

A G E N D A



METRO

MEETING: REGIONAL SOLID WASTE ADVISORY COMMITTEE

DATE: Monday, November 17, 2003

TIME: 3:15 p.m. – 4:55 p.m.

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

5 mins. I. Call to Order and Announcements Susan McLain

Announcements

Responses to Issues from the September 15th Meeting

**Approval of Minutes*

10 mins. II. Solid Waste & Recycling Director's Update Mike Hoglund

25 mins. III. *Updating the Regional Solid Waste Management Plan Janet Matthews

Preliminary planning for the RSWMP update project is underway. The long-range planning and policy document will be revised for the next ten years (2005-2015), and Metro is seeking significant involvement from SWAC over the next 12 to 18 months. The purpose of this agenda item is to discuss: a) the scope and schedule for the project; and b) SWAC's participation in the process.

20 mins. IV. 2002 Regional Recovery Rate and Analysis Steve Apotheker

The purpose of this agenda item is to report on the Metro region's progress toward meeting material recovery goals and program level targets for 2002.

35 mins. V. Current Research Paul Ehinger & Tom Chaimov

Solid Waste and Recycling Department staff are in the process of completing two projects for use in upcoming agency decisions: 1) a Regional Transfer Capacity Analysis; and 2) a Metro Transfer Station Cost Model. This informational agenda item is intended to summarize each of these projects and their applications.

5 mins. VI. Other Business and Adjourn Susan McLain

** 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 Susan McLain (797-1553)
Staff: Janet Matthews (797-1826)

Alternate Chair: Councilor Rod Park (797-1547)
Committee Clerk: Michele Adams (797-1649)

Executive Summary

Solid Waste Advisory Committee September 15, 2003

I. Call to Order and Announcements

Susan McLain

- Approval of Minutes: Mr. Korot motioned to approve the summary; Mr. Winterhalter seconded the motion; none opposed; the Executive Summary passed as read.

II. Solid Waste & Recycling Director's Update

Mike Hoglund

- Mr. Hoglund acknowledged American Compost and Recycling for addressing concerns relating to lentils they had accepted outside of their Metro license authority. Metro fined ACR \$28,000, and ordered that they remove the lentils from their site prior to the Labor Day weekend.
- A Recycling Credit Evaluation Task Force, comprised of six representatives from the business and academic communities has been convened to look at how Metro applies Regional System Fee Credits to material recovery facilities and licensed franchises for recovery in excess of 25% of dry waste. Council President Bragdon appointed this group, and charged them with reporting back with recommendations for the program based on effectiveness of the Regional System Fee Credit Program relative to other priorities. A RSWMP Contingency Plan Work Group has also begun meeting to recommend contingency plans for meeting the 62% waste prevention and recovery goal. Councilor McLain added that Council is trying to be pragmatic in allocating resources and wants to ensure that money is spent in effective ways. These two groups will advise Council, but will not be setting policy.
- Mr. Hoglund informed SWAC that Council Work Sessions now begin at 1:00 p.m. The Council will have a solid waste policy discussion Tuesday (September 16th), following on several that they have already had.
- Bob Martin is now a County Planning Director, and tomorrow he is on the ballot as a contender in this country's first election of a Planning Director.

III. "Landfill Legacy" Report, Part II

Joanna Karl

Ms. Karl explained that the Solid Waste & Recycling Department's Strategic Plan indicated that the Department looks to provide environmental leadership. This project to inventory old landfills grew out of that objective, as old, unregulated closed landfills may pose long-term risks to health, safety, and the environment. The environmental risks include methane, leachate, buried toxics and differential settling of sediments. Many old forgotten landfills have been located, and the region now has a fairly complete inventory that can be used by other public agencies and citizens. Ms. Karl briefly covered the DEQ's role in investigating and cleaning-up landfills, and the funding for doing so. Ms. Karl suggested that Metro could periodically update and distribute this report to interested parties, could maintain this information on a website, and that Metro is qualified to operate and maintain environmental improvements at closed landfills, if funding can be secured.

Ms. Chaplen asked what environmental improvements could include. Mr. O'Neil replied with a couple of examples – ongoing environmental monitoring and maintenance of gas collection systems.

Ms. Chaplen suggested that public planning and public works departments would find this information very useful and asked that it be distributed and placed on the web if possible.

Mr. Zimmerman asked what DEQ's role is and why Metro, rather than DEQ, compiled this research. Mr. Spencer, DEQ, said that this information is useful for DEQ because many of these landfills were in operation before DEQ existed, and DEQ has not had the resources to complete this type of inventory.

IV. Strategic Plan Update

Janet Matthews

Ms. Matthews explained the difference between the Strategic Plan and the Regional Solid Waste Management Plan (RSWMP). The Strategic Plan is Metro's plan (updated bi-annually), whereas the RSWMP is administered by Metro for the region, and it requires cooperation among a number of parties.

The Department's management team recently completed an update of the Plan, which resulted in seven strategic goals and thirty-eight objectives. The goals relate to toxicity reduction; waste reduction; education; operation, regulation and enforcement; regional disposal services; rates and revenue; and environmental leadership. Ms. Matthews then summarized the objectives identified to reach each goal. Following discussions with Council, this information will be disseminated to staff who will then revise or develop implementation plans. Results will be monitored and progress reported over time.

Councilor McLain suggested that she has questions regarding the implementation plan for Objective 3.3.

Mr. Phelps questioned funding mechanisms for Objective 2.3? Will funding be provided for infrastructure? Ms. Matthews said that this objective is intended to follow-up on the work of the Task Force on the Contamination and Loss of Recyclable Materials. Staff are conducting inspections of materials at material recovery facilities, will analyze that information, and then report back to the SWAC prior to taking action.

Mr. Phelps questioned Objective 6.2 regarding rate regulation. Who determines when industry participation fails, what is the criterion upon which the failure will be determined, and how will rates be evaluated as reasonable or unreasonable? Ms. Matthews explained that the Metro Council will make those determinations and how they will make those determinations has not been decided. The Council has not indicated that it is a priority for them to put the tools for rate regulation in place, but may explore this issue to some extent during the RSWMP update process.

Mr. Phelps asked if, as part of Objective 6.3, the Rate Review Committee will be asked to reexamine the rate structure as they have offered to do. Councilor McLain said that the first RRC meeting is planned for October 1 and they will hear about issues that impact the rate structure and may examine it at some point.

Mr. Phelps asked for clarification on Objective 7.3; the meaning of sustainable business practices. Councilor McLain suggested ENACT, Metro's in-house sustainability committee, as an example of Metro's commitment to sustainable business practices. Ms. Matthews added that ENACT is an agency-wide group and the Department is looking for additional ways to advance sustainability, such as procuring biodiesel fuel.

Mr. Phelps asked if there would be a requirement for the Council to examine cost analysis of recommended policies in this Plan. Councilor McLain replied that the Council reviews programmatic performance measures, including cost analysis during the budget process. Ms. Matthews said that any legislative staff report includes fiscal impact information, and that the RSWMP also addresses fiscal impacts.

Mr. Merrill indicated that the issue addressed in Objective 5.3, evaluate the need for additional disposal capacity in the region, has been brought up many times as "evaluate the need to evaluate" and is addressed through the RSWMP process, but this suggests that the need will be identified. Mr. Merrill recalled that past discussions have been about whether or not the private marketplace should decide if more capacity is needed. Councilor McLain said that Metro is concerned with maintaining adequate market share to cover public debt and ensuring that adequate public services are available, whereas *private facilities may only be concerned with their market share and profits*. It is Metro's roles to ensure that the public's interest is protected and that adequate services are provided. Ms. Matthews added

that Metro has always had a market-oriented approach, but the Council is interested in evaluating that approach, partly through the RSWMP update process.

Mr. White stated that Objective 5.3 concerns haulers if think they may want their own facility in the future because the word "need" is subjective. This need is not a pure objective analysis of need, and even if it is, then whose need is it. This is an area of concern for the company trying to position itself for the future. Ms. Matthews clarified that the intention of this objective is to conduct research on the generation, the capacity and projected need in the future. This research and analysis will be provided to Council as a tool for them. Need may not be right word; this objective is intended to recommend research as opposed to policy analysis. Councilor McLain agreed that Metro's position as a facility owner and regulator is difficult to balance. Mr. Hoglund added that this research is important to us in helping Metro evaluate market to regulation scenarios.

Councilor McLain closed by suggesting that Ms. Matthews should return to SWAC with updates on Council's review of the Strategic Plan.

V. RSWMP Contingency Plan Work Group Update

Lee Barrett

Mr. Barrett reviewed the RSWMP Contingency Plan Work Group's (CPWG) Work Plan, including information on the Group's purpose, charge, schedule and membership, which was included in the agenda packet. Thus far, the CPWG has met twice. The first meeting provided background. The second meeting included discussion on specific ideas for improving recovery in the construction and demolition sector – namely, required MRFing of all dry loads, and required MRFing of construction and demolition loads only. This discussion will continue at the next meeting and all waste sectors will be addressed in this manner to develop ideas and methods that the CPWG thinks will improve recovery. This CPWG's recommendations will be passed on to other groups that address each of the waste reduction initiative areas. The Initiative groups will provide detailed suggestions, implementation feasibility and other feedback on each of the CPWG's ideas.

Councilor McLain suggested that the CPWG might provide a preliminary report prior to their recommendations being refined by the Initiative groups so that they don't spend a lot of time on ideas that SWAC and Council do not agree with. Mr. Barrett agreed that Councilor McLain's idea is good, but on the other hand, does not want the Council or SWAC to spend time on ideas that are not feasible to implement. Councilor McLain and Mr. Barrett agreed to work out the process and report back to Council and the SWAC.

Mr. Barrett conveyed that the first preliminary discussion indicated the Group's inclination to recommend all dry loads be MRFed. Mr. White agreed with this appraisal. He then took this opportunity to caution against rushing the process; to take time to address the question of, 'at what cost?' He urged Metro and the CPWG to take the time to accept testimony from all parties to understand the implications of all options. For example, Metro may need to raise the tip fee to make up for tonnage lost due to required MRFing requirements. Mr. Barrett agreed and added that the Council will make all final decisions and public testimony will be considered in that Forum, but that the range and impact of costs will be identified by the CPWG, as well. Mr. Phelps pointed out that Mr. White's comments illustrate his earlier comments on cost effects of strategies.

Mr. Barrett closed by acknowledging that the Group's work plan and schedule are ambitious, but the Group is taking these issues seriously and is dedicated to reporting recommendations to Council by the end of the year.

Councilor McLain asked if there were any further comments or suggestions, particularly those addressing this Group's consideration of current programs or the current regional solid waste system. Ms. Chaplen noted that local government franchise rate-setting processes can be impacted by costs associated with implementation of any new programs or processes. Mr. Phelps agreed that having costs recovered during local rate-setting processes is important, but doesn't always happen.

VI. Other Business and Adjourn

Susan McLain

Ms. Matthews mentioned that reports on capacity research and the cost model, and updated recovery rate information may be timely for the next SWAC meeting.

Ms. Gilliland confirmed that DEQ is planning the 2002 recovery rates announcement for September 30.

As there were no further comments or business, Councilor McLain adjourned the meeting.

Documents to be kept with the record of the meeting (copies available upon request):

Agenda Item III:

- Included in agenda packet: "Our Landfill Legacy: Portland Region Landfills Closed Since 1960 and their Impact on our Urban and Natural Environment"
- PowerPoint Presentation, "Our Landfill Legacy"

Agenda Item IV:

- Included in agenda packet: "Strategic Direction" (updated Solid Waste and Recycling Department's Strategic Goals and Objectives)
- PowerPoint Presentation, "03/04 Strategic Plan: Proposed Revisions to SW&R Department's Strategic Direction"

Agenda Item V:

- Included in agenda packet: "RSWMP Contingency Plan Work Group Work Plan", "Work Schedule" and "Meeting Schedule"

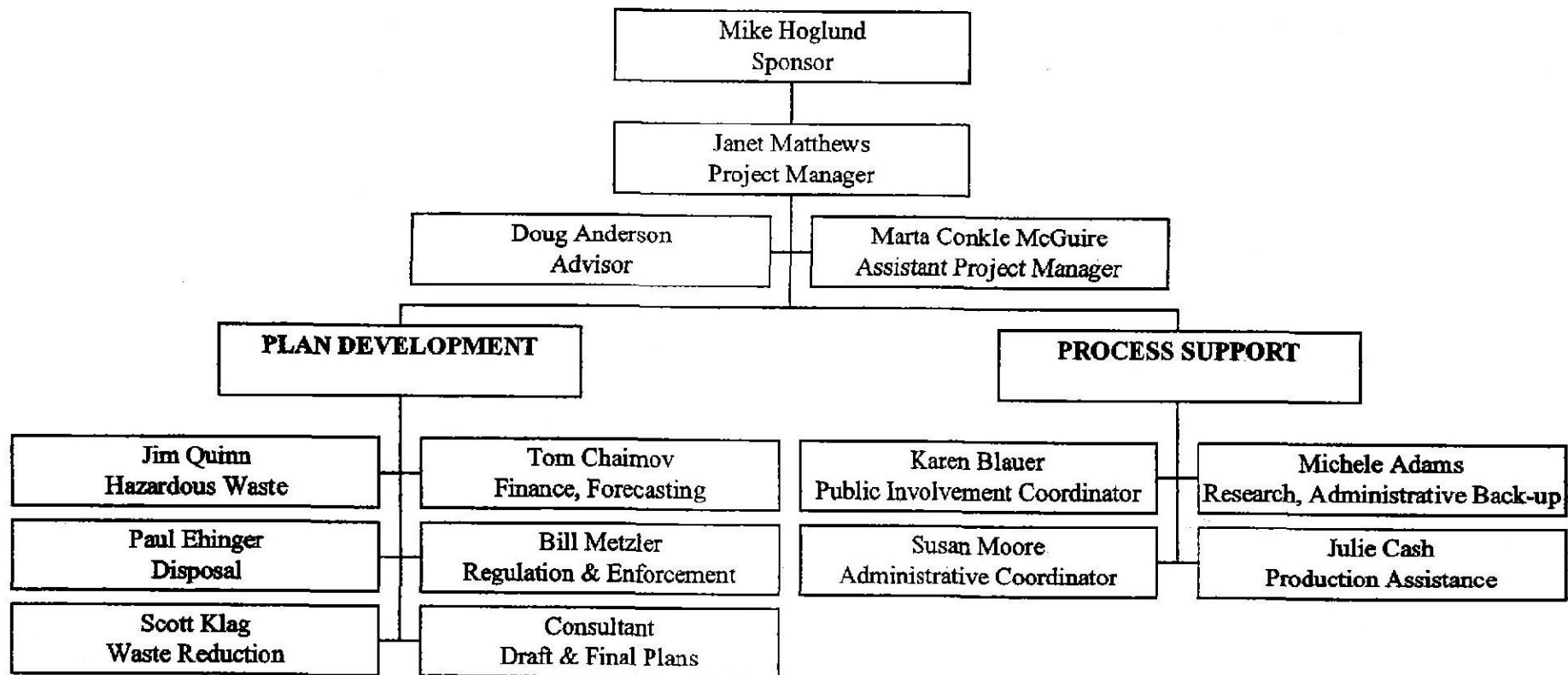
**RSWMP Update Project
Phases and Major Tasks
November 2003**

Task Name	Start	Finish
Phase 1: Preliminary Planning Tasks	Wed 10/1/03	Fri 1/16/04
1.1 - Establish scope	Wed 10/1/03	Fri 1/16/04
1.2 - Identify, assemble & charge Dept. team	Thu 10/9/03	Fri 11/21/03
1.3 - Develop RFP for consultant	Mon 11/10/03	Wed 12/3/03
1.4 - Develop public outreach plan	Mon 11/10/03	Wed 1/14/04
1.5 - Hire project consultant	Wed 1/7/04	Fri 1/16/04
Phase 2: Assessment, Outreach, Research & Analysis	Tue 11/11/03	Fri 6/25/04
2.1 - Assess current Plan	Tue 11/11/03	Fri 12/19/03
2.2 - Develop work breakdown plans	Mon 12/22/03	Fri 1/16/04
2.3 - Interview stakeholder groups	Mon 1/19/04	Wed 2/25/04
2.4 - Develop research and technical analyses	Mon 1/19/04	Fri 5/7/04
2.5 - Review research and other inputs with stakeholders	Mon 5/10/04	Fri 6/25/04
Phase 3: Draft Update Development	Mon 6/28/04	Fri 8/13/04
3.1 - Develop drafts for each section of plan	Mon 6/28/04	Fri 8/13/04
Phase 4: Draft Update Review	Mon 8/16/04	Fri 2/18/05
4.1 - Department review of draft RSWMP update	Mon 8/16/04	Tue 9/28/04
4.2 - Distribute/discuss draft with stakeholders	Wed 9/29/04	Fri 11/26/04
4.3 - Produce responsiveness summary	Mon 11/29/04	Tue 1/11/05
4.4 - Discuss significant modifications for final draft with stakeholders	Thu 1/13/05	Fri 2/18/05
Phase 5: Final Update Development and Review	Mon 2/21/05	Fri 7/8/05
5.1 - Revise draft	Mon 2/21/05	Wed 3/23/05
5.1a - Complete technical appendices	Mon 2/21/05	Wed 3/23/05
5.2 - Department review of final RSWMP update	Wed 3/23/05	Wed 4/6/05
5.3 - Review by DEQ	Wed 4/6/05	Fri 5/6/05
5.4 - Draft and file ordinance & staff report	Mon 4/25/05	Thu 5/26/05
5.5 - Public hearings at Council	Thu 6/9/05	Thu 6/23/05
5.6 - Consideration by Council	Thu 6/23/05	Thu 6/23/05
5.7 - Review by EQC	Mon 5/9/05	Fri 7/8/05
Phase 6: Final Plan Production	Mon 7/11/05	Tue 8/9/05
6.1 - Print updated RSWMP	Mon 7/11/05	Tue 7/26/05
6.1a - Print separate executive summary	Mon 7/11/05	Tue 7/26/05
6.2 - Post updated RSWMP on Metro website	Tue 7/26/05	Mon 8/8/05

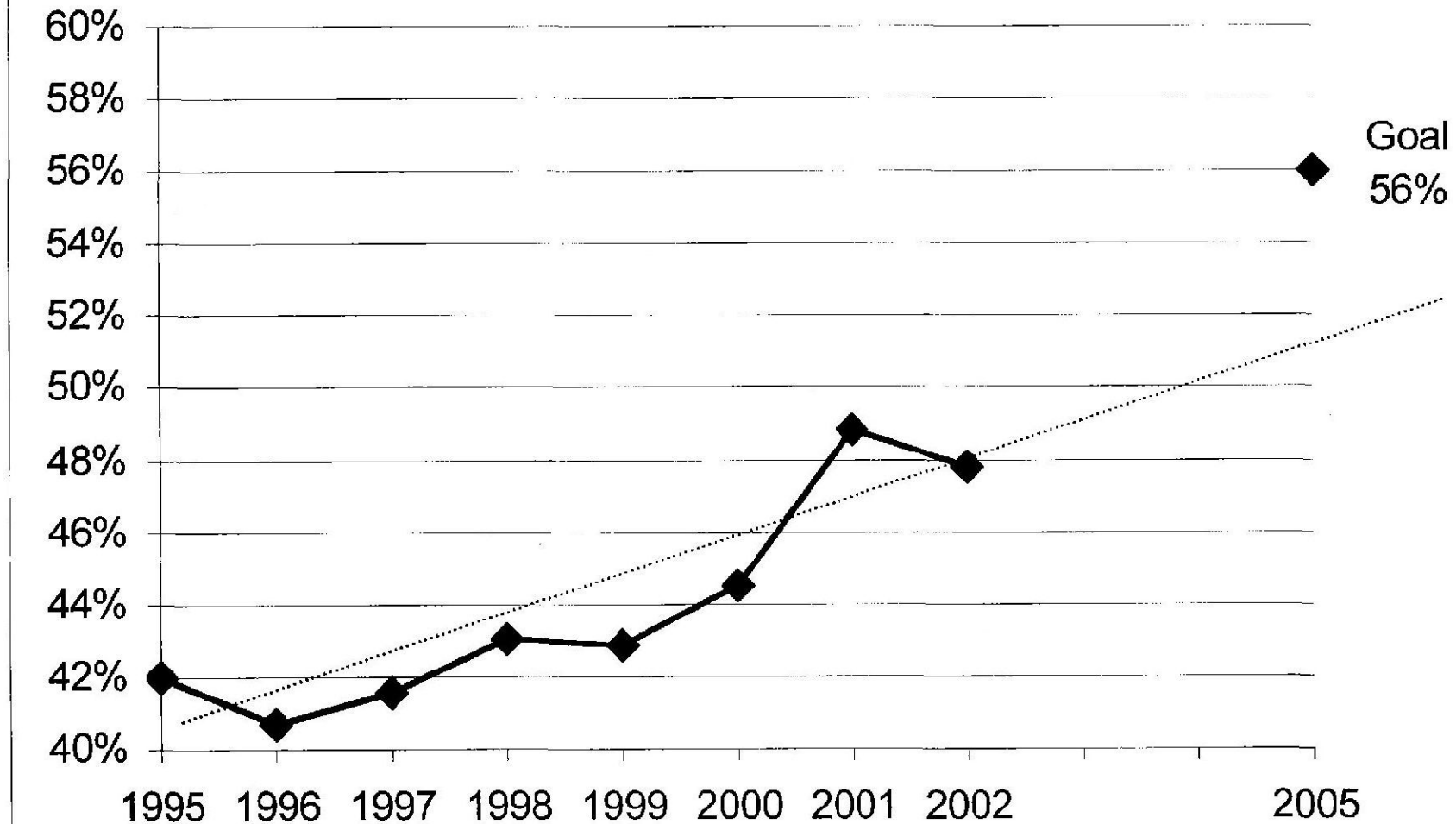
Exh. A

Exhibit B

RSWMP UPDATE PROJECT



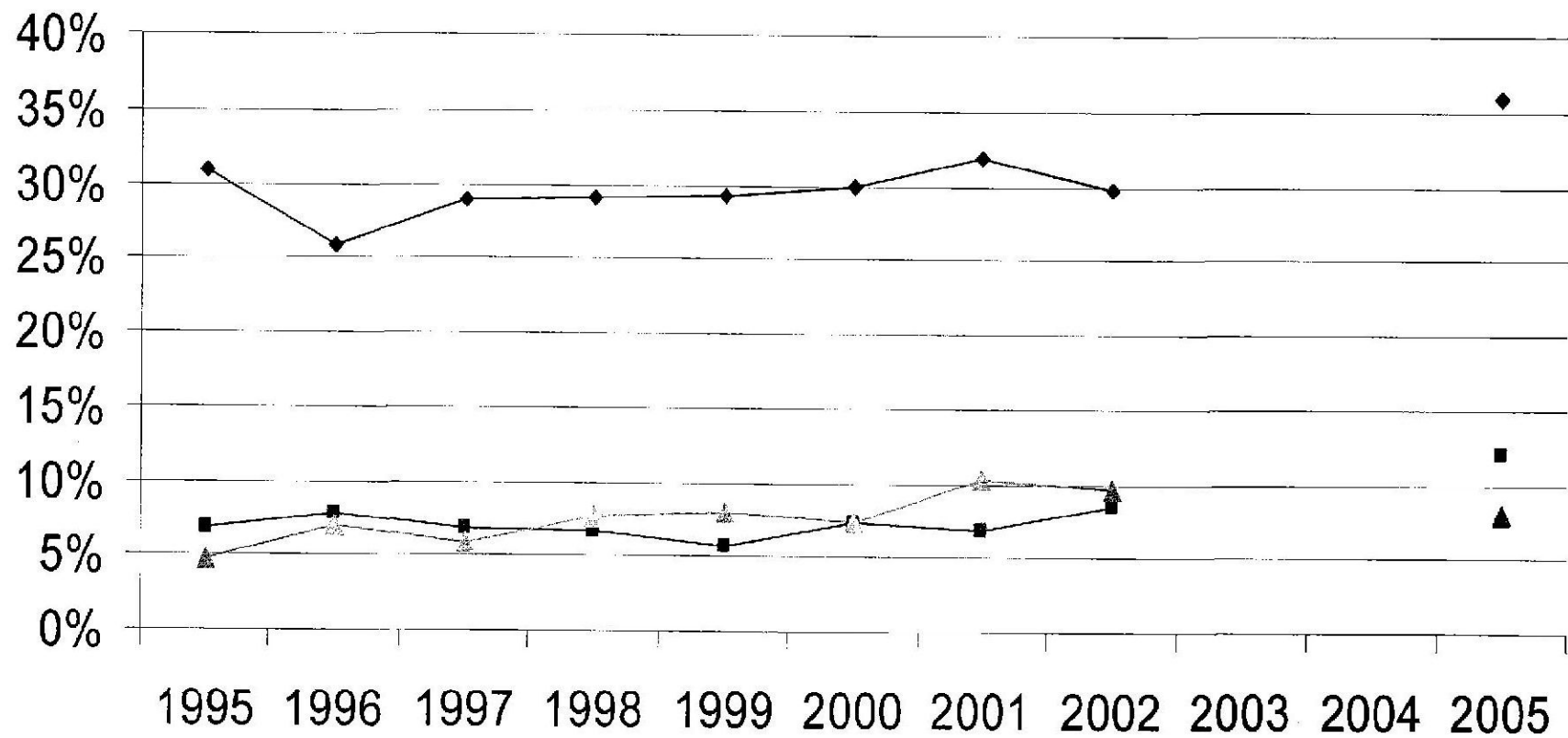
Metro Region Recovery Rate



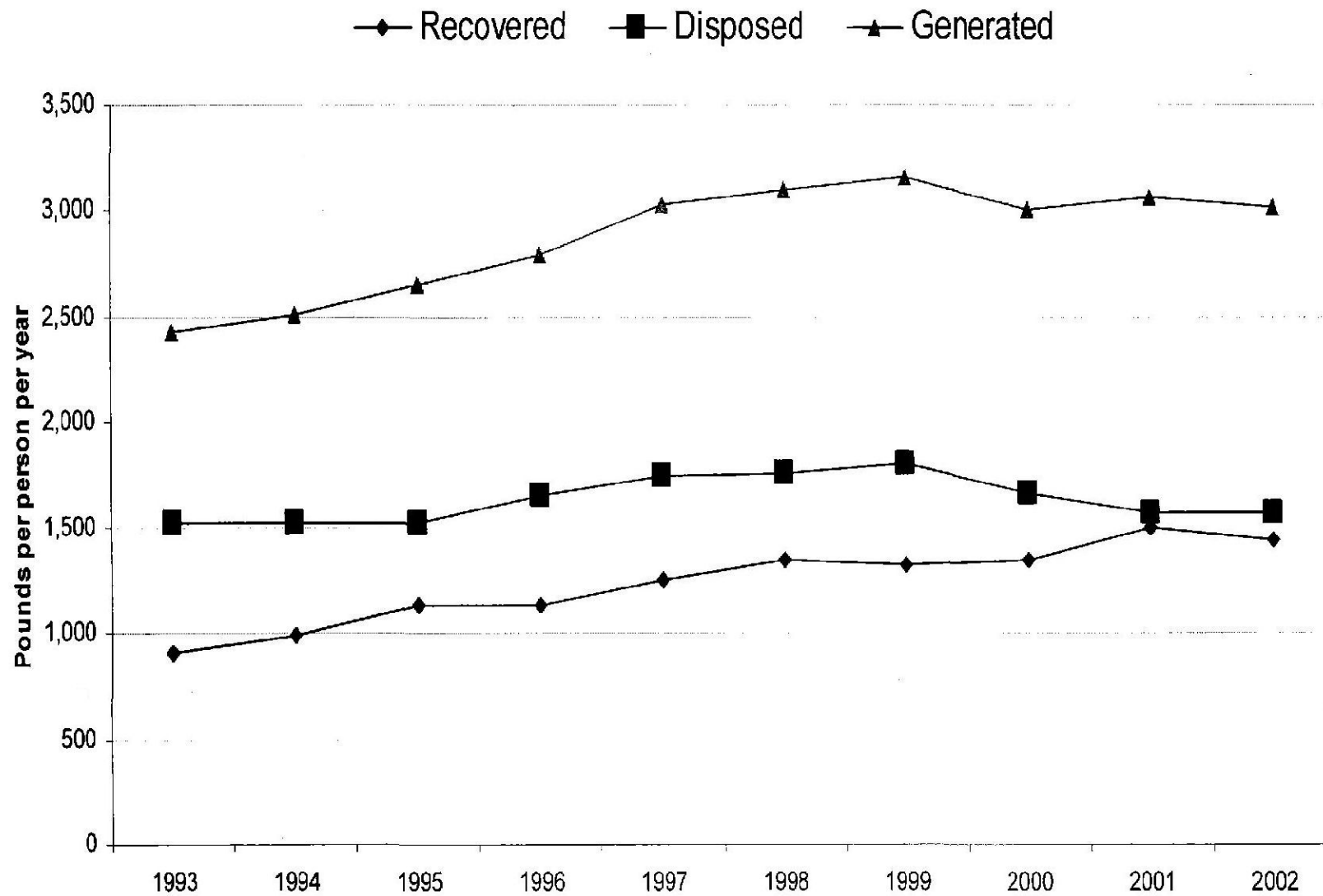
Exh D-1

Metro Region Recovery by Disposition

—◆— Recycling —■— Composting —▲— Energy



Per capita disposal, recovery and generation in the Metro Region



Exh D-3

Metro Substream Disposal

<u>Portland Metro Tri-county Area</u>	<u>2000</u>	<u>2002</u>	<u>Difference</u>	<u>Change</u>
Compacting Drop Boxes	102,146	114,505	12,359	12.1%
Mixed Garbage Route Trucks	184,045	194,568	10,523	5.7%
Residential Garbage Route Trucks	228,524	238,340	9,816	4.3%
Self-Haul - Regular Landfill or T.S.	124,022	129,345	5,323	4.3%
Residuals: Mixed Solid Waste Processing Fac.	91,713	94,271	2,557	2.8%
Special Purpose LF - Self-Haul	73,667	72,983	-684	-0.9%
Loose Drop Box - Regular Landfill or T.S.	117,773	101,407	-16,366	-13.9%
Commercial Garbage Route Trucks	223,578	189,631	-33,947	-15.2%
Special Purpose LF**- Hauler	72,382	51,899	-20,483	-28.3%
Tires (single material disposed)	14,867	7,713	-7,154	-48.1%
Medical (single material disposed)	949	430	-519	-54.7%
Non-counting industrial sand	0	975	975	NA
Transfer Station Recovery from Mixed Waste	-26,215	-30,304	4,089	15.6%
Total	1,207,453	1,165,762	-41,691	-3.5%

Exh. D-4

Metro Disposed Waste Composition

	<u>1998</u>	<u>2000</u>	<u>2002</u>
Food	13.9%	15.2%	15.3%
Recyclable paper	17.3%	15.3%	13.5%
Wood (all)	10.9%	9.6%	9.0%
Non-recyclable paper	7.2%	8.1%	8.2%
Metal (all)	6.9%	9.7%	8.3%
Yard trimmings	3.8%	4.5%	4.4%
Wallboard	4.3%	3.7%	4.4%
Mixed containers	4.1%	5.0%	4.4%
Roofing, recyclable	3.7%	2.5%	2.6%

Exh D-5

Winners

Material	2002	Change	Change
Yard debris	203,496	14,830	7.9%
Brick	19,910	11,813	145.9%
Other (plate) glass	4,278	2,905	211.7%
Container glass	38,542	2,893	8.1%
Food waste	11,958	2,311	24.0%
Tires	8,527	1,842	27.6%
Lead acid batteries	5,515	1,506	37.6%
Textiles	1,330	731	121.8%
TOTAL PAPER	405,290	631	0.2%
Plastic film	3,397	591	21.1%
Paint	1,158	189	19.5%
Electronics	756	175	30.2%
Fluorescent lamps	191	10	5.3%

Losers

Material	2002	Change	Change
TOTAL METALS	100,100	-27,965	-21.8%
Wood waste	210,763	-22,161	-9.5%
Roofing	11,181	-8,221	-42.4%
Gypsum wallboard	3,159	-7,227	-69.6%
Tinned cans/aluminum	9,206	-6,594	-41.7%
Rigid plastic containers	5,914	-2,201	-27.1%
TOTAL PLASTIC	10,998	-1,607	-12.7%
Carpeting -- used	418	-442	-51.4%
Used Motor Oil	22,962	-433	-1.9%

Metro Substream Disposal

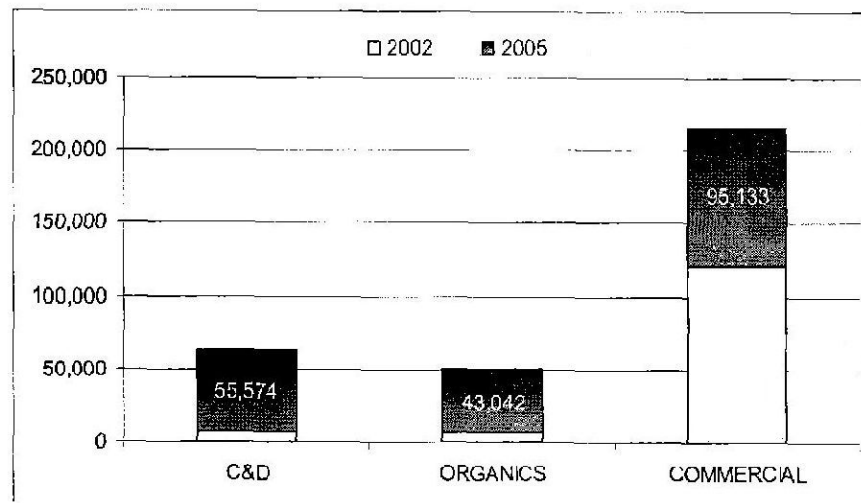
Portland Metro Tri-county Area	2000	2002	Difference	Change
Compacting Drop Boxes	102,146	114,505	12,359	12.1%
Mixed Garbage Route Trucks	184,045	194,568	10,523	5.7%
Residential Garbage Route Trucks	228,524	238,340	9,816	4.3%
Self-Haul - Regular Landfill or T.S.	124,022	129,345	5,323	4.3%
Residuals: Mixed Solid Waste Processing Fac.	91,713	94,271	2,557	2.8%
Special Purpose LF - Self-Haul	73,667	72,983	-684	-0.9%
Loose Drop Box - Regular Landfill or T.S.	117,773	101,407	-16,366	-13.9%
Commercial Garbage Route Trucks	223,578	189,631	-33,947	-15.2%
Special Purpose LF** - Hauler	72,382	51,899	-20,483	-28.3%
Tires (single material disposed)	14,867	7,713	-7,154	-48.1%
Medical (single material disposed)	949	430	-519	-54.7%
Non-counting industrial sand	0	975	975	NA
Transfer Station Recovery from Mixed Waste	-26,215	-30,304	4,089	15.6%
Total	1,207,453	1,165,762	-41,691	-3.5%

Metro Disposed Waste Composition

	1998	2000	2002
Food	13.9%	15.2%	15.3%
Recyclable paper	17.3%	15.3%	13.5%
Wood (all)	10.9%	9.6%	9.0%
Non-recyclable paper	7.2%	8.1%	8.2%
Metal (all)	6.9%	9.7%	8.3%
Yard trimmings	3.8%	4.5%	4.4%
Wallboard	4.3%	3.7%	4.4%
Mixed containers	4.1%	5.0%	4.4%
Roofing, recyclable	3.7%	2.5%	2.6%

Exh E-1

Waste Reduction Initiative Targets



Exh. E-2