

**METRO**

MEETING: Regional Solid Waste Advisory Committee
DAY: Wednesday
DATE: January 17, 1996
TIME: 8:30 - 10:00 a.m.
PLACE: Metro Regional Center, 600 NE Grand Avenue
 Room: Council Chamber Annex, 2nd Floor

- | | | |
|---------|---|------------------|
| 10 min. | 1. Updates and Introductions | McFarland/Shanks |
| 5 min. | 2. Approval of Minutes
Action Requested: Vote to approve the minutes of November 8, 1995
(See Enclosure 1) | McFarland |
| 15 min. | 3. Regional Solid Waste Management Plan Strategy to Monitor and Report on Plan Progress
Report from Metro Staff
No Action Requested | Anderson |
| 25 min. | 4. Disaster Debris Management Planning Report from the Disaster Debris Management Task Force
Action Requested: Review and Comment on Draft Recommended Practices
(See Enclosure 4) | Hossaini |
| 20 min. | 5. Organic Waste Management Long-Term Implementation Framework
Report from the Organics Work Group
Action Requested: Approve Framework Goals and Objectives
(See Enclosure 5) | Goddard/Metzler |
| 5 min. | 6. Set Tentative Calendar and Topics for SWAC
January through June, 1996 | McFarland/Nelson |
| 10 min. | 7. Other Business/Citizen Communications | McFarland |
| | 8. Adjourn | |

All times listed on this agenda are approximate. Items may not be considered in the exact order listed.
 Committee Chair: Councilor Ruth McFarland (797-1547)
 Committee Clerk: Connie Kinney (797-1643)

SOLID WASTE ADVISORY COMMITTEE
SUMMARY MEETING OF: November 8, 1995

MEMBERS

Jeanne Roy, Citizen
Bruce Walker, City of Portland
Lynne Storz, Washington County
Tom Miller, Wash. County Haulers Assn.
Steve Schwab, Clackamas Co. Haulers
Lexus Johnson

Jeff Murray, Far West Fibers
James Cozzetto, Jr., MDC/ERI/Sanifill
Dean Kampfner, ORRA/Tri "C"
Doug Coenen, Oregon Waste System
Lynda Kotta, East County Cities
Steve Miesen, BFI

GUESTS

Pamela Kambur, Clark County
Keri Painter, Colulmbia Resource Co. I
Michael Sievers, Pacific/West Communications Inc.

METRO

Mike Burton
Jon Kvistad, Chair
Bern Shanks
Debbie Gorham
Marie Nelson
Todd Sadlo
Scott Klag
Kelly Hossaini

1. Updates and Introductions

Chair Jon Kvistad announced that the December SWAC meeting would be canceled, and that the next SWAC meeting would be on January 17, 1996.

Bern Shanks told the Committee that the Food Waste Collection Request For Proposals was recommended for Council adoption the previous day by the Regional Environmental Management Committee (REMCOM). Also, the Yard Debris Licensing ordinance proposal will go to Council for first reading on November 16, and then to REMCOM on November 21. Full hearing before Council will take place on November 30.

Mr. Shanks also announced to the Committee that the proposal for re-evaluating the membership of SWAC would be tabled to sometime later in 1996. Both he and Executive Officer Mike Burton are interested in a broader representation on the Committee, but that will be researched and developed further.

It was also announced that the RSWMP monitoring system will be reported on at the January 1996 SWAC meeting, and that there will also be a presentation to the Committee on Disaster Debris Management Planning.

Mr. Burton updated the Committee on the proposals for hauling ten percent of the Forest Grove Transfer Station waste. He said that Metro is currently reviewing and analyzing the three proposals that have been submitted, and REMCOM has been advised that an analysis would be submitted to them within ten days. At that point, Mr. Burton will submit either an award letter to one of the bidders, or reject all of the bids outright.

2. Approval of Minutes

A motion was made to approve the SWAC minutes from the June 21, July 19, and September 20, 1995 SWAC meetings. The Committee unanimously approved the minutes.

3. Regional Solid Waste Management Plan

Mike Burton thanked the Committee and Metro staff for all of their hard work on the RSWMP. He said he recognized the difficulty in the task of dealing with the whole solid waste effort in this region. He said his goal is to extend the life of our landfills by reducing, reusing, and recycling our waste, and only landfilling it as the least favorable option. He said that he challenged Metro staff to increase the overall recovery rate in the Plan, even though some people would be skeptical. He explained that we need to set our goals as high as we can and then try to obtain them. We can do this through focusing on business waste, organics, and additional recycling and reduction in the programs we already have. Mr. Burton also told the Committee that Metro is going to take some initiative and look at a pre-disposal fee on household hazardous waste. Metro's household hazardous waste functions cost over four million dollars a year. These functions are extremely important to our environment and our solid waste system, but we need to start asking people to pay for the cost and somehow give incentives to not use products containing these chemicals in the first place. Just as Oregon led the country on the Bottle Bill, we can lead on this kind of effort.

Marie Nelson then reviewed the agenda attachment entitled Amendments, Changes, and Additions which contains changes made to the July 10 draft of the RSWMP and reflected in the October draft.

Dean Kampfer asked why vertical integration was even addressed in the Plan and why Metro was involved in this issue. Bern Shanks explained that Metro has had a long-standing policy on vertical integration and has an interest in fostering competition in the region. Marie Nelson continued by saying that staff had said in the preliminary draft of the RSWMP document that the issue would be addressed in the final draft.

**METRO**

DATE: January 9, 1996

TO: Solid Waste Advisory Committee

FROM: Kelly Shafer Hossaini, Assistant Solid Waste Planner

THROUGH: Marie Nelson, Supervisor, Planning Services

RE: Disaster Debris Management Plan

At the January meeting, SWAC will be asked to provide advice and guidance regarding the Disaster Debris Management planning process and the end product - a regional plan to manage how debris will be collected, and processed or disposed of in the event of a major disaster.

The attachments we've included in this packet are described below. We ask that you review the attachments and complete the enclosed questionnaire. Please bring the completed questionnaire to the meeting (or mail it to us if you cannot attend).

At the July 1995 SWAC meeting, the Committee approved the Preliminary Draft of the Regional Solid Waste Management Plan (RSWMP), which included a goal and five objectives for disaster management. The RSWMP was subsequently adopted by the Metro council in November 1995. The purpose of the goal and objectives is to serve as the foundation for a disaster debris management plan. We are now at a point where we can begin to construct this plan.

A Disaster Debris Management Task Force has recently been formed to assist in the development of the Disaster Debris Management Plan. The Task Force is made up of local government, DEQ, Army Corps of Engineers, hauler and Metro representatives. Three of the representatives, Tom Miller, Lynda Kotta, and Lynn Storz are also SWAC members. Other representatives, such as facility operators, will be brought in as needed to ensure that the Plan is accurate, workable, and reflects the needs of the stakeholders. The first meeting of the Task Force was January 10, 1996. At that meeting the group discussed the Disaster Debris Management Plan format, the process and timeline for its completion, and recommended practices for disaster debris management.

Attachment 1 - The Relationship of the Disaster Debris Management Plan to the RSWMP

Attachment 2 - Draft Plan Format

This attachment shows the possible format of the Disaster Debris Management Plan. The adopted RSWMP goal and objectives will be included, and will be used to guide the formulation of recommended practices for disaster debris management. After Council adoption at the end of this fiscal year, the recommended practices will be added to Chapter

7 of the RSWMP. Their purpose is to serve as a work plan for the implementation and technical pieces of the Disaster Debris Management Plan. Unlike the recommended practices already adopted for other solid waste management areas in the RSWMP, these practices will focus on roles and responsibilities, not on technical operational detail.

The Disaster Debris Management Plan is not intended to be a detailed plan with step-by-step instructions. It is a tool to help decision-makers in a disaster understand their responsibilities, options, constraints, and opportunities so they can make better decisions and make them quickly. Nothing in this Plan will preclude local governments, facility owners, and others from creating their own more detailed plans, specific to their respective situations. In fact, the Disaster Debris Management Plan for the region should aid in the development of any individual plans.

Attachment 3 - Proposed Planning Process and Timeline

The bulk of the work to develop the Plan will take place over the next year. SWAC will be involved in the process every two or three months as the task force brings forward recommendations for review and comment.

Attachment 4 - Proposed Recommended Practices for Disaster Debris Management

As explained in the section on Attachment 2, the draft recommended practices provide a framework for the Disaster Debris Management Plan work effort. They outline coordination and policy issues that need to be addressed in the implementation and technical sections of the Plan, and assign roles and responsibilities for the completion of the tasks. For example, the draft recommended practices acknowledge that strategies will need to be developed to handle the putrescible surge likely after a disaster. The practices then identify who should be involved in the development of those strategies. The practices do not say what the strategies should be. This will be addressed through a cooperative planning process.

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Jeanne Roy asked that the Yard Debris Plan be kept and maintained until it had been carried out. Marie Nelson responded that the new RSWMP is an integrated plan that incorporates all of the elements of prior plans that have yet to be completed. She assured Ms. Roy that the elements of the yard debris plan that have not yet been completed have been carried over into the new RSWMP. Ms. Roy then asked that the yearly measurement of yard debris being disposed be continued, and Ms. Nelson replied that it would.

Tom Miller expressed concern about the amendment on page 3, under "Metro Authority", which states that Metro reserves its authority to override tonnage limits and other locally imposed restrictions that prevent Metro from fully utilizing its facilities to carry out the RSWMP. Mr. Miller felt that this sounded as if Metro is reserving its right to renege on its agreement with Oregon City. Todd Sadlo responded by saying the amendment is intended to address ORS 459.095 which states that a local government cannot adopt an ordinance, regulation, or contract that conflicts with Metro's DEQ approved Solid Waste Management Plan. The purpose of this language is to reserve Metro's rights, whatever they may be, to take action against a locally-made rule on tonnage caps as they conflict with the objectives of the RSWMP, but only after a public process and action by the Metro Council. Mr. Miller stated that he still felt it was unnecessary and didn't want to see Metro pushing tonnage increases on unwilling parties. Jeff Murray voiced his agreement. Jon Kvistad said that the issue would be raised before the Council for discussion.

Jeanne Roy asked that the results of the cost/tonnage analysis of different programs be added as an appendix to the RSWMP, and that there be a tie between the programs in Chapter 7 and the numbers in Chapter 9 of the RSWMP. Jon Kvistad and Marie Nelson agreed to see that this was done.

4. Other Business/Citizen Communications

Jeanne Roy presented to the Subcommittee her findings on a pilot program to collect household food waste in King County, Washington. She explained that the County is testing two different collection methods through the pilot program. The first method is a cellophane-lined brown paper bag that residents fill with food waste and put in their garbage cans. The hauler then sorts the food into one truck compartment, and the waste into another. In the second method, a plastic container with a lid and biodegradable bags is given to the targeted residents for collection. The food waste is then taken to a landfill site and composted. The participation rate with the brown paper bags is 40% and the rate with the container is 30 - 35%. The County staff is trying to determine what accounts for the difference in the rates.

5. Adjourn

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The Relationship of the Disaster Debris Management Plan to the RSWMP

The RSWMP and its relationship to a disaster debris management plan:

The RSWMP contains a goal and five objectives for disaster management. The next step is to develop a set of recommended practices for inclusion in the RSWMP. These recommended practices will provide the framework for developing implementation guidelines for the Disaster Debris Management Plan. The Disaster Debris Management Plan will exist as both an appendix to the RSWMP as well as a stand-alone document.

The RSWMP is:

A plan developed in cooperation with local governments, private businesses and interests in solid waste, and citizens that gives the metropolitan region direction for meeting solid waste needs for the next ten years (1995 - 2005).

The structure of the RSWMP:

The RSWMP contains the goals and objectives for regional solid waste planning, that include the following areas:

- The Solid Waste System as a Whole
- Waste Reduction
- Facilities and Services (includes a goal and objectives for disaster management)
- The Metro Revenue System

The RSWMP goals and objectives are achieved through the implementation of recommended practices:

The recommended practices in the recently adopted RSWMP include:

- residential waste reduction
- business waste reduction
- building industries waste reduction
- solid waste facilities and services
- certain aspects of household hazardous waste management
- Metro solid waste system financing

Work will continue to develop recommended practices for:

- illegal dumping
- land use and facility siting
- *disaster debris management*
- the remaining aspects of household hazardous waste management

Draft Plan Format

Disaster Debris Management Plan

Draft 11/30/95

Cover Sheet
Acknowledgment Page
Table of Contents

Part I Background Information

- Origin
- Contributors
- Purpose
- Overview (Explanation of what is in document and links to Regional Emergency Management Plan and planning)

Part II Policies and Summary of Practices

Goal and Objectives

Recommended Practices

- Information
- Response Phase
- Recovery Phase
- Fiscal/Financial Arrangements
- Coordination of Efforts

Part III Implementation

Chapter 1 - Response Phase Strategies

- Strategies Overview (?)
- General Guidelines
- Information/Communication System

Chapter 2 - Recovery Phase Strategies

- Strategies Overview (?)
- General Guidelines for Disaster Debris Management Efforts
 1. Private Burning
 2. Illegal Dumping
 3. Personal Property Recovery
 4. Private Clean-up Efforts
 5. Coordination of Civil Debris Clearing Efforts
- Guidelines for Disaster Debris Collection, Processing, and Disposal
 1. Residential Property Debris Removal
 2. Commercial Property Debris Removal
 3. Putrescible Surge Abatement
 4. Exempt Hazardous Waste
 5. Contingency Procedures

Chapter 3 - Tracking and Monitoring System for Debris Removal Expenses

- Description of System with Procedures, Roles, and Responsibilities
- Estimation of Potential Metro and Local Government Financial Responsibilities

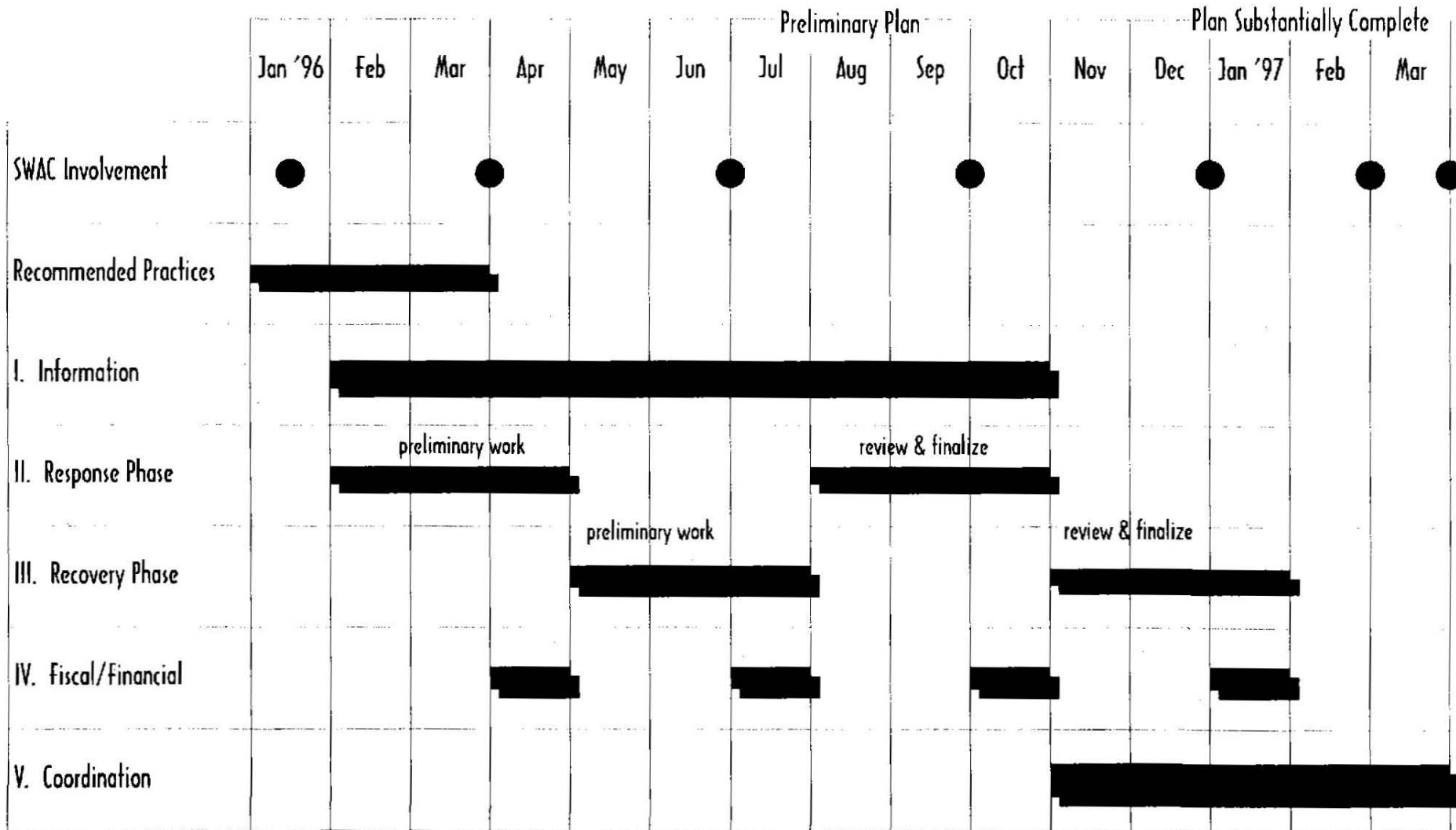
IV. Technical Appendices

- Appendix A Inventory of Regional Solid Waste Disposal, Recycling, and Processing Facilities
- Appendix B Inventory of Regional Debris Removal Resources
- Appendix C Regional Recyclables Market Capacity Assessment
- Appendix D Debris Tonnage Predictions: Buildings and Civil Debris
- Appendix E Exempt Hazardous Waste Predictions
- Appendix F Metro/Local Government Agreements - Coordination Roles, Financial Responsibilities and Contracting Authority, Mutual Aid
- Appendix G Metro - Private Sector Agreements
- Appendix H Boilerplate Contracts

Index/Easy Reference (?)

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Disaster Debris Management Plan
Proposed Planning Process and Timeline



**Proposed Recommended Practices
for
Disaster Debris Management**

Table of Contents

	Page
Goal No. 14 - Disaster Management, Regional Solid Waste Management Plan	2
Overview and Components of Draft Recommended Practices	3
Definition of Participant Categories	4
Outline of Individual Draft Recommended Practices:	
Recommended Practice 1 - Information	5
Recommended Practice 2 - Response Phase	7
Recommended Practice 3 - Recovery Phase	9
Recommended Practice 4 - Fiscal/Financial Arrangements	12
Recommended Practice 5 - Coordination of Efforts	14

Goal No. 14 - Disaster Management. Regional Solid Waste Management Plan

In the event of a major natural disaster such as an earthquake, windstorm, or flood, the regional solid waste system is prepared to quickly restore delivery of normal refuse services and have the capability of removing, recycling, and disposing of potentially enormous amounts of debris.

Objective 14.1. Provide both accurate and reliable information for use in predicting the consequences of a major disaster and an inventory of resources available for responding to and recovering from disasters.

Objective 14.2. Develop a response phase plan that coordinates emergency debris management services and maximizes public health and safety.

Objective 14.3. Develop a recovery plan that maximizes the amounts of materials recovered and recycled and minimizes potential environmental impacts.

Objective 14.4. Provide for innovative and flexible fiscal and financial arrangements that promote efficient and effective implementation of response and recovery plans.

Objective 14.5. Ensure the coordination and commitment of local, state, and federal governments and the private sector.

Overview and Components of Draft Recommended Practices

1. Information - (Corresponds to Objective 14.1)

Ensure that a current and usable set of information is available for the planning and implementation of disaster debris removal.

2. Response Phase - (Corresponds to Objective 14.2)

The Response Phase should support health and safety efforts while minimizing the environmental impact of debris disposition.

3. Recovery Phase - (Corresponds to Objective 14.3)

Disaster debris management efforts in the Recovery Phase should minimize environmental impacts and be consistent with the waste management hierarchy. Priority should be given to the existing local facility, hauler, and contractor infrastructure.

4. Fiscal/Financial Arrangements - (Corresponds to Objective 14.4)

Ensure that disaster debris management activities will be properly and efficiently funded through coordination among and between public agencies and the private sector, through compliance with all applicable FEMA requirements, and through the inclusion of proper accounting procedures.

5. Coordination of Efforts - (Corresponds to Objective 14.5)

Develop intergovernmental, mutual aid, and other agreements, as necessary, to ensure the proper coordination and commitment of public agencies and the private sector.

Definition of Participant Categories

Federal Government:	Federal Emergency Management Agency (FEMA) <ul style="list-style-type: none">• Includes Army Corps of Engineers
State Government:	Oregon Emergency Management (OEM) Department of Environmental Quality (DEQ) Oregon Department of Transportation (ODOT)
Metro:	Metro Staff
Local Government:	County Governments City Governments
Waste Haulers:	Licensed and franchised haulers
Private Sector:	Landfill Operators Solid Waste Facility Operators Construction & Demolition Industry Reps. Citizens

Outline of Individual Draft Recommended Practices

Recommended Practice 1 - Information:

Ensure that a current and usable set of information is available for the planning and implementation of disaster debris removal.

Key Concept and Approach: To properly plan for and implement disaster debris removal activities, certain information must be available to those involved in these activities. It is also important that once this information is gathered it is periodically updated on a regular basis.

Key Elements:

- a) Inventory of regional solid waste disposal, recycling, and processing facilities. Includes: storage, processing, and market capacities, and material specifications.
- b) Inventory of regional debris removal resources, e.g., government-owned resources, demolition contractors, garbage haulers, dump truck companies. Includes: equipment and labor capacity.
- c) Assess capacity of regional markets to absorb recyclables produced by recovery activities. Include consideration of specifications required.
- d) Debris tonnage predictions, by geographical area and type of debris.
- e) Inventory of potential temporary debris storage sites around the region.
- f) Prediction of quantities and types of exempt hazardous wastes.

Roles and Responsibilities:

Federal Government:

- Supply information regarding debris removal resources under their authority.
- Provide inventory of potential temporary debris storage sites under their authority.
- Assist with debris tonnage predictions.

State Government:

- Supply information regarding debris removal resources under their authority. (ODOT only)
- Provide inventory of potential temporary debris storage sites under their authority. (ODOT only)
- Assist with debris tonnage predictions. (ODOT only)
- Assist with the prediction of quantities and kinds of exempt hazardous wastes. (DEQ only)

Metro:

- Conduct inventory of regional facilities and markets.
- Use Metro's disaster management database to predict debris tonnage.
- Assemble and disseminate disaster debris management information and ensure its periodic updating.
- Obtain prediction of quantities and kinds of exempt hazardous wastes.

Local Government:

- Supply information regarding government-owned and privately-owned debris removal resources in their area.
- Provide inventory of potential temporary debris storage sites in their area.
- Assist with debris tonnage predictions.

Waste Haulers:

- Supply information to government agencies.

Private Sector:

- Supply information to government agencies.

Practice 1: Discussion Question

Question 1

Do you believe that the information listed in this recommended practice will be adequate for disaster debris preparation? If not, what other kinds of information should be required for collection and who should be responsible for collecting it?

Question 2

It is important that the information collected is kept in such a way that it is quickly and easily accessible when it is needed. A central system containing all of the collected information is an option. Metro could serve as the regional caretaker of this information.

Is this a role you would like to see Metro take for the region? If not, how do you think the task of assembling and disseminating the information should be handled, and by who?

Recommended Practice 2 - Response Phase:

The Response Phase should allow for the swift coordination and mobilization of resources and efforts, with the priority on immediate services that will benefit public health and safety.

Key Concept and Approach: In the first 72 hours after the disaster, a response strategy should mobilize resources, including executing contracts for debris removal. Priorities should be established for putrescible surge removal and debris removal in critical areas of the community.

Key Elements:

- a) Guidelines for a Response Phase strategy. Strategy should allow ability to:
 - Establish a post at the Regional Emergency Operations Center for disaster debris removal coordination
 - Retrieve damage assessment information from the Regional Emergency Operations Center
 - Provide disaster debris prediction, inventory, and assessment information to the Regional Emergency Operations Center
 - Mobilize local resources through the execution of contracts with haulers and contractors responsible for initial work
 - Execute intergovernmental agreements and mutual aid agreements, as required, e.g., between haulers and/or governments
 - Prioritize clean-up areas

- b) Disaster debris removal information/communication system. Include:
 - A phone tree that includes the following communication paths: FEMA, Oregon Emergency Management, Regional Emergency Management Group, media, interjurisdictional, and facilities
 - Templates for information leaflets and distributional avenues for all written information
 - A system for responding to incoming telephone and mail requests for disaster debris information
 - Strategies for immediate and long-term information dissemination to the public, contractors, haulers, and facilities
 - Dissemination of procedures for personal property recovery

Roles and Responsibilities:

Federal Government:

- Participate in the development of the information/communication system.
- Provide information on experiences with other areas of the country.

State Government:

- Assist in the preparation of guidelines for the Response Phase.
- Assist in the design of the disaster debris removal information system.

Metro:

- Prepare guidelines for the Response Phase.
- Provide disaster debris prediction, inventory, and assessment information to the Regional Emergency Operations Center.
- Design disaster debris removal information system.

Local Government:

- Assist in the preparation of guidelines for the Response Phase.
- Assist in the design of the disaster debris removal information system.

Waste Haulers:

- Assist in the preparation of guidelines for the Response Phase.
- Assist in the design of the disaster debris removal information system.

Private Sector:

- Assist in the preparation of guidelines for the Response Phase.
- Assist in the design of the disaster debris removal information system.

Practice 2: Discussion Questions

Question 1

During the first 72 hours after a disaster occurs, efforts focus on immediate hazards to public health and safety. Only those debris removal activities that are essential to protecting the public health and safety will likely be undertaken. Public and private agencies can use some of this time to mobilize and prepare for the next phase of the disaster, the recovery phase. Some of these preparation tasks are defined under "Guidelines for a Response Phase strategy."

Are there are other tasks that should be included in this section in addition to what's listed? If so, who do you think should implement them?

Question 2

The information and communication system for disaster debris removal will be a critical part of the disaster debris management process. Information on how residents can handle their disaster debris will be disseminated through the media, written information, and phone contact.

How important do you think it is that disaster debris removal information is standardized? Should we strive for one set of instructions for the entire region? Or is it okay for local areas to have their own procedures and programs? For example, should all communities handle the putrescible surge in essentially the same manner?

Recommended Practice 3 - Recovery Phase:

Disaster debris management efforts in the Recovery Phase should minimize environmental impacts and be consistent with the waste management hierarchy. Priority should be given to the existing local facility, hauler, and contractor infrastructure.

Key Concept and Approach: Debris disposition should be handled in an efficient, orderly, and cost-effective manner that minimizes adverse environmental impacts, respects the waste management hierarchy, and supports overall health and safety efforts. To ensure that equipment, labor, and services are supplied efficiently and cost-effectively, the priority is to utilize existing local resources in disaster debris management efforts in accordance with the solid waste hierarchy.

Key Elements:

- a) General guidelines for Recovery Phase disaster debris management efforts. Include:
 - Guidelines to limit private burning
 - Guidelines to police illegal dumping
 - Procedures that allow people to recover personal property from damaged structures whenever practicable
 - Process for private clean-up efforts - includes a permit system that defines the process, time limits, requirements, and restrictions
 - Coordination of civil debris clearing efforts
 - Continuation of efforts to mobilize local resources through the execution of contracts with haulers and contractors

- b) Guidelines for Recovery Phase disaster debris collection, processing, and disposal. Include:
 - Guidelines for removal of debris from both residential and commercial properties that are consistent with the waste management hierarchy - salvage, reuse, recycle, recover before landfilling
 - Putrescible surge abatement strategies
 - Guidelines to properly collect and process or dispose of exempt hazardous waste.
 - Resumption of regular garbage and recycling service as quickly as possible
 - Contingency procedures for debris removal - includes coordination with the Corps of Engineers, and mutual aid agreements between different haulers, processors, and facilities

Roles and Responsibilities:

Federal Government:

Assist with development of guidelines for coordination of civil debris clearing efforts.

State Government:

Assist with the development of private burning guidelines. (DEQ only)

Assist with development of guidelines for coordination of civil debris clearing efforts. (ODOT only)

Assist with the development of exempt hazardous waste guidelines. (DEQ only)

Metro:

Develop guidelines to police illegal dumping.

Prepare personal property recovery procedures.

Assist with development of private clean-up effort process.

Develop guidelines for coordination of civil debris clearing efforts.

Develop approaches for debris removal that are consistent with the waste management hierarchy.

Assist with the creation of putrescible surge abatement strategies.

Develop exempt hazardous waste strategies.

Development of contingency procedures.

Local Government:

Develop guidelines for limiting private burning.

Assist with preparation of personal property recovery procedures.

Develop private clean-up effort process.

Assist with development of guidelines for coordination of civil debris clearing efforts.

Assist with planning for debris removal efforts consistent with the waste management hierarchy.

Prepare strategies for resumption of regular garbage and recycling service.

Create putrescible surge abatement strategies.

Assist with the development of exempt hazardous waste strategies.

Assist with development of contingency procedures.

Waste Haulers:

Assist with preparation of personal property recovery procedures.

Assist with planning for debris removal efforts consistent with the waste management hierarchy.

Assist with preparation of strategies for resumption of regular garbage and recycling service.

Assist with putrescible surge abatement strategies.

Assist with development of contingency procedures.

Private Sector:

- Assist with preparation of personal property recovery procedures.
- Assist with planning for debris removal efforts consistent with the waste management hierarchy.
- Assist with preparation of strategies for resumption of regular garbage and recycling service.
- Assist with putrescible surge abatement strategies.
- Assist with development of contingency procedures.

Practice 3: Discussion Question

The recommended practices emphasize recycling and recovery over disposal. There is evidence that applicants for FEMA reimbursement stand a better chance of having recycling costs reimbursed with a strong disaster debris management plan in place.

What degree of pre-commitment from participants in disaster debris clean-up is necessary to ensure that recycling will be given priority over disposal during the recovery phase?

Recommended Practice 4 - Fiscal/Financial Arrangements:

Ensure that disaster debris management activities will be properly and efficiently funded through coordination among and between public agencies and the private sector, through compliance with all applicable FEMA requirements, and through the inclusion of proper accounting procedures.

Key Concept and Approach: The communication and coordination of disaster debris management efforts between jurisdictions and applicable agencies is important to ensure that efforts are not duplicated and record-keeping is accurate. These and other similar types of problems can strain resources, impair the ability to be reimbursed by FEMA, and potentially jeopardize other sources of funding.

Key Elements:

- a) Agreements between Metro and local governments that define financial responsibilities and contracting authority.
- b) Boiler plate contracts for facilities, contractors, haulers, that establish such things as schedule of work, contract price and payment methods, and obligations.
- c) Database with monitoring and evaluation elements to:
 - document disposal and diversion activity
 - monitor contractor compliance with diversion requirements
 - track system costs
 - allow reevaluations of program activities and strategies
 - reward contractor compliance
- d) Estimate potential Metro and local government financial responsibilities, e.g., employee pay, debris clean-up activities

Roles and Responsibilities:

Federal Government:

Review and comment on Disaster Debris Management Plan.

State Government:

Review and comment on Disaster Debris Management Plan. (OEM only)

Metro:

Ensure that proper steps are taken and conditions in place to meet FEMA requirements.

Serve as the liaison to FEMA.

Prepare financial responsibility/contracting authority agreements.

Prepare boiler plate contracts.

Create and coordinate materials/labor/tonnage tracking system for the region.

Estimate potential financial responsibilities.

Local Government:

- Assist with financial responsibility/contracting authority agreements.
- Assist with the monitoring and evaluation elements by documenting disposal amounts and operating costs associated with disaster debris in such a way as to meet FEMA requirements.
- Estimate potential financial responsibilities.

Waste Haulers:

- Assist with the monitoring and evaluation elements by documenting disposal amounts and operating costs associated with disaster debris in such a way as to meet FEMA requirements.

Private Sector:

- Assist with the monitoring and evaluation elements by documenting disposal amounts and operating costs associated with disaster debris in such a way as to meet FEMA requirements.

Practice 4: Discussion Question

FEMA will require a full accounting of disaster debris removal costs to be reimbursed. This includes all of the proper back-up materials such as contracts, agreements, receipts, load tickets, and time sheets. Metro could take on the responsibility of administering such an accounting system for disaster debris. Metro already has a tracking system in place for tons received at regional facilities. The same system could be used in a somewhat modified form for this purpose. For example, temporary processing facilities would be added to the system.

Is this a role you would like to see Metro take in the event of a disaster? If not, how would the task of keeping track of debris removal expenses best be handled, and by who?

Recommended Practice 5 - Coordination of Efforts:

Develop intergovernmental, mutual aid, and other agreements, as necessary, to ensure the *proper coordination and commitment* of public agencies and the private sector.

Key Concept and Approach: Properly coordinated disaster debris management efforts will be critical to ensure that those efforts are orderly, efficient, and effective.

Key Elements:

- a) Agreements between Metro and local governments that
 - define coordination roles of Metro and local governments in a disaster
 - define financial responsibilities and contracting authority
 - define any mutual aid activities
- b) Review of current agreements with Metro and private sector (e.g., transfer stations, landfills, processors) to ensure they address the handling of waste following a disaster.

Roles and Responsibilities:

Federal Government:

Assist Metro and the region in the implementation of the Disaster Debris Management Plan.

State Government:

Assist Metro and the region in the implementation of the Disaster Debris Management Plan.

Metro:

Prepare intergovernmental agreements.
Modify current agreements between Metro and private sector, as applicable.

Local Governments:

Assist in the development of intergovernmental agreements.

Waste Haulers:


Private Sector:

Assist with the modification of government-private sector agreements, as applicable.

**METRO**

DATE: January 10, 1996

TO: The Solid Waste Advisory Committee

FROM: Bill Metzler, Associate Solid Waste Planner 

RE: Long-term Organic Waste Management Implementation Framework

The attached material is for your review and comment. The material was developed by a Metro in-house organics workgroup with input from local government recycling coordinators. The implementation goals and objectives are intended to serve as a starting point for developing an implementation framework for long-term regional organic waste management.

The purpose of the organic waste management implementation framework is to provide direction for developing and implementing management practices (per the RSWMP) that will reduce the amount of food waste and non-recyclable paper disposed in landfills. The implementation framework development process will involve local governments, Metro, the DEQ, haulers, and processors. Representatives, experts and stake holders from the public and private sectors will be asked to assist in the strategy development and evaluation process.

Staff will be working closely with SWAC throughout the implementation framework development process which is scheduled to begin later this month and continue through May 1996. In addition, data and experiences from the upcoming commercial food-waste recovery pilot project, and other related projects, will be used to augment the long-term organics implementation framework.

Your insights and advice will be greatly appreciated throughout the implementation framework development process.

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DEVELOPING A LONG-TERM REGIONAL ORGANIC WASTE MANAGEMENT IMPLEMENTATION FRAMEWORK

INTRODUCTION

On November 30, 1995, the Metro council adopted the new Regional Solid Waste Management Plan (RSWMP). The RSWMP gives the region direction for meeting solid waste needs during the next decade (1995-2005). The population in the Portland metropolitan region is expected to increase by nearly 200,000 people to approximately 1.5 million people by the year 2005. At the same time, the amount of waste landfilled is expected to decrease because of new and expanded waste prevention and recycling programs. The largest amount of landfill diversion is projected to come from reducing the quantities of food waste and other currently non-recyclable organic waste disposed. This can be accomplished by ensuring that the region has a diversity of management methods for food waste, that emphasizes source separation.

The Region 2040 Growth Plan places an importance on urban centers which concentrate jobs, housing, and services. These urban centers will help shape the way all waste prevention and recycling services (including organic waste) are developed and provided in the future. The RSWMP supports the broader objectives of the Region 2040 Growth Plan by planning for, and managing the effects of urban growth and ensuring the continued livability of the region. Development of the long-term organics framework will rely on the RSWMP for direction, and will involve local governments, Metro, the DEQ, haulers, processors and citizens.

PURPOSE AND SCOPE

This document is a starting point for developing the long-term regional organic waste management implementation framework. The organics framework will define implementable strategies that encourage the development of a flexible and reliable regional organic waste management system. This system will focus on diverting food waste and other non-recyclable organic waste from landfilling into beneficial uses.

Methods for diversion will be developed to meet the vision, implementation goals and objectives outlined in the following section. New diversion methods will be identified and assessed through a strategy building process and will take into consideration the existing services and facilities currently used in the region to successfully manage other organic materials, such as yard debris. The food waste collection and processing demonstration project, to be completed by July 1997, will address some, but not all of the objectives of this long-term framework. Additional diversion methods will be needed to reach all of the objectives.

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Vision Statement, Goals and Objectives

Developing a Long-Term Regional Organic Waste Management
Implementation Framework

All of the implementation goals and objectives listed below are derived from the Regional Solid Waste Management Plan (as noted). They will help guide the strategy building process for the long-term organic waste management implementation framework.

Vision for Organics Project

Develop a food waste management system, with reasonable access throughout the region, which produces beneficial products from food waste and other currently non-recyclable organic materials in an environmentally sound and publicly acceptable manner.

IMPLEMENTATION GOAL 1:

Establish a multi-faceted approach to managing the food waste and other currently non-recyclable organic materials which follows the state waste hierarchy (reduce, reuse, recycle, compost, recover, then landfill).

RSWMP source: System -Wide Goals and Objectives: Goal 1 - The Environment, Objective 1.1, Goal 4 - Adaptability; Waste Reduction Goals and Objectives: Goal 10 - Integration.

OBJECTIVE 1:

Work with generators to reduce the amount of food waste produced, direct useable items to those in need, and/or manage food waste on site.

RSWMP source: Waste Reduction Practices.

OBJECTIVE 2:

Implement a management system to reduce, compost or recover food waste from businesses.

RSWMP source: Business Waste Reduction Practices.

OBJECTIVE 3:

Implement a residential food waste reduction, composting and recovery system which builds on the system developed for businesses.

RSWMP source: Residential Waste Reduction Practices.

IMPLEMENTATION GOAL 2:

Reduce total food waste disposal by 113,000 tons per year by the year 2005.

RSWMP source: Waste Reduction Goals and Objectives: Goal 7 - Waste Reduction Goal

OBJECTIVE 1:

Divert 42,000 tons of food waste per year from businesses by the year 2000 through waste reduction, collection and processing.

RSWMP source: Business Waste Reduction Practice Benchmarks.

OBJECTIVE 2:

Increase the amount of food waste diverted through home composting by 8,500 tons annually by the year 2000.

RSWMP source: Residential Waste Reduction Practice Benchmarks.

OBJECTIVE 3:

Remove 55,000 tons of food waste from residential garbage through reduction, collection and processing by the year 2005.

RSWMP source: Residential Waste Reduction Practice Benchmarks

IMPLEMENTATION GOAL 3:

Implement a management system for food waste and other non-recyclable organic material which is competitive with the cost of collecting, hauling, and landfilling the material.

RSWMP source: System-Wide Goals and Objectives: Goal 3 - Economics, Objectives 3.1 through 3.4.

OBJECTIVE 1:

Establish an efficient and reliable food waste collection and processing system which can obtain food waste and produce a marketable product without long term government subsidy or flow control.

RSWMP source: System-Wide Goals and Objectives: Goal 4 - Adaptability

OBJECTIVE 2:

Establish a food waste management system which provides reasonable access throughout the region.

RSWMP source: Facilities and Services: Goal 11 - Accessibility and Goal 12 - Recovery Capacity.

OBJECTIVE 3

Assist in the development of private food waste processing businesses which will be potentially self sustaining.

RSWMP source: System-Wide Goals and Objectives: Goal 3 - Economics, Objective 3.4 and Waste Reduction Goals and Objectives: Goal 9 - Sustainability.

IMPLEMENTATION GOAL 4:

Develop a food waste management system with the private and public sectors taking appropriate roles.

RSWMP source System-Wide Goals and Objectives: Goal 4 - Adaptability.

OBJECTIVE 1:

Establish appropriate levels of regulation and control to ensure an environmentally sound operation.

RSWMP source: System-Wide Goals and Objectives: Goal 1 - The Environment, Goal 4 - Adaptability, Objective 4.2; Facilities and Services Goals and Objectives: Goal 15 - Facility Regulation.

OBJECTIVE 2:

Involve the public sector in areas where need is demonstrated and involvement is appropriate.

RSWMP source: System-Wide Goals and Objectives: Objective 4.2.

OBJECTIVE 3:

Encourage the development of a predictable and reliable food waste management system by fostering a competitive, market-driven system.

RSWMP source: System-Wide Goals and Objectives: Goal 4 - Adaptability; Waste Reduction Goals and Objectives: Goal 9 - Sustainability, Objective 9.3.

OBJECTIVE 4:

Facilitate the siting of food waste processing operations by coordinating with local, regional and state government.

RSWMP source: System-Wide Goals and Objectives: Goal 6 - Plan Consistency, Objective 6.3, Objective 6.4.

OBJECTIVE 5

Help develop a variety of markets of sufficient size to use the products produced from food waste processing.

RSWMP source: Waste Reduction Goals and Objectives: Goal 9 - Sustainability, Objective 9.2.

Tentative Long-Term Regional Organics Framework Schedule

Develop draft Vision, Goals, and Objectives with Local Governments, DEQ and Metro	November-December 1995
Issue draft Vision, Goals and Objectives for final review	January 1996
Final Vision, Goals and Objectives	January 1996
Develop organics framework with strategies to meet Goals and Objectives	February - May 1996
Award Food Waste Collection and Processing Trial Contract	May 1996
Evaluate progress of meeting the framework objectives	Annually

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