- Goal of facility operations and/or facility regulation



Technologically Feasible

- Goal to encourage innovation
- Goal of facility regulation



Acceptable to the Public

- Policy on access to (and level of?) public services at facilities
- Policy on enhancement fees for host communities



System Performance Goals

- Environmentally sound
- Regionally balanced
- Cost effective
- Adaptable to change
- Technologically feasible
- Acceptable to the public



Council Discussions

When:

November 14th

December 5th

What:

System performance

Public services

Market entry

Waste allocation

Rates and revenue



SWAC Schedule in Nov. & Dec.

- November 16th, 2 to 4
- November 30th, 10 to noon
- December 12th, 2 to 4
- **December 19th???? 2 to 4**



Recycle at Work
from Metro and your local governments

Presentation to SWAC

November 16, 2006



"This is a commendable new push by Metro. It promises to move the Portland area closer to the perfect world where every office worker has a personal recycling box, and the trash bin is something located down the corridor, for occasional use only."

– The Oregonian, September 21, 2006



Recycle at Work
from Metro and your local governments



Recycle at Work

- Provide free waste reduction and recycling technical assistance to businesses throughout the region
- Businesses are often multi-jurisdictional
- Uniform opportunities exist regardless of location
- \$600k provided annually to local jurisdictions – collaborate
- Metro provides resources and marketing services for local jurisdictions



Previous Outreach Campaigns

RecycleAtWork.com

**No sorting.
No kidding.**



Free boxes. Call Metro. 503-234-3000. 



So simple even your boss can understand it.
New! All paper, one-box recycling.

Free boxes. Call Metro. 503-234-3000 





Challenge

- Most business employees have not heard of Recycle At Work (80%)
- Do not know their local government provides free recycling assistance (74%)



2004 Survey “Let’s Talk About Business Recycling”

- 84% of ~40,000 businesses had a paper recycling program
- 66% had deskside boxes for employees
- 41% knew that staples, paperclips tape and rubber bands do not need to be removed



2006 Survey Recycle At Work Habits

- 66% say they “always” recycle at work
- 38% say their co-workers “always” recycle at work
- 51% thought that their colleagues recycled at work only “sometimes”



Goal

- Develop a consistent, long-term brand
- 2006 campaign that increases business recycling
- Increase regional waste recovery goal to 64% by 2009 (currently 59%)





Key Audiences

- Company executives, office managers and employees at professional service firms, highly concentrated downtown Portland (law, accounting, real estate, architects, etc.)
- Commercial Property Management firms
- Business Trade Organizations (PBA, BOMA, AOI, OEF, SAO, Chambers)
- Business Media, primarily editors and publishers (PBJ/Daily Update, DJC, KPAM, KXL, dBusinessNews)



Recycle At Work Brand & Campaign Strategies

- Campaign "Co-Creation"
- Increase "Touch Points"
- "Surprise" with unique message delivery





"re:" Campaign Elements

- Partnerships
- Lobby Displays
- Web Site <http://www.recycleatwork.com/>
- Chalking
- Radio – OPB sponsorship
- Press Conference/Launch
- Trade Organization Newsletters
- Portland Business Journal insert/ads, paid/earned media
- Deskside Boxes



Measurable Objectives

- 150+ respondents to July 2006 survey
- 300+ partners in the fall campaign
- 500+ A-level leads for year-long follow up
- 2,000+ desk-side boxes
- Increase awareness of recycle at work
- Increase awareness of free recycling services provided by local governments by 50%





Business Partner Tasks

- Provide/distribute boxes
- Distribute posters with information
- Distribute information in newsletters
- Verify participation



Partners

- 190 signed business partner forms
- Partners received info packet and thank-you letter from President Bragdon
- Recognition in Portland Business Journal (full page ad)
- Businesses can continue to sign up





Program Signature



Recycle at Work
from Metro and your local governments



Recycle at Work
from Metro and your local governments



Launch Event



Recycle at Work
from Metro and your local governments





Media Coverage

Page 4

Lake Oswego Chamber of Commerce Newsletter—October 2006

Metro Launches "Recycle at Work" Program

David Bragdon, Metro Council President

Here's a statistic that may surprise and even alarm many business leaders. Nearly half of the region's waste sent to area landfills comes from the 50,000 businesses in the Portland metropolitan area. That's nearly 575,000 tons of waste per year, including 84,000 tons of recyclable paper.



By national standards, recycling efforts by businesses and residents in this region are commendable. Our 59 percent waste-recovery rate is one of the highest in the country. Yet, we can do better.

While many efforts to recycle at work are already underway, a Metro survey found



Recycle at Work
from Metro and your local governments



Results

- 6+ Chamber of Commerce and trade organization newsletters
- A-lead generation through online survey, partner forms, lobby displays, website
- Integrated graphic identity across materials



Recycle at Work
from Metro and your local governments



Results

- 22,000 Website Hits
- 2,000 Unique Visitors
- 45% e-blast "read rate" (20% is excellent)
- Response/progress by 8+ of the largest property management companies
- Expanded partnership with BOMA and PBA
- Growing e-database, email recycling tips



Next Steps

- Campaign evaluation
- On-going partner generation
- Brand extension to local jurisdictions
- Spring outreach campaign





Recycle at Work Campaign Team



METRO
PEOPLE PLACES • OPEN SPACES



KINETICOMM
communication strategy

pinch. a design office.



Recycle at Work
from Metro and your local governments