



METRO

A G E N D A

MEETING: REGIONAL SOLID WASTE ADVISORY COMMITTEE

DATE: Wednesday, January 19, 2000

TIME: 8:30 a.m.—10:00 a.m.

PLACE: Room 370, Metro Regional Center, 600 NE Grand Avenue, Portland

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|----------------|---|--------------------------|
| | I. Call to Order and Announcements | Ed Washington |
| | <i>Introduction of new SWAC members.</i> | |
| 5 min. | *II. Approval of the November & December minutes | Ed Washington |
| 15 min. | III. REM Director's Update | Terry Petersen |
| 20 min. | *IV. Partnership Plan for Waste Reduction | Jennifer Erickson |
| | <i>A presentation of the framework for waste reduction work by Metro and local governments for the 2000-01 fiscal year.</i> | |
| 45 min. | *V. Household Hazardous Waste Plan | Scott Klag |
| | <i>Discussion of draft amendments to the Regional Solid Waste Management Plan related to the new household hazardous waste initiatives. The draft amendments were distributed at the December SWAC.</i> | |
| 5 min. | VI. Other Business and Adjourn | Ed Washington |

*** Materials for these items are included with this agenda.**

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

Chair: Councilor Ed Washington (797-1546)

Alternate Chair: Councilor Susan McLain (797-1553)

Staff: Meg Lynch (797-1671) or Doug Anderson (797-1788)

Committee Clerk: Connie Kinney (797-1643)

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Metro Solid Waste Advisory Committee (SWAC)

Meeting Minutes

November 17, 1999

ATTENDEES

Voting Members

Ed Washington, Chair, Metro Council
Vince Gilbert, East County Recycling
JoAnn Herrigel, Clackamas County cities, City of Milwaukie
Tom Wyatt, Browning-Ferris Industries
Jeff Murray, Far West Fibers
David White, Tri-County Haulers/ORRA
Mike Misovetz, Clackamas County citizen
Mike Leichner, Washington County haulers, Pride Disposal
Rick Winterhalter, Clackamas County
Lynne Storz, Washington County
Sarah Jo Chaplen, Washington County cities, City of Hillsboro
Mike Miller, Multnomah County haulers, Gresham Sanitary
Steve Schwab, Clackamas County haulers, Sunset Garbage
Tam Driscoll, East Multnomah County cities, City of Gresham
Lee Barrett, City of Portland
Dean Kampfer, Waste Management
Merle Irvine, Willamette Resource
Jeanne Roy, City of Portland citizen
Joann Herrigal, City of Milwaukie

Non-Voting Members

Terry Petersen, Acting REM Director
Carol Devenir-Moore, Clark County
Doug DeVries (Specialty Transportation Systems)

GUESTS

Dick Jones, Citizen/MCCI
Ray Phelps, Consultant, WRI
Easton Cross, Easton Cross Consultants
Diana Godwin, Rabanco/Allied Waste
Eddie Westmoreland, Rabanco/Allied
Eric Merrill, Waste Connections
Tim Raphael, Celilo Group/WM
Doug Drennen, DES/LRI
Scott Bradley, Waste Management
Mike Borg, Oak Grove Disposal
Bryan Engleson, Eastside Recycling

METRO

Jim Watkins, REM	Leo Kenyon, Auditor's Office
Paul Ehinger, REM	Robert Hillier, REM
Bill Metzler, REM	Mark Foye, REM
Doug Anderson, REM	Aaron Brondyke, REM
Meg Lynch, REM	

Chair Washington called the meeting to order.

In the minutes of the September 22nd SWAC, Lee Barrett noted that Sue Keil had been present at the meeting.

With that correction, the September and October minutes were unanimously approved.

REM Director's update

Mr. Petersen said an article has appeared in The Wall Street Journal, "The Latest Recycler's Nightmare, Beer in Plastic Bottles." He said the plastic beer bottle is being test marketed in selected locations in the United States.

Mr. Petersen announced that the REM department is accepting nominations and applications for the vacancies on the SWAC. He said you could get an application and/or bylaws from Connie Kinney, SWAC clerk.

Mr. Petersen said SWAC packets include a draft report on new waste reduction initiatives. He said about nine months ago, REM issued a State-of-the-Plan Report, which identified where the region stood in relationship to its waste reduction goals. Metro staff then met with other regional government staff to discuss what efforts could be made to push the recycling rate beyond the current 43%. Mr. Petersen said the draft results of their collective work over the last nine months are contained in this draft initiatives. Mr. Petersen said SWAC would take a more detailed look at the report in January, but he wanted the committee to have a chance to read it before then.

Briefing on use of savings, tax and fee ordinances

On the Thursday after the SWAC met in October, Metro Council took up the rate ordinances that dealt with the contract savings. There were three ordinances: one, the overall Metro tip fees (\$62.50); two, the Metro excise tax; and three, the other solid waste fees (system fees) that pay for solid waste programs. The only substantive change the Council made was a change to the split. The Council adopted a 60/40 split, with 60% of the savings going to the excise tax and 40% staying in solid waste. Since those votes, Presiding Office Monroe has appointed a subcommittee of the Council (composed of councilors Washington, Park and Bragdon) to develop a plan for how to allocate the 60% slated for Metro's general fund. The subcommittee has met once and will meet again on November 18, December 16 and December 20; these are public meetings and all are welcome to attend.

Mr. White said another change is that the excise tax went from \$8.23 to \$9, and that might have been part of the change in the split, from 50/50 to 60/40.

Councilor Washington added that the subcommittee is just getting started and no decisions have been made, and he encouraged anyone interested to attend.

Mr. Petersen said another thing that has occurred is that Mr. Sizemore's group, Oregon Taxpayers United, has announced it is going to try to refer the excise tax increase to a vote. A referral requires 16,600 signatures by January 26. If valid signatures are obtained, the increase, which would have gone into effect February 1, will be put on hold until a vote occurs on May 23rd.

Mr. Petersen said that because Metro is uncertain about what is going to happen, Mr. Burton has directed all departments to put in place some cost reduction measures. Therefore, for the

rest of the fiscal year, no food will be provided at committee meetings, only essential positions will be filled and travel will be curtailed (other than that required to keep current certain certificates and licenses). Under current expenditure patterns, the agency expects a shortfall of \$500,000 for this fiscal year.

Mr. Barrett asked if the hiring freeze would derail the appointment of a new REM Director. Mr. Petersen said that he hoped that the Executive Officer will consider the position essential and proceed with the recruitment. He said his latest information is that the recruitment is continuing. Currently, five semi-finalists are being screened.

What to do about the 10%

Mr. White commented that he added up the new money that would be needed to fund the new budget items, and he sees the need for \$1.8 million dollars for the three new programs in the year 2000-2001. He said he would like to go on record as saying that he doesn't believe that \$2.3 or \$2.4 million dollars is enough to accomplish our goals in solid waste and recycling. It is his opinion that a 40/60 split was in keeping with what SWAC has recommended to the Council.

Ms. Roy said she agreed.

Mr. Watkins explained that our contract with Waste Management allows Metro the opportunity to bid out 10% of the waste the region sends to a general purpose landfill to go to a landfill other than Waste Management's. Mr. Watkins said staff wanted the input from the committee on how best to leverage the 10%. He said he would like to give the committee a little background and then ask the committee for a preliminary ranking from a list of five potential uses. He said that after a break, he would like to discuss with the committee their preliminary rankings and after that discussion, determine if they would still rank the potential uses the same.

What is the 10%? Mr. Watkins said Metro defines it as the waste going from Metro Central, Metro South, Forest Grove and that which is direct hauled. That amounts to about 88,000 tons annually. If we actually divert waste from Waste Management's landfill, whether through recycling materials or diverting waste to other landfills, disposal costs will increase. Each percentage point of waste that is diverted from a Waste Management landfill means about a 10-cent increase in the cost per ton for the remaining tons that we send to Columbia Ridge. Mr. Watkins said staff ran a rate model diverting 88,000 tons annually, which calculated a \$9.00-per-ton increase in the cost.

Potential uses for the 10% (for ranking purposes):

- Reduce system costs
- Increase waste recovery
- Increase competition in the system
- Promote development of needed facilities
- Develop alternative transportation modes

Mr. Watkins asked the committee members to rank these potential uses before any discussion or description of what these potential uses might actually entail; after the ranking takes place, he would like to see if some alternative definitions might be discovered through interpretation.

Mr. Ehinger emphasized that staff was interested in getting committee members' opinions on whatever the above potential uses mean to them, as opposed to explaining staff's interpretation.

He said REM staff wants to approach the potential uses in this way to obtain SWAC's policy advice and interpretation to help develop some type of procurement.

Mr. Barrett commented that Mr. Watkin's previous slide said that for every ton that leaves the system, it will cost the system \$9.00. How could allowing 88,000 tons to be removed from the waste stream then reduce system costs?

Mr. Watkins said that when REM staff go out for requests for proposals, people can bid and give us any price they want. Staff are looking for a ranking of the above items and if one is more important than another, or even if something is more important that we have not listed, staff want to be sure to include that item in the procurement document. The solid waste system will lose that money only if someone comes in and refuses to reimburse the system for that "loss." Currently, the ordinance has the user fee at \$21.90, which would recover that \$9.00. If someone takes waste to their landfill and pays Metro the fee, then the system wouldn't lose the \$9.00.

Mr. Ehinger added that it is possible someone could bid transportation and disposal for more than \$9.00. He said it is possible that we could come out with a bid or proposal that would actually save the system money. He said it may be difficult, but it is still possible.

Mr. Guttridge asked if he was incorrect in his assumption that Option 1 basically means that tons would continue to go to Arlington Landfill, because of the structure of the contract would make it nearly impossible for any other bidder to offer a lower rate?

Mr. Watkins replied that was not so. He said all of the potential uses could be incorporated into the criteria, but staff is interested in finding out which uses are most important to this group. He asked the committee to rank the uses in order of importance, ranking one as most important and at least one of the lowest importance.

Mr. Watkins assigned a value to the rankings: highest (4 points), high (3), medium (2), and low (0). After the ranking exercise was complete, the weighted votes were: reduce system costs, 41 points; encourage waste reduction, 58; improve competition in the system, 22; promote development of needed facilities, 45; and develop alternative transportation modes, 21. Waste reduction is the primary emphasis for the 10%, which doesn't mean REM would eliminate the other uses from the procurement document, but the primary emphasis would be placed on the highest rated use.

Mr. Barrett said that in defense of his one vote, he could totally understand why other people would not think that improving competition would be important, because if they are in a franchise system, it is irrelevant to them. The City of Portland, however, does generate a considerable amount of waste and he has only one vote.

Ms. Storz commented that she didn't think we were talking about competition in a collection system, but competition in the facilities.

Mr. Barrett replied that he was thinking collection.

Mr. Ehinger asked them to explain how we could use this 10% to foster competition in collection?

Ms. Storz felt it was not Metro's mission to administer collection, but for disposal and facilities.

Mr. Watkins said he thought Mr. Barrett's issue was that the City of Portland did not have a lot of large haulers who could compete with big contracts like school districts, etc.

Mr. Barrett said yes, that's competition, that is another part of it as well.

Mr. Watkins said Mr. Barrett was actually coming at it from a different angle than what he was thinking about. He asked the group if they thought that should be considered in their criteria to increase competition or make sure that the haulers are not having to lower their prices so much that they will have to do away with some maintenance.

Mr. Schwab indicated that his first criteria was to promote development of new facilities because disposal becomes closer. If it is not owned by the same companies, then we have alternatives. We can divert material to facilities that may be closer and therefore make it easier for small haulers to compete, rather than driving 17 to 20 miles to one of Metro's facilities, which may be located in a poor location for some haulers. He stated that he believes developing new facilities will help competition in Portland, more so than reducing system costs. He said that new facilities will actually reduce system costs, because for haulers transportation is a system cost (travel time, fuel, etc.) He said the curbside rate doesn't just include the disposal fee at Metro's facility or any facility, it also includes collection time, how often the truck fills, etc.

Mr. Watkins asked the group what their basic thought process was in choosing developing needed facilities (not necessarily from a waste reduction standpoint).

Mr. Schwab said his thought processes was for processing organics, because basically then it is no longer part of the 10%, because it is compost and you still have another 10% of diversion that can go to another facility.

Mr. Ehinger stated that you could use it for organics and that would be great, but somebody might propose a facility that could handle 30,000 tons organics per year, but to make it economically feasible, the company would need to take 80,000 tons of mixed waste someplace else. He asked the question, "How would that fit with getting the organics out?"

Mr. Gilbert said he didn't feel any of the recyclables should be counted as any of the 100%.

Mr. Bradley asked staff what their thought processes were when they said a potential use might be to "improve competition in the system."

Mr. Watkins said it was fairly general. He said they have had discussions with the City of Portland about the hauling situation where there isn't a lot of competition for big contracts. But from the standpoint of competition from landfills, there are a lot of regional landfills out there and they are not going to go away.

Mr. Bradley commented that when Metro Council approved the contract with Waste Management, there were no other regional facilities at that time. The reality is that now there is Allied and Waste Connection – there is always another place to go. That may have been an issue 10 years ago, but it is no longer an issue.

Mr. White said for the small haulers in the Tri-County Council competition in the system means not just disposal or collection, but also who owns a regional transfer station, a local transfer station, a reload facility that has a 50,000-ton cap that small haulers can't get access to. He

said competition in the system is good to the small hauler, to the degree that the system is open and the small hauler has access to the various components; it's not just about how many landfills there are. And on the collection side, that is a local jurisdictional issue.

Mr. White said that when you try to create a lot of remedies that aren't directly addressing the problem, it seems like a circuitous way to get there. He said the real question are "Should there be franchises or not" and "Is competition good on the commercial side"? The down side to not having a franchise in Portland is that you have to compete on the basis of the services you provide. In Portland, perhaps the customers would prefer not to recycle, so people may be willing to go in and say they will do this for you for less, and provide you with less recycling. He believes we do not directly address a problem; we get to it by various incentives, such as credits, to try to manipulate behavior.

Mr. Gilbert commented that once it's a recyclable like organics, it is no longer part of the 10% anymore. If they don't go to a landfill, they should not be part of the discussion.

Mr. Ehinger stated that it is not economically feasible at this point to build a major organics facility. One way that might make it feasible is to allow a facility to handle both municipal waste and organics. He said he knows that Mr. Gilbert is building an organics facility and he wishes him success.

Mr. Irvine commented that he had voted to "promote development of needed facilities" as most important. He said if you look at that category, it goes to what Mr. Schwab was saying by providing what is needed: transportation for collection, facilities close in to accommodate the haulers, and if it is a needed facility, then it comes in to waste reduction and recovery.

Mr. Engleson stated that small haulers generally don't use the word "competition," but talk about the "level playing field." Having the tip fee go down or the 10% go out of the system is one component of the "playing field" that haulers don't feel is competitive right now, because of the vertically integrated system in place. Consequently, small haulers have set out to create or help foster that level playing field and that encapsulates all the different things that Mr. White, Mr. Irvine and Mr. Schwab have talked about – not only the tip fee itself at a particular landfill, but transportation and all these other interests.

Mr. Barrett said he thought the problem with a matrix approach to looking at potential uses is that each of the factions at the table has his or her opinion about what it means to "promote development of new facilities." Furthermore, one person may think promoting competition means "x" and give it a high rating, and Mr. Schwab may think it is something else and give it a low ranking. In the end, a matrix may not tell you anything, because you don't understand the underlying thinking.

Chair Washington commented that going through this process this morning has raised lots of questions. He asked the committee if they wanted staff to go back, analyze and return with new insights, expand these questions, and whether these questions truly reflect the items that should be considered? He said that if this sufficiently answers the questions, fine; if not, staff needs to bring more information to SWAC.

Mr. Petersen commented that it might help if Mr. Watkins outlines what he plans to do next.

Mr. Watkins said staff intended to come out with some type of ranking from the members of SWAC, then take it to the REM Committee. He said he expected today's process to raise lots of

questions, but staff wanted to hear what SWAC members' concerns were, because he realized it would be different for each person at the table. He said that based on what was said at this meeting, staff will try to put a little more definition to each of the items so they better understand what they are evaluating. Mr. Watkins said REM staff would make contact with each of the committee members during the coming month to find out what criteria should be evaluated and will bring those results back to the next SWAC meeting.

Transfer station service plan

Mr. Metzler gave an overview presentation to show where the subcommittee is at with the service planning project. He said there had been no decisions made yet. Bill thanked the subcommittee members for meeting regularly and reviewing the issues and said he believes they are making good progress.

Why is the project necessary? When Chapter 5.01 of the Metro Code was revised, it left some unanswered questions about transfer stations in the region. Does the region need more transfer stations? If so, how many are needed? Where should they be located, what services should they provide and how should they be provided?

He said there is a perceived need for transfer station services beyond the three existing facilities at Forest Grove, Metro Central and Metro South. He said some of the contributing factors for that perception are the impact of growth, traffic congestion, and an apparent increase in waste generation and disposal. He said the Regional Solid Waste Management Plan allows new transfer stations only if a need can be demonstrated.

Mr. Metzler said that Chapter 5.01 of the code also anticipates the potential need for new regional transfer station services, and these are identified as certain facilities that dispose of more than 50,000 tons per year. He said these facilities must be willing to step up to the plate and provide additional services to the region, such as accepting waste from commercial haulers and the general public, offering household hazardous waste collection, and providing an area to collect source-separated recyclables without charge.

Mr. Metzler presented a PowerPoint program to show recovery rates, tonnages, distances to facilities for the region (see Attachment A).

Mr. Metzler said the subcommittee has developed a draft problem statement; subcommittee members agreed they would revisit the problem statement as they developed the project. The current problem statement reads: "The three existing regional transfer stations do not appear to provide equitable and balanced solid waste management services to customers within the metro region."

Mr. Metzler continued his presentation, describing scenarios for hauler travel time, possible services that might be provided by existing MRFs, and/or lifting the disposal caps on existing MRFs and direct-haul facilities.

There were no additional questions, and the meeting was adjourned.

Metro Solid Waste Advisory Committee (SWAC)
Meeting Minutes
December 15, 1999

MEMBER ATTENDEES

Washington, Chair, Metro Councilor
David White, ORRA/Tri-C Haulers Assoc.
JoAnn Herrigel, City of Milwaukie
Rick Winterhalter, Clackamas County
Ralph Gilbert, East County Recycling
Jeanne Roy, Citizen
Susan Keil, City of Portland
Tom Wyatt, BFI
Merle Irvine, Willamette Resources, Inc.
Sarah Jo Chaplen, City of Hillsboro
Lynne Storz, Washington County
Jeff Murray, Far West Fibers
Scott Bradley, Waste Management
Tam Driscoll, City of Gresham
Mike Misovetz, Clackamas County Citizen
Mike Miller, Multnomah County Haulers

NON-VOTING MEMBERS

Terry Petersen, Metro
Carol Devenir-Moore, Clark Co.
Rob Guttridge, Clark Co.
Marti Roberts-Pillon, DEQ
Doug DeVries, STS

GUESTS

Judy Crockett
Wendy Fisher
Anne McLaughlin
Todd Irvine, WRI
Doug Drennen, DCS
Easton Cross, Consultant BFI
Tim Raphael, Celilo Group
Kent Inman, CCO
Dean Kampfer, Waste Management
Ken Gimpel, Waste Management

METRO

Steve Apotheker, REM	Leo Kenyon, Metro Auditor	Chuck Geyer, REM
Bryce Jacobson, REM	John Houser, Council Office	Connie Kinney, REM
Jennifer Erickson, REM	Jim Watkins, REM	
Scott Klag, REM	Jim Quinn, REM	
Bill Metzler, REM	Roy Brower, REM	
Meg Lynch, REM	Aaron Brondyke, REM	

Chair Washington called the meeting to order.

REM Director's update

Mr. Petersen announced that a survey of customers at Metro's transfer stations has been completed. Public customers say they use the transfer station because the haulers will not take their materials. Mr. Petersen said staff have heard that statement consistently in the past and perhaps there needs to be a little more education about what will be taken at the curb. Only 10% of the customers said the fee at the transfer stations was too high. Anyone who is interested in getting a copy of the results can contact Connie Kinney at 797-1643, and she will provide you with a copy.

Mr. Petersen said the vermiculture operation (worm composting operation located in North Portland) has closed. He said this was a pilot project that had to close its operation due to financial difficulties. He said this operation would most likely not have an effect on our overall recovery rate, but it was an interesting composting technology that we no longer have in the region.

Mr. Petersen stated the Executive Officer has decided to proceed with a conditional non-system license for Waste Connections. He said the main condition in that license is that it is conditional. It will begin January 1, 2000 and expire within 12 months or at the time the Council makes a decision on the 10% of the waste that can go to a non-Waste Management landfill. He said Metro has also received an application from Willamette Resources to transfer waste from the WRI facility in Wilsonville to Coffin Butte Landfill. REM staff are currently researching that application.

Mr. Petersen announced that Allied Waste Industries has purchased Waste Control Systems (which owns WRI and many state hauling companies). Mr. Irvine said the papers were finalized last weekend, and he anticipates the sale to close within 30 days. The Federal government will review any antitrust issues, etc. Mr. Irvine says the company does not anticipate that to be a problem; it expects to continue with business as usual. He said that Allied has, through this purchase, established what they call the "Oregon District," which will be managed by Duane Sorensen, current president of Waste Control Systems. Mr. Irvine said that Waste Control Systems, headquartered in Corvallis, has about 400 employees has contracts with about 59 local jurisdictions in Oregon. He said some of the more familiar names for this area are United Disposal and Keller Drop Box.

Household hazardous waste plan

Mr. Klag has been meeting with a subcommittee of SWAC, which has recently drafted recommended language for changes to the Regional Solid Waste Management Plan. Mr. Klag said he is distributing this draft language to SWAC for their review and for discussion at a later SWAC date. Mr. Klag told the committee he would try to contact them individually for their comments or they are free to contact him directly if they wish at 797-1665.

Recommendations include new strategies for collection and education programs.

Mr. Klag asked if there were any questions and there were none.

Transfer station service plan

Mr. Metzler said that today's presentation is an opportunity for SWAC to comment on the general direction as outlined in the draft transfer station service plan (see Attachment A for PowerPoint presentation). He said that at the last subcommittee meeting, some scenario options were narrowed, but no detailed decisions were made. He said the subcommittee will meet tomorrow to better refine options. Mr. Metzler said that he would like SWAC to look at the subcommittee's general direction. He said that, today, he will review issues, refine the scenario concepts and conduct detailed impact.

Some issues: Areas in the region are underserved by our three transfer stations, and the underservice will most likely increase as the region continues to grow. In addition, there are questions about the 50,000-ton cap imposed by Metro when it authorized wet waste disposal. The cap limits waste throughput and access at a specific facility, which results in hauling efficiencies not being fully realized. In addition, SWAC subcommittee members expressed concern about wet waste taking priority over dry waste, which could limit an opportunity for recovery. He said the committee discussed the need for new facilities to provide public services, e.g., serving public customers, accepting and processing household hazardous waste, and providing recycling and recovery services.

Other issues include the potential impact of new facilities on existing facilities, nonintegrated haulers and Metro itself.

The subcommittee developed four scenarios:

1. Remain with the status quo (no changes).
2. Lift the tonnage caps on wet waste disposal sites, but with no additional obligations. (The subcommittee did not consider public obligations and regional goals.)
3. Add more materials recovery facility capacity in the region. (The subcommittee made no provision in this scenario for increasing the efficiencies to haulers for wet waste. The scenario would require siting new facilities, substantial policies on regional recovery, and perhaps disposal bans.
4. Establish recovery standards if a facility is disposing of greater than 50,000 tons or lift the cap with a commitment to public obligations and recovery. (The subcommittee is most interested in this scenario.)

Mr. Metzler requested comments from SWAC members.

Chair Washington asked if any of the subcommittee had any other information to share or comments to make.

Ms. Keil said the subcommittee spent considerable time looking at the availability of processing, the impact (economic and otherwise) on the availability of transfer station capability, what is still in the wastestream that needs to be diverted, and the cost implications to Metro and private operators. Ms. Keil said that what Mr. Metzler has just discussed is the subcommittee's best thinking about how all of those various impacts and issues can be balanced. She said that her expectation is that at tomorrow's meeting subcommittee members can fine-tune those concepts. She said there is greater consensus from a pretty diverse group than one might think.

Mr. White said that Chair Washington, Councilor McLain and Mr. Petersen have attended the subcommittee meetings. The subcommittee was told to look at the whole picture and not to separate out issues like the 50,000-ton cap, but to tie it to the things that Mr. Metzler talked about – those other issues that are important, such as regional recovery. That's the goal for tomorrow's meeting.

Mr. Petersen noted there was no mention of the work on system cost analysis. He said he views what the subcommittee has been doing as a conceptual option. He said they have looked at some of the components of the system cost analysis, i.e., costs associated with hauling. He said that Mr. Metzler is now having a consultant working on the system cost analysis and that should be ready sometime in January.

Ms. Herrigel asked what, in lay terms, would Scenario 4 actually do if it were implemented tomorrow.

Mr. Metzler said that conceptually, the 50,000-ton cap would be lifted; a facility doing more than that would become a regional transfer station. We want to make very clear just what the obligations are that would accompany such a designation, and how those obligations can benefit the region. It would also mean making some administrative procedural changes to the Metro Code as well as to the Regional Solid Waste Management Plan.

Mr. Petersen noted there are three facilities that currently have authorization to direct-haul wet waste and that have a 50,000-ton cap. They are Waste Management in Troutdale (Recycle America), Willamette Resources in Wilsonville and Pride Disposal in Sherwood.

Chair Washington commented that the Council is interested in a thorough look, a total look at the whole package.

Waste reduction initiatives

Ms. Lynch noted that the November SWAC packet included a draft version of new waste reduction initiatives. Since then, we have a slightly different version of the organics section of that report, which is being distributed now. Ms. Lynch said that about 10 months ago, Waste Reduction & Planning staff in REM completed a State-of-the-Plan Report and it was distributed to SWAC members. The report provided a report card for the region's progress toward meeting the Regional Solid Waste Management Plan goals over two years ('95-96 and '96-97 fiscal years).

Ms. Lynch said the analysis for the report revealed that investments made in the infrastructure for residential recycling have really paid off – residential recycling is strong, people are committed to it and the region is actually ahead of its goal for that sector. She said that in some of the other areas identified in the RSWMP, progress is lagging; as a result, our regional recovery rate is not moving ahead sufficiently. The State-of-the-Plan Report recommended ways to re-energize this process and make some additional strides in recovery for three particular sectors: commercial (primarily paper and food and beverage containers), construction and demolition debris, and commercial organics (food waste).

Ms. Lynch said the recently completed DEQ waste composition report further showed that construction and demolition debris represents about a quarter of our total disposed waste stream, and about half of that amount is recoverable, given current markets and technology. Total commercial waste represents half of our total disposed waste stream; 25% is recoverable paper and another 6% is recoverable food and beverage containers and scrap metal. Commercially generated food waste is between 20% and 25% of our disposed commercial waste stream.

Ms. Lynch said that a group of local government solid waste directors and Metro staff met to strategize ways to approach this problem and assigned staff from their jurisdictions to work on three work teams to develop the initiatives, which they completed in a very short period of time. Ms. Lynch said she wanted to give special thanks to local government, Metro and DEQ staff who have worked on these initiatives. She said they developed these initiatives in addition to the projects and they were already involved in in their own jurisdictions.

Each of the three work groups presented their recommendations in three categories – waste prevention, recycling and market development.

Anne McLaughlin from the City of Portland and Steve Apotheker of REM will talk about the commercial initiatives; Rick Winterhalter (Clackamas County), JoAnn Herrigel (City of Milwaukie) and Bryce Jacobson (REM) will discuss construction and demolition debris recovery; and Judy Crockett (City of Portland), Wendy Fisher (Washington County) and Jennifer Erickson (REM) will talk about organics recovery.

Ms. McLaughlin recognized the other members of the commercial work group (Marcele Daeges from Washington County, Susan Ziolko from Clackamas County and Genya Arnold of REM). Ms. McLoughlin said their task force talked with haulers, businesses and processors to get their various perspectives on this market. She said their task force identified 21 different actions, and then asked all local governments to rank them. Seven actions were selected, some for implementation and some for future study.

Of the 21 potential actions, the top choice was investing in market development for recovered materials. She said because haulers played such a critical role in recycling that it was imperative that the economics for them be much more positive than they currently are, and better economics will help the businesses that are their customers. Second, implementing disposal bans, an option that will need more extensive review by all stakeholders in the process. Third, providing greatly increased technical assistance to businesses, which will be coupled with disposal bans. Fourth, incorporating recycling requirements into commercial design review. Fifth, promoting commingled recycling collection so more businesses can recycle more materials in less space and do it with less complicated sorting instructions. Sixth, providing targeted outreach on waste prevention – a tool that is in many ways the most attractive to businesses, because it is the thing that can actually help them save money. Seven, acting to ensure the existence of adequate regional processing capacity for commingled materials, located conveniently and available to all of the haulers in the region, as well as ensuring that absolutely minimal amounts of residual is landfilled.

Mr. Apotheker commented that some of the recommendations, in particular the increased technical assistance to local businesses, can be implemented at the beginning of the year, while many of the other actions will require greater stakeholder review and, hence, longer timelines.

Mr. Bryce Jacobson, a REM associate solid waste planner, described the task of the work group – to determine how to recover 130,000 additional tons of C&D materials. Mr. Jacobson said that by way of background, the 1998 C&D Generator, found that diversion from residential new construction sites is relatively high, primarily due to the fact about 60% of the waste is wood and that wood is being recovered on a regular basis. Diversion at new commercial construction sites is relatively high, where diversion at small to medium sized commercial jobs is less likely to occur. Remodeling, retro, residential and commercial and tenant improvement projects appear to be the biggest challenge to attract folks to do alternative things with the waste from those jobs. Some of the problems include lead and asbestos from older work and C&D materials that are easily mixed with other materials on-site. The study also revealed that contractors are not aware of the full range of opportunities for handling their waste. Contractors did indicate that they would be open to receiving assistance on recycling and waste issues if it came in a format they could use.

The work group assessed current recovery in the region, investigated innovative programs and activities in parts of the country, identified areas that need regional improvement, developed and implemented specific programs and incentives to increase C&D waste prevention and recycling.

Mr. Winterhalter talked about Track 1, waste prevention through salvage and reuse of building materials. He said one of the first places to look is to local governments that own property. He said Clackamas County just had an opportunity when a large multi-family complex was purchased and some structures will come down to complete a frontage road project. He said there will be demolition options, as well as deconstruction options. He said they will be looking at whether they may have to subsidize recycling activity.

Ms. Herrigel said there were two other tracks, the second of which focuses on ways to increase diversion through programs at materials recovery facilities, dry waste landfills and transfer stations. She said they came up with four different initiatives: promoting and educating C&D generators on source-separated recycling methods, taking advantage of existing recovery options; requiring certain C&D loads be processed before disposal; implementing disposal bans; and creating and maintaining incentives through the Metro system fee credit program. She said that the third track is developing a market development staff position at Metro, a recommendation also made by both the other work groups.

Ms. Erickson and Ms. Crockett thanked the rest of the task force group that helped with the process – Wendy Fisher, Washington County; Marti Roberts-Pillon, DEQ; Matt Koret, City of Gresham; and John Foseid, REM. Ms. Erickson said that in order to reach the region's diversion goals, 52,000 tons of organics must be recovered from the region. Unlike the C&D sector and the commercial sector, where they have somewhat developed and very developed recovery infrastructures, respectively, the recovery

infrastructure in the region for organics is very limited. As with the commercial and the C&D work groups, recommendations from the organics work group fell into three broad categories – waste prevention and donation, infrastructure development for processing, and market development.

Ms. Crockett said, within the general category of waste prevention, activities are divided into three sections, ranked by the recycling hierarchy, reduce, reuse and recycle. The first is to prevent food from becoming waste. Work will focus on five business categories: large grocery stores, large restaurants, large hotels (with catering operations), institutional cafeterias (hospitals, universities), and produce warehouses. Ms. Crockett said the second tier of the first track is donation for human consumption. In the metro area we do have a couple of very well-established and effectively run charity networks that get food out to hungry people, but only about 42% of canvassed grocery stores in the city are doing any type of donation at all. She said the final piece of this track is diversion to animal feed, which is an area that is very much untested, although there are a number of informal structures in the city, mostly farmers who use their pickup trucks take the food for cattle feed. In addition, a company on Sauvie Island takes a very large tonnage of dry food waste and turns it into a pelletized animal feed.

Ms. Crockett said the City of Portland City Council has asked her department to develop an ordinance that requires certain businesses (presently undefined) to set aside food waste for recycling by July 1, 2001. The Bureau of Environmental Services has released an RFP for a food waste collection pilot, using two groups of haulers, to test how to collect the food waste, and help determine what businesses should be included and what the economics of collection are. The City also intends to increase the fees charged for high biological content materials going into the sewer system aimed at those businesses who grind up their food waste and putting it into the sewer system.

Ms. Fisher discussed collection and processing activities over the next three years. One project will study and examine the amount of organic material in restaurants -- vegetative and nonvegetative (including meat and dairy). To help develop future collection and sorting activities, the contractor will provide a variety of information, including the layout of the restaurant kitchen and how the food waste moves throughout the various steps. Another research effort is to talk to haulers in the different jurisdictions in the region to identify their ideas, feasible routes and equipment needs. With regard to developing the infrastructure both now and for the various pilot programs we are discussing, we have allocated monies – \$50,000 this year – that we hope to use for potential reload options or for equipment purchases for current processors.

The organics work group, too, strongly recommended devoting Metro resources, including staffing, toward developing markets for recovered organics.

Ms. Erickson said Waste Reduction & Planning has \$240,000 budgeted for organics recovery this year, but Metro Council requested a work plan before the monies could be released. She said the first week of December the Metro Council approved use of this year's money, so the work group can begin to start undertaking some of its research projects. The work group's overall research efforts will include markers along the way to determine whether or not continuing a project is economically feasible.

Ms. Keil commented she thought it was important to look at the range of options that are available in a real steady way.

Mr. Gilbert said the markets are there now, and as far as the quantity of organics, his company will probably have to grow organics in order to supplement what is available. He said there is a place for organics to go, right now, the markets are there.

Ms. Lynch asked if there were any other comments or questions. She encouraged any one on the committee to contact individual work group members with any suggestions, comments or questions. Ms. Lynch said she sees the three-year draft plans as part of an ongoing process, which will include regular assessment and evaluation. As the work groups get more information through the pilot and consulting projects, it will help to shape the future years, and as Ms. Erickson stated, there may be points where they have to make decisions about economic feasibility of a project.

Ms. Roy said she did notice some gaps and wanted to mention those. She said that in the commercial area, paper is still the largest category of waste disposed, and so there is still a huge potential for recovery from businesses. She did not feel that was adequately addressed. She would like a study to see what is working well, and then to have a grant program for a consultant to suggest areas where improvement could be made, as well as measurement.

Mr. Apotheker agrees totally with Ms. Roy's observation, and we know that paper is still available in the wastestream; a number of the work group recommendations will look at that problem, as was discussed early in the presentation.

Ms. Roy said she was thinking more toward the collection aspect, rather than waste audits. She said she thinks more effort should be made toward motivating haulers to collect paper, as well as a strong effort by jurisdictions. She said that in the commercial organic area, she suggests a subsidy to get collection started because it is so difficult.

Ms. Erickson said there is a small piece in there for Metro to provide a subsidy in the form of a reduced tip fee to help jump start some of the programs as well as the grant projects for equipment, etc., that the work group discussed.

Ms. Roy said she was thinking more toward subsidizing the haulers that are trying to set up the special routes, rather like the subsidy that the MRFs receive (Regional System Fee credit).

Ms. Erickson commented that haulers cautioned work group members about setting an artificial monetary level through a subsidy, because it is important to recognize the true cost of implementing any program and a subsidy can obscure the true cost, so that once the subsidy is removed, a program may not be able to stand on its own.

Ms. Roy said that overall, she didn't see a general estimate of how many tons you would get from these initiatives. She said that is an integral part of the waste reduction plan that is in our current RSWMP and it seems to her that it is important to do that as

part of these new initiatives (to estimate how many tons would be derived from these initiative efforts).

Ms. Erickson said that was actually some of the research that would be conducted through some of the pre- and post-consumer studies. They will be looking at the businesses, not just restaurants, but grocery stores, institutional kitchens. She said the information in the RSWMP was really a guess based on a computer model, so this year we will actually use funds to sort and weigh to get an idea on what these businesses are actually generating.

Ms. Roy commented that some of things the task force suggested is real "iffy" like disposal bans. She would like to have a fall-back program to say that if this doesn't work, we can try this. She said the same with the organics, and to always keep the whole wide range of possibilities in mind, as Ms. Keil suggested.

Ms. Keil said the work group has great forward thinking and she really likes the efforts.

Mr. Petersen commented that this project is a great example of where Metro and local government are working together. He wants to echo Ms. Lynch's request from the committee for comments, suggestions and questions. Mr. Petersen said we are currently developing the department's budget to submit to the Council for its consideration, and we will use these waste reduction initiatives as a framework for our waste reduction program. He said that at last count, Metro's share of the initiatives approached \$2 million dollars if we were to implement all the recommendations. He said they may not have all that money available and may have to prioritize, and in that event, it is essential that feedback from the committee be heard.

Mr. Winterhalter recommended that the concept of subsidies not be dismissed out of hand, but rather to look at how long they would continue. But if there is a good public goal, and we have the means to fund it, and think it is important enough, then we need to put it forward. We may decide to throw it out, but then again, we may decide it is important enough to pursue.

Ms. Carol Devenir-Moore said the work groups did a very good job.

Ms. Lynch thanked her on behalf of all of the members on the task force.

Chair Washington asked if there was any other business?

Mr. Petersen said he had a special announcement. He said that in 1993 the Solid Waste Advisory Committee and Solid Waste Technical Committees were combined to one committee. He said there were several members currently on the committee that have been members since that time. He said he wanted to particularly say thank you to those people on behalf of the Council and the Executive Officer. He recognized the following members: John Drew, with Far West Fibers, Steve Schwab with Sunset Garbage, Ralph Gilbert with East County Recycling, Merle Irvine with Willamette Resources, Susan Keil with the City of Portland, Lynne Storz with Washington County, and Jeanne Roy (Portland citizen). All have been members since 1993. Mr. Petersen thanked them for all the time they take to give input to the department and the agency

through this committee. He said he knows that the suggestions of SWAC to Council are not always followed, but he knows the Council and Executive Officer appreciates the advice.

Mr. Petersen said he had a special award to present to Jeanne Roy in recognition of her time on the committee, because this will be her last time as a citizen representative on the committee on behalf of the Chair, Councilor Ed Washington and the Executive Officer, Mike Burton. The plaque says: *"In appreciation of Jeanne Roy for six years of service on Metro's Solid Waste Advisory Committee, as a citizen representative for the City of Portland. Since the establishment of SWAC in 1993, you have advised Metro on most important solid waste decisions the region has faced. Of the many adjectives we could choose to describe you, service the following two always come to mind: distinction and dedication. You have been a tireless advocate for recycling and the environment. You have helped shepherd a Regional Solid Waste Management Plan that is grounded on the solid waste hierarchy, and you have consistently pressed for accountability in recycling and environmental programs. You are a rare breed of citizen, a volunteer with a deep sense of purpose and commitment, and we are pleased that you have brought those attributes to our solid waste system and we wish you well in the future."*

Ms. Roy said it was hard to leave, because this has been such an important interest of hers for so long. She said we will probably see her in the gallery from time to time.

Chair Washington thanked Councilor Rod Park for his attendance, and thanked the committee for the opportunity to serve with them on solid waste matters.

With that the meeting was adjourned.

Clk

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Service Provision Plan for Regional Transfer Stations



Why Necessary?

- ❖ The Metro Code Revision (Chapter 5.01) left unanswered questions about transfer stations.
- ❖ Does the region need more regional transfer stations? If so, how many are needed? Where should they be located? What services should they provide? How should they be provided?

Issues

- ❖ Perceived need for transfer station services beyond the three existing facilities
- ❖ Contributing factors: growth impacts, traffic congestion increase in waste generation and disposal

Issues (cont.)

- ❖ The RSWMP allows new transfer stations only if need can be demonstrated
 - ✓ *Recovery goals met?*
 - ✓ *Waste generation/disposal?*
 - ✓ *Level of service in region ?*

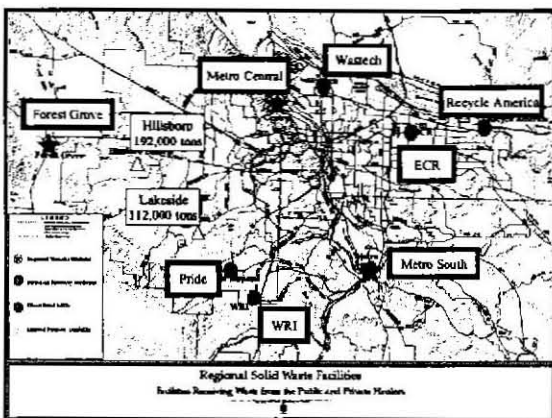
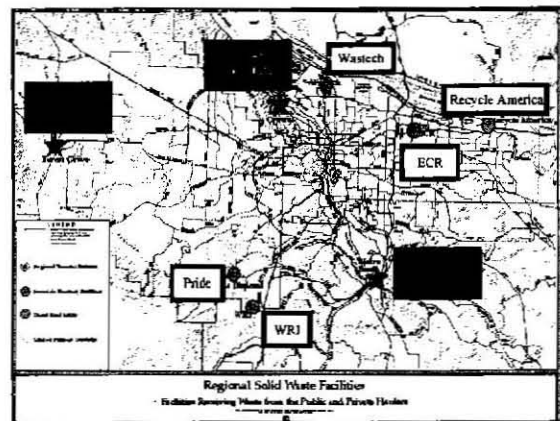
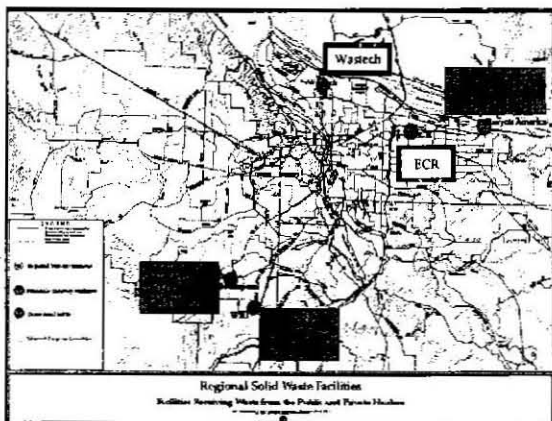
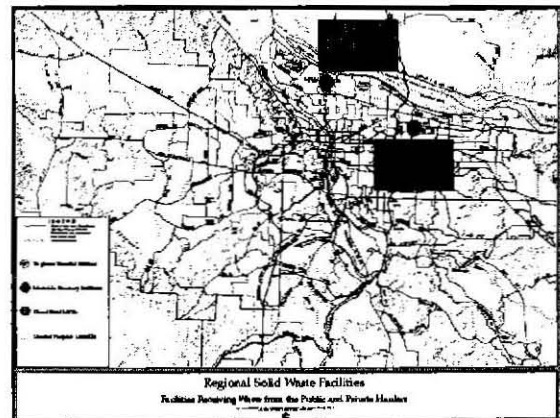
Issues (cont.)

- ❖ Chapter 5.01 anticipates potential need for new regional transfer station services (facilities that dispose of more than 50,000 tons/year)

These services include:

- ✓ *Accepting waste from commercial haulers and the public*
- ✓ *Provide an area for collecting household hazardous waste*
- ✓ *Provide an area for collecting source-separated recyclable materials without charge*

Overview of Solid Waste Facilities



Process Overview

Part 1 - Needs Assessment

- ❖ Surveys and technical fact finding

Part 2 - Generate Options and Evaluate

- ❖ Identify public objectives
- ❖ Scenario development
- ❖ Scenario evaluation

Part 3 - Develop and Present Recommendations

SWAC Subcommittee

A SWAC Subcommittee was formed to assist the Service Plan Project Team to develop recommendations for the Service Provision Plan

Problem Statement Developed

The three existing regional transfer stations do not appear to provide equitable and balanced solid waste management services to customers within the Metro region

For Example

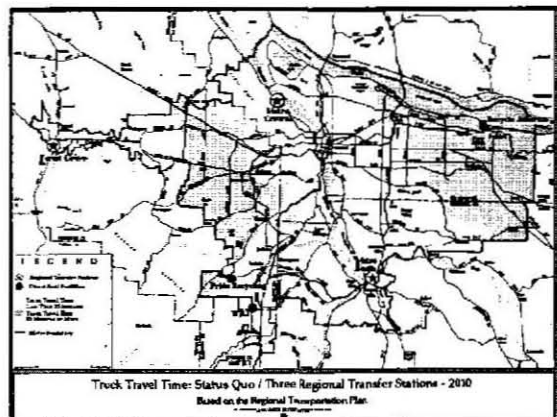
- ❖ Access to transfer stations by local haulers exceeds 25 minutes (one-way) in areas of Washington and Multnomah counties

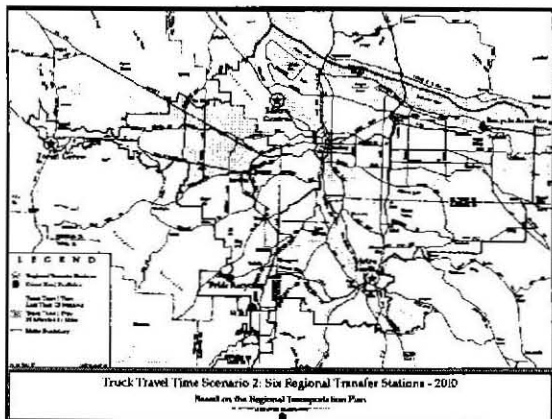
For Example

- ❖ These "service gaps" appear to result in an imbalance in accessibility and level of services typically provided by regional transfer stations to both the public and commercial haulers

For Example

- ❖ Additional transfer station services could be provided by some of the existing Direct-Haul MRFs (potential cost savings by utilizing existing infrastructure)





SWAC Subcommittee

Evaluation Criteria	Priority
1. Maintain system costs	High
2. Ensure reasonable haul times	Medium
3. Increase material recovery	Medium
4. Encourage competition	Medium
5. Access to public self-haul customers	Low
6. Access for all types of services	Low

Process Status

- ❖ Subcommittee is now in the process of developing and reviewing draft service plan options

Scenarios Under Consideration

- 1 - Status Quo/Reference Scenario
- 2 - Lift tonnage caps on direct-haul MRFs
- 3 - Additional MRFs
- 4 - Recovery standards for direct-haul MRFs (>50,000 tons)

Process Status (cont.)

Scenario 4 Exploration

- ❖ In addition to the existing code requirements of public and HHW services.
- ❖ Recovery standards required.
- ❖ How much is left to recover in the waste stream?

Process Status (cont.)

- ❖ Taking "big picture" look at the system, including new RSWMP strategies to increase recovery
 - ✓ Construction Debris
 - ✓ Business Waste
 - ✓ Organic Waste

Next Steps

Work with SWAC Subcommittee and REMCOM to identify:

- ❖ Policy objectives
- ❖ One or more recommended options
- ❖ Cost/benefits
- ❖ Implementation recommendations

Service Provision Plan for Regional Transfer Stations



Opportunity for SWAC to comment on the direction of the Subcommittee

- ❖ At the last Subcommittee meeting, scenario options were narrowed.
- ❖ No detailed decisions made (will meet tomorrow to refine options).
- ❖ Next Steps:
 - ✓ Today, review issues with SWAC.
 - ✓ Refine the scenario concepts.
 - ✓ Conduct detailed impact analysis.

Issues from Subcommittee

- ❖ There are areas in the Metro region under-served by the existing system of three regional transfer stations.
- ❖ These "service gaps" are projected to increase with regional growth.

Issues continued...

- ❖ Metro imposed 50,000 ton "caps" when it authorized wet-waste disposal:
 - ✓ Consequences - It limits waste throughput and access to the facility (results in hauling efficiencies not being fully realized).
 - ✓ Recovery concerns - wet-waste may take priority over dry-waste (limits opportunity for recovery).

Issues continued...

- ❖ Need commitment to public services & regional goals:
 - ✓ Public customers
 - ✓ HHW obligations
 - ✓ Recycling
 - ✓ Recovery

Issues continued...

- ❖ Need to evaluate:
 - ✓ Impact on private facilities.
 - ✓ Impact non-integrated haulers.
 - ✓ Fiscal impacts on Metro.

❖ Subcommittee and staff are working on options (scenarios) that solve these issues in a balanced manner...

Scenarios we have considered:

- 1 - Status Quo (no changes)
- 2 - Lift tonnage caps (no additional obligations)
- 3 - Add more MRF capacity to region
- 4 - Recovery standards if disposing >50,000 tons (or... "lift caps" with a commitment to public obligations and recovery)

Options Narrowed by Subcommittee

- 1 - Focus on refinements to Scenario 4, develop details.
- 2 - New transfer stations will provide (or pay for) some level of public service:
 - ✓ HHW collection events
 - ✓ Public self-haul customers
 - ✓ New requirement for recovery or similar commitment
 - ✓ Other commitment?

Opportunity for SWAC to comment on direction of the Subcommittee...

- ✓ Subcommittee to narrow focus on developing details for the Scenario 4 concept...
- ✓ Any other issues?

Next Steps: Focus of Subcommittee

- 1 - Develop details and describe level of commitment to deliver specific services.
- 2 - Compare costs, benefits and other impacts on the regional system.
- 3 - Develop amendments to RSWMP, Code and Administrative Procedures.
- 4 - **Timeline:** Deliver recommendations to SWAC in February.

EXECUTIVE SUMMARY

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

Overview:

Attached is the first draft of the Year 11 (FY 2000-01) Partnership Plan for Waste Reduction. Since 1990, Metro and its local government partners have developed cooperative waste reduction and recycling plans to implement the region's programs.

These plans, implemented by both Metro and local governments, are designed to:

- build on the foundation of the Regional Solid Waste Management Plan,
- contribute to the accomplishment of state and regional waste reduction goals,
- provide regional continuity among the various local government and Metro programs.

Through this and other programs, Metro and local governments have worked together to provide:

- single and multi-family residential recycling services,
- curbside yard debris collection, home composting education,
- waste reduction consultations to businesses,
- in-school programs for students and teachers,
- hazardous waste public outreach and education, and many other valuable programs and services.

New Structure, Focus and Format:

Despite successes in the residential sector, findings from the recent State of the Regional Solid Waste Management Plan Report indicate a need to place more emphasis and resources on three critical areas: Commercial waste reduction and recycling; construction and demolition debris management; and recovery of organic wastes. The Year 11 planning process brings together a new and focused approach to these three critical areas while continuing to support and maintain our existing programs.

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

- **Part I: New Initiatives in Commercial, C&D and Organics**
These new initiatives form the core of the work and activities to be implemented in the region over the next three years.
- **Part II: Targeted Competitive Grant Program**
This section provides competitive grant funds and a structure to target RSWMP practices that are not otherwise addressed in other program plans and for which other sources of funding are not available.
- **Part III: Maintenance Programs**
Part III tracks and supports the backbone of established programs in the region that must be continually maintained by local government and Metro services.

Timeline and Process:

The draft Year 11 Plan is now entering its review and comment stage. The Plan is now being introduced to the Solid Waste Advisory Committee (SWAC) for discussion and comment. Copies of the draft will be sent out for public comment during January and February. First drafts have also been forwarded to Council for review and comment. Interested parties' comments and input will be considered and integrated into the plan where appropriate, and second and third drafts will then be circulated to interested parties, SWAC and Council. By March, the final draft will come before SWAC and then the Council REM Committee and the full Council for final comment and approval.

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

December 22, 1999

Overview:

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

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

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

Plan Structure and Format:

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

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

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

Part II provides competitive grant funds and a structure to target RSWMP practices that are not otherwise addressed in other program plans and for which other sources of funding are not available. This portion of the program also

seeks to support creative methods for addressing solid waste issues. Each year, an area or areas of focus will be developed based upon targeted needs or regional priorities.

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

Annual Work Plan Development and Approval Process Schedule:

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

Link to the Regional Solid Waste Management Plan Recommended Practices:

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

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

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

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

waste reduction and recycling, construction & demolition debris recovery, and commercial organic waste reduction and recovery.

Measurement of Progress:

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

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

Overview:

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

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

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

- Development of a new approach to the waste reduction planning process that results in unified, measurable, accountable and targeted work plans.
- Increase regional recovery by concentrating on the lagging sectors of commercial, organics, and construction and demolition (while continuing to support existing strong recovery from the residential sector.)
- Identify areas within these lagging sectors on which to focus cooperative waste reduction activities.
- Identify emerging issues in waste reduction planning that may need special attention – e.g., co-collection.
- Integrate the results of new initiatives into the State of the Regional Solid Waste Management Plan Report, DEQ Waste Composition Study and other recycling and solid waste data and studies.
- Determine the resources required for these new initiatives and measurement/reporting activities.
- Regular evaluation of the focus areas to ensure they remain relevant.

New Initiatives Program Plan, Administration and Timeline:

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

Commercial:

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

Of the 20 actions identified by the Task Force, seven received a ranking greater than 3 on a five-point scale. These seven actions comprise the plan recommendations that follow. (Actions are listed in order of decreasing priority.)

1. *Market development:* Increase market development efforts, both regionally through Metro and statewide through the Oregon Market Development Council. Develop markets for new materials and local markets for recycled feedstock that might offer higher scrap prices.
2. *Assess disposal bans for selected materials:* This proposal needs greater review by stakeholders, including haulers, private recycling collectors, processors, markets, disposal facilities, businesses and the public. In

particular, issues such as enforcement, market price impact and flow control need to be reviewed.

3. *Expand local governments' technical assistance to businesses on waste prevention, buy recycled and recycling:* The current technical assistance program of waste evaluations needs to be assessed for its effectiveness in increasing recovery tonnage. Data collection for future technical assistance programs needs to be standardized by local governments to allow easier monitoring. Staffing needs to be increased to provide greater follow ups at each business and to expand the number of targeted businesses.
4. *Implement design review ordinances for recycling collection areas in new buildings:* Some local governments have adopted an ordinance, but do not have dedicated staffing to monitor submitted plans and compliance. Adoption of an ordinance and adequate staffing are needed to ensure that the new construction in the region will have adequate recycling space to enable full participation in reaching the region's recycling goals.
5. *Promote commingling:* Mass media outreach programs were not generally seen as being as effective in reaching businesses as they are in reaching households. However, the development of commingled collection and processing capacity in the region was seen as an important shift in how recycling service was provided. Awareness of this new service level would be especially important to businesses facing space and resource limitations in implementing new or expanded recycling collection. In this case, a regional media outreach program was thought to be effective.
6. *Target outreach to promote waste prevention:* Specific outreach campaigns and technical assistance should target activities (double-sided copying) and packaging (reusable transport packaging) that increase waste prevention. Specific campaigns offer the greatest likelihood of implementing an evaluation system.
7. *Review regional commingled processing capacity:* Ensure the region has adequate commingled processing capacity for commercial recycling with equitable access by the region's collectors and that these facilities are capable of meeting high standards for material quality.

Construction & Demolition Debris:

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

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

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

There are four components of Track 2:

- A. Promotion and education targeting C&D generators on source separated recycling methods and how to take advantage of post-collection recovery options.
- B. Recycling requirements: Require that certain C&D loads be processed before disposal. *(An extended stakeholder process will be undertaken before proceeding with this recommendation.)*
- C. Recycling Requirements: Ban the disposal of certain materials commonly found in C&D waste loads. *(An extended stakeholder process will be undertaken before proceeding with this recommendation.)*
- D. Create incentives through the Metro System Fee Credit Program for post collection recovery facilities to increase their recovery of recyclables from C&D loads.

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

Commercial Organics:

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

The plan takes a two-track approach to organic waste management. The first track emphasizes waste prevention, donation and diversion. This is considered to be a least-cost approach as preventing the generation of the material in the

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

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

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

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

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

Program Administration and Reporting:

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

year-end progress reports will be the responsibility of the work teams. As part of the overall Year 11 Program Plan, each work team will be responsible for production of a year-end report on the progress made in the region.

Part II: Targeted Competitive Grant Program

Overview:

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

Format and Structure:

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

- 1) submit a proposal in the focus area(s), **OR**
- 2) propose a project outside the focus area(s) and demonstrate that there is a true need for this approach that is not being addressed through new initiatives, maintenance programs or other means. Alternative programs must also demonstrate that they contribute to meeting RSWMP goals.

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

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

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

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

Reporting:

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

Part III: Maintenance of Existing Programs

Overview:

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

Maintenance Program Plan Format, Structure and Timeline:

The Maintenance Program format is intentionally simple and straightforward. Local governments and Metro will each complete the attached chart, detailing the outreach, education and collection programs currently implemented and the efforts each will engage in to maintain these programs. This will provide a comprehensive regional picture of the existing programs implemented and maintained by local governments and Metro.

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

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

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

Annual Allocation:

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

The FY2000-01 allocation for the City/County of _____ equals \$ _____. This represents _____% of the overall City/County solid waste and recycling budget.

Program Overview Narrative:

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

PLANNED MAINTENANCE ACTIVITIES FOR FISCAL YEAR 2000-01

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

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

Appendix A

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

PLAN DEVELOPMENT SCHEDULE

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

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Appendix B

New Initiatives in Waste Reduction Draft 3-Year Plans

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

REGIONAL SOLID WASTE ADVISORY COMMITTEE
Meeting of Wednesday January 19, 2000
Agenda Item VI. Household Hazardous Waste Plan

Introduction

In December, draft amendments to the Regional Solid Waste Management Plan related to the new hazardous waste program initiatives were distributed. Over the past month, staff received comments from several SWAC members.

Staff has prepared a list of potential changes to the draft in response to these comments. Five groups of changes have been prepared and are summarized below. A line numbered and redline version showing the changes follows.

These proposed changes will be the basis of the SWAC discussion on January 19th. Any additional comments on the draft will also be welcomed during the discussion.

Proposed Changes

1. Stronger emphasis on eliminating or reducing use of hazardous products

Two SWAC members commented that the draft language appeared to focus on reducing risks only after households had purchased a product. They asked for a greater emphasis on eliminating or reducing the use of hazardous products and on the use of alternative non-hazardous products. Staff agrees that better language showing that the plan is premised on the elimination and reduction of toxics is needed. The following changes are proposed:

- a) Add language to both Goal 13 and Objectives 13.1 stressing the elimination and reduction of toxic products.

See redline page 1, lines 16-21

- b) Delete the word "improper" as used in the phrase "reducing the risks from improper use, storage or disposal of hazardous products."

The current phrase is confusing and misleading. It could be misread with "improper" applying just to "use" rather than also to storage and misuse. The intent was to point out how risks can arise all along a hazardous product's lifecycle. This misreading can also lead to a further confusion that the plan is recommending "proper use" as an alternative to "improper use." In fact, the primary recommendation is always to eliminate use or find an alternative.

See p 1, ln 12, 42; p. 2, ln. 6, 18, 28, 40; p. 3, ln. 40

- c) Add language at several additional points in the draft increasing the emphasis on education for reduction.

See p. 1, ln. 40-41; p. 2 ln. 2-3; 33

2. Clarification of the potential role of Shared Product Responsibility initiatives

Several comments were received that staff believes can best be addressed by revising the Shared Product Responsibility strategy statements.

One member, while endorsing the SPR strategy, believes it does not go far enough. The request is that the plan address making manufacturers, retailers, and buyers of hazardous products take responsibility for the collection and disposal costs currently borne by the general public disposal system. In a related comment, objection was made to the elimination of the previous plan's recommendations on seeking alternative funding (e.g. through product disposal fees). The suggestion was also made that consumer education programs address product hazards and proper disposal instructions rather than what the member believed were ineffective messages on buying only what was needed. Another member pointed to the potential inefficiencies that may result from treating all product wastes as equally hazardous.

In the revised SPR strategy section, staff tried to address these concerns in the following manner:

- The description SPR has been reworded to cover taking responsibility for "managing the costs and other impacts of a product on society and the environment." Staff would also point out that SPR approaches are not incompatible with more comprehensive strategies that might be adopted at a state or national levels. There are several complementary initiatives proceeding in the region that staff will be reporting to SWAC about.
- The SPR discussion points out how new collection options for products when safe and appropriate (e.g. latex paint) may increase the efficiency of the system.
- An explicit endorsement of disposal charges.

See page 3, lines 2-33

3. Explain the evolution of the plan

A member commented that because that the draft new language replaced the previous plan an introductory paragraph explaining the change in focus was needed. Staff concurs and drafted a new paragraph to address this concern.

See page 1, lines 33-38

4. Efficiency and effectiveness

Comments were received from a member on the need to ensure the programs looked to improve efficiencies and costs, particularly by looking at what was being done in other areas. Staff concurs and made the following modifications:

- a) Objective 13.3 was modified by adding "efficient and environmentally sound" to describe disposal services

See page 1, line 23

- b) A new bullet was added to the Strategic Framework directing the program to continue to look to other areas for new ideas.

See page 2, lines 21-22.

5. Other changes

- a) A SWAC member commented that it was a regional plan so the reference at the start of Part II to "Metro's" hazardous waste plan was incorrect. Staff strongly agreed and has deleted the word "Metro's".

See page 1, line 31 ;

- b) The word "facilities" under strategy 5 was a typo and was deleted.

See page 4, lines 14;

**DRAFT RSWMP RECOMMENDED LANGUAGE
FOR HAZARDOUS WASTE CHAPTER**

Part I – Proposed Revisions to Goal 13 RSWMP Page 5-8.

Goal 13

Toxics Reduction

Protect the environment, residents of the region and workers who collect, transport, process and dispose of waste by eliminating or reducing the risks from improper use, storage and disposal of hazardous materials by households and small businesses.

Objective 13.1 Manage hazardous waste based on the Environmental Protection Agency's hierarchy of "reduce, reuse, recycle, treat, incinerate and landfill."

Objective 13.2 Educate residents of the region about alternatives to the use of hazardous products, reducing generation and proper disposal methods for hazardous waste.

Objective 13.3 Provide convenient, and safe, efficient and environmentally sound disposal services for hazardous waste that remains after implementing prevention and reuse practices.

Part II – Proposed Revisions to Recommended Strategies - RSWMP Pages 7-28 to 7-32

Solid Waste Facilities and Services - ~~Metro's~~ Hazardous Waste Program

The recommended strategies presented here follow a different format from those in the original RSWMP 1995–2005. The revised format focuses on setting forth a strategic direction for the hazardous waste program as opposed to specific implementation details. The revised format places strategies for education for waste reduction and targeting programs to reduce risks to health safety and the environment at the center of the program. The Plan recommends the following strategies:

1. Pursue a strategic direction that emphasizes non-hazardous alternatives, waste reduction education and a risk reduction perspective.
2. Focus outreach and education programs on reducing risks from ~~improper use,~~ storage or disposal of hazardous products.
3. Incorporate a shared product responsibility approach to managing hazardous wastes.
4. Design collection services to target reduction of identified risks and to include an integrated education component.
5. Utilize public and private solid waste facilities efficiently and effectively for the delivery of education and collection services.

- Increasing the convenience of collection events to targeted households by locating events more accessibly throughout the region.
- Integrate hazardous waste prevention education into collection events. Techniques such as reducing the size or increasing the duration of collection events will be used.
- Regional funding of the collection services.

5. Facilities - Utilize public and private solid waste facilities efficiently and effectively for the delivery of education and collection services.

Metro's two permanent collection facilities will provide the infrastructure necessary to process hazardous wastes received at solid waste facilities and collection events.

The strategy facilities will require:

- Continued operation of the two permanent Metro hazardous waste facilities.
- Ensuring education programs are integrated into collection services at facilities.
- Utilizing private solid waste facilities where appropriate for collection events.
- Regional transfer stations that accept public customers to provide opportunities for these customers to dispose of their household hazardous waste.
- Monitoring and analyzing usage patterns of facilities and events, and assessing the effectiveness of education programs.
- The need for any additional permanent facilities to be re-assessed in five years.

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