

# A G E N D A

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TEL 503-797-1700 FAX 503-797-1797



**M E T R O**

**MEETING:** REGIONAL SOLID WASTE ADVISORY COMMITTEE (SWAC)

**DATE:** Thursday, October 25, 2007

**TIME:** 10:00 a.m. to Noon

**PLACE:** Council Chambers, 600 NE Grand Avenue, Portland

5 mins. **I. Call to Order**..... Kathryn Harrington

*Introductions/announcements  
Approval of minutes\**

5 mins. **II. Council Update** ..... Kathryn Harrington

5 mins. **III. Citizen Communications for Non-agenda Items**..... Kathryn Harrington

5 mins. **IV. Solid Waste & Recycling Director's Update**..... Mike Hoglund

20 mins. **V. Update on Multi-family Recycling Strategies\*** ..... Jennifer Erickson

**Information item:** *Strengthening multi-family residential recycling is a high priority for the next few years. Consistent with objectives in the 2007-2017 RSWMP, Metro and the region's local governments have begun developing and implementing a new multi-family plan that will provide uniformity to the region's programs while maintaining program independence. Staff will provide an update on the plan, activities implemented to date, and some projects that will launch over the next year.*

40 mins. **VI. Reducing Emissions Impacts from Collection Vehicles:  
A Regional Approach**..... Jim Watkins

**Action item:** *At the request of local governments and DEQ, Metro convened approximately 25 interested participants in a series of meetings this year to develop a Diesel Emission Retrofit Program for solid waste collection vehicles in the region. At the July SWAC meeting, the proposed program and an implementation plan were outlined. The implementation plan recommended that Metro fund the retrofit portion of the program, with local governments responsible for developing an accelerated replacement program for older vehicles. At the September SWAC meeting, additional information was presented on the program's emissions reduction potential and the residential rate impact for accelerating vehicle replacement. For the October SWAC meeting, DEQ will present information on regional emissions and available grant monies. Metro staff will provide additional information on commercial rate impacts. SWAC will be asked to vote on a recommendation to Council.*

20 mins. **VII. Disaster Debris Operations Plan..... Scott Klag**

**Information item:** *The 2007-2017 RSWMP includes a "Regional Disaster Debris Management Plan" in Appendix B. That policy document calls for the development of a more detailed disaster debris operations plan. To that end, Metro has engaged a consultant, Camp Dresser & McKee (CDM), to assist in the development of important parts of that operations plan. This presentation will provide an overview of the scope of work to be done under the CDM contract and a status report on work completed to date. Identifying suitable sites for the staging and processing of disaster debris is a major part of the project. This presentation will provide an opportunity to discuss how SWAC members can help with the site location process.*

15 mins. **VIII. Disposal Transport RFP\* ..... Mike Hoglund**

**Information item:** *Metro's contract with CSU to transport nearly 550,000 tons per year of solid waste from the Metro South and Central transfer stations to the Columbia Ridge landfill in Gilliam County, Oregon expires 12/31/09. Metro will be releasing a Request for Proposals in early 2008. A new carrier will be selected by mid-2008 to allow a mobilization period of 16 to 18 months prior to a new 10-year contract taking affect 1/1/10. SWAC will be provided an overview of the contracting process and schedule. Key issues and opportunities for comment will be identified.*

5 mins. **IX. Other business and adjourn..... Kathryn Harrington**

\*Denotes material included in the meeting packet

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

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

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

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

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**Proposed SWAC Agenda Items**  
November 2007 – January 2008

November 29	December 27	January 24
Sustainable operations work plan (information, discussion)	No December meeting	2008 SWAC workplan (information, discussion)
Wet waste allocation (information, discussion)		New member orientation
Business recycling update (information)		

**Key to Agenda Designations**

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

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

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

**ATTACHMENT**  
**SWAC Agenda Item I**  
**October 25, 2007**

**Regional Solid Waste Advisory Committee (SWAC)**  
**September 27, 2007 Meeting Summary**



**METRO**

600 NE Grand Ave.  
Portland, OR 97232-2736

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

Metro Regional Center, Council Chambers  
Thursday, September 27, 2007

**Members / Alternates Present:**

Councilor Kathryn Harrington	Audrey O'Brien	Dave White
Mike Hoglund	Matt Korot	JoAnn Herrigel
Glenn Zimmerman	Bruce Walker	Mike Miller
Paul Edwards	John Lucini	Jeff Murray
Janet Malloch	Ray Phelps	Theresa Koppang
Mike Leichner	Lori Stole	Dean Large
Rick Winterhalter	Ralph Gilbert	Susan Steward

**Guests and Metro staff:**

Janet Matthews	Wendy Fisher	Easton Cross
Steve Apotheker	Larry Harvey	Cyd Cannizzaro
Brad Botkin	Susan Moore	Mike Dewey
Segeni Mungai	Chuck Geyer	Tom Chaimov
Jerry Green	Jim Watkins	Gina Cubbon

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

- Councilor Harrington convened the meeting at 10:04 a.m.
- Approval of minutes: No changes were made to the July 2007 minutes, and they were unanimously approved.

**II. Council Update.....Councilor Kathryn Harrington**

- The Council has approved the Enhanced Dry Waste Recovery Program (EDWRP)
- Three public meetings regarding the draft Waste Transport Request for Proposals (RFP) are scheduled (October 8 in Condon; October 29 in Hood River; November 7 at Metro).
- Council is also working on four “pretty meaty topics” not related to solid waste, Councilor Harrington informed the group: The New Look (including regional transportation planning, investing in our communities, reserves, and performance-based growth management); the Natural Areas Acquisition Refinement Plan, a headquarters hotel near the Oregon Convention Center, and the Oregon Zoo’s Strategic Master Plan.

**III. Citizen Communications for Non-agenda Items .....Councilor Kathryn Harrington**

None.

**Solid Waste & Recycling Director's Update.....Mike Hoglund**

- Expanding on Council's approval of EDWRP, Mr. Hoglund noted that the ordinance had been approved unanimously. All MRFs and designated facilities that accept dry waste will have to process it on-site or accept only processed residual. The effective date will be July 1, 2009; the Regional System Fee Credits Program will be extended until that time. As a follow-up, Council has requested staff to review Metro's current Designated Facility Agreement (DFA) policy with regard to unlined landfills. An outline will be developed and reviewed with Council prior to moving forward. Between July-December 2008, all facilities currently holding DFAs must report how they'll meet the new program requirements.
- The public comment period for the draft Waste Transport RFP will run through November 7. Wherever appropriate, the RFP will be modified based on public comment. Council will then authorize release of the final RFP in mid-December or early January. Proposers will have six weeks to make their submission.
- Paul Ehinger and Matt Tracy are heading up a study of self-haul in the region. The study will look at public and commercial self-haul patterns and demand. A number of tools will then be evaluated, such as tip fees and transaction charges, redeployment of services to private facilities; and working with haulers to reduce the demand through curbside programs. A recommendation should be ready soon after the new year.
- Disaster Debris Plan: As included in the RSWMP, the Plan is simply a series of policies; a more detailed Operations Plan is being developed, with Scott Klag heading the efforts. Metro has retained a firm called "CDM" to assist with the work – their team includes a disaster debris expert from their Albuquerque office, and one from New Orleans who'll bring his experience from the Hurricane Katrina catastrophe.
- The wet waste transfer station moratorium, due to end this year, may be extended one more year. When the moratorium was first instituted, staff thought the criteria for new transfer stations would be completed by now; in the meantime, the Disposal System Planning ownership issue delayed that process.
- A new illegal dumping investigator has been brought into the Regulatory Affairs Division from the Tigard Police.

**IV. Reducing Emissions Impacts from Collection Vehicles: A Regional Approach.....Jim Watkins**

Engineering & Environmental Services Manager Jim Watkins began the second of three planned presentations about the Diesel Retrofit program. Using PowerPoint slides (attached), he briefly reviewed the information given at the July SWAC meeting.

Councilor Harrington noted that three House Bills are relevant to the topic. Statewide, what kind of reductions are expected independently of Metro's program, she asked. The DEQ's Audrey O'Brien replied that her agency will be using grants to work with businesses to spur retrofitting and provide education. She will get estimates to the Councilor.

Mr. Watkins continued, presenting the program goals and emission reduction strategy. Metro would be responsible for implementation of retrofits, and may fund the project through increasing the Regional System Fee (RSF) by approximately \$0.12 "per can" for a period of three years. Not all vehicles can be retrofitted, he said; those models made prior to 1994 would need to be replaced. Local jurisdictions may consider raising rates to pay for those replacements. (Examples of how vehicle replacement would work were drawn from City of Portland only.) Both retrofitting and replacements would have to be implemented in order to achieve the projected reduction in particulates.

Questions / comments:

- What's the benefit to the region, when some rate-payers are already paying for their haulers' new vehicles, Ray Phelps (WRI/Allied) wondered.
- The City of Portland's Bruce Walker voiced support "for this complicated issue." For Metro to be the coordinating body seems a positive, cost-effective step. The City of Seattle, he added, is that requiring all their hauler vehicles must be replaced, which is very expensive for their franchised haulers.
- ORRA's Dave White would like to hear support for the program from local governments' elected officials.
- Councilor Harrington stated that this project presents an opportunity for all jurisdictions to lead (or follow).
- Ms. O'Brien stressed that the DEQ considers this a very high-priority project, and it needs the help of Metro and other jurisdictions to make it happen.
- If instituted, local governments would need to set reasonable rates in a very transparent manner, Washington County's Theresa Koppang noted. They will need to explain rate increases very clearly to their constituents.
- ECR's Ralph Gilbert said that he's 100% for the project, adding that he'd like to see it happen statewide. It has to begin somewhere, why not here?
- Tip fees and the RSF do not provide a bottomless pit for funding, Glenn Zimmerman (Compost Oregon) said. This is an important issues, but there are a lot of important issues needing funding. Where does it end?

Mr. Watkins concluded, saying that the final part of the presentation to SWAC would be at the October meeting, at which time the committee will be given an opportunity to vote on a recommendation. Council will then consider the project during its budget process (which runs from October until May).

**V. The Regional Solid Waste Management Plan (RSWMP) Update .....Janet Matthews**

Ms. Matthews noted that a packet of information had been put out for each member (attached). She briefly reviewed the background of the RSWMP Update, and key parts of the Plan (noted in the attached PowerPoint presentation).

The Plan outlines programs and actions needed to reach the region's 64% waste reduction goal. Concluding the presentation with a briefing of the next steps, she asked the group for comments on the overall Plan direction, and to recommend Council adoption of the draft Plan. Councilor Harrington added that Council would not be revisiting the various portions of the Plan that had been previously decided, but that comments or testimony before the Council are welcomed.

Comments:

- JoAnn Herrigel, City of Milwaukie is supportive and will vote in favor of recommending adoption by Metro Council.
- While a non-voting member, Audrey O'Brien said that DEQ "strongly supports" the Plan and its direction.
- Glenn Zimmerman commented that the process has been long and arduous, and he will vote in support.
- Ray Phelps voiced opposition to portions of the draft Plan.
- Mike Leichner echoed Mr. Phelps.
- ECR's Ralph Gilbert said that the Plan itself is a living documents, subject to modifications as industry changes necessitate, and he supports it as such.
- Lori Stole commented that she would prefer the Plan have numerical 10-year goals beyond 2009. She hopes for development of the long-term goals mentioned.

- Matt Korot supports the Plan; it expresses the desires of the public. He encouraged members to vote for the overall Plan, not withhold support because of some pieces.
- Far West Fibers' Jeff Murray agreed that the Plan is a living document, adding it should be reviewed annually. He voiced concerns about some portions regarding Metro oversight, and said he was disappointed that a policy in the old plan regarding private ownership of MRFs had not been retained for the update.
- Paul Edwards said the work done was excellent and he will support the Plan.
- Washington County's Theresa Koppang also stated support, and invited Metro to give a presentation to the County.
- John Lucini of SP Newsprint said the draft Plan is a good product; he agrees that there are some areas of concern, but in general supports it going forward. He would like to see not only periodic reviews, but some cost/benefit analysis, as well.
- Dave White said he's discussed Appendices H and I previously, and if local elected officials support the Plan, then his points are moot, but he has definite concerns regarding how broadly portions of the Plan were written.
- Dean Large commented that Waste Connections and Clark County both support the Plan, but have concerns about the portions regarding collection.
- Mike Miller said completion of the draft was a long process and he's pleased with the document.

Mr. Winterhalter moved to recommend approval of the draft RSWMP to Metro Council; Mr. Korot seconded the motion.

Yea: 12

Nay: 0

Abstentions: 2 (Phelps and Leichner)

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

Ms. Koppang introduced audience member Jerry Green, the new Solid Waste Program Coordinator for Washington County.

Councilor Harrington announced that the next meeting will be Thursday, October 25, and adjourned the meeting at 11:58 a.m.

Prepared by:

Gina Cubbon  
 Administrative Secretary  
 Metro Solid Waste & Recycling Department

gbc  
 Attachments: Diesel Retrofit PowerPoint  
 RSWMP-related Agenda Items at SWAC 2004-07  
 RSWMP Issues/Outcomes/Responses  
 RSWMP Errata Sheet  
 RSWMP Update PowerPoint

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# Regional Diesel Retrofit Program

Regional Solid Waste Advisory Committee

September 27, 2007

Presenter: Jim Watkins

## Desired Outcome

Regional  
Diesel Retrofit  
Program

### SWAC understanding

- Strategy for emission reduction in Metro region
- Program's reduction in region's pollution
- Vehicle Replacement Program example

## Air Quality Challenges – Health Impacts

Regional  
Diesel Retrofit  
Program

- Diesel pollutants of greatest concern are Particulate matter (PM), including fine particles, toxic pollutants, and oxides of nitrogen (NOx)
  - PM linked to asthma and respiratory problems
  - NOx linked to respiratory infection, decreased pulmonary function
    - NOx combined with volatile organic compounds (VOCs) form ground-level ozone (smog)

## Air Quality Challenges – Health Impacts (cont.)

Regional  
Diesel Retrofit  
Program

### Oregon DEQ

- Has estimated the cancer risk posed by diesel PM in Oregon at 17 in one million in 2002, decreasing to 8 in one million by 2017
- Has established a goal to reduce the cancer risk to 1 in one million by 2017; diesel emissions reductions will help to meet that goal
- Estimates the health costs at \$109,000 per ton PM, and \$11,000 per ton of NOx

BASELINE 5 YEAR INVENTORY					
	VOC	CO	NOx	PM	
Baseline - 1,000 vehicles (tons)	113.30	542.60	1586.30	162.80	
TOTAL PROGRAM 5 YEAR EMISSIONS REDUCTIONS					
PERCENT REDUCTIONS FROM BASELINE					
RETROFIT OPTION	ESTIMATED NO. OF AFFECTED VEHICLES	VOC REDUCTIONS	CO REDUCTIONS	NOx REDUCTIONS	PM REDUCTIONS
REPLACE VEHICLES OLDER THAN 15 Yrs	470	31.9%	25.8%	35.4%	41.2%
DPF	322	25.2%	24.2%	0.0%	24.9%
DOC+CCV	129	6.7%	4.3%	0.0%	4.1%
DOC	86	3.5%	2.9%	0.0%	1.9%
ECM REPROGRAM	157	0.0%	0.0%	3.4%	0.0%
TOTAL MAXIMUM REDUCTIONS		67.3%	57.2%	38.8%	72.1%

Program will utilize most effective emission reduction strategy feasible for each vehicle.

## Program Goals

Regional Diesel Retrofit Program

1. Maximum feasible reductions of PM, including ultra-fine particles (with reductions in NOx emissions)
2. Maximum certainty of continued use of EPA- or CARB-verified product implementation to achieve air quality objectives
3. Program that can be funded through existing funding/financing mechanisms
4. Maximum participation from all fleets

Program strives to reduce maximum volume of priority pollutants using certified technologies.

## Emission Reduction Strategy

Regional  
Diesel Retrofit  
Program

- Encourage accelerated vehicle retirement for vehicles over 15 years old
- Installation of retrofit technologies
  - Diesel Particulate Filters
  - Diesel Oxidation Catalyst (with crankcase recirculation where possible)
- Engine reprogramming where possible

Program uses most effective emission reduction strategy or technology feasible for each vehicle.

## Recommended Responsibilities

Regional  
Diesel Retrofit  
Program

- Metro: Implementation of Retrofit Program
  - Through a third party (arranges product vendors, product installation and testing)
- Local Governments will require participation
  - Encourage vehicle replacement through rates

Metro would be responsible for the retrofit portion of the emission reduction program, including funding, while local governments encourage participation of fleets.

## Cost Estimate for Mix of Retrofit Products

Regional Diesel Retrofit Program

Retrofit Option	# of Trucks	Unit Cost	Total
Replace vehicles older than 15 years	470	N/A	N/A
DPF	413	\$13,000	\$5,374,200
DOC+CCV	166	\$3,000	\$498,000
DOC	110	\$1,500	\$165,000
ECM Reprogram	157	\$250	\$39,250
Total Est. Product, Installation and 1st Yr Maint Cost			\$6,076,450
Estimated Admin and Project Mgmt Costs (over 3 years)			\$900,000
Total Est Program Cost			\$6,976,450

## Proposed Option

Regional Diesel Retrofit Program

- Increase regional system fee (approximately \$1.65/ton for 3 years or \$0.12 at the residential can)
- Vehicle replacement  
Local Governments adjust through rate-setting process

Question: Does this funding mechanism seem appropriate?

## Discussion of Items

Regional  
Diesel Retrofit  
Program

SWAC July 26, 2007

- Program's reduction in region's pollution
- Vehicle Replacement
  - Example of proposed program costs
  - Why not replace whole fleet?

## Program's Reduction- Region's Annual PM

Regional  
Diesel Retrofit  
Program

DEQ estimates

- Total PM (>2.5) in the Metro Region to be 834 tons annually
- 483 tons of which are from on-road vehicles

Metro estimates

- 35 tons of PM generated by collection fleets (4% of total PM or 7% of on-road)
- 24.5 tons would be reduced by the recommended program (3% of total or 5% of on-road)

## Residential Replacement Scenario

Regional Diesel Retrofit Program

### City of Portland

- 539 total trucks used; 259 residential collection
  - 89 residential collection vehicles were built before 1994
  - 18 were backups; driven less than 4,000 miles per year
  - 71 full-time vehicles that are candidates for replacement
- 59% of their mileage is allocated to COP; leaving 42 vehicles to replace.
  - Replacement of about 6 residential trucks per year are already accounted for in the rate
- Resulting in the need to replace only 24 trucks to meet program goals

## Residential Rate Impact

Regional Diesel Retrofit Program

### **Assumptions** (Provided by City of Portland)

- Each \$1,000,000 in capital investment means an increase of **\$0.119** on a residential bill if amortized over 7 yrs or **\$0.142** if amortized over 5 yrs.

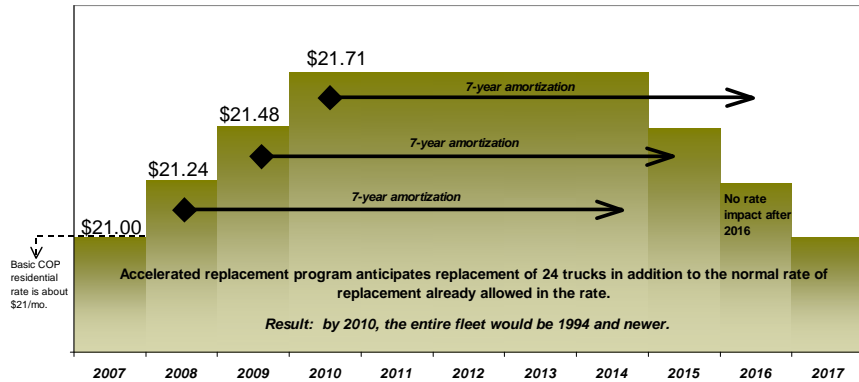
### **Rate Impact Calculation**

- If a new truck costs \$250,000, then total replacement costs for 24 trucks = \$6,000,000
- Or **\$0.71** per month if amortized over 7 years
- Or **\$0.85** per month if amortized over 5 years

# COP- Residential Rate Impact Over 3 years

Regional Diesel Retrofit Program

COP Curbside Rate Impact of Accelerated Vehicle Replacement (\$/month per household)



# What if all Vehicles are Replaced?

Regional Diesel Retrofit Program

## Assumptions

- Residential vehicles: 259 (less backups) x 59% in Portland = **142** vehicles to replace
- New trucks cost \$250,000 x 142 = \$35,500,000
- Each \$1,000,000 in capital investment means an increase of \$0.119 on a residential bill if amortized over 7 years

## Residential rate impact

- **\$4.22** per month for total replacement vs. \$.83 (\$0.71 limited replacement + \$.12 for retrofit)



## Next Steps

Regional  
Diesel Retrofit  
Program

- Provide additional information requested
- Vote on program recommendation - October
- Metro Council consideration - October through May 2008
- Begin Implementation

## Possible SWAC Recommendations

Regional  
Diesel Retrofit  
Program

- Option #1-Implement Diesel Retrofit Program elements as proposed by Work Group
  - Metro leads retrofit of vehicles with BAT
  - Local governments increase vehicle replacement
- Option #2-Implement Retrofit Program Only
  - No requirement for > vehicle replacement rate
- Option #3- Do nothing

## Calculations-COP Residential Rate

Regional  
Diesel Retrofit  
Program

- *Retrofit Program Vehicle Replacement Rate*
  - 24 trucks replaced @ \$250k = \$6 million
  - Each \$1 million of capital = \$0.119 per can >
  - $6 \times \$0.119 = \$0.71$  monthly can > for replacement
- *Replace All Vehicles Rate Impact*
  - 142 trucks replaced @ 250k = \$35.50 million
  - $35.50 \times \$0.119 = \$4.22$  monthly can increase

## RSWMP-related agenda items at SWAC 2004-2007

Year	Month	Topic
2004	January	Key tenets of current RSWMP; draft scope for project; draft public involvement plan
	February	Plan recommendations / strategies of Chapter 7; implementation progress
	March	Planning issues, preview of Phase 2 public involvement
	April	Process update
	June	Discussion of issues generated by stakeholder groups
	July	Issue discussion: The 62% Goal
	September	"Let's Talk Trash" discussion (breakout into small groups)
	October	Update on "Let's Talk Trash" public input; Council direction from disposal system planning discussion
	December	"Let's Talk Trash" results from meetings and online input; Council comments to-date.
2005	January	Direction-setting framework
	February	Vision, values, and policies; sustainability
	March	Discussion of possible sustainability policies
	April	Review and discussion of rate and revenue policies for RSWMP
	July	Sustainability workgroup report
	September	Sustainability recommendations
2006	January	Public input for draft Interim Waste Reduction Plan (IWRP)
	April	Key elements of draft IWRP
	May	Discussion of draft IWRP
	July	Final discussion of draft IWRP
	September	Discussion of steps for solid waste facility and services chapter
	October	Guiding direction, regional policies and goals
	November	Issue identification for solid waste facility and services, rates/revenues portions
	December	Planning issues, guiding direction
2007	January	Discussion of draft policies
	March	Distribution of internal review draft
	April	Final comments on internal review draft

## REGIONAL SOLID WASTE MANAGEMENT PLAN UPDATE

<i>Planning issue</i>	<i>Desired outcome</i>	<i>As addressed in 2007-2017 RSWMP</i>
1. Waste generation	Slow the growth	<ul style="list-style-type: none"> <li>On-going waste prevention strategies</li> <li>New strategies from current DEQ stakeholder process (TBD)</li> </ul>
2. Landfilled resources	Achieve 64% waste reduction goal	<ul style="list-style-type: none"> <li>Require processing of all dry waste before landfilling</li> <li>Establish mandatory business recycling or targets for increased recovery in local jurisdictions</li> <li>Convert residential curbside recycling from weekly bins to weekly roll carts</li> <li>Site food waste composter in region; changes in Portland collection</li> </ul>
3. Toxics in the environment	Reduce use and improper disposal of HHW	<ul style="list-style-type: none"> <li>Education on non-toxic alternatives</li> <li>Continued collection of HHW at round-up events and permanent sites</li> </ul>
4. "End of pipe" management	Product mfrs. share responsibility, e.g., e-waste	<ul style="list-style-type: none"> <li>Prioritize product stewardship efforts based on environmental impact, barriers to recycling, and financial burdens to local govt.</li> <li>Work at regional, state, and national level to develop and implement policies and industry-wide agreements</li> </ul>
5. A "green" solid waste system	Operations of the solid waste system emphasize sustainable practices	<ul style="list-style-type: none"> <li>Evaluate, implement, report on progress toward achieving SWAC-developed system sustainability goals and objectives</li> </ul>
6. Metro transfer station ownership	Rationale for retaining the stations	<ul style="list-style-type: none"> <li>Expanded policy on transfer facility ownership</li> <li>Executive summary from Transfer Station Ownership Study in appendix</li> </ul>
7. Allocation of waste	Rate-payers benefit	<ul style="list-style-type: none"> <li>System improvements workplan*</li> </ul>
8. Public/private pricing	Rate-payers benefit	<ul style="list-style-type: none"> <li>Disposal pricing policy</li> <li>System improvements workplan</li> </ul>
9. Self-haul services	Higher recovery of self-hauled material	<ul style="list-style-type: none"> <li>System improvements workplan</li> </ul>
10. Facility regulation	Clear entry standards	<ul style="list-style-type: none"> <li>System improvements workplan</li> </ul>

\* The system improvements workplan is included in the RSWMP appendices. The workplan describes a series of system regulation and service provision issues (items 6 through 9 above) that require further study and direction.

## **September 2007 version of RSWMP Update Errata Sheet**

### **1. Public involvement update, Chapter I, page 6, insert the following:**

#### **Final plan public involvement**

In the summer of 2007 Metro conducted a final public comment period on the updated RSWMP. The Plan incorporated the Interim Waste Reduction Plan, which received extensive public comment before being approved by the Oregon Department of Environmental Quality and the Metro Council in 2006.

Opportunities to comment on the complete RSWMP were publicized through emails to an interested parties list, through advertisements placed in The Oregonian and in all newspapers within the Community Newspaper network. In addition, the public comment opportunity was noticed on Metro's website and in several Metro Councilor newsletters.

Prior to the Plan's release for the official public comment period, members of the Metro Solid Waste Advisory Committee (SWAC) were invited to provide final comments on the Plan.

#### **Summary of public comment**

During this final phase of public and stakeholder involvement, a total of 22 people (public and SWAC) commented on the plan. Many comments supported a variety of changes to the Portland collection system rather than dealing specifically with RSWMP contents. Comments specific to the Plan did not present any majority views for changes.

Comments from the public and SWAC included:

- a desire to have more materials added to curbside recycling, especially plastics
- concerns about excessive and non-recyclable packaging
- support for changes to the curbside collection system
- suggestions that the plan include other numerical goals beyond the 2009 waste reduction goal of 64%.
- questions about enforcement of the plan
- suggestions that the sustainability focus of the plan be strengthened
- support for the plan's direction and focus on sustainability
- recognition of the plan's importance in meeting state goals and statutes

#### **Staff response**

Metro staff reviewed all comments and provided responses to those that had the most direct connection to the plan. The staff responsiveness report and a link to the final draft of RSWMP were posted on Metro's website.

This phase of public involvement is summarized in the "Regional Solid Waste Management Plan Update: Final Phase of Public Involvement, September 2007."

All reports documenting public involvement activities are available by contacting Metro.

2. Recovery scenarios, Chapter II, page 22, Table 6, revised post-EDWRP passage

Table 6  
Recovery growth scenarios


	Actual Recovery 2005	Potential Growth Scenarios for Recovery from New Programs	
		High Recovery	Likely Recovery
Organics	5,000	34,000	15,000 (shortfall 19,000)
C&D	266,000	42,000	<b>21,000</b> <b>(shortfall 21,000)</b>
Business	297,000	80,000	35,000 (shortfall 45,000)
Multi-family	14,000	5,000	5,000
Single family	217,000	18,000	10,000 (shortfall 8,000)
Other (scrap metal, pallets, bottle bill, containers, etc.)	603,000	8,000	6,000 (shortfall 2,000)
Subtotal new recovery		187,000	<b>92,000</b> <b>(shortfall 96,000)</b>
Recovery	1,402,000	1,779,000	<b>1,684,000</b>
Disposal	1,264,000	1,288,000	<b>1,383,000</b>
Generation	2,666,000	3,067,000	3,067,000
Recovery Rate	52.6%	58.0%	<b>54.9%</b>
Waste Prevention Credits	6.0%	6.0%	6.0%
Total Metro WR Rate	58.6%	64.0%	<b>60.9%</b>

3. Policy 3.0, Chapter III, page 25, revised per responsiveness report, insert the following correction:

**3.0 Evaluating opportunities for sustainability**

Opportunities for increasing the sustainability of business practices or programs will be evaluated based on:  
a) technological feasibility; b) economic comparison to current practice or conditions; and c) net environmental benefits.

4. Appendix addition: Table of Plan policies, goals and objectives to be added per responsiveness report.



## **Overview**

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- Why a regional plan?
- Planning process
- Key issues/direction/information
- Public comment
- Latest revisions
- RSWMP care and feeding
- Next steps

2



## **Why a regional plan?**

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- Waste issues extend beyond jurisdictional boundaries
- Coordination and cooperation are essential to achieve shared goals
- State requires a waste reduction plan for the 3 county watershed

**RSWMP provides direction for regional progress.**

3



# Who is directed by the Plan?

- Metro
- Local governments
- Private sector service providers (haulers, facility owners)

Metro and local governments are primary implementers. New sustainable operations focus will rely on engagement of private facility owners/service providers.

4



# RSWMP Planning Process

- 1995-2005 RSWMP (foundation)
- Stakeholder and public feedback (2004 to 2007)
- Interim waste reduction plan (2005/06)
- Sustainable operations (2005)
- Disposal system planning (2005/06)
- Rate policy subcommittee (2006)

Process ensured many contributors to Plan development.

5



# 6 Planning Issues

- Waste generation
- Disposal diversion (64% goal)
- Toxics in the environment
- "End of pipe" management
- Sustainable operations
- Metro's role in facility ownership

Plan policies, programs, goals and objectives were developed to address these issues.

6





## Key Plan Information and Direction

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- Planning issues (Executive Summary)
- Plan purpose and scope (Chap. 1)
- Regional system and roles (Chap. 2)
- Achieving the 64% goal (Chap. 2)
- Regional policy guidance (Chap. 3)

7



## Key Plan Information and Direction (cont.)

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- “Workplans” for program areas and sustainable operations (Chaps. 4, 5, 6 & appendices)
- Requirements and authorizations under state statutes and rules (Appendix A)
- Rationale for continued public ownership of transfer facilities (Chapter 3, Appendix C)
- Future Metro disposal system decisions (Appendix D)

8



## Key Plan Information and Direction (cont.)

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- Regional disaster debris management plan (Appendix B)
- Regional service standard/alternative programs (Appendices H & I)

9



## Public Comment Overview

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- Satisfied with system overall
- Want collection changes and consistency
- Approve of Plan vision/regional values
- Approve of required business recycling
- Want more education
- Support manufacturer responsibility
- Support sustainability focus

10



## Significant Revisions

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- Add final phase of public outreach (Chapter 1)
- Modify C&D, other recovery projections (Chapter 2)
- Modify policy 3.0 (Chapter 3)
- De-emphasize link between 2009 benchmark year and 64% goal (Chapters 2, 4)
- Characterize “Plan programs” as those projected to maximize recovery and achieve 64% goal (Chapter 2)

11



## RSWMP Care and Feeding

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- Develop and maintain greater regional awareness of RSWMP direction and requirements
- Emphasize frequent communication and coordination to achieve shared goals
- Assess recovery performance impacts of local collection decisions

Plan goals can be achieved with communication, cooperation and coordination from all parties.

12



## Next Steps

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- SWAC recommendation today
- Metro Policy Advisory Committee (MPAC) briefing in October?
- Briefings offered to local staff and officials in October/November
- Metro Council consideration of RSWMP adoption in November

13



## Discussion and Decision

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Do SWAC members support the overall direction of the updated RSWMP?

Does SWAC recommend adoption (with specified revisions) to Metro Council?

14

**ATTACHMENT**  
**SWAC Agenda Item V**  
**October 25, 2007**

**Update on Multi-family Recycling Strategies**

**Revised**  
**Metro Regional Multifamily Work Plan 2007-10**  
**October 10, 2007**

<b>OBJECTIVE 1.0: IMPLEMENT A CONSISTENT PROGRAM SUITED TO THE NEEDS OF MULTIFAMILY HOUSING.</b>				
<b>1.1: Research &amp; Data Collection</b>	<b>Staffing</b>	<b>2007-08 Resources</b>	<b>2008-09 Resources</b>	<b>2009-10 Resources</b>
<p>A. Conduct a barrier/benefit study (2006-07) to understand what does and does not motivate residents, property owners/managers/management firms to engage in waste reduction, reuse and recycling activities and behaviors. Study will also attempt to examine barriers specific to contamination issues.</p> <ul style="list-style-type: none"> <li>▪ Implement recommendations by developing regional outreach strategy and adjusting service provision to address barriers and benefits identified for each sector (see section 2.1).</li> <li>▪ Assess effectiveness of new strategies and service provision in FY 2009-10 (combined with tasks 1.1.B and 1.1.C.).</li> </ul>	Contractor (07-08)	See section 2.1	Staff time plus M&S funds TBD to implement recommendations	Contractor (Combined with task 1.1.C. below)
<p>B. Collect and compile data on multifamily recycling programs. Data may include but is not limited to:</p> <p>Total number of multifamily communities within jurisdictional boundaries.  Total number of multifamily units within jurisdictional boundaries.  Total number of communities with recycling systems in place.  Description of multifamily program service provision system including roles, responsibilities, outreach, etc.  Description of problem communities and actions being taken to address problems.</p> <ul style="list-style-type: none"> <li>▪ 2009-10 assessment year: evaluate service provision levels in each jurisdiction and implement strategies to address any gaps identified.</li> </ul>	MFWG Metro		Design and implement data collection system	Contractor (Combined with task 1.1.C. below)
<p>C. Conduct annual regional survey or sampling to gauge effectiveness of multifamily recycling programs.</p> <ul style="list-style-type: none"> <li>▪ Baseline data gathered (FY 2008-09).</li> <li>▪ Program effectiveness survey and sampling (FY 2009-10). Implement program upgrades and adjustments based on survey and sampling results.</li> </ul>	MFWG Contractor		Staff time plus M&S funds TBD to implement recommendations	Contractor (Combined with task 1.1.B. above)

<b>1.2: Enhance Existing Programs and Fill Service Gaps</b>		<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>
A. Provide additional direct education, outreach and technical assistance services to multifamily properties throughout the region where needed and requested. <ul style="list-style-type: none"> <li>▪ Door-to-door “knock and talk” with residents and property managers.</li> <li>▪ Asses on-site equipment, upgrade labels and signs as needed.</li> </ul>	MFWG Metro CES	\$20,000		
B. Provide resources to assist property owners/managers with cleanup and proper handling of bulky waste, hazardous waste or other common items left behind by residents. (This task will be implemented primarily in conjunction with 1.2.A. above and with the hauling community.)	MFWG Metro	Staff time	Staff time	Staff time
C. Study the effectiveness of Beaverton’s Red Bag program via surveys of current residents. If program demonstrates clear correlation between Red Bag and increase in the quality and quantity of recycling, pilot the program in other jurisdictions		\$20,000		

**OBJECTIVE 2.0: PROVIDE REGIONAL EDUCATION AND OUTREACH TARGETING MULTIFAMILY HOUSING.**

<b>2.1: Effectively Target and Consistently Deliver Messages to Multifamily Households</b>		<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>
A. Based upon the results of the barrier/benefit study (1.1.A.), develop outreach strategies and methods that address the real and perceived barriers and benefits to waste reduction, reuse and recycling for multifamily residents, owners and managers. <ul style="list-style-type: none"> <li>▪ Implement recommendations by developing regional outreach for property managers and residents.</li> <li>▪ Adjust service provision to address barriers and benefits identified for each sector (2007-09).</li> <li>▪ Assess effectiveness of new strategies and service provision (2009-10).</li> <li>▪ Adjust strategies as needed (2010).</li> </ul>	Contractor	\$25,000 Property manager outreach  \$45,000 MF tenant outreach	Staff time plus M&S TBD	Staff time plus M&S TBD
B. Conduct annual regional outreach campaigns mutually agreed by the work team that address barriers, benefits or other issues that can be addressed on a regional level.	Contractor	See 2.1 A	TBD	TBD
C. Provide funds for additional staffing to assist local jurisdictions with multifamily programs. Work may include outreach & education, follow-up, monitoring and trouble-shooting, etc.	Metro temp	(carryover of funding allocated in 06-07)	Need TBD	Need TBD

<b>2.2: Partner With Professional and Community Organizations to Enhance Outreach Effectiveness</b>		<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>
A. Partner with professional associations such as the Multifamily Housing Association, Rental Housing Association, Metro Multifamily Housing, etc. to provide outreach, assistance and information regarding waste reduction, reuse and recycling to owners, managers, management companies and residents.	MFWG Metro	Staff time	Staff time plus M&S TBD	Staff time
B. Develop creative and effective ways to reach minority groups and non English-speaking residents with regard to waste reduction, reuse and recycling in multifamily housing. <ul style="list-style-type: none"> <li>▪ Focus on partnerships with cultural organizations, youth groups, community leaders and cultural media.</li> </ul>	MFWG Metro	\$20,000	Staff time plus M&S TBD	Staff time
C. Work with Oregon DEQ to reinforce the message that provision of recycling is required by law in the Oregon landlord tenant code. Discuss enforcement options. Initial efforts will be focused primarily on larger national or regional corporate property management firms	MFWG Metro	Staff time	Staff time	Staff time

**OBJECTIVE 3.0: IDENTIFY AND EVALUATE NEW COLLECTION TECHNOLOGIES FOR IMPLEMENTATION ON A COOPERATIVE REGIONWIDE BASIS.**

<b>3.1: Review emerging technologies</b>		<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>
A. Emerging technologies will be evaluated on a cooperative region wide basis to identify potential opportunities to enhance and improve collection.	MFWG Metro		Staff time	Staff time

<b>TOTAL RESOURCES</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>
Objective 1	\$40,000	TBD	\$70,000
Objective 2	\$90,000	TBD	TBD
Objective 3	0	TBD	TBD
<b>TOTAL</b>	<b>\$130,000</b>		

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# **Metro Multifamily Recycling Study**

## **Summary of Findings and Recommendations**

**July 2007**

**Prepared by:**

**Steven Sherman  
Christopher Williams  
Environmental Science Associates (ESA)**

## **Project Team**

- **Environmental Science Associates**

Project Management	Data Interpretation
Report Writing	Recommendations

- **Portland State University**

Survey Methodology	Primary Data Gathering
Data Compilation	Field Observations

- **Tabor Consulting**

Existing Conditions



# Research Methodology

## Methods

Telephone Survey of Residents  
Door-to-door Survey of Residents  
In-person Interviews with Property Managers

## Sub-Populations

Income  
Size of Apartment Community  
Recycling Performance  
Technical Assistance  
On-/Off-site Management

# Main Findings Telephone Survey

- A. ~90%: recycle "regularly"
- B. ~20%: recycling behavior in their building is "not so good"
- C. Non-recyclers: space constraints, proximity, overall hassle factor
- D. ~75%: recycle for environmental reasons; remainder, civic reasons  
(note: vagueness regarding clear benefits dampens motivation)
- E. ~60%: "fully understand" the recycling system
- F. ~75%: rely on container labels and nearby signs for recycling info
- G. ~60%: want more information about what can be recycled

## Main Findings Door-to-Door Survey

~90% of apartment communities surveyed have recycling infrastructure

1. Most respondents claim to understand the recycling system well, but describe it incorrectly.
2. Several respondents are not aware of all the types of recyclable materials and mis-identify non-recyclables.
3. Some apartment communities understand recycling details better than their property managers perceive.
4. Respondents most commonly use bags to store recyclables in their apartments.
5. Recommendation: More and better prompts (brief, highly visible, specific, action-oriented reminders), well-placed

## Main Findings Sub-Populations

1. Higher income → better performance
2. Technical assistance → better performance
3. Awareness of benefits → motivates participation
4. Smaller complexes → higher contamination
5. Technical assistance, on-site monitoring, recycling area maintenance → success with lower income

## Main Findings

### Interviews with Property Managers

1. Constraints: hauler offerings, site design, operating costs, upper management
2. Issues: rapid turnover among residents, perceived indifference by residents, inconvenient for residents
3. Strongly beneficial: monitoring recycling and trash areas → better results
4. Haulers: reportedly provide recycling information mostly upon request only
5. Support: respondents generally express personal and professional interest in recycling
6. Requests: additional service options (bins, collection frequency, materials), improved signage, additional outreach materials, public recognition

## Identified Constraints

- 1) **Limited Metro Funds**: annual budget of \$160,000
- 2) **Jurisdictional Authority**: cooperative relationship among agencies precludes regional mandates
- 3) **Lack of Uniformity Among Local Programs**: each local government program is run differently
- 4) **Voluntary Nature of Participation**: no governmental requirements for residents to participate

## Key Recommendations

### 1) Metro: Enhance Existing Electronic Information

#### Metro Website

- promote URL through local outreach materials
- update information on timely basis
- maintain dynamic links to local programs

#### Metro Recycling Information Hotline

- promote Hotline through local outreach materials
- structure staffing for rapid response if possible

## Key Recommendations

### 2) Metro and Local Governments:

#### **Produce Templates for Local Governments to Use**

- A. Re-visit model “design for recycling” and space allocation ordinances (interior and exterior)
- B. Create standard presentations for contractors, developers, trade and resident associations
- C. Consider cooperative volume purchasing of MF interior containers for future years (check Beaverton results)
- D. Develop property owner/manager and resident participation tools (commitment cards, move-out info)

# Key Recommendations

## **3) Local Governments: Increase Hauler Participation**

### Franchise agreement requirements

- offer incentives for increasing waste reduction and recovery
- tighten up service provision requirements
- include enforcement and penalty mechanisms within agreements

### Recycling education and outreach assistance

- provide on-site training, monitoring, remediation
- require recycling information on truck sides, exterior containers

### Infrastructure improvement design review

- leverage hauler experience to inform planning process

**ATTACHMENT**  
**SWAC Agenda Item VIII**  
**October 25, 2007**

**Disposal Transport RFP**



## Portland Metro Area's Waste Transport Contract Up for Bid

*The Metro region generates 2.6 million tons of waste each year. Each year, approximately 570,000 tons comes through Metro's Oregon City and Northwest Portland transfer stations and approximately 532,000 tons is trucked to the Columbia Ridge landfill in Gilliam County, Oregon, 150 miles east of Portland.*

*The contract to haul the waste to the Columbia Ridge landfill expires on December 31, 2009. This gives the Metro Council and the region's citizens an opportunity to evaluate different options – including truck, rail and barge – for moving waste to Gilliam County.*

### Frequently Asked Questions

#### The Current Contract

##### **Q. How did the current waste transport contract come about?**

The St. Johns landfill in North Portland closed in the late 1980s and the region sought a new disposal site. Following a rigorous public process, the disposal contract was awarded to Waste Management's Columbia Ridge landfill in Gilliam County, Oregon, 150 miles east of Portland.

Transporting the waste to the landfill involved a separate contract. In 1989, six bids were received: three from trucking firms, two from barge operators and one from a rail operator. The trucking option was selected as the lowest cost option. The first loads of waste from the Metro area were delivered to Gilliam County in January 1990.

##### **Q. How were citizen concerns addressed?**

The 1989 contract to a trucking firm raised concerns from some citizens. In response, Metro implemented numerous mitigation measures to address potential traffic and safety issues, as well as impacts on the Columbia River Gorge Natural Scenic Area. Metro required the contractor to comply with operational and safety standards, and held annual meetings with residents and stakeholders to review performance.

##### **Q. How much waste is handled under the current contract?**

Metro contracts for the transport of about 570,000 tons of solid waste annually. Approximately 532,000 tons is transported annually to Columbia Ridge – about 50 percent less waste and fewer trips through the scenic area in 2006 than originally anticipated. The amount of waste has remained fairly constant over the life of the current contract. Higher than anticipated payloads or amount of waste per trailer – 31 tons – plus increased recycling, and other landfill options have resulted in less garbage and fewer trips to Gilliam County than originally anticipated.

##### **Q. How does the waste currently get to the landfill?**

Metro contracts with CSU Transport to truck the waste to the landfill. On average, about 18,600 truck trips a year, or 70 trucks per weekday, make the trip. CSU trucks represent just a little over 1 percent of the truck traffic on I-84 in the Columbia River Gorge.

##### **Q. How has the current hauling contractor performed?**

Annual analysis shows that the current operator's performance has been excellent. The contractor has performed within state safety protocols and met or exceeded contractual performance requirements. CSU Transport trucks – traveling over five million miles a year – have had very few accidents and no injuries. There has been no spillage of waste on I-84.



## The New Contract

### Q. Will the waste continue to be transported by truck?

Not necessarily. The Metro Council will review and consider proposals from all transport options (or modes), which include truck, rail and barge.

### Q. How will the Metro Council decide whether to use truck, rail or barge?

Once proposals are received, the Metro Council will examine and evaluate options based on the following criteria:

- Cost effectiveness
- Flexibility, reliability and risk
- Community concerns and impacts
- Environmental impacts

An evaluation team of Metro staff and outside experts will weigh a variety of options and scenarios against these criteria and will rank the proposals. Top ranked firms will then enter into negotiations with Metro staff. Following a public hearing process, the Metro Council will select one, or a combination, of transportation modes.

### Q. What's the timeline for the new contract?

The process launched in early 2007 and will continue through award of the contract in mid-2008. Metro hopes to award the contract 18 months before operations begin under the new contract, which will likely run January 1, 2010 through December 31, 2019.

#### **Key milestones include:**

- **Spring-Summer 2007:** Metro and its consultants analyze transport options and prepare a report. The Metro Council discusses the report and provides input to staff for creation of the Request for Proposals (RFP).
- **Fall 2007:** Metro releases draft RFP for industry and public feedback.
- **Winter 2007- Summer 2008:** Metro releases final RFP, receives and evaluates proposals and awards contract.
- **Fall 2008 - December 2009:** Mobilization of new transport operations.
- **January 1, 2010:** New contract begins.

### Q. How will Metro ensure public input into the process?

You can stay involved and informed:

1. **Log onto Metro's website.** <http://www.metro-region.org/article.dfm?ArticleID=25625> Here you'll find updates, studies and, as it becomes available, the Request for Proposals.
2. **Attend a public meeting.** This fall, Metro is planning three public meetings – two in the Columbia River Gorge and one in Portland – to provide opportunities for citizens to learn about the transport options and to provide input. The schedule is as follows:
  - October 8,** 6 p.m. Gilliam County Court House, 321 S. Oregon Street, Condon, Oregon
  - October 29,** 6 p.m., Best Western, 1108 East Marina Way, Hood River, Oregon
  - November 7,** 6 p.m., Metro Council Chambers, 600 NE Grand Ave., Portland, Oregon.
3. **Get on Metro's mailing list.** Metro will be sending updates to interested stakeholders through mail and email. Send your name and contact information to [hasselbringb@metro.dst.or.us](mailto:hasselbringb@metro.dst.or.us)
4. **Meet with Metro staff.** Our staff is available to meet with you or your representatives. If you would like to schedule a meeting, contact Bobbie Hasselbring, Metro Solid Waste and Recycling, 503-797-1599 or [hasselbringb@metro.dst.or.us](mailto:hasselbringb@metro.dst.or.us)

### Q. How can I be kept informed and be involved?

If you'd like to be put on the list to receive email or mail notifications and updates on the solid waste transport contract, Council actions or opportunities to give your input, send an email to **Bobbie Hasselbring**, Metro Solid Waste and Recycling, 600 NE Grand Avenue, Portland, OR 97232, (503) 707-1599 or [hasselbringb@metro.dst.or.us](mailto:hasselbringb@metro.dst.or.us) with your name, email address and postal address.





**Metro is the directly elected regional government that serves more than 1.3 million residents in Clackamas, Multnomah and Washington counties, and the 25 cities in the Portland, Oregon, metropolitan area.**

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy and good transportation choices for people and businesses in our region. Voters have asked Metro to help with the challenges that cross those lines and affect the 25 cities and three counties in the Portland metropolitan area. A regional approach simply makes sense when it comes to protecting open space, caring for parks, planning for the best use of land, managing garbage disposal and increasing recycling. Metro oversees world-class facilities such as the Oregon Zoo, which contributes to conservation and education, and the Oregon Convention Center, which benefits the region's economy.

### **Your Metro Representatives**

Metro Council President – David Bragdon

Metro Councilors – Rod Park, deputy council president, District 1; Brian Newman, District 2; Carl Hosticka, District 3; Kathryn Harrington, District 4; Rex Burkholder, District 5; Robert Liberty, District 6.

Auditor – Suzanne Flynn