

# A G E N D A



METRO

**MEETING:** REGIONAL SOLID WASTE ADVISORY COMMITTEE (SWAC)  
**DATE:** Thursday, April 26, 2007  
**TIME:** 10:00 a.m. to noon  
**PLACE:** Council Chambers, 600 NE Grand Avenue, Portland

- 5 mins. I. **Call to Order**..... **Councilor Kathryn Harrington**  
*Introductions/announcements; approval of minutes\**
- 10 mins. II. **Solid Waste & Recycling Director's Update** ..... **Mike Hoglund**
- 25 mins. III. **Annual Waste Reduction Plan (Year 18)\*** ..... **Meg Lynch**  
**Action Item:** *Since 1990, Metro and local governments have prepared this annual work plan for the region's waste reduction activities in the coming fiscal year. Year 18 includes these major program areas: (1) per capita (maintenance) grants; and (2) the regional program areas for multi-family residential, commercial organics, building industry, and business sectors. A total of \$2.2 million has been proposed for these programs in the 2007/08 budget. This agenda item will provide an historical overview of the program elements and identify results of the latest performance measures. SWAC members will be asked, as in years past, to provide a recommendation to Council on the package.*
- 25 mins. IV. **Options for increasing business recycling** ..... **Marta McGuire, Heidi Rahn**  
**Information Item:** *Businesses hold the greatest potential for increasing material recovery in the region. Too many businesses, however, are not participating in the recycling system. Metro Council recognizes this as a significant impediment to reaching the 64% waste reduction goal, and has directed staff to provide several program options to increase business recycling. This agenda item will be the first of three SWAC meetings in which business recycling will be examined and discussed. By June, SWAC will be asked to make a recommendation to Council on a favored program approach to increase business recycling.*
- 50 mins. V. **Final comments on RSWMP internal review draft** ..... **Janet Matthews**  
**Discussion Item:** *SWAC members received an internal review draft of the Regional Solid Waste Management Plan (RSWMP) at the March meeting and were requested to provide written comments prior to the April meeting. This agenda item is an opportunity for staff and members to identify and discuss any significant changes sought for the draft prior to its release for public comment.*
- 5 mins. VI. **Other business and adjourn**..... **Councilor Harrington**

\*Denotes material included in the meeting packet

All times listed on this agenda are approximate. Items may not be considered in the exact order listed.

**Chair: Councilor Kathryn Harrington**  
**(503-797-1553)**

**Staff: Janet Matthews**  
**(503-797-1826)**

**Committee Clerk: Gina Cubbon**  
**(503-797-1645)**

## Proposed SWAC Agenda Items

May – July 2007

<i>May</i>	<i>June</i>	<i>July</i>
Multi-family recycling (information and discussion)	Data report – roll cart and MRF sampling, regional waste composition (information and discussion)	Illegal dumping and enforcement update (information and discussion)
Business recycling program options (information and discussion)	Business recycling program options (final discussion and action)	Legal update on flow control: US Supreme Court decision; implications for the region (information)
Disaster debris management (information and discussion)		

### Key to Agenda Designations

Information item: New information provided to or exchanged among SWAC members.

Discussion item: Comments/questions/exchange of views sought from SWAC members in response to presentation. Discussion items are usually related to plans, policies, programs, or practices.

Final Discussion item: Remaining comments/questions/exchange of views sought from SWAC members. A Final Discussion agenda item will usually precede a requested SWAC vote by one month.

Action item: Requested SWAC vote to recommend plan, program or policy to Council.

**ATTACHMENT**  
SWAC Agenda Item I

**Regional Solid Waste Advisory Committee (SWAC)  
March 22, 2007 Meeting Summary**

**April 26, 2007**



**METRO**

600 NE Grand Ave.  
Portland, OR 97232-2736

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

Metro Regional Center, Council Chambers  
Thursday, March 22, 2007

**Members / Alternates Present:**

Councilor Kathryn Harrington	Adam Winston	Dave Garten
Mike Hogle	Ray Phelps	Mike Miller
Mike Leichner	Rick Winterhalter	Audrey O'Brien
Bruce Walker	Dave White	Matt Korot
Glenn Zimmerman	Anita Largent	Theresa Koppang
Lori Stole	Eric Merrill	John Lucini
Jeff Murray	Paul Edwards	

**Guests and Metro staff:**

Janet Matthews	Marv Fjordbeck	Norm Timmermans
Wendy Fisher	Easton Cross	Paul Ehinger
Segeni Mungai	Warren Johnson	Howard Grabhorn
Jan O'Dell	Larry Harvey	Jodie Scholz
Lee Barrett	Matt Tracy	Bill Metzler
Roy Brower	Jim Watkins	Susan Moore
Scott Klag	Terrell Garrett	Gina Cubbon

**I. Call to Order and Announcements.....Councilor Kathryn Harrington**

- Councilor Harrington opened the meeting at 10:07 a.m.; attendees introduced themselves.
- Approval of minutes: Matt Korot of the City of Gresham moved to approve the minutes; the motion was seconded and the minutes approved unanimously.
- The Councilor asked the members for any announcements: Mr. Korot said that the City of Gresham has made a decision to begin using rollcarts for residential collection.

**II. Solid Waste & Recycling Director's Update.....Mike Hogle**

- Mr. Hogle told the group that the Rate Review Committee completed its work for the year in just two meetings. The Committee recommended that there continue to be no fee for the disposal of Household Hazardous Waste disposal at Metro's stations. Allocations making up the tip fee did not change, though the fee itself is expected to rise by to cover fixed costs. The opening of Columbia Environmental (estimated to occur in January 2008) will be incorporated into new Metro tonnage to determine how much the tip fee will go up, though it's expected to be less than \$1.00.
- Commercial waste sorts continue, as part of the effort to increase recovery in that sector. Findings will be brought before the Committee for a discussion next steps.
- Council discussed the upcoming waste transport contract request for proposals at a recent work session. Staff is weighting criteria to better examine the options, such as rail versus barge or trucking, and will report back to the Council in May. Proposals will be reviewed by the end of 2007.

**III. DEQ's Waste Prevention Strategy .....Mike Hoglund**

Mr. Hoglund briefly reviewed a handout representing the comments Metro plans to give to the DEQ regarding its waste prevention strategies (as explained by David Allaway at the February SWAC meeting).

The City of Portland's Bruce Walker disagreed with Metro's comments regarding Focus Area 3 (consumer education), saying that while it's true there is a considerable amount of waste prevention information available, the challenge is in how to get that information out to the public. "Focus efforts to find the most productive way to get the information across" might be a good comment.

Mr. Korot moved to authorize Councilor Harrington (as SWAC Chair) to send a letter to the DEQ from Metro and include SWAC in support of the overall comments. The motion passed: 11 yes, 0 nays.

**IV. Enhanced Dry Waste Recovery (EDWRP).....Mike Hoglund, Lee Barrett**

Mr. Hoglund reiterated how the program came about, and the process thus far. He added that, through staff discussions with Councilors Park and Harrington, a decision has been made to develop a Resolution stating that Metro intends to have its transfer stations meet the EDWRP performance standards. The Resolution should be ready for Council consideration the same day as EDWRP. Regarding self-haul, Mr. Hoglund said that the Department will develop administrative procedures that will form the basis of new dry waste facility licenses and DFAs. Dry waste that falls under the EDWRP residual standard will only include self-tipping vehicles and loose drop box loads.

A study is planned that will examine how to improve recovery from self-hauled loads, ways to supply alternative public services to reduce the demand for self haul, and the economic implications that could result from those alternatives.

Regarding Lakeside Reclamation's planned closure, Mr. Hoglund continued, the EDWRP Ordinance, as written, requires that Lakeside either MRF or not accept unprocessed dry waste. However, he emphasized, discussions with DEQ, Washington County, and Lakeside will be scheduled for early April to discuss a plan that:

1. Stabilizes the economics within the solid waste system so that Lakeside is neither advantaged nor disadvantaged regarding waste coming to the facility
2. Enables Lakeside to close (potentially early) with a fully-funded closure account.

The Ordinance will be presented to MPAC on April 11, Mr. Hoglund said. Council's first read is scheduled for April 26; the second read for May 3.

The membership proceeded to discuss the EDWRP Ordinance, voicing both support and concerns. Issues raised included:

- One member felt that it's unwise public policy to be "held hostage by cheap disposal."
- Washington County voiced the concern that not only solid waste but land use issues are involved.
- Other members expressed concern with the economic uncertainties presented by Lakeside Landfill, and whether it will continue to operate.
- Another member commented that Metro and local governments have a state mandate to meet regarding recovery. It's unrealistic to think there won't be any uncertainty for companies. It's time to get going.

The membership was called upon for final comments and a vote to recommend the Ordinance to Metro Council. Results were: Yes – 6, No – 9. Most no votes expressed support in concept, but included comments of "not at this time," while many yes voters voiced wanting to get the project started.

**V. RSWMP Draft Distribution .....Janet Matthews**

Janet Matthews asked members to review the draft RSWMP document and comment in writing prior to the April 26<sup>th</sup> meeting. Responses to comments made on regional policies at the January 25 SWAC meeting are inserted in the Plan, she told the group; a few items need further discussion.

In particular, Ms. Matthews asked that members carefully consider the section concerning the role of the private sector. She is concerned it may be too vague, and would appreciate others' perspectives and input. Additionally, please check the facts on page 11 (Chapter 2), and offer suggestions regarding the tables on pages 22-25. Ms. Matthews felt the narrative works better than the tables and would like ideas to improve them.

**VI. Other Business and Adjourn..... Councilor Harrington**

Councilor Harrington thanked everyone for attending and for staying beyond the scheduled time. She adjourned the meeting at 12:07 pm.

Prepared by:

Gina Cubbon  
Administrative Secretary  
Metro Solid Waste & Recycling Department

gbc  
Attachments: Metro Comments on DEQ waste Prevention Strategies  
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## Planned Metro Comments on DEQ Waste Prevention Strategies

### Overall comments will offer:

- Kudos/congratulations to the DEQ for:
  - The detailed work that went into developing the analyses and supporting documents for the strategy.
  - Convening and conducting a project steering committee (on which Metro participated) over the past year and developing the resulting strategy.
- Support for the strategy's overall goal; in particular, to look not just at "end of life" or "downstream" impacts, but at "upstream" impacts from a resource use and product lifecycle perspective.
  - Look forward to seeing it integrated over time with other "upstream" strategies. (e.g., Oregon's greenhouse gas reduction strategy).
  - Think the "upstream" approach is very much in sync with that of the draft RSWMP update.
- Acknowledgement that DEQ's work provides insight into the complex factors behind these increases in waste generation. Work on better understanding these factors should continue.

### Specific comments on Waste Generation Focus Areas

#### Focus Area 1, C&D

- In choosing C&D as the primary focus area, the strategy points to analyses showing that wastes from building materials and household goods are growing faster than other materials, and to trends in housing design and construction (e.g., larger house size, more durables to fill that space) that are driving up environmental impacts.
  - We agree that an assessment of the environmental benefits of "best practices" for waste prevention in the building industry would be a good first step.
  - We also support the idea of partnering with the vigorous "green building" movement underway in Oregon.
  - We believe that developing strategies in response to increasingly larger houses will be difficult, but that "green building" attributes identified for the residential sector should include emphasis on size.

#### Focus Area 2, Businesses

- Because of the amount of waste businesses generate and their role in product design and packaging, we agree that business practices are an important focus area.
  - The initial focus on packaging may be a good place to start as DEQ has conducted some valuable work on this topic; however, given that the background analysis doesn't point to recent increases in packaging generation, readers may be looking for more discussion of why packaging was selected as the initial project. (For example, the strategy might point out: packaging is still 20 to 30% of the waste stream; and that there are Oregon businesses that could apply the results of the DEQ pilots).

- We like the idea of focusing on how business can provide leadership in advancing a broad case for waste prevention. For example, companies emphasizing source reduction or establishing zero waste programs should be recognized through Governor's awards.
- Beyond packaging, the strategy does not provide much guidance on what business practices should be addressed. Although we acknowledge there is a project ("Project G") that will do this in depth, it would be helpful for the strategy to mention some examples of practices beyond packaging that maybe considered.

#### Focus Area 3, Consumer Education

- We found this the most problematic of the suggested focus areas.
  - We are concerned that a large amount of consumer waste prevention information is already available and would not want limited resources expended duplicating it. In addition, we think it important to keep focused on "upstream" issues and on the large number of activities already planned for the C&D and business sectors.
  - That said, however, we would support a narrower effort to update consumer waste prevention information already distributed by government.

#### Focus Area 4, Foundation Research and Analysis

- Although the background studies used to develop the strategy were quite extensive, they also revealed additional work on waste prevention needs to be done. We support the projects laid out, but it is apparent that DEQ will have a challenge in carefully managing investments of time and resources.
  - We are especially interested in the proposed analysis of the environmental impact of bottled water. The results, if widely circulated, could provide the opportunity to educate consumers about the implications of what is, for many, a common purchasing practice.

#### Alignment with current RSWMP draft

- C&D recommendations in DEQ WP Strategy -- consistent with the focus of RSWMP Waste Reduction / C&D on green building (Objective 2.0)
- Business recommendations (packaging and technical assistance/outreach)-- consistent with focus of RSWMP Waste Reduction / Business technical assistance and outreach (Objectives 1.0 and 2.0)
- Consumer awareness recommendations -- consistent with focus of RSWMP Education / Information Services and Adult Education (Objectives 1.0 and 2.0)

JM:gbc

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**ATTACHMENT**  
SWAC Agenda Item III

**Annual Waste Reduction Plan  
(Year 18)**

**April 26, 2007**

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE ) RESOLUTION NO. 07-3789  
YEAR 18 METRO AND LOCAL )  
GOVERNMENT ANNUAL WASTE ) Introduced by Michael Jordan, Chief  
REDUCTION PLAN (FISCAL YEAR 2007-08) ) Operating Officer, with the concurrence of  
 ) David Bragdon, Council President

WHEREAS, the Metro and Local Government Annual Waste Reduction Plan has been a significant part of the Region’s waste reduction and recycling programs for the past 17 years in order to attain state-mandated regional recovery goals (OAR 340-90-050); and

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

WHEREAS, the Annual Waste Reduction Plan, in its 18<sup>th</sup> year, continues to be one of the primary mechanisms for Metro and local governments to establish, maintain and improve recycling and waste reduction efforts throughout the Region; and

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

WHEREAS, a cooperative process for formulating the Year 18 Waste Reduction Plan was used by Metro and local governments and ensures a coordinated regional effort to reduce waste; and

WHEREAS, the Waste Reduction Plan funding distribution to local governments for the maintenance section programs is a revenue-sharing program that is tied to adherence to the plan and satisfactory completion of work plan elements; and

WHEREAS, the Waste Reduction Plan grants are funded in the 2007-08 budget; and

WHEREAS, the Year 18 Waste Reduction Plan has been reviewed by the Solid Waste Advisory Committee; and

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

BE IT RESOLVED, that the Metro Council approves the Year 18 Metro and Local Government Annual Waste Reduction Plan (attached hereto as Exhibit “A”) and supports increased efforts to reduce waste in the Metro region.

ADOPTED by the Metro Council this \_\_\_\_\_ day of \_\_\_\_\_, 2007.

\_\_\_\_\_  
David Bragdon, Council President

Approved as to Form:

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney

Exhibit A

**2007-2008 (Year 18)  
Metro and Local Government  
Annual Waste Reduction Work Plan**

March 13, 2007

**I. Introduction**

Since 1990, Metro and its local government partners have developed cooperative plans to implement the region's waste reduction and recycling programs. These plans serve as one of the implementation tools for the Regional Solid Waste Management Plan (RSWMP) that provides direction for waste reduction programs for the metropolitan region. Because the RSWMP update and revision for the years 2005-2015 is still underway, an Interim Waste Reduction Plan was adopted in 2005 to guide programs until the fully revised RSWMP is complete.

The Annual Waste Reduction Work Plan is the primary means by which Metro and local governments plan for waste reduction and recycling programs, projects and activities. Plans are developed on an annual basis by regional work groups and reviewed by stakeholder groups and policy makers.

**II. Plan Structure & Format**

The Annual Work Plan is divided into two areas:

- Regional Program Focus Areas
- Maintenance of Existing Programs

A. The **Regional Program Focus Areas** are regionally coordinated work plans that address specific sectors of the region (Single-Family Residential, Multi-Family Residential, Business, Construction & Demolition, Commercial Organics). These plans are designed to address the individual needs, barriers and the particular circumstances affecting each sector. The focus area work plans provide specific action steps, staffing and budgets for achieving the larger objectives within the RSWMP. This annual planning process allows for a flexible and more rapid response to changing conditions, enables the region to quickly phase out those tasks that prove less effective, and allows for shifting efforts and resources between areas as need arises.

For 2007-08 the Regional Program Focus Areas are Multi-Family Residential, Business, Construction & Demolition, and Commercial Organics.

These focus areas form the core of the work and activities to be implemented in the region. Each of the programs was identified as needing intensive, focused planning and implementation efforts over the next few years.

- B. The second area of the Annual Work Plan focuses on **Maintenance of Existing Programs** and established local and regional waste reduction and recycling programs through per capita grants to local governments. Significant progress in waste reduction & 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. The funding assistance provided to local jurisdictions to maintain 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 objectives of the maintenance section are to maintain and increase recovery through existing local government waste reduction and recycling programs; to provide an incentive for local governments to participate in regional waste reduction planning activities; and to continue to ensure the region is meeting (and exceeding) required state program elements for waste reduction and recycling programs.

The maintenance program format is intentionally simple and straightforward. Local governments will submit an overview of existing programs in place; detailing the outreach, education and collection programs currently implemented and the efforts they will engage in to maintain these programs. This will provide a comprehensive regional picture of existing programs in place. The plan format outline is presented in Appendix B.

For jurisdictions receiving \$100,000 or more in funding allocations, an additional reporting element and a different disbursement method is used. Funding is released in two allotments; the first half upon signature of the Intergovernmental Agreement, and the second after receipt of a satisfactory interim progress report is received and approved by Metro. The intent is to more closely monitor the funds and to provide a greater degree of accountability for large allocations.

### III. **Compliance with State Law and the Regional Solid Waste Management Plan**

All local jurisdictions are required to comply with the provisions set forth in State Law (OAR 340-090-0040 and ORS 459A) in addition to compliance with the RSWMP. Metro has been designated by the State as the reporting agency for the region's three county area and local jurisdictions are to provide data to Metro to assist with this annual reporting responsibility. Metro will review Annual Reports for compliance with state law. Those programs that appear to be out of compliance will be reviewed with the local jurisdiction and if not resolved satisfactorily, will be referred to DEQ for further action.

#### **IV. Monitoring and Evaluation**

The Regional Program Focus Areas and Maintenance of Existing Programs sections of the annual plan each have independent progress measurement and reporting scenarios tied to the specific tasks involved. These performance measures, combined with the annual DEQ Material Recovery Survey Report, are used to assess progress.

##### Regional Program Focus Areas

Monitoring and evaluation methods have been developed for each focus area and are incorporated into the individual plans.

##### Maintenance of Existing Programs

Annual reports documenting efforts completed by local governments are submitted to Metro no later than August 1, 2008. These annual reports serve as the basis for monitoring the status of existing programs and progress with regard to the RSWMP as well as required annual reporting to the Oregon Department of Environmental Quality.

The maintenance efforts will also be reviewed based upon the following:

- Local governments will identify and undertake a specific curbside recycling outreach activity for an existing local government program.
- Local government representatives will participate in at least one regional waste reduction planning group (larger jurisdictions will tend to participate in more than one group).
- Local governments will provide jurisdictional solid waste and recycling budget information to Metro.
- Maintain or increase curbside recovery levels (total tons and per capita tons recovered and disposed).

Metro publishes a complete Performance Measures Report in the spring following the Annual Work Plan completion and data gathering.

**APPENDIX A**

**REGIONAL PROGRAM FOCUS AREA PLANS**

- Multi-Family Residential
- Business
- Building Industries
- Commercial Organics

(Due to the size of these plans and in the interest of waste reduction, they have not been included. Electronic or hard copies are available upon request.)

## APPENDIX B

### MAINTENANCE OF EXISTING PROGRAMS

#### 1. Program Overview Narrative

This section of the plan is intended to provide a more descriptive and encompassing overview of the range of local government waste reduction and recycling programs being implemented throughout the region and the principles behind them. This section also includes a description of local government participation in regional planning efforts and provides narrative information demonstrating compliance with state law.

#### 2. Budget Information

Local governments provide information about their total solid waste budget and what portion of the budget comes from the per-capita maintenance funds.

#### 3. Maintenance Program Tasks

The third section of the Annual Work Plan consists of tables listing specific tasks, outreach or other efforts planned for completion in each program area during the fiscal year. These program areas are consistent with those listed in the Interim Waste Reduction Plan:

- **Single Family Residential** (including home composting)
- **Multi Family Residential**
- **Commercial**
- **Construction & Demolition**
- **Commercial Organics**
- **School Outreach and Education**
- **Toxicity Reduction**
- **Other/Special Events**

Each program area task also includes a status notation that identifies whether this particular program or activity is primarily ongoing (minor administrative updates and changes only), revised (major program policy or implementation adjustments) or new (brand new program, or substantially revised or reconstituted). This notation is to assist Metro in collecting data for annual reporting to the Department of Environmental Quality on the region's activities.

The completed Maintenance Program Plan is due to Metro no later than June 1, 2007. Funding is contingent upon the receipt of a complete and detailed plan as well as a satisfactory Annual Report of the previous year's activities due on August 1, 2007.

**YEAR 18 (FY 2007-08) LOCAL GOVERNMENT ANNUAL WORK PLAN TEMPLATE**

Jurisdiction: \_\_\_\_\_

Contact: \_\_\_\_\_

**I. Program Overview Narrative**

Please provide a narrative overview of programs, services and focus areas for FY 2007-08 including your jurisdiction’s participation with regional planning efforts and demonstration of compliance with state law. In addition, the following elements are required as part of the Annual Plan:

- Identify and undertake a specific curbside recycling outreach activity for an existing local government program.
- Participate in at least one regional waste reduction planning group.
- Maintain or increase curbside recovery levels (total tons and per capita tons recovered and disposed).

**II. Budget Information**

Provide overall solid waste & recycling budget and percentage of Metro per-capita maintenance funds contributing to these efforts.

**III. Annual Program Tasks**

Complete the following tables listing specific efforts planned for completion during this fiscal year. Identify if the particular program or activity is primarily ongoing (O), revised (R) or new (N).

Status Key:

- O = Ongoing (minor administrative updates and changes only.)
- R = Revised (major program policy or implementation adjustments.)
- N = New (brand new program, or substantially revised or reconstituted.)

Single Family Residential (Include home composting programs)	
Tasks	Status
<b>1. Required: Curbside recycling outreach activity for an existing program:</b>	
2.	
3.	
4.	
5.	

Multifamily Residential	
Tasks	Status
1.	
2.	
3.	
4.	
5.	

**Status Key:**

- O = Ongoing (minor administrative updates and changes only.)
- R = Revised (major program policy or implementation adjustments.)
- N = New (brand new program, or substantially revised or reconstituted.)

<p><b>Business</b></p> <p><i>(NOTE: Local jurisdictions that submit Recycle at Work plans and receive associated funding need only list tasks implemented outside of the Recycle at Work program.)</i></p>	
Tasks	Status
1.	
2.	
3.	
4.	
5.	

<p><b>Construction &amp; Demolition</b></p>	
Tasks	Status
1.	
2.	
3.	
4.	
5.	

Status Key:  
O = Ongoing (minor administrative updates and changes only.)  
R = Revised (major program policy or implementation adjustments.)  
N = New (brand new program, or substantially revised or reconstituted.)

Commercial Organics	
Tasks	Status
1.	
2.	
3.	
4.	
5.	

School Outreach & Education	
Tasks	Status
1.	
2.	
3.	
4.	
5.	

Status Key:

- O = Ongoing (minor administrative updates and changes only.)
- R = Revised (major program policy or implementation adjustments.)
- N = New (brand new program, or substantially revised or reconstituted.)

Toxicity Reduction	
Tasks	Status
1.	
2.	
3.	
4.	
5.	

Other/Special Events	
Tasks	Status
1. Required: Participate in at least one regional waste reduction planning group. <i>(please provide details)</i>	O
2. Required: Maintain or increase curbside recovery levels (total tons and per capita tons recovered and disposed).	O
3.	
4.	
5.	

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## STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 07-3789, FOR THE PURPOSE OF APPROVING THE YEAR 18 METRO AND LOCAL GOVERNMENT ANNUAL WASTE REDUCTION PLAN (FISCAL YEAR 2007-08)

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Date: May 3, 2007

Prepared by: Jennifer Erickson

### BACKGROUND

Since 1990, Metro and its local government partners have developed cooperative plans to implement the region's waste reduction and recycling programs. These plans are key implementation tools for the Regional Solid Waste Management Plan (RSWMP).

The Annual Waste Reduction Plan is the primary means by which Metro and local governments plan for waste reduction and recycling programs, projects and activities. Plans are developed on an annual basis by regional work groups and reviewed by stakeholder groups and policy makers.

The Annual Plan is divided into two areas:

- Regional Program Areas
- Maintenance of Existing Programs

The Regional Program Areas are regionally coordinated work plans that address specific sectors of the region (e.g., Multi-family Residential, Business, Building Industry, Commercial Organics). These plans are designed to address the individual needs, barriers and particular circumstances affecting each sector. These program area work plans provide specific action steps, staffing and budgets for achieving the larger objectives within the RSWMP. This annual planning process allows for a flexible and more rapid response to changing conditions, enables the region to quickly phase out those tasks that prove less effective, and allows for shifting efforts and resources between areas as need arises.

Maintenance of Existing Programs focuses on supporting existing and established local and regional waste reduction and recycling programs through per capita grants to local governments. 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. The funding assistance provided to local jurisdictions to maintain 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 Regional Program Areas and Maintenance of Existing Programs sections of the annual plan each have independent progress measurement and reporting scenarios tied to the specific tasks involved. These performance measures, combined with the annual DEQ Material Recovery Survey Report, will be used to assess progress.

Solid Waste Advisory Committee (SWAC) Review: The plan has been referred to Metro Council at the April 26, 2007 meeting.

## **ANALYSIS/INFORMATION**

### **1. Known Opposition**

There is no known opposition.

### **2. Legal Antecedents**

ORS 459A "Opportunity to Recycle Act" requires "that 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 adopted by Council via Ordinance 95-624, "For the Purpose of Adopting the Regional Solid Waste Management Plan." The Annual Waste Reduction Plan, adopted by resolution is a key implementation tool to fulfill the objectives of the Regional Solid Waste Management Plan.

### **3. Anticipated Effects**

This resolution will approve the format and framework for the Metro and Local Government Annual Waste Reduction Plan. This enables local jurisdictions to complete their portion of the plan and for Metro and local jurisdictions to begin the annual waste reduction program implementation process.

### **4. Budget Impacts**

A total of \$2,198,584 has been proposed in the FY 2007-08 draft budget for this program:

\$675,584 for Maintenance of Existing Programs  
\$1,523,000 for the Waste Reduction Initiatives (\$130,000 Multi-family, \$198,000 Building Industry, \$950,000 Business, and \$245,000 Commercial Organics programs.)

## **RECOMMENDED ACTION**

Staff recommends the Chief Operating Officer approve Resolution No. 07-3789.

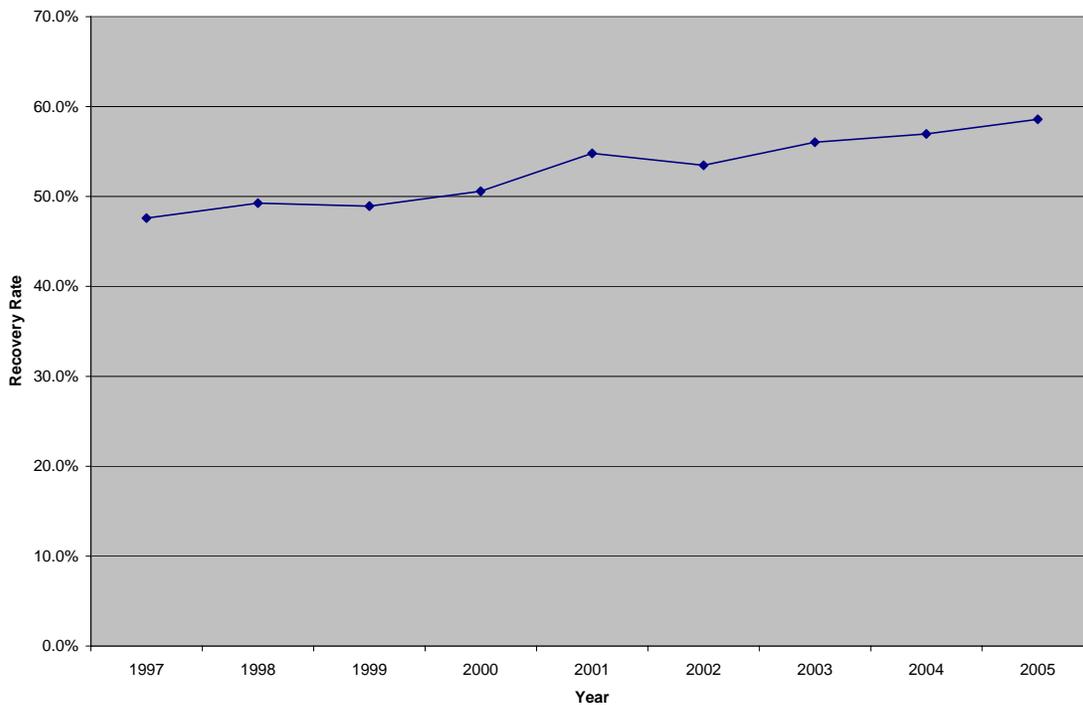
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**Year 16 Performance Measures Assessment Report**  
(Fiscal Year 2005-06)  
**April 2007**

In 2005, the Metro region had a 59 percent waste reduction rate as reported by the Oregon Department of Environmental Quality. This reflects 6 percent credits from waste prevention, reuse and composting programs, and a calculated 53 percent recovery rate from recycling and composting collection activities.

Progress toward the region's goal of 62 percent grew in 2005, with an increase in the regional recovery rate of two percentage points, up from 57 percent in 2004. (The most recent full year of recovery data available from DEQ is 2005.)

Regional Waste Reduction Rate 1997-2005



Recovery achieved: 1.4 million tons (53 percent); recovery needed 1.5 million tons (56 percent).

- Recovery increased by 9 percent, but fell 91,000 tons short of the 56 percent goal.
- Most of the progress came from a robust scrap metal market (other business recyclables).

During the 1995-2005 period:

- Recovery doubled, to 1.4 million tons.
- Growth was due more to energy recovery than to recycling or composting.
- Per capita waste generation increased nearly 3 percent per year due to stronger economic conditions and changes in the recovery allocation methodology used by DEQ.

Annual Waste Reduction Plan (\$1,744,000) – Cooperative plans with local governments to:

- Maintain and increase recovery under the waste prevention and recycling infrastructure.
- Target special areas for grants.
- Focus on organics, building industry and business recovery.

Maintain and increase recovery (\$637,000)

- Per capita grants.
- Shortfall of 5,000 tons of recyclables and yard debris.

Target special areas for grants (\$80,000)

- Focus on improving multi-family recycling across the region.
- Awarded grants to Beaverton, Portland, Gresham and Clackamas County.
- In Year 17, replaced this element of the plan with a separate program focus area for multi-family recovery.

Focus on organics, building industry and business recovery (\$1,027,000)

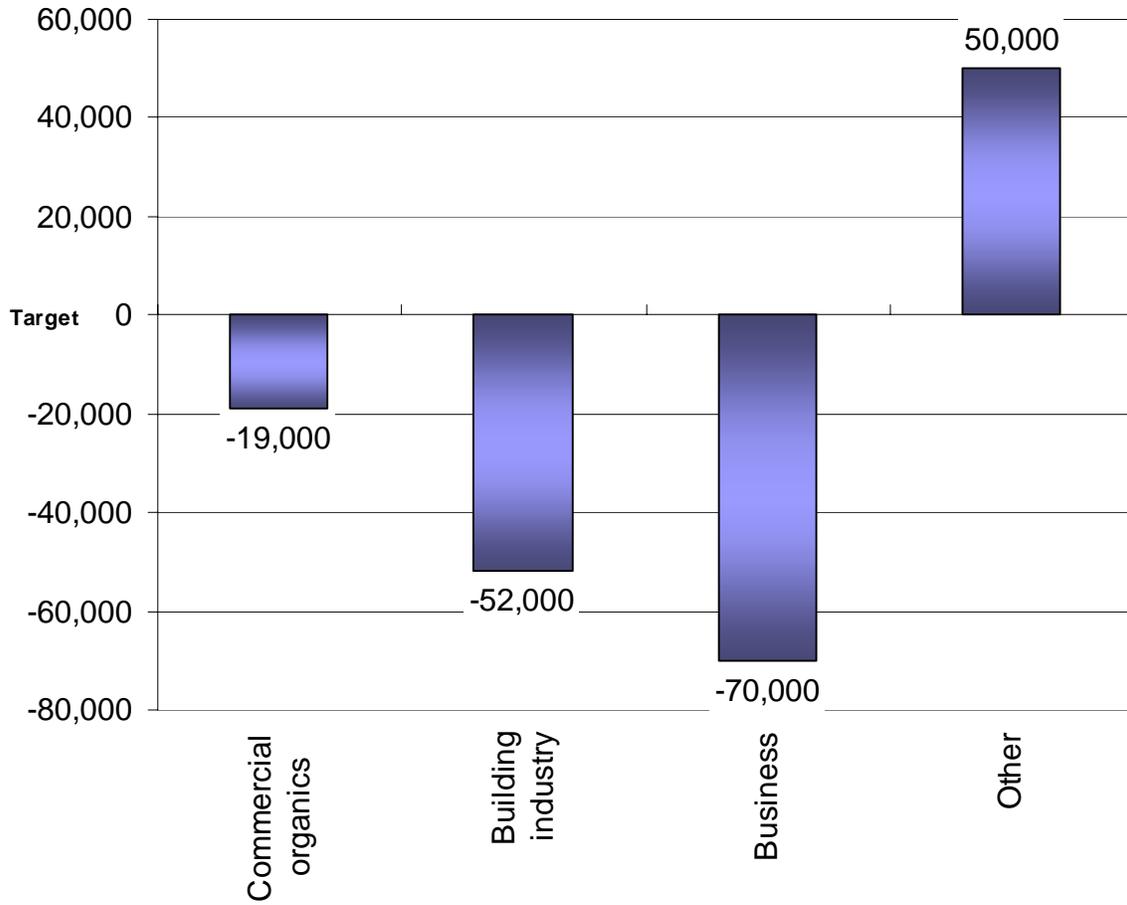
- Organics (\$28,000):
  - Over 70 businesses have set up donation programs for their surplus food since June 2004.
    - Outreach and education using online and on-site technical assistance from local government Recycle at Work staff.
  - All food waste composting program started in February 2005.
    - City of Portland provides containers, training and technical assistance to generators in the city.
    - Average recovery through the Portland Composts! Program was 530 tons per month in 2005 and 796 in 2006, but total recovery fell by 3,500 tons
    - Shortfall of 19,000 tons for 2006.
- Building industry (\$320,000):
  - Salvage recovery increased by 3 percent, to 10,000 tons.
  - Began planning process to increase dry waste recovery; convened a stakeholder group to provide input and feedback.
  - Contractors using the C&D Toolkit reuse and recycle materials at a significantly higher level; 11,000 Toolkits distributed.

- Began to develop a project to increase the salvage and reuse of commercial building materials.
- Recovery grew by 17,000 tons, but fell short by 52,000 tons.
- Business (\$679,000):
  - Recycle at Work program staff at local governments conducted 3,100 evaluations at 1,100 businesses.
  - Funding increased from \$400,000 to \$600,000, which enabled local governments to hire more FTE for Recycle at Work staff (6.5 to 9.8 FTE), who then visited and evaluated more businesses (63 percent).
  - Businesses implemented recommendations: 78 percent of paper recommendations, 69 percent of containers, and 35 percent of waste prevention and buy recycled.
  - Distributed more than 9,000 deskside and central containers to businesses for paper recovery; since 2003, 21,000 deskside boxes and 5,500 central collection containers have been distributed.
  - Recovery fell 4 percent from 2005; total shortfall was 70,000 tons.

### **Why did recovery fall short?**

- Curbside – Yard debris recovery dropped by 6 percent. Although the capture rate for residential recyclables increased from 74 to 77 percent, the amount of recyclables available for recovery decreased (total recyclables were 64 percent of curbside generation in 2000 and 59 percent in 2005).
- Organics – One food composter significantly reduced incoming feedstock several months before food waste reloading began at Metro Central, leaving a gap when no markets were available.
- Building industry – Although more tons of wood and roofing were recovered in 2006, an expanded dry waste recovery program was not implemented.
- Business – Recovery dropped. Because we lack good data on commercial disposal and recovery, it is difficult to pinpoint reasons for the drop/shortfall. We can say, however, that recovery from the target of our business recovery programs – commingled paper collected from businesses by haulers – did increase by 19 percent over 2005.

**Recovery Goal Performance in 2005  
(91,000-ton shortfall)**



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