A G E N D A

Metro

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MEETING: **METRO POLICY ADVISORY COMMITTEE**
DATE: July 25, 2007
DAY: Wednesday, 5:00-7:00 p.m.
PLACE: Metro Council Chamber/Annex

NOTE: Due to heavy scheduling, the usual standing agenda items will be deferred to the next meeting.

NO	AGENDA ITEM	PRESENTER	ACTION	TIME
	CALL TO ORDER	Fuller		
1	SELF INTRODUCTIONS & COMMUNICATIONS	All		5 min.
2	CITIZEN COMMUNICATIONS FOR NON-AGENDA ITEMS			5 min.
3	PROMOTING VIBRANT COMMUNITIES WITH SYSTEM DEVELOPMENT CHARGES	Wilkinson	Presentation Discussion	15 min. 15 min.
4	RTP INVESTMENT POOL & FINANCE - TRANSIT	Ellis/Cotugno	Policy Input	60 min.
5	SOLID WASTE – BUSINESS RECYCLING	McGuire/Rahn	Presentation Policy Input	12 min. 18 min.

UPCOMING MEETINGS:
MPAC: August 8, 2007 & September 12, 2007
MPAC Coordinating Committee, Room 270: August 8, 2007

Metro Policy Advisory Committee

July 25, 2007
Consent Agenda Meeting Summary for July 11, 2007
MTAC Appointment

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METRO POLICY ADVISORY COMMITTEE MEETING RECORD
July 11, 2007 – 5:00 p.m.
Metro Regional Center, Council Chambers

Committee Members Present: Shane Bemis, Nathalie Darcy, Rob Drake, Andy Duyck, Dave Fuller, Bernie Giusto, Judie Hammerstad, Richard Kidd, Charlotte Lehan, Alice Norris, Tom Potter, Sandra Ramaker, Paul Savas, Bob Sherwin, Chris Smith

Committee Members Absent: Ken Allen, Richard Burke, Jeff Cogen, Tom Hughes, Larry Smith, Eric Sten, Steve Stuart

Alternates Present: Ed Gronke, Lynn Peterson, Lane Shetterly

Also Present: Bill Bash, City of Cornelius; Hal Bergsma, City of Beaverton; Al Burns, City of Portland; Eric Chambers, City of Gresham; Carol Chesarek, Citizen; Bob Clay, City of Portland; Veronica Valenzuela, City of Portland; Jen Davis, Hillsboro Chamber of Commerce; Jillian Detweiller, TriMet; Markley Drake, City of Happy Valley; Mike Duyck, Tualatin Valley Fire & Rescue; Denny Egner, City of Lake Oswego; Meg Fernekes, DLCD; Ellie Fiore, Cogan Owens; Norm King, City of West Linn; Jane Leo, Portland Metro Assoc. of Realtors; Leeanne MacColl, League of Women Voters; Irene Marvich, League of Women Voters; Don McCarthy, Rockwood Water PUD; Jim McCauley, HBA Metro Portland; Doug McClain, Clackamas County; Steffeni Mendoza Gray, City of Portland; John O'Neil, Tri-County Investments; Pat Ribellia, City of Hillsboro; Jonathan Schlueter, Westside Economic Alliance; Allen Tayler, Clackamas County

Metro Elected Officials Present: Liaisons – Brian Newman, Council District 2; Kathryn Harrington, Council District 4; Robert Liberty, Council District 6 others: Council President David Bragdon, Rod Park, Council District 1

Metro Staff Present: Miranda Bateschell, Andy Cotugno, Chris Deffebach, Ken Ray, Randy Tucker, Malu Wilkinson

1. SELF-INTRODUCTIONS & COMMUNICATIONS

Chair Dave Fuller, called the meeting to order at 5:03 p.m. Chair Fuller asked those present to introduce themselves.

David Bragdon introduced people who worked on the Metro Regional Legislative agenda.

2. CITIZEN COMMUNICATIONS FOR NON-AGENDA ITEMS

There was none.

3. CONSENT AGENDA

Meeting Summary for June 27, 2007:

Motion:	Mayor Rob Drake, City of Beaverton, with a second from Mayor Alice Norris, City of Oregon City, moved to adopt the consent agenda without revisions.

Vote:	The motion passed unanimously.

4.   COUNCIL UPDATE

Councilor Kathryn Harrington gave a brief update of the recent items before the Metro Council.

5.   JPACT UPDATE

Andy Cotugno, Planning Director, said that JPACT would meet tomorrow and discuss the regional transportation plan (RTP) updates, which will be on the next MPAC agenda.

8.   ORDINANCE 07-1154

Mr. Tim O'Brien, Senior Regional Planner, gave the members a brief update on the components of the ordinance.

There was discussion regarding possible amendments to the ordinance. It was determined that there was only one amendment from Jim McCauley, Home Builders Association Metro Portland. Mr. McCauley was called to the table to talk about his amendment, which was included in the packet material.

Chair Fuller asked for a motion.

Mayor Judie Hammerstad, City of Lake Oswego, moved to <u>not</u> support Ordinance 07-1154.

Mayor Rob Drake, City of Beaverton, said that, while Mayor Hughes was not present to speak to the topic directly, it seemed to him that Mayor Hughes would support doing the rural reserve/urban reserve concept in the short run. Mayor Drake said the ordinance would allow an amendment to the boundary and for someone to submit to the process. Then it would go through a lengthy filtering process for a decision. He wondered why they would be afraid of someone being able to make the case for a boundary expansion outside of the normal cycle.

Mayor Hammerstad said she didn't think there was a fear about people coming in with a major amendment. She said she didn't see a need for it. This was one of the reasons she said she had asked for the history of why the prohibition was passed in 2001. She said she thought the reasons for it passing in 2001 were still applicable. The process was still the same and the reason that the extra two years was granted was that they were having difficulty getting those plans developed for property that was already inside the UGB. The most compelling reason for not having additional property brought in prior to that seven year period was because the land already brought in was not planned or developed, and if you put too much property within the UGB you would undermine the effort of redevelopment and infill taking place within the 2040 framework plan. She said she would like to see the new process, recently passed by the legislature, have an opportunity to work.

Motion:	Mayor Judie Hammerstad, City of Lake Oswego, with a second from Mayor Alice Norris, City of Oregon City, moved to **not** have MPAC support Ordinance 07-1154.

Vote:	The motion passed: 13-4 **Aye:** Bemis, Darcy, Fuller, Giusto, Gronke, Hammerstad, Lehan, Norris, Peterson, Potter, Savas, Sherwin, and Smith **Nay:** Drake, Duyck, Kidd, and Ramaker

7.   LEGISLATIVE UPDATE

Councilor Brian Newman gave an update on the Measure 37 legislation and the redraft Measure 49. There was discussion about processing of current, past, or future Measure 37 claims, and the possible ramifications of the new Measure 49 redrafting. He asked Mr. Lane Shetterly, Department of Land Conservation and Development (DLCD), to address these issues. After Mr. Shetterly's explanation, Councilor Newman said that the legislature would be back in session in February 2008 and, depending on what they would be working on, Metro and MPAC could put together a metropolitan agenda for the '08 session.

Mayor Hammerstad said that it was important to meet with the legislative leadership in order to determine what the scope of work would be for the next legislative session. That session was going to be short, and it was supposed to address items that needed immediate action. Once they knew what the scope was, then they could work on possible metropolitan legislation.

Mr. Shetterly said to stay tuned. He said the legislature had not finalized their plans yet.

6.   NEW LOOK

Malu Wilkinson, Senior Regional Planner, gave an overview of the Financial Toolkit which had been distributed at the previous MPAC meeting.

Miranda Bateschell, Assistant Regional Planner, said that the volume (booklet) distributed at the last meeting was just the first of three volumes of the toolkit. She said that they hoped to have the other two volumes completed within the next 9 months. She reviewed the contents of Volume 1 of the Financial Toolkit. She said that they hoped it would be a helpful tool for the jurisdictions.

Councilor Newman asked if staff would be able to provide more copies and possibly a work session devoted to this topic for the jurisdictions.

Ms. Wilkinson said they could provide both as needed and that Volume 1 of the toolkit would soon be on the Metro website for easy access.

Mayor Charlotte Lehan, City of Wilsonville, spoke about preemption in the state legislature. She said that stand-alone jurisdictions often had preemption issues at sessions and that the region and jurisdictions needed to address this issue as a group.

There was discussion on system development charges (SDCs) and how they have been and could be applied.

Councilor Newman asked Mayor Hammerstad to give an update on the Big Look process.

Mayor Hammerstad said that the legislature had depleted funds for the task force. The legislature also cut funds for the consultants hired by the task force. One of the criticisms cited was that the task force was wasting money on out-of-state resources. Mayor Hammerstad explained what the committee had been doing and the benefits of having outside consultants. She said that the committee was asked to suspend work. She said that the Governor would be attending a meeting of the task force on Monday. She said that the task force would be looking to see if they could raise money in another way. She said that the

committee was not certain that even if they found money elsewhere, the state would sanction continuing their work. If Measure 49 were to pass and they had a little fix for Measure 37, it would still not make all the problems go away. She said that the task force would keep MPAC informed.

There being no further business, Chair Fuller adjourned the meeting at 6:14 p.m.

Respectfully submitted,

Kim Bardes

Kim Bardes
MPAC Coordinator

ATTACHMENTS TO THE RECORD FOR JULY 11, 2007

The following have been included as part of the official public record:

AGENDA ITEM	DOCUMENT DATE	DOCUMENT DESCRIPTION	DOCUMENT NO.
#8 Ord. 07-1154	7/5/07	Proposed amendments to Ordinance 07-1154 dated July 5, 2007, from Jim McCauley, Home Builders Association	071107-MPAC-01
#8 Ord. 07-1154	6/4/07	Open letter to MTAC members from Jim McCauley, MTAC member	071107-MPAC-02
#8 Ord. 07-1154	6/22/07	Open letter to MPAC members from Jim McCauley, MTAC member, re: Metro Code amendment – Ordinance 07-1154	071107-MPAC-03
#8 Ord. 07-1154	7/9/07	Letter to Chair Fuller and MPAC Members from Mayor Tom Hughes re: Metro Ordinance 07-1154 (Major UGB Amendments for Housing Need)	071107-MPAC-04
#8 Ord. 07-1154	7/6/07	Letter to David Bragdon & Metro Council from Martha Schrader, Clackamas County, re: Proposed Ordinance 07-1154 (Major Amendments to the UGB)	071107-MPAC-05
#8 Ord. 07-1154	7/10/07	Memorandum to Chair Fuller, MPAC Representatives and Interested Persons from Tim O'Brien, Senior Regional Planner re: Clarification on Metro Ordinance 07-1154 – Major Amendment Process	071107-MPAC-06

METRO

DATE: July 5, 2007

TO: Chair Dave Fuller
            Metro Policy Advisory Committee

FROM: Andy Cotugno, Planning Dept. Director

RE: APPOINTMENT OF NEW MTAC ALTERNATE

Per the MPAC Bylaws:

> *Each jurisdiction or organization named [to MTAC] shall annually notify
> MPAC of their nomination. MPAC may approve or reject any nomination.
> Revision of the membership of MTAC may occur consistent with MPAC
> bylaw amendment procedures…*

The Beaverton School District would like to appoint Richard Steinbrugge, Executive
Administrator, Physical Facilities, to the School District (MTAC No. 26) seat as Member.

If you have any questions or comments, please don't hesitate to call me at 503-797-
1763.

Thank you.

Andy Cotugno
Director
Planning Department

Metro Policy Advisory Committee

July 25, 2007
Promoting Vibrant Communities with System Development Charges

MPAC Worksheet

Agenda Item Title:
Promoting Vibrant Communities with System Development Charges

Presenter: Malu Wilkinson/Miranda Bateschell

Council Liaison Sponsor: Kathryn Harrington

MPAC Meeting Date: July 25, 2007

Amount of time needed at meeting:
Presentation: 15 minutes
Discussion: 15 minutes

Purpose/Objective:
Highlight results of recent work to identify innovative approaches for promoting vibrant communities with system development charges and encourage the region's leaders to consider exploring new approaches to apply SDCs to promote development patterns to achieve the 2040 vision.

Action Requested/Outcome:
Discussion and commitment to consider exploring how to best implement creative approaches for system development charges in their communities to increase investment in the infrastructure needed to achieve the benefits envisioned in the 2040 Growth Concept. Staff would like to know from MPAC members how interested they are in the concepts, how interested they are in applying the concepts in their jurisdictions and what Metro could do to share what we have learned through this research in these applications and to help address additional issues that could come up.

Background and context:
Metro staff brought the first volume of the Community Investment Toolkit to MPAC on July 11. Impact-based system development charges is one tool that could have a substantial effect on the ability of the region to fund needed infrastructure. On July 13, Metro partnered with the Urban Land Institute to host a workshop with national experts Chris Leinberger and Dr. Arthur C. Nelson and local experts from Prince George, British Columbia and Sacramento, CA to discuss innovative approaches to both calculating system development charges and identifying the infrastructure investments on which to spend the proceeds. The event was well attended by a cross-section of developers, architects, and public and private sector planning staff.

What has changed since MPAC last considered this issue/item?
In August 2006 Metro brought representatives from Gresham and Wilsonville to describe their innovative approaches to using system development charges at MPAC. Since then Metro has completed a study with a consultant team led by Galardi Consulting to identify approaches applicable in our region and within the framework of Oregon state laws.

<u>What is the timeline for further consideration of this agenda item:</u>
MPAC and regional leaders may further discuss recalibrating SDCs in the context of considering the region's infrastructure needs over the next year as part of the New Look at Regional Choices work.

Metro Policy Advisory Committee

July 25, 2007
RTP Investment Pool & Finance - Transit

MPAC Agenda Information

Agenda Item Title: 2035 Regional Transportation Plan (RTP) Update – Discussion of Performance Measures and Transit Finance Options

Presenters: Kim Ellis and Andy Cotugno (Metro)

MPAC Meeting Date: July 25, 2007

Purpose/Objective(s):

- Presentation and discussion of the recommended performance evaluation and monitoring framework for the 2035 RTP and RTP transit finance options for the state component of the RTP.

Action Requested/Outcome (what do you want/need MPAC to do at _this meeting_). Are there specific questions you need answered?

- Discuss the performance evaluation and monitoring framework **(See Attachment 1)**. What measures are most critical to assess whether the plan is meeting the policy framework goals and, more broadly, the Region 2040 goals for land use, transportation, the economy and the environment?

- Discuss the transit finance options **(See Attachment 2)**. This input will be compiled with other input provided to date and brought forward for further discussion by JPACT, MPAC and the Metro Council and inform development of a finance strategy for the state component of the 2035 RTP in 2008.

Background and context:
The Regional Transportation Plan (RTP) is the long-range blueprint for the transportation system serving the Portland metropolitan region. The plan deals with how best to move people and goods in and through the region and establishes the policy framework to guide the design, management and governance of investments in the region's transportation system for all forms of travel—motor vehicle, transit, bike, and pedestrian—and the movement of goods and freight.

Performance evaluation and monitoring framework for the 2035 RTP – **Attachment 1** to the worksheet describes the overall framework for evaluating and monitoring the 2035 RTP and recommends a set of principles to guide identification of a set of performance measures and benchmarks that will be adopted as part of the final 2035 RTP in 2008. The memo also recommends an initial set of performance measures intended to serve as a starting point and be the focus of the first round of analysis to be conducted this summer. The purpose of the system analysis to be conducted in summer of 2007 and spring of 2008 is to evaluate performance of different RTP systems and draw conclusions about how well different levels of investment meet the goals identified for the regional transportation system. Two levels of investment will be developed for the 2035 RTP. The first level, the _2035 RTP Financially Constrained System_, will represent the most critical transportation investments for the plan period.

Findings from the first round of analysis in 2007 will be used to identify refinements to the draft policy framework and frame two additional rounds of analysis to be conducted for the state component of the RTP in 2008. Further refinements to the draft policy framework and performance measures may also be identified in 2008 as part of the state component of the 2035 RTP.

Transportation finance options – In May, staff initiated a series of MPAC and JPACT discussions on finance strategy considerations and choices that will guide development of a strategy for funding the state component of the 2035 RTP. **Attachment 2** to the worksheet identifies key transit finance-related options to be discussed by MPAC. To complete the 2035 RTP update, it is important to understand the various transportation funding sources and how these sources are now being spent, to understand the potential magnitude for increases in these funding sources and to decide whether to develop an action plan to follow through on raising these revenue sources. If there is a desire to develop a funding strategy, there is a need to make fundamental choices between funding approaches that maintain, operate and preserve the system that is already in place versus funding approaches to expand and modernize the system. Similarly, there is a need to identify which federal vs. state vs. regional vs. local sources to pursue to fund which part of the transportation system needs.

What has changed since MPAC last considered this issue/item?

On July 18, MTAC discussed Attachment 1 and 2 to the worksheet.

What is the timeline for further consideration of this agenda item (e.g., MTAC, MPAC, Council)

(1) MPAC: September 12, 2007, 5:00 – 8:00 p.m. (regular time and place)

Topics: MPAC to review the results of the initial overall systems modeling and analysis for 2035 and discuss the following:
- Refinements to Chapter 1, Policy Framework and key performance measures
- Evaluation of how well the system supports policy goals
- Discussion of how to use the systems analysis to help shape the financially constrained list of projects to be included in the federal component of the RTP
- Identify discussion items for a joint MPAC/JPACT meeting on September 26

(2) MPAC/JPACT joint meeting: September 26, 2007, 4:00– 7:00 p.m.

Topics: MPAC and JPACT to jointly (1) prepare for the release of the draft federal component of the 2035 RTP, and (2) set the stage for completing the state component of the final RTP.
- Revised Chapter 1, Policy Framework
- Approach to narrowing the 200% list of projects and programs to fit the financially constrained plan for the federal component to be submitted prior to March 2008
- Discussion of issues identified by JPACT or MPAC at earlier September meetings
- Discussion of issues to address when completing the state component of the RTP prior to June 2008

M E M O R A N D U M
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METRO

DATE: July 18, 2007

TO: MPAC and interested parties

FROM: Kim Ellis, Principal Transportation Planner

SUBJECT: Performance Evaluation and Monitoring Framework for the 2035 Regional
                 Transportation Plan (RTP)

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PURPOSE

This memo summarizes RTP policy and plan development work completed to date and describes the
overall framework for evaluating and monitoring the 2035 RTP. The memo also recommends a set of
principles to guide identification of a set of performance measures that will be adopted as part of the final
2035 RTP in 2008. For now, the principles are recommended to guide narrowing the more than 50
potential performance measures identified in the provisional draft RTP policy framework *(dated March 1,
2007)[1]* to a smaller set of key performance measures for the first round of analysis.

ACTION REQUESTED

- Discuss what measures are most critical to assess whether the RTP is meeting the goals identified.
- Provide input on what types of performance measures are most relevant to consider for the 2035
  RTP. This input will be shared with the Transportation Policy Alternatives Committee (TPAC)
  work group that has been formed to develop performance measures for the 2035 RTP.

How the Initial Set of Measures Will Be Used

It is important to note that the initial, narrowed set of performance measures are intended to serve as a
starting point and be the focus of the first round of analysis to be conducted this summer. The measures
will be used to:
- develop and organize the key findings about the system-level impacts of the pool of investments
  submitted by Metro, ODOT, TriMet and local agencies;
- inform prioritization of investments for the federal component of the RTP this fall by MPAC,
  JPACT and the Metro Council; and
- inform upcoming work to develop a recommended set of performance measures and benchmarks
  for the 2035 RTP.

Findings from the first round of analysis will be used to identify refinements to the draft policy
framework and frame two additional rounds of analysis to be conducted for the state component of the
RTP in 2008. Additional investments may be identified to address transportation needs to respond to

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[1] The policy framework is available to download from Metro's website at: http://www.metro-
region.org/article.cfm?articleid=19896.

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findings of the analysis. Further refinements to the draft policy framework and performance measures may also be identified in 2008 as part of the state component of the 2035 RTP.

PRINCIPLES FOR SELECTING A KEY SET OF PERFORMANCE MEASURES FOR EVALUATION AND MONITORING OF THE 2035 RTP

The provisional draft RTP policy framework *(dated March 1, 2007)* contains a list of more than 50 potential performance measures that sometimes overlap and at times are ambiguous or difficult to measure. The following principles are recommended to guide identification of a set of key performance measures to conduct a system-level of analysis of RTP investments and actions and monitor implementation of the plan over time:

1. **The measures should reflect the underlying goals and objectives expressed in the policy framework; and should be relevant to and easily understood by the public, staff and elected officials.** This is particularly important so the measures can be meaningfully incorporated into the RTP decision-making process. The measures should be unambiguous and simple to present and interpret. The measures should also focus on the *results or outcomes* of our transportation investments that relate directly to traveler experiences and perceptions of the transportation system. By focusing on the results or outcomes we are trying to achieve and that are important to users of the system – JPACT, MPAC and the Metro Council can use this information to make choices about investment priorities. Use of relevant and easy to understand measures promotes transparency and accountability in the decision-making process and allows for more effective communication of the value of different investments in the transportation system to build understanding of and support for different types of investments. Effective communication with the public is also important as residents, businesses and other stakeholders want to know how priorities for investments in the transportation system are determined, and what benefits or improved services they will receive from increased investments in the transportation system.

2. **A manageable number of measures should be created that provide value to the decision-making process.** A range of key measures should be identified to capture the state of the transportation system without being too large or unwieldy. When reported together, the measures should tell a compelling story that provides a scorecard of how well the system of investments satisfies the goals/desired outcomes identified for the regional transportation system. In addition, there should be an overall balance and flexibility among measures. It should be recognized that the combined set of measures contributes something to the overall evaluation of the transportation system and that all goals/desired outcomes included in the draft policy framework are equally important to evaluate. The measures should apply to multiple modes and be meaningful at a different scales and settings – such as the system, corridor and/or project level.

3. **Data should be accurate, relatively simple to collect, report and maintain.** The measures should be appropriate to the different types of decisions being made and data collection/analysis capabilities. Generally, data should not be too difficult or time consuming to collect or report. For *system evaluation*, the measures should be based on reliable forecast data and other data that can be gathered and updated on a periodic basis. Baseline and forecasted data for the analysis will be derived from Metro's Metroscope model, Metro's regional travel forecast model (regional model), created using EMME/2 transportation modeling software, and geographic informational systems (GIS) analysis to be conducted using Metro's Regional Land Information System (RLIS) and other available GIS data. For *monitoring implementation* of the RTP, data should be derived from collected data that can be gathered and updated on a periodic basis. For some measures, the availability of data or analysis capabilities may be limited. An important outcome of this process will be to identify follow-on work needed to further develop the RTP performance evaluation and

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Performance Evaluation and Monitoring Framework for the 2035 RTP   July 18, 2007
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monitoring process.

4. **The measures should assess specific impacts (positive and negative) of actions the RTP can influence.** The measures should assess the quality of the transportation services provided and the broader societal impacts that the transportation system has on our region. Previous RTPs have focused primarily on measuring congestion, thereby giving less attention to other goals identified in the plan during the decision-making process. The evaluation framework should provide sufficient information to allow the region to respond to what we learn, making refinements if needed.

A small work group of TPAC members will begin meeting in July to develop a recommendation on a full set of measures for the 2035 RTP by the end of the 2007. The performance measures work group will meet over the next several months to continue to refine the initial set of performance measures for future rounds of analysis to be conducted in 2008 during development of the state component of the 2035 RTP. The work group will also define a set of key measures and benchmarks that will be used to monitor implementation of the plan over time. This work will be integrated with work already underway with the Regional Freight and Goods Movement (RFGM) Technical Advisory Committee and (RFGM) Task Force.

BACKGROUND AND CONTEXT

The RTP is the long-range blueprint for the transportation system serving the Portland metropolitan region. The plan deals with how best to move people and goods in and through the region and establishes the policy framework to guide the design, management and governance of investments in the region's transportation system for all forms of travel—motor vehicle, transit, bike, and pedestrian—and the movement of goods and freight.

The primary mission of the Regional Transportation Plan is to implement the Region 2040 vision for land use, transportation, the economy and the environment. As required under federal and state law, the RTP also serves as a long-range capital plan that will guide the public and private expenditure of billions of dollars from federal, state, regional and local revenue sources. The RTP serves this function by considering current and long-range transportation needs at a regional level and identifying policies, implementation strategies, programs and projects to meet those needs. The plans of local jurisdictions responsible for the transportation system in this region must be consistent with the RTP policies, implementation strategies, programs and projects. Furthermore, projects and programs must be included in the RTP financially constrained system to be eligible for federal and state funding programs.

Goals for the Regional Transportation System – Provisional Draft RTP Policy Framework

In June 2006, the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT) approved a work program and process to guide the current update to the Regional Transportation Plan (RTP). The work program calls for an outcomes-based approach to identify and prioritize transportation investments that are crucial to region's economy and that most effectively support the land use, economic, environmental and transportation goals embodied in the 2040 Growth Concept. Since approval of the work program, Metro conducted research on the current transportation system. [2] The research included:

• Analysis of current regional transportation system conditions, issues and policies, and relevant finance, land use, environmental, economic and demographic trends.

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[2] This research is summarized in a series of background papers and reports that are available to download from Metro's website at: http://www.metro-region.org/article.cfm?articleid=19896.

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- Targeted public outreach through the website, Councilor and staff presentations to business and community groups, a series of stakeholder workshops to identify desired outcomes for the region's transportation system and issues to be addressed, and public opinion research.

The research findings guided development of a provisional draft RTP policy framework (*dated March 1, 2007*), which will in turn guide development and analysis of the rest of the 2035 RTP. The framework includes new policy direction to be used when identifying regional transportation needs and during the evaluation and prioritization of investments to the regional transportation system. The purpose of this updated framework is to sharpen the focus of the RTP on those transportation-related actions that most affect the implementation of the Region 2040 Growth Concept and will respond effectively to the powerful trends and challenges facing our region today.

The framework reflects the continued evolution of regional transportation planning from a primarily project-driven endeavor to one that is framed by the larger set of outcomes that affect people's everyday lives, commerce and the quality of life in this region. The goals, objectives and potential performance measures identified in the draft policy framework acknowledge the broader impacts of transportation on these outcomes. The framework includes nine goals that link transportation investments to Region 2040 goals for transportation, land use, the economy, and the environment, placing the highest priority on investments that reinforce Region 2040 and achieve multiple goals thereby maximizing the return on public investments in the transportation system. The nine goals are listed in **Table 1** for reference.

Table 1. Regional Transportation Plan Goals

System Design and Management
Goal 1 Efficient Urban Form
Decisions about land use and multi-modal transportation infrastructure and services are linked to promote an efficient and compact urban form that fosters good community design and optimization of public investments; and supports jobs, schools, shopping, services, recreational opportunities and housing proximity.
Goal 2 Sustain Economic Competitiveness and Prosperity
Multi-modal transportation infrastructure and services support a diverse, innovative, sustainable and growing regional and state economy through the reliable and efficient movement of people, freight, goods, services and information.
Goal 3 Transportation Choices
Multi-modal transportation infrastructure and services provide all residents of the region with affordable and equitable access to affordable housing, jobs, services, shopping, educational, cultural and recreational opportunities, and all businesses of the region with competitive choices for goods movement.
Goal 4 Reliable Movement of People and Goods
Multi-modal transportation infrastructure and services provide a seamless and well-connected system of throughways, arterials, freight systems, transit services and bicycle and pedestrian facilities to ensure effective mobility and reliable travel choices for people and goods movement.
Goal 5 Safety and Security
Multi-modal transportation infrastructure and services are safe and secure for the public and goods movement.
Goal 6 Human Health and the Environment
Multi-modal transportation infrastructure and services reduce greenhouse gas emissions and protect, restore and/or enhance the quality of human health, fish and wildlife habitats, and natural ecological systems.
Governance
Goal 7 Effective Public Involvement
All major transportation decisions are open and transparent, and grounded in meaningful involvement and education of the public, including those traditionally under-represented, businesses, institutions, community groups and local, regional and state jurisdictions that own and operate the region's transportation system.
Goal 8 Fiscal Stewardship
Regional transportation planning and investment decisions maximize the return on public investment in infrastructure, preserving past investments for the future, emphasizing management strategies and prioritizing investments that reinforce Region 2040 and achieve multiple goals.
Goal 9 Accountability
The region's government, business, institutional and community leaders work together so the public experiences transportation services and infrastructure as a seamless, comprehensive system of transportation facilities and services that bridge institutional and fiscal barriers.

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DEVELOPMENT OF AN OUTCOMES-BASED PERFORMANCE EVALUATION FRAMEWORK

Performance evaluation is an important communication and reporting tool that can be used as an iterative feedback mechanism for setting and evaluating transportation policy and planning objectives and informing transportation investment actions and priorities. The evaluation and monitoring of system performance has long been a part of the development and implementation of previous RTPs. The application of a performance-based evaluation of transportation policy and planning objectives is a more recent trend in transportation planning, occurring since the last major update to the RTP in 2000.[3]

Defining the Concept of Performance Measurement – The Framework for Plan Development, Evaluation and Monitoring of the 2035 RTP

Performance management is a practical tool to link performance evaluation to policy development, evaluation and monitoring of the 2035 RTP. Use of performance measures that report on how transportation affects the daily activities of businesses and residents in the region inform decision-makers about how best to improve transportation services for all users of the regional transportation system and ensure effective implementation of the Region 2040 Growth Concept.

Figure 1. Regional Transportation Plan Performance Management System
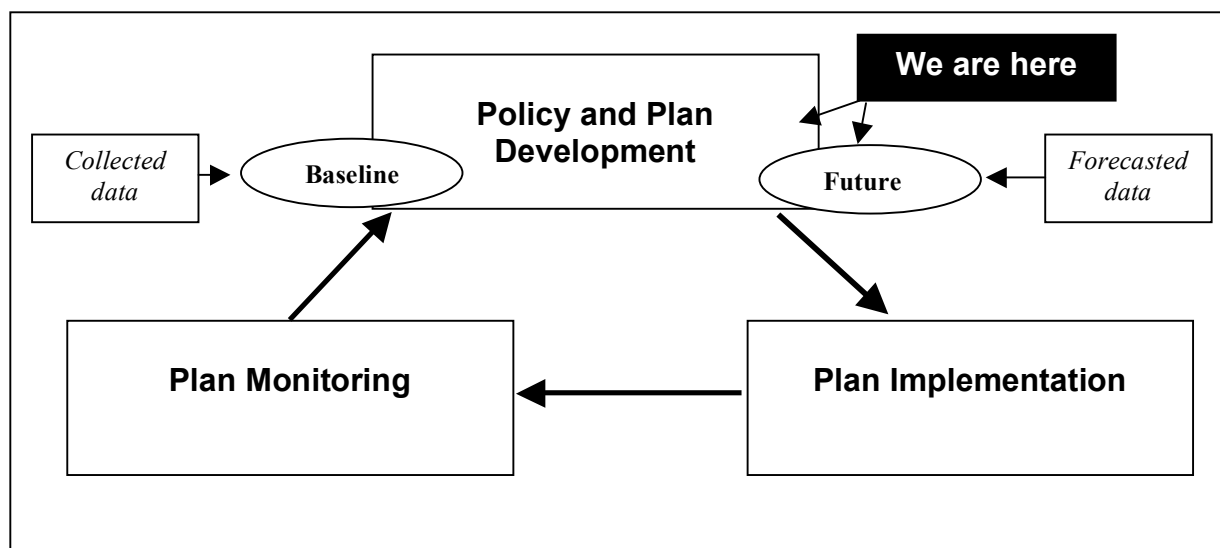
The RTP will refer to the process of plan development, evaluation and monitoring over time as "performance management" as shown in **Figure 1**. Within this framework, the RTP will use "goal," "objective," "indicator," "performance measure," and "benchmark" to label the distinct elements of the outcomes-based performance management system developed for the RTP.

- A **goal** is a statement of purpose that describes long-term desired outcomes for the region's transportation system to support and implement the Region 2040 vision.

- An **objective** is similar to a goal as it also represents a desired outcome. However, an objective is an intermediate, shorter-term result that must be realized during the plan period to reach the longer-term goals of the RTP. An objective is measurable.

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[3] This trend is documented in Transportation Research Board Conference Proceedings 36: Performance Measures to Improve Transportation Systems, August 22-24, 2004.

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- An **indicator** is a categorical term for a particular feature of the transportation system that is tracked over time. Indicators are conceptual and qualitative and are tied to the policy framework's goals and objectives. Examples of indicators include access to jobs/access to market areas, reliability, mobility, travel options, equity, clean air and environmental stewardship. No single indicator provides a comprehensive evaluation of the transportation system. Instead, each indicator contributes a piece of information that, when considered with all other indicators, provides a complete picture of the transportation system's effectiveness, documenting how well the system of investments meet the RTP policy framework's goals for the regional transportation system. The indicators need to be translated into specific measures to be meaningful in the planning and decision-making process.

- A **performance measure** is a quantitative method of analysis used to evaluate the condition or status of an indicator to determine the degree of success a project or program has had in achieving its stated goals and objectives. Some measures can be used to predict the future as part of an evaluation process using <u>forecasted data</u>, while other measures can be used to monitor changes of based on actual empirical or <u>observed data</u>. In both cases, they can be applied at a system level, corridor level and project level, and provide the planning process with a basis for evaluating alternatives, making decisions on future transportation investments and monitoring progress over time. Quantified results from performance measures can be compared to baseline data over time to track progress and to compare between different levels of transportation investments. Tracking progress against the goal or objective allows an assessment of the effectiveness of actions. This is very important for measuring improvement or maintenance of existing conditions. They can also be used to monitor performance of the plan in between updates to determine whether refinements to the policy framework, investment priorities or other plan elements are needed. Evaluation of investment alternatives for the 2035 RTP will occur using predictive data derived from Metro's regional travel forecast model and geographic informational systems (GIS) analysis.

- A **benchmark** is the expressed goal of the indicator, assigning a value to what the RTP is trying to achieve. Benchmarks (also known as targets) are expressed in quantitative terms and provide an important measure of progress toward achieving different goals within a timeframe specified for it to be achieved. Benchmarks will be developed for the state component of the 2035 RTP in 2008. Monitoring of the benchmarks would occur through periodic updates to the RTP and Metro's biennial Performance Indicators reporting using observed, empirical data.

APPLYING THE CONCEPT OF PERFORMANCE MEASUREMENT TO GOAL 6 OF THE PROVISIONAL RTP POLICY FRAMEWORK

It is helpful to apply these terms to the draft RTP policy framework for illustrative purposes. For example, **Goal** 6 in the policy framework calls for a transportation system that reduces greenhouse gas emissions and protects, restores and/or enhances the quality of human health, fish and wildlife habitats, and natural ecological systems. **Objective** 6.2 under Goal 6 calls for improving air quality so that human health is maintained and greenhouse gas emissions are reduced. **Indicators** to track whether investments in the transportation system will result in achieving this objective could be viable travel options or air quality. A **performance measure** could be percent of travel by walking, biking or transit to, from and within 2040 centers or tons of carbon dioxide or ozone emitted region-wide. A **benchmark** could be achievement of the RTP Non-SOV modal targets by the year 2040 or reducing greenhouse gas emissions 20 percent from today's level by the year 2035. Each level within the performance management framework represents different, yet interrelated levels of outcomes the RTP is trying to achieve – going from the very broadly defined desired outcome (a goal) to a very specific desired outcome (the benchmark).

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Linking Performance Evaluation and Monitoring with the RTP Update Planning Process

The draft RTP policy framework emphasizes a system approach to maximize public investments in the transportation system when addressing the region's transportation needs and implementing the Region 2040 Growth Concept. The region is expected to grow by 1 million people in the next two decades. At the same time, the transportation system is aging and existing resources and sources of revenue are not keeping pace with our needs. To respond to these and other significant challenges facing the region, the 2035 RTP update broadens the evaluation of system performance to be more closely linked to the goals and objectives identified for the regional transportation system to monitor the effectiveness of a particular system of investments.

The provisional draft RTP policy framework lays out the region's goals for the transportation system and more than 50 ways to measure the region's progress in achieving the goals. The next step is to narrow the set of "potential performance measures" to a set of key measures that will be the focus of the first round of analysis conducted this summer. A performance measures work group will meet over the next several months to continue to refine the initial set of performance measures for future rounds of analysis to be conducted in 2008 during development of the state component of the 2035 RTP. The work group will also recommend a set of key measures and benchmarks that will be used to monitor implementation of the plan over time.

The purpose of the system analysis to be conducted in summer of 2007 and spring of 2008 is to evaluate performance of different RTP systems and draw conclusions about how well different levels of investment meet the goals identified for the regional transportation system. Two levels of investment will be developed for the 2035 RTP. The first level, the *2035 RTP Financially Constrained System*, will represent the most critical transportation investments for the plan period.[4] The second level, the *2035 RTP Illustrative System*, will represent additional priority investments that would be considered for funding if new or expanded revenue sources are secured.[5] A parallel effort is underway to develop a finance strategy for the second level of RTP investments.

Benefits of Performance-Based Evaluation and Monitoring

An outcomes-based plan requires careful monitoring to ensure that incremental decisions to implement the plan through land use decisions and corridor and project planning are consistent with the plan vision, as measured by specific outcomes. However, monitoring the effectiveness of transportation investments is challenging. System performance is the result of multiple factors, including land use, land supply, cost, availability of capacity and transportation options, and demand for travel. Despite being challenging, benefits of this approach to performance-based evaluation and monitoring include:

- Measurement of and feedback on the draft policy framework policies and investment priorities submitted by ODOT, TriMet and local agencies.
- Improved communication of needs and priorities, which is especially important given the limited resources available for funding.
- Informed decision-making.
- Increased transparency of the transportation analysis and decision-making process.
- Increased accountability through periodic reporting.

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[4] The 2035 Financially Constrained System will be the basis for findings of consistency with federal metropolitan transportation planning factors, the Clean Air Act and other planning provisions identified in SAFETEA-LU.

[5] The 2035 Illustrative System will be the basis for findings of consistency with the Statewide Planning Goal 12, the Oregon Transportation Planning Rule and the Oregon Transportation Plan and its components.

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The final 2035 RTP will include a set of performance measures and benchmarks to examine and monitor the results of plan implementation over time. Performance-based management and monitoring of the RTP will continue to be used beyond the update to track progress of RTP implementation over time through periodic updates to the plan and through Metro's biennial performance indicators reporting process. The measures serve as the dynamic link between RTP goals and plan implementation by providing a more formal process of evaluation and monitoring to ensure the RTP satisfies the regional goals for transportation, land use, the economy and the environment. Through evaluation and monitoring, the region can be sure that investments in the transportation system are achieving desired outcomes and getting the best return on public investments. Development of a performance management process also satisfies mandated benchmarks specified by the Oregon Transportation Planning Rule (TPR) and federal requirements to establish a performance monitoring system as part of the Congestion Management Process (CMP).

RECOMMENDED PERFORMANCE MEASURES FOR EVALUATING THE FIRST ROUND OF ANALYSIS

Indicator	Measure	Goals Addressed	Used in 2000 RTP?
Efficient access to daily needs	Average trip length	Goal 1: Efficient urban form, Goal 6: Human health and the environment	Yes
Reliance on driving to meet daily needs	Total vehicle miles traveled	Goal 1: Efficient urban form, Goal 5: Safety and security, Goal 6 Human health and the environment	Yes
	Vehicle miles traveled per person	Goal 1: Efficient urban form, Goal 5: Safety and security, Goal 6 Human health and the environment	Yes
Viable travel options to meet daily needs	Transit riders per service hour	Goal 1: Efficient urban form, Goal 3: Transportation choices	Yes
	Percent of homes within ¼-mile of regional multi-use trail system	Goal 1: Efficient urban form, Goal 3: Transportation choices	No
	Percent of homes and jobs within ¼-mile of regional transit service	Goal 1: Efficient urban form, Goal 3: Transportation choices	Yes
	Non-auto person trips (miles)	Goal 3: Transportation choices, Goal 6 Human health and the environment	No
	Percent of trips by walking, biking, transit and shared ride (by 2040 land uses)	Goal 1: Efficient urban form, Goal 3: Transportation choices, Goal 6: Human health and the environment	Yes
Access to jobs/access to markets	Travel times for selected links in the Congestion Management Process (CMP) network (PM 2-hr peak period and mid-day period)	Goal 2: Sustain economic competitiveness and prosperity, Goal 4 Reliable movement of people and goods	Yes
	Auto and transit travel time contours for central city and regional centers (PM 2-hr peak period)	Goal 2: Sustain economic competitiveness and prosperity, Goal 4 Reliable movement of people and goods	No
	Auto travel time contours for 2040 industrial areas and intermodal facilities (mid-day period)	Goal 2: Sustain economic competitiveness and prosperity, Goal 4 Reliable movement of people and goods	No

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Indicator	Measure	Goals Addressed	Used in 2000 RTP?
	Percent of homes within 30 minutes travel time of employment by auto and transit (PM 2-hr peak period)	Goal 2: Sustain economic competitiveness and prosperity, Goal 3 Transportation choices	Yes
Reliability of goods movement	Delay for main roadway routes on the regional freight network (mid-day period)	Goal 2: Sustain economic competitiveness and prosperity, Goal 4 Reliable movement of people and goods	Yes
	Volume/capacity for main roadway routes on the regional freight network (mid-day period)	Goal 2: Sustain economic competitiveness and prosperity, Goal 4 Reliable movement of people and good	Yes
Regional and statewide passenger and goods movement	Multi-modal mobility corridor volume/capacity ratio (PM 2-hr peak period)	Goal 2: Sustain economic competitiveness and prosperity, Goal 3: Transportation Choices, Goal 4 Reliable movement of people and goods	No
	Percent of lane miles of congestion by functional classification (PM 2-hr peak period)	Goal 2: Sustain economic competitiveness and prosperity, Goal 4 Reliable movement of people and goods	No
	Percent of delay by functional classification (PM 2-hr peak period)	Goal 2: Sustain economic competitiveness and prosperity, Goal 4 Reliable movement of people and goods	No
Clean air	Tons per year of greenhouse gas emissions (e.g., carbon dioxide)	Goal 2: Sustain economic competitiveness, Goal 6: Human health and the environment	No
	Tons per year of particulates (PM 2.5) and air toxic pollutants released	Goal 2: Sustain economic competitiveness, Goal 6: Human health and the environment	Some
Environmental stewardship	Acres of regionally significant Goal 5 resources impacted by new transportation infrastructure	Goal 6: Human health and the environment	No
	Acres of riparian and wildlife corridors impacted by new transportation infrastructure.	Goal 6: Human health and the environment	No
Equity	Percent of environmental justice target area homes within ¼-mile regional transit service	Goal 3: Transportation Choices	No

For purposes of the evaluation, specific performance measures for the governance related goals (Goals 7, 8 and 9) are not recommended at this time because they do not meet the principles described in the previous section. Performance measures for these goals will be developed as part of the follow-on performance measures work group discussions.

1. The current RTP recognizes the following transit service improvement needs:

    a. Increased operating cost for expansion of bus and rail hours of service
        - Current RTP calls for a 3.2% per year growth in service;
        - Current funding is sufficient to operate I-205 LRT, Wilsonville to Beaverton Commuter Rail, Milwaukie LRT and minor service increases to respond to congestion;
        - New bus service expansion not possible until 2014.

    b. Capital cost for construction of new LRT and Streetcar routes now under development:
        - Milwaukie LRT
        - Columbia River Crossing LRT
        - Eastside Streetcar Loop
        - Lake Oswego Streetcar

    c. Further expansion of the LRT and Streetcar systems is under consideration.

    d. Capital cost for expanded park-and-ride capacity

    e. Capital cost for replacement and expansion of bus fleet

    f. Demand for expanded service to the elderly and disabled community is expected to grow 4-5% per year.

2. Funding options to support capital costs:

    a. Federal New Starts funds @ 60% share
    b. Federal Small Starts funds @ up to $75 million per project
    c. State lottery funds
    d. General Obligation Bonds
    e. Contributions from local government urban renewal districts, system development charges (SDCs) and local improvement districts (LIDs)
    f. MTIP

3. Funding options to support increased operating costs:

    a. TriMet payroll tax
    b. State general funds for service expansion to the elderly and disabled community
    c. Various niche excise taxes
    d. Transportation utility fee

RTP Parking Lot:
Outstanding Issues Needing Further Discussion By June 2008

☐ **Regional Bridges**
Who should have primary responsibility for addressing operations and maintenance and other transportation needs of regional bridges? What funding sources should be used to address these needs?

☐ **ODOT District Highways**
Who should have primary responsibility for addressing transportation needs on ODOT's district highways, many of which complement regional mobility corridors and serve as the primary means of multi-modal access to 2040 centers and employment?

☐ **Functional Classification Maps**
What role should modal functional maps (e.g., bike, pedestrian, freight and transit) serve in the RTP and what are the implications of moving them from the policy chapter to the implementation chapter?

☐ **TPR Section 0060**
What are the implications of recent TPR amendments on the ability of the RTP and local TSPs to comply with OAR 660-012-0060 which requires land use and transportation plans to be balanced?

☐ **Performance Measures**
What are the best measures for evaluating the RTP policy framework to determine how well the system of investments achieve the policy goals? What new information is needed for this evaluation?

☐ **Regional HCT Study**
How will the RTP frame the scope of Metro's HCT study? Currently, HCT routes are defined with the function of connecting the 2040 Growth Concept central city, regional centers and passenger intermodal facilities.

☐ **Regional/Local Responsibilities**
How does the RTP relate to local TSPs in terms of funding, project types and 2040 implementation?

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Metro Policy Advisory Committee

July 25, 2007
Solid Waste – Business Recycling

MPAC Worksheet

Agenda Item Title: Increasing Business Recycling in the Region

Presenters: Marta McGuire and Heidi Rahn

Council Liaison Sponsor: Councilor Harrington

MPAC Meeting Date: July 25, 2007

Amount of time needed at meeting: 30 minutes
Presentation: 12 minutes
Discussion: 18 minutes
Action required?: None at this time

Purpose/Objective:
Seek support for a regional approach to improve business recycling performance.
Because changes in business recycling would affect a number of jurisdictions in the
region, Metro Council would like to get input from MPAC members on preferences
between two program options for increasing business recycling in the region.

Action Requested/Outcome:

Question: Greater business recycling in the region is needed to achieve our 64% state-
mandated waste reduction goal. Business recycling programs around the nation typically
perform better when they are mandatory rather than voluntary. In this region, Portland is
the only jurisdiction with mandatory business recycling. Should the region take a
mandatory approach to improve current business recycling performance or establish
performance targets that each jurisdiction would determine how to achieve?

Background and context:
Issue
Businesses in the Metro region have easy access to recycling services with their garbage
collection, as well as free recycling education and technical assistance, plenty of
processing capacity for business recyclables, and stable material markets. While many
businesses are participating in the recycling system, it's estimated that 14 percent do not
recycle or only recycle cardboard. As a result, more than 100,000 tons of readily
recyclable resources (paper and containers) from this sector are disposed annually.

To explore some options for increasing business recycling, staff convened work groups
and conducted stakeholder outreach from 2003 to 2007. More than 1,000 people provided
input on the proposed program options. After Council discussions, public outreach, and
research and analysis (see attached white paper), staff developed two program options for
Metro to consider that should significantly boost business recycling.

Program Options
Option 1: Mandatory Business Recycling - This program would require all local jurisdictions in the region to implement mandatory business recycling, as recommended by a Metro Council-authorized regional work group.

Option 2: Business Recycling Standards - This program would set a 90 percent recycling standard for paper and containers from the business sector. Local governments would be responsible for developing new or enhanced programs to achieve this level of recovery. Each local government would accountable for the target and reporting progress on an annual basis.

The mandatory approach:
- was recommended by a Council-authorized stakeholder work group.
- would create a consistent standard for recycling collection across the region.
- has support from both households and businesses.
- would perform better than a voluntary approach, based on programs around the country.

A voluntary business recycling standards approach:
- would be supported by most local jurisdictions, with the possible exception of the City of Portland.
- would provide program flexibility on strategies to meet the targets within each community.

Metro's Solid Waste Advisory Committee reviewed these options, and on June 28, 2007 recommended that Metro adopt the Business Recycling Standards program. It was suggested that region-wide mandatory recycling be revisited if local jurisdictions do not meet the Business Standards goal of 90% paper and container recycling after two years of program implementation,

Metro Council received SWAC's recommendation during their review of program options at a July 3, 2007 work session. No consensus was reached on a preferred program.

What has changed since MPAC last considered this issue/item?

Not applicable.

Options for Increasing Business Recycling
July 2007
Prepared by: Marta McGuire and Heidi Rahn
Metro Waste Reduction & Outreach Division

SUMMARY

Strong collaboration among Metro, local governments and service providers has ensured an array of programs and services are available to encourage business recycling. Too many businesses, however, are under performing or not utilizing current services at all. Without a significant increase in business recycling, the region will be unable to meet the state-mandated 64 percent waste reduction goal.

Metro Council recognizes this impediment in 2003, and directed staff to develop program options to increase business recycling. Two approaches Metro could take to achieve this significant boost in business recycling are: 1) require all local jurisdictions in the region to implement mandatory business recycling, as Portland has done; or 2) set a 90 percent standard for paper and container recycling from the business sector, and each of the region's jurisdictions responsible for solid waste collection would determine how to achieve the target.

INTRODUCTION

This paper describes the region's current business recycling system, and details two proposals to increase business performance and participation in recycling programs. Information contained in these pages should assist interested parties and policymakers in understanding the problem, the proposed program options, and the potential implications of the approaches.

PROBLEM STATEMENT

Businesses in this region have easy access to an effective recycling system. This system includes recycling services with garbage collection, free education and technical assistance, plenty of processing capacity for business recyclables, and stable material markets. While many businesses are participating in the recycling system, at least 14 percent do not recycle or only recycle cardboard. As a result, more than 114,000 tons of recyclable resources (paper and containers) from this sector are disposed annually.

The regional Recycle at Work program, which Metro began in partnership with local governments in 2000, provides a wide range of free resources and technical assistance to help businesses with recycling. Despite the services provided by Recycle at Work, some businesses still choose not to recycle or utilize the services. Lack of business entry for Recycle at Work specialists and information on businesses needing help with recycling are the major barriers to the delivery of Recycle at Work services. New programs are needed to overcome these barriers and improve business recycling efforts.

To help reach the state-mandated 64 percent regional waste reduction goal, businesses must recycle an additional 80,000 tons of paper and containers. This requires a 90 percent recycling rate for paper and containers, rather than the 80 percent paper and container recycling rate that exists today.

SUMMARY OF PROGRAM OPTIONS

To explore options for increasing business recycling, Metro convened work groups and conducted stakeholder outreach from 2003 to 2007.   More than 1,000 people provided input on the proposed program options. Appendix A highlights the outreach activities conducted and associated reports developed to date.

Because Metro is accountable for the waste reduction goal, Metro Council will consider new policy direction to increase business recycling levels in the region. Two approaches Metro could take to achieve this significant boost in business recycling are:

Option #1: Mandatory Business Recycling Program- This program would require all local jurisdictions in the region to implement mandatory business recycling, as recommended by the Regional Solid Waste Management Plan Contingency Plan Work Group. Businesses would be required to separate paper and containers for recycling.

Option #2: Business Recycling Standards- This program would set a 90 percent standard for paper and container recycling from the business sector, applicable to each of the region's jurisdictions responsible for solid waste collection. Local governments would be responsible for developing new or enhanced programs to achieve a higher level of recovery. Each local government would be individually accountable to meet the target, similar to land-use planning requirements.

Both the proposed programs address the need to increase the capture of recyclables and increase the delivery of the Recycle at Work services.

CURRENT BUSINESS RECYCLING

Business Recovery
Businesses are currently recycling over 300,000 tons of paper and containers annually. In order to achieve the 64 percent waste reduction goal, the business sector must recycle an additional 125,000 tons of paper and containers by 2009. Existing business recycling programs are expected to yield 45,000 tons, while a new program must capture an additional 80,000 tons and meet a 90 percent recycling rate for business-generated paper and containers[1].

Figure 1. Additional Business Recovery Projected for 2009

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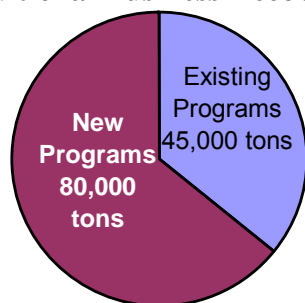
[1] Source: Oregon Department of Environmental Quality, 2005 Recovery Survey, Oregon Department of Environmental Quality, 2005 Waste Composition Study, Metro program analysis (unpublished), 2007.

Recovery rates vary for business-generated paper and containers. Overall, the average recovery rate in 2005 was 76 percent for recyclable paper and 42 percent for recyclable containers. Cardboard and Kraft paper were recovered at a rate of 87 percent in 2005, while mixed waste paper was recovered at a rate of 27 percent (see Figure 2). Businesses in the region are recovering between 19 and 58 percent of recyclable containers generated; aluminum cans and foil are recovered at the lowest rate[2]. (See Figure 3.)

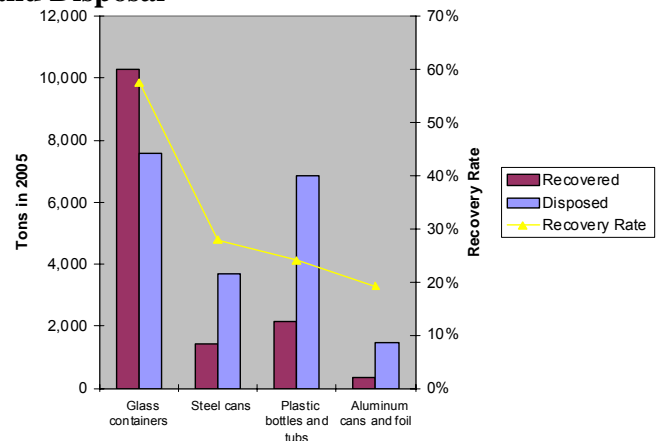**Figure 2. Business Paper Recovery and Disposal**
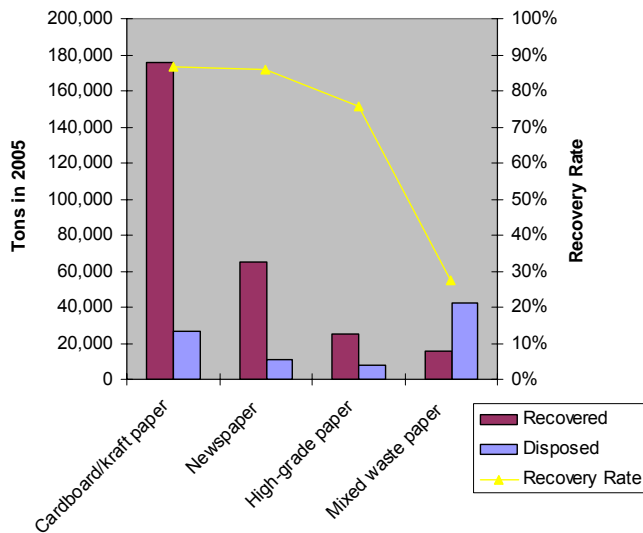
Figure 3. Business Container Recovery and Disposal

Current Programs

The region's business recycling program includes recycling services with garbage collection, free education and technical assistance, plenty of processing capacity for business recyclables, and stable material markets. However, many businesses are under performing and not utilizing current services. There are a number of perceived barriers to recycling by the business community including:

- Time
- Cost
- Lack of knowledge
- Convenience
- Employee communication
- Space
- Corporate norms and policies

In many instances, people are busy and recycling may not be a priority given time constraints at work. Some businesses are concerned that there will be increased costs associated with recycling. In franchised jurisdictions, recycling is included in the rates. With recycling, businesses have the potential to reduce overall collection cost with increased recycling and also have the potential for recyclables sale revenue. The lack of information on what is recyclable or how to train employees can also prevent a business from recycling as much as they can. Additionally, if is not convenient to

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[2] Oregon Department of Environmental Quality, 2005 Recovery Survey, Oregon Department of Environmental Quality, 2005 Waste Composition Study, Metro program analysis (unpublished), 2007.

recycle, employees will often not take time out to make it happen. Businesses may also perceive they have container space constraints in their building that will prevent the from starting a program. Finally, businesses are not aware of how to best communicate recycling practices with their employees, janitorial staff, or property manager, which can be a perceived barrier to making a change.

Recycle at Work is a collaborative effort between Metro and local governments and was designed to address specific barriers to recycling by providing the following resources:

- Assisting with program set up through free on-site technical assistance catered to the specific business' needs.
- Ensuring recycling bins are in convenient location.
- Identifying solutions to space constraints.
- Assisting with communication to employees including training, signage, and prompts to improve recycling knowledge and reminders.
- Assisting businesses in understanding the garbage and recycling bill, services available, and how to communicate with the hauler.
- Providing free deskside and central area recycling collection containers
- Communicating with haulers, janitorial staff, property managers, and decision-makers.
- Providing tools to assist with waste reduction and sustainable purchasing efforts.
- Providing on-going accessibility to a recycling specialist.

The program began in 2000 and more than 10.0 FTE serve as recycling specialists and provide the Recycle at Work services to the business community. More than 1,000 businesses receive on site technical assistance from recycling specialists annually.   More than 30,000 deskside recycling containers have been distributed since 2003. Annual outreach campaigns target specific business sectors with key messages and strategies to increase recycling participation.

Partnerships with business trade organizations, business media, and sustainability groups are strategic components of the program's marketing plan. Recognition of business efforts takes place on a local level and has been an effective tool for recruitment in specific jurisdictions. Partners, award recipients, and other businesses that participate in the Recycle at Work program have given high scores to the quality of assistance received. Participants have also increased their recycling at much greater rates than businesses that have not utilized the program's resources[3].

Despite the free services provided by Recycle at Work, some businesses still choose not to recycle or utilize the services. The primary barriers to the delivery of Recycle at Work services are lack of business entry for recycling specialists and information on businesses needing assistance improving their recycling efforts. New programs are needed to address these barriers and increase the effectiveness of Recycle at Work services.

PROPOSED PROGRAMS

Metro Council directed staff to develop program options for increased business recycling. With technical analysis and input gathered from stakeholders, two approaches are being proposed for

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[3] Portland State University Community Environmental Services, Metro Recycle at Work Campaign and Assistance Survey, prepared for Metro, May 2007.

consideration: 1) require all local jurisdictions in the region to implement mandatory business recycling, as Portland has done; or 2) set a 90 percent standard for paper and container recycling from the business sector applicable to each of the region's jurisdictions responsible for solid waste collection. See Appendix B for program development background. The proposed programs are outlined in the following pages.

Program Option 1: Mandatory Business Recycling

Program goal: Achieve a 90 percent recycling rate for paper and containers from businesses to help reach the region's 64 percent waste reduction goal.

Target generators: Small, medium and large businesses, institutions and public agencies. Approximately 56,000 businesses in the region fall into this category.

Target materials: Cardboard, mixed paper, and mixed containers (glass, plastic bottles, aluminum cans).

Program description: Businesses in the region would be required to separate paper and containers for recycling.   No more than 10 percent of recyclable materials would be allowed in garbage. Random business inspections would be conducted to encourage participation, and violators would be referred to a recycling specialist. Education, technical assistance, and warnings would precede the enforcement. Implementation of the requirements would be supported by $100,000 for increased education and resources. Fines would be used as a last resort.

Enforcement measures: Local government enforcement staff or a Metro staff (under terms of an intergovernmental governmental agreement) would conduct random business inspections. Any business disposing of a "significant amounts" of recyclable materials, defined as 10 percent by volume determined by visual inspection, would be subject to the following:

1. A warning by the enforcement officer and referral to a regional recycling specialist. The business in violation will receive a visit by a recycling specialist to provide education and assistance for setting up a recycling program. The recycling specialist will follow up with the business to ensure that a recycling program for paper and containers is implemented.

2. If a recycling program for paper and containers is not implemented within 90 days of the original inspection, a fine of up $500 will be issued by the enforcement officer for noncompliance.

Enforcement staff would complete random business inspections, issue warnings and penalties. Two enforcement staff positions would complete approximately 8,400 inspections per year[4].

Adoption process:
Option 1: Metro would adopt an ordinance to require local jurisdictions to adopt business recycling requirements. Metro would develop a model ordinance outlining requirements for

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[4] City of Seattle Recycling Program, Seattle Public Utilities, 2007.

business recycling. Each jurisdiction in the Metro region would use the model to adopt business recycling requirements.

Option 2: Under Oregon Revised Statue 459A.065, Metro Council could request Environmental Quality Commission (EQC) action to determine if a mandatory business recycling program is necessary to meet the regional waste reduction goal. Based on findings, EQC could mandate the program in the tri-county wasteshed.

Regional compliance: Local governments that do not adopt business recycling requirements would not receive per capita and Recycle at Work program funding.

Evaluation: To determine progress towards the 90 percent target, Metro would conduct annual evaluations and analyze waste composition and disposal data.

Implementation timeline:
- FY 2006-2007: Baseline evaluation completed.
- FY 2007-2008: Metro and local governments adopt requirements.
- FY 2008-2009: Requirements take effect July 1, 2008. Outreach campaign and expanded Recycle at Work efforts to support roll-out. Enforcement staff hired.
- FY 2009-2010: Evaluate program effectiveness and determine if program revisions are needed.

Program Option 2: Business Recycling Standards

Program description: Metro would set a 90 percent standard for business paper and container recycling applicable to each of the region's jurisdictions responsible for solid waste collection. Data from a baseline evaluation of the business waste stream would determine how much additional recovery is needed in each jurisdiction to reach the 90 percent target. Local governments would develop new or enhanced business recycling programs to achieve the target rate. Metro would provide a list of best practices as options for new programs, and $100,000 would be distributed among local governments to assist with program implementation. Local programs would be reviewed annually to determine progress and assess whether additional action is needed.

Targeted materials: Cardboard, paper and mixed containers (glass, plastic bottles and steel and aluminum cans).

Targeted generators: Small, medium and large businesses, institutions and public agencies. Approximately 56,000 businesses in the region fall into this category.

Baseline evaluation: A business waste study was conducted by Metro in Spring 2007 to determine the amount of paper and containers that remain in the business waste stream. The study set a baseline for current disposal rates for these materials by jurisdiction. Local governments would use this data to determine the needed reduction to meet a 90 percent recycling rate and help ascertain their level of effort.

Best management practices: Local jurisdictions would identify best management practices for increasing business paper and container recovery (see Appendix C). The practices selected would be further defined in the program application submitted to Metro.

Adoption process: Metro would adopt an ordinance that sets a 90 percent standard for business paper and container recycling applicable to the region's jurisdictions. The ordinance would require local governments to develop new or enhanced programs to achieve this target and establish an annual program review process.

Local governments would submit a program plan to Metro that demonstrates how their program would generate the needed level of recovery. The plan would contain a description of the proposed program and implementation strategy that would include, as appropriate, the following:

- A clear project purpose and goal statement.
- The specific business best management practices to be implemented.
- Baseline information on current recovery rates and services.
- A clear description of intended results (effectiveness).
- Technical feasibility.
- Economic feasibility.
- Funding request.

Regional compliance: Local governments that do not submit and implement program plans would not receive per capita and Recycle at Work program funding.

Evaluation: Metro would conduct annual evaluations, using business waste composition data, to determine progress toward the 90 percent target. The evaluation results and local program plans would be reviewed annually. At the conclusion of the second year of the program, any jurisdiction that has not made significant progress toward meeting the 90 percent standard would undergo a formal review process, reporting on their program efforts and results to Metro's Chief Operating Officer, Metro Council and the Metro Policy Advisory Committee. Metro Council would determine whether there has been good faith effort and substantial compliance or whether additional action is needed.

Implementation Timeline:
- FY 2006-2007: Baseline evaluation completed.
- FY 2007-2008: Metro adopts standards. Local governments develop and implement new programs. Metro provides financial and technical assistance for program implementation.
- FY 2008-2009: Evaluate program effectiveness.
- FY 2009-2010: Evaluate program effectiveness, and for any jurisdiction not making significant progress in meeting the standard, conduct a formal review process.

ANALYSIS OF POTENTIAL PROGRAM IMPACTS

This section reviews the estimated impacts on business recovery levels, operations, local markets, program costs and environmental benefits resulting from the implementation of proposed programs.

Table 1. Key Outcomes from Proposed Programs

Anticipated Outcome	Program #1: Mandatory Recycling	Program #2: Business Recycling Standards
New Recovery	• 80,000 tons	• 35,000 to 80,000 tons
Generator Impact	• Minimal impact on day-to-day business operations. • Potential for recyclables sales revenue. • Business savings with smaller garbage container size.	• Minimal impact on day-to-day business operations. • Potential for recyclables sales revenue. • Business savings with smaller garbage container size.
System Cost	• No net cost increase ($1.8 million savings).	• No net cost increase ($1.7 to $1.8 million savings).
Environmental Benefits	• 71 metric tons of carbon equivalent savings. • +1.7 trillion BTUs of energy savings – enough to power nearly 17,000 homes for one year. • Greenhouse gas emissions reductions equivalent to nearly 54,000 cars driving one year • Save the equivalent of nearly 1.4 million trees a year, almost 1.4 Forest Parks.	• 30 metric tons of carbon equivalent savings. • 715 billion BTUs of energy savings– enough to power nearly 7,000 homes for one year. • Greenhouse gas emissions reductions equivalent to 23,000 cars driving one year • Save the equivalent 600,000 trees a year, or just over half of the trees in Forest Park.
Local Markets	• Market demand for paper and containers • Sufficient processing capacity	• Market demand for paper and containers • Sufficient processing capacity

Recovery Potential

The 2007 recovery rate for business-generated paper and containers is 80 percent. The mandatory recycling program is projected to achieve a 90 percent recycling rate for paper and containers,

capturing an additional 80,000 tons. This projected recovery is based on capture rates from municipalities that implemented mandatory programs.[5]

Under the business standards program, local governments would have a range of options to choose from for developing new or enhanced programs to achieve the 90 percent target.   It is difficult to project the potential recovery because it is unknown what new or enhanced program local governments would implement. At a minimum, the new or enhanced local programs would recover an additional 35,000 tons by 2009.

Generator Impacts
The City of Portland's experience with mandatory business recycling requirements, adopted in 1996, indicates that increased business recycling would have a minimal impact on day-to-day business operations. The impact would range, based on a business' current operation and recycling program. For most businesses, the program would require employees to recycle additional items in current recycling containers. For other businesses, the program may require businesses to change their level of garbage service and acquire additional recycling containers.

Generator garbage rates should not be impacted significantly. Franchised garbage rates include recycling services and are structured to encourage recycling, with different levels of services based on container size. Businesses that recycle more could save money by reducing garbage container size or collection frequency.   Businesses may also get paid for recycling paper, depending on the quantity and quality of the material to be recycled.

Local Markets
Given the strength of domestic and international demand and the range of marketing options, the long-term indicators for successful marketing of business-generated paper and containers are positive.

Paper
There are six paper mills located in Oregon that have the combined capacity to produce 10.5 million pounds of recycled-content newsprint, corrugated cardboard, and toilet and facial tissue a day. The paper mills in Oregon can use more paper from the Portland metropolitan region to produce new products. The newspaper, corrugated cardboard, magazines and office paper collected for recycling in the Metro region provide less than 11 percent of their total paper mill requirements; the rest of the paper must be shipped in from outside the region.[6]

Recent energy upgrades at local recycling plants and paper mills are reducing energy costs, increasing capacity for paper recycling, and improving product quality. The Energy Trust of Oregon, Inc., is providing financial incentives through its Production Efficiency program to SP Newsprint and Blue Heron Paper Company. Energy costs at SP Newsprint will be reduced by $2.7 million annually, while energy consumption will go down 55 million kilowatt hours. An additional 90 tons of recycled pulp will be produced each day by SP Newsprint, increasing its demand for local paper.[7]

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[5] Moore & Associates, Inc., Impact of Mandatory Recycling Ordinances and Disposal Bans on Commercial Fiber Recycling, prepared for Metro, April 2003.
[6] Andover International Associates, Market Opportunities for Additional Tonnage of Scrap Paper from Businesses in the Metro Region, June 2003.
[7] Energy Trust of Oregon, Inc., SP Newsprint reaps multiple benefits from energy upgrade, June 7, 2006.

Blue Heron plans to increase its paper recycling capacity by 100 tons per day with the upgrades. In addition, over 100 million-kilowatt hours of electricity will be saved each year along with 63,744 tons of greenhouse gases.[8]

These projects are in line with Metro Council's goals for environmental health and economic vitality. The upgrades improve the global competitiveness of the local mills as they are able to provide more job security and job growth opportunities. They also reduce waste and emissions, while increasing the demand for recyclable paper in the Portland metropolitan region.

Plastics
There is a demand of 5.5 million pounds per month in total for mixed rigid plastic and commingled bottles and containers from buyers that purchase material from Oregon.[9] The business sector in the Metro region generated 9,000 tons of plastic containers in 2005, while recycling only 24 percent (see Appendix A).

Glass
Approximately 64,000 tons of glass are purchased annually in Oregon, but the capacity exists to purchase more.[10] Oregon's main glass recycling facility, the Owens-Brockway plant in Portland, manufactures new glass products using local materials. Excess or unsorted glass is shipped to glass plants in California and other states.[11] Plants in Seattle and in California have the potential to use additional container glass from Oregon. Recycled glass products include bottles, containers, fiberglass insulation, aggregate substitute, reflective highway paint and sandblasting material.

Metals
Global demand for recycled metals continues to increase. The Steel Recycling Institute notes that the recycling rate for steel increased to 75.7 percent in the United States in 2005; the highest rate for any material. This reflects a five-percentage point increase in the recycling rate and the highest rate ever recorded in the United States. Seventy six million tons of domestic steel scrap was charged into furnaces, both in the United States and abroad, to make new steel products.[12]

Schnitzer Steel's Oregon operation receives scrap metal from sources located throughout the Pacific Northwest. It recently purchased a shredder that will nearly double the operation's metal shredding capacity, currently 250,000 tons per year, to approximately 480,000 tons per year.

System Cost
Increasing business recycling and reducing disposal at businesses would cause both increases and decreases in the overall "system cost" of providing solid waste services. Avoided disposal costs and sales of recyclable materials would be the main direct fiscal benefits of increasing business participation in recycling. Increases in costs to the system would stem mainly from collection services provided to pick up new recycling. To a lesser degree, in-house recycling efforts, and

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[8] Energy Trust of Oregon, Inc., Blue Heron Paper creates jobs, builds competitiveness by saving energy, Feb. 4, 2005.
[9] Moore & Associates, Inc., Feasibility of Adding Plastic Containers and Film to Curbside Recycling, prepared for Metro, November 2005.
[10] Hammond, Steve, Owens Illinois Glass Market Report, Association of Oregon Recyclers, April 2006.
[11] Oregon Department of Environmental Quality, Container Glass Recycling, 1998.
http://www.deq.state.or.us/wmc/solwaste/glass.html
[12] Steel Recycling Institute, Steel Recycling in the U.S. Continues its Record Pace in 2005, April 25, 2006.
http://www.recycle-steel.org/PDFs/2005Release.pdf

government program costs, such as for enforcement, evaluation, and coordination and oversight would also introduce new costs.

The main drivers influencing the changes in system cost are as follows:

> Costs: If more recyclables are set aside by business generators, then collection companies will have to increase their effort to collect recyclables.   At the same time, few businesses will reduce their garbage service. Hence, the total cost of providing collection services will increase. Increased costs will depend primarily on the number of additional collection stops required to pick up those new recyclables.

> Savings: With more recyclables being separated out by business generators, less waste will go to a landfill, reducing landfilling cost. In addition, recyclables have a value to recyclers, so any increase in source separation should generate a revenue opportunity for the solid waste system. Hence, the amount of new recycling determines system savings.

Just as the two proposed approaches—Mandatory vs. the Business Recycling Standards—would achieve different recycling results, the two approaches would cause impacts of different magnitudes on system costs. The mandatory approach, assumed to increase recycling by 80,000 tons per year, is projected to save up to around $1.8 million annually in 2009 system costs. The business standards program projects only 35,000 tons of new recycling, which would reduce annual system costs by around $1.7 million; however, if all the jurisdictions met the 90 percent standard and recycled 80,000 additional tons per year, then the annual system savings would be similar to those under a mandatory program.

Table 2 summarizes the projected changes in system cost of the mandatory and business recycling standards programs.   The increased collection costs include operations and container purchases for new participants. Material sales are calculated at $26 per ton (80,000 tons for mandatory and 35,000 tons for business recycling standards program).   Other costs include program evaluation, enforcement and in-house generators' costs. The system cost calculation does not include changes in hauler profit, adjustments in off-route time and unutilized capacity in containers and truck.

Table 2. Increased Business Recycling Projected Annual System Cost Changes

($ millions / yr. in 2009)

Mandatory Recycling		Business Recycling Standards	
Reduced costs from not landfilling	($3.6)	Reduced costs from not landfilling	($1.6)
Increased collection costs*	$3.0	Increased collection costs*	$0.5
Sales of recyclables**	($2.1)	Sales of recyclables**	($0.9)
Other increased costs***	$0.9	Other increased costs***	$0.3
Net change in system cost	*($1.8)*	*Net change in system cost*	*($1.7)*

Environmental Benefits
The environmental benefits calculator produced by the National Recycling Coalition in coordination with the Environmental Protection Agency and ICF Consulting was used to quantify the environment benefits of the proposed program, based on the tonnages of materials recycled. The

calculator is based on per-ton figures for energy use and emissions estimated in several recent lifecycle analysis studies. Environmental benefits were calculated for trees saved, improved air quality and energy savings and are detailed below.

> **Trees Saved.** Achieving a 90 percent recycling rate for paper has the potential to recover more than 60,000 tons of paper, which would save the equivalent of nearly 1.4 million trees. If the lower tonnage scenario for business recycling is assumed (35,000 tons recovered), the program would recover more than 26,000 tons of paper, which would save the equivalent of nearly 600,000 trees.

> **Air emissions.** Recycling 60,000 tons of paper reduces air emissions equivalent to that produced by nearly 54,000 cars driving one year.   Recycling 26,000 tons of paper reduces air emissions equivalent to more than 22,000 cars driving in one year. However, the airshed that benefits from these reduced emissions is not entirely coincident with the Metro region, but rather with the location of the paper mills, which are spread throughout the Pacific Northwest and overseas.

> **Energy Savings**. Achieving a 90 percent recycling rate for paper and containers would save more than 1.7 trillion British Thermal Units (BTU's) of energy, enough to power nearly 17,000 homes for one year. If the lower tonnage scenario for the business program is assumed, the program would save more than 715 billion BTU's of energy, enough to power nearly 7,000 homes for one year.

CONCLUSION

Achieving the state-mandated waste reduction goal for this region requires new programs targeting commercially-generated waste. This proposal outlined two approaches for achieving higher levels of business recycling. There are many common elements and distinctions between the two programs detailed below.

Elements Common to Both Programs:

- Target materials
- Target generators
- $100,000 in program funding
- Increased efficiency of Recycle at Work program
- Evaluated annually

Key Distinctions of Mandatory Program:

- Most likely to achieve higher level of recovery, system cost savings and environmental benefits
- Precedent for achieving 90 percent recycling rate through requirements
- Follows programs developed by City of Portland and City of Seattle
- Creates uniform standards for recycling collection across Metro region
- Staffing for enforcement program
- Requires legislation to be adopted by Metro and local governments
- Less flexible in local approach
- Recommended by Regional Solid Waste Management Plan Contingency Plan Work Group stakeholder work group

Both the proposed programs address the need to increase the participation and the capture of recyclables in regional programs. A mandatory approach was recommended by a stakeholder work group and creates a consistent standard for recycling collection across the region. Public surveys have indicated support for business recycling requirements from both households and businesses. Mandatory business recycling programs around the nation perform better than voluntary programs. The implementation of a regional mandatory program is anticipated to recover an additional 80,000 tons of paper and containers.

Local government partners, with the exception of City of Portland, favor the Business Recycling Standards program. This approach would provide flexibility among the jurisdictions to meet the targets by using programs that would work best in the various communities. However, it is difficult to determine if a much higher level of recovery can be achieved with this approach. The Business Standards program is expected to achieve a minimum of 35,000 tons of paper and containers.

TIMELINE/NEXT STEPS

April to June 2007

Solid Waste Advisory Committee Review

Outcome: Analyze program options and make recommendation to Metro Council.

July 2007

Metro Council Review and Direction (work session scheduled for 7/3/07)

Outcome: Analyze program options. Review SWAC recommendation and determine direction for formal program development.

July 2007

Metro Policy Advisory Committee Review (scheduled for 7/25/07)

Outcome: Review proposed program and make recommendation to Metro Council.

APPENDIX A
Business Recycling Policy Development

Progress to Date:

- **Regional Solid Waste Management Plan (RSWMP) Contingency Plan Work Group**
  August- December 2003
  A stakeholder work group was convened to evaluate strategies to increase progress toward the regional recovery goal.

- **RSWMP Contingency Plan Report**
  December 2003
  A summary report was prepared on the work group's recommended Contingency Plan, which comprised four strategies to increase recovery in the construction and demolition, business and organics sectors.

- **Local Government Outreach and Summary Report**
  February 2004
  Individual meetings were held with eight jurisdictions in the Metro region to discuss the Contingency Plan and next steps. A report summarizing the feedback that was gathered and recommended next steps was released following the meetings.

- **Metro Policy Advisory Committee**
  March 2004
  Metro staff presented the Contingency Plan to the Metro Policy Advisory Committee (MPAC) for consideration on March 10, 2004. MPAC supported the next steps outlined by Metro staff to further develop select contingency strategies, including mandatory business recycling and C&D processing requirements.

- **Council Liaison Briefing**
  May 2004
  Staff met with Council Liaisons Park and Monroe to gather feedback on the Contingency Plan. The councilors recommended staff conduct additional outreach and analysis on Contingency Strategy #3 (mandatory business recycling) and combine the evaluation of Contingency Strategies #1 and #2 (C&D and dry waste processing requirements).

- **RSWMP Contingency Plan Resolution**
  May 2004
  Metro Council adopted a resolution to formally acknowledge the RSWMP Contingency Plan and direct staff to conduct additional outreach and analysis on select contingency strategies.

- **"Let's Talk Recycling" Business Outreach**
  August-November 2004
  In coordination with local governments, Metro hosted two breakfast forums and made several presentations to solicit input on options to increase business recycling including mandatory requirements at business chamber meetings.

- **"Let's Talk Recycling" Summary Report**
  January 2005
  The summary report was prepared and released detailing the feedback collected from more than 70 business representatives on mandatory recycling and alternative approaches to increasing business recycling.

- **RSWMP Public Involvement Summary Report**
  January 2005
  The summary report was prepared and distributed on the public input collected from the "Let's Talk Trash" series of public meetings conducted in support of the Regional Solid Waste Management Plan Update.

- **Business Recycling Budget Amendment**
  April 2005
  In response to feedback gathered at the "Let's Talk Recycling" forums for increased education, the FY 05-06 Waste Reduction budget was increased by $200,000 for the business assistance program.

- **Waste Reduction Program Comparison**
  January 2005-December 2005
  Staff were directed to conduct an alternative analysis to compare the projected performance of select program options using a uniform set of evaluation criteria. Programs evaluated included the strategies identified by the Contingency Plan Work Group and from public involvement activities. Based on the results of the analysis, Metro Council directed staff to develop two of the proposed programs: 1) a mandatory dry waste recovery program and 2) mandatory business recycling options.

- **Waste Reduction Program Cost Work Group**
  December 2005
  To develop the cost component of the Waste Reduction Program Comparison, Metro convened a group of key external stakeholders, chosen by Metro for their specific expertise in the solid waste industry. The group identified and estimated the costs associated with five potential new regional waste reduction programs.

- **Interim Waste Reduction Plan Public Comment Report**
  June 2006
  During Spring 2006, Metro invited public comment on the draft Waste Reduction Plan through an online survey. More than 400 people provided input on the Plan, either through the online survey or in writing. The survey asked respondents to show their level of support for various strategies related to solid waste management. A summary report was prepared and distributed at the conclusion of the survey.

- **Local Government Business Recycling Meetings**
  August 2006 to January 2007
  Metro staff conducted a series of meetings with local government representatives to identify an alternative to a mandatory approach. As a result, staff developed the Business Recycling

standards program that provides a more flexible approach to increasing business recycling performance.

- **Business Recycling Survey**
  February 2007
  Metro conducted a study of business recycling practices throughout the region. Five-hundred and seventy-eight random businesses were surveyed and provided input on effective policies to increase business recycling.

- **Metro Solid Waste Advisory Committee**
  May – June 2007
  Metro's Solid Waste and Recycling staff presented and discussed program options with the Solid Waste Advisory Committee during three Committee meetings and one technical analysis meeting. The Committee voted to recommend Option 2 to Council with the additional request to revisit mandatory business recycling if the 90 percent goal is not achieved within two years of implementation.

- **Metro Council Work Session**
  July 2007
  Metro's Solid Waste and Recycling staff presented and discussed program options with Metro Council on July 3rd, 2007. Council discussed the need for a regional approach and standardized recycling practices, the level of impact on local governments and businesses, the difference and similarities between the City of Portland's mandatory recycling program, results from mandatory programs across the country, and overall system and environmental costs/benefits. Council would like to get input from MPAC members regarding the preferred option to increase business recycling in the region. Council did not reach a consensus on their preferred program option at this meeting.

APPENDIX B
PROGRAM DEVELOPMENT BACKGROUND

As the entity responsible for achieving state-mandated waste reduction goals in the tri-county region, Metro works with its local government partners to accomplish these goals. In 2003, the Contingency Plan Work Group found that the tri-county wasteshed would be unlikely to meet its recovery goal without increased recovery efforts in the business sector. Existing programs would only recovery 36 percent of the tons needed to meet the business recovery goal.

To explore options for increased business recycling under the guidance of the Regional Solid Waste Management Plan, Metro formed the Contingency Plan Work Group in 2003. This group, comprising local governments, businesses, construction industry representatives, haulers, dry waste recovery facilities and landfill operators, reviewed several program options for increasing recycling. The group determined that requiring businesses to recycle would be the option most likely to help the region attain its recovery goal for the business sector.

Based on the work group's recommendation, additional input was solicited on the proposed program from governments and businesses. Outreach included business breakfast forums, business association presentations, special meetings, and online surveys. Overall, stakeholders agreed that business recycling efforts could be improved.

A 2006 public survey of more than 400 residents revealed that more than 90 percent of the respondents felt businesses should be required to recycle to help meet the regional waste reduction goal.[13] However, some respondents viewed a regulatory approach as a contingency strategy if and when incentives and education failed to increase participation and recovery levels. When Metro surveyed the business community in February 2007, over 700 businesses provided input on the effectiveness of various strategies to increase recycling. Over 70 percent of businesses thought a standardized collection system throughout the region and increased education and assistance would be most effective, while 49 percent thought recycling requirements would be effective.[14]

Support for business requirements at the local government level varied. Instead of recycling requirements, staff recommended that jurisdictions individually be held to recovery goals. This approach would provide flexibility among the jurisdictions to meet the targets by using programs that each felt would work best within its community.

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[13] Cogan Owens Cogan, Interim Waste Reduction Plan Public Comment Report prepared for Metro, June 2006.
[14] Portland State University Community Environmental Services, Metro Recycle at Work Campaign and Assistance Survey, prepared for Metro, May 2007.

APPENDIX C
Proposed Best Management Practices for Business Recycling

Awareness
1. New businesses are identified from business licenses or business list (in accordance with Recycle at Work Intergovernmental Agreement).
2. Haulers provide list of accounts to local government and indicate businesses that are:
   a) Not recycling anything with the hauler;
   b) Not set up for a targeted material (i.e., do not have a container for glass).
3. Survey of business awareness of recycling services, practices, and assistance.
4. Increase baseline level of direct mail contact with businesses.

Service
1. Adopt comprehensive and uniform recycling service levels and material preparation for all business customers. Include commingling.
2. Provide deskside boxes to all businesses that want them through door-to-door.
3. Provide other central collection containers and stickers.

Financial incentive
1. Summarize current rates for different garbage levels in jurisdiction. Increase the charge on higher levels of garbage generation to provide greater incentive to recycle.
2. Tie franchise fee to hauler recycling rate or number of customers that are recycling with them.

Mandatory
1. Adopt and enforce mandatory recycling.
2. Enforce existing mandatory recycling rules.

Innovation
1. Innovative practice that local government believes will achieve goals.