

# A G E N D A



**METRO**

**MEETING: REGIONAL SOLID WASTE ADVISORY COMMITTEE**

**DATE:** Monday, April 21, 2003

**TIME:** 3:15 p.m. – 4:35 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 March 17th Meeting*  
*Approval of Minutes*
- 5 mins. II. Solid Waste & Recycling Director's Update** **Mike Hoglund**
- 20 mins. III. Fiscal Year 2003–04 Proposed Budget** **Mike Hoglund**  
*Council President David Bragdon released his proposed FY03–04 budget on April 4<sup>th</sup>, and Metro Council will vote on the final budget on May 1st. This agenda item is intended to provide an overview of: 1) factors that shaped the Department's proposed budget; and 2) potential impacts of the SW&R budget as proposed. (The public is invited to comment on the proposed budget at Council meetings on April 17<sup>th</sup> and 24<sup>th</sup>.)*
- 20 mins. IV. Regional Solid Waste Management Plan (RSWMP) Amendments – Action Item** **Janet Matthews**  
*This proposed waste reduction amendment to RSWMP was reviewed with SWAC and Metro Council in March. The amendment would: a) update waste reduction information in the Plan; b) incorporate the Waste Reduction Initiatives strategies into the Commercial and Building Industries sections; and c) establish a contingency plan process to evaluate and recommend required recycling or other policies that may be necessary to meet the regional recovery goal in 2005. SWAC will be asked to forward a recommendation to Council on the amendment, and, more specifically, to comment on the contingency plan work group (purpose, charge, membership).*
- 25 mins. V. Food Waste Recovery: Status Report** **Lee Barrett**  
*The region is making progress toward implementing commercial food waste recovery, though hurdles still remain. The purpose of this presentation is to provide SWAC with a status report on all the program components of food waste recovery, e.g., the proposed Portland ordinance, potential processing options.*
- 5 mins. VI. Other Business and Adjourn** **Susan McLain**

**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 March 17, 2003**

#### **I. Call to Order and Announcements**

**Susan McLain**

- Councilor McLain introduced three new SWAC members: Anita Largent, Clark County's Solid Waste Manager; Dr. Pam Pavalonis, a Naturopath representing regional businesses; and, Wade Lange of Ashforth Pacific also representing regional businesses.
- A response to inquiry regarding repeat customers of Metro hazardous waste services was included in the packet.
- Approval of Minutes: None opposed; the Executive Summary stands as read.

#### **II. Solid Waste & Recycling Director's Update**

**Mike Hoglund**

- Mr. Hoglund announced that the Rate Review Committee (RRC) had recommended a rate of \$67.75 and suggested moving toward a rate based on cost of service and steps to ensure meeting bond covenants. Councilor McLain added that the rate-setting ordinance to be considered by Council contains a slightly different rate than was recommended by the RRC. The Council President concurred with the RRC's assumptions, but choose to recommend a rate of \$67.25.
- Metro is still working with Oregon Department of Transportation (ODOT) to find an equitable solution to ODOT's weighting of trucks at transfer stations.
- The Solid Waste & Recycling Department is also still working towards having CSU trucks retrofitted with filters that reduce emissions and particulate matter.
- The Solid Waste & Recycling Department's proposed budget will be presented at a Council Informal meeting March 26.
- Metro is accepting applications for grants for organics infrastructure development; however, the deadline is in a couple of days.
- A request for proposals (RFP) to select an ad agency to develop an advertising campaign focused on increasing paper recycling in the commercial sector has been issued.

#### **III. Regional Solid Waste Management Plan (RSWMP) Amendment**

**Scott Klag**

Mr. Klag explained that the RSWMP provides a framework for coordinating solid waste programs in the region by establishing regional recycling goals, policies and strategies, and roles and responsibilities. The RSWMP also functions as the waste reduction plan DEQ requires of all wastesheds. This RSWMP amendment is intended to align regional strategies, policies and programs to try and meet the 2005 waste recovery goals. Specifically, this amendment would incorporate the "New Initiatives for Waste Reduction", that target businesses, building industries and commercial organics. The amendment will also incorporate the updated recovery goal and establish a contingency plan process for required recycling that could be implemented if progress toward the 2005 goal has stalled.

In order to meet the 2005 recovery goals, the Initiatives aim to recovery 97,000 additional tons from the business sector, 35,000 additional tons from the building industries (i.e., construction & demolition debris, or C&D) and 45,000 additional tons of commercial organics. The opportunity model for reaching these goals includes the following strategies: emphasize waste prevention; provide information and technical assistance; aim to increase access and use of services; and, support market development.

The contingency plan work group identified in the amendment will be convened and charged with developing recommendations that will include requirements on generators or facilities. This component satisfies an agreement between Metro and DEQ.

Mr. Korot urged caution in having recommendations in place by January 1, 2004, particularly for the commercial organics. He suggests waiting to see how the City of Portland model for commercial organics works.

Mr. Gilbert asked how new initiatives are incorporated into the Plan. Councilor McLain explained that this amendment is a short-term amendment, and that long-term amendments would be considered by Council during the next major RSWMP update. She suggested that ideas could always be submitted to herself or the Waste Reduction Manager, however.

Mr. Merrill suggested that incorporating disposal bans as a contingency plan into the RSWMP would be putting the cart in front of the horse. A work group should make recommendations for a contingency plan, not figure out how to implement this one. Mr. Lucini asked if the work group would be convened to work on the objectives, and not necessarily to implement a disposal ban. Councilor McLain agreed that that is correct.

Mr. Merrill expressed discomfort with the idea of implementing mandatory programs. But, he said that Metro has a pretty successful track record of putting together stakeholder groups to flesh things out, and cautioned Metro not to get too far in front of a stakeholder group's recommendations.

Mr. White asked to clarify the work group's charge. Councilor McLain said that, like the Rate Review Committee, this work group would be an advisory committee to work with staff and make a recommendation to Council. The Council President could then make a decision, taking the recommendation into consideration. Mr. White then expressed concern that by approving this, the "appropriate government" would have too much authority to implement a disposal ban no matter how close to meeting recycling goals the region is. Councilor McLain said that Metro already has the authority to implement a disposal ban, yet the only time the authority has been used it to ban the use of detergents containing phosphorus many years ago. What is being asked is if the Committee is willing to form a workgroup to look at this issue, whether or not the proposed RSWMP amendments are agreed upon.

Mr. Kampfer expressed uneasiness with the two ways identified to increase recovery and asked why other ways were not named. Councilor McLain said that they are additional tools, and there are other ideas already in RSWMP. Mr. Kampfer then asked if the ban would be a disposal ban at the landfill or on the customer. Councilor McLain answered that Metro has authority to ban disposal only at the landfill.

Mr. Winterhalter pointed out that this is a contingency plan, and suggested that rather than continuing to express "fear and loathing of disposal bans," people should suggest other alternatives if they have them. He said he thinks the alternative are in the front-end of the document, and understands that disposal bans are only proposed as a last resort.

Mr. Murray suggested that proposed region-wide advertising be given a chance to succeed before more severe steps are taken. Mr. Lucini agrees that this language seems to recommend extreme action, and perhaps the language should be amended to reflect that banning disposal is just one of many options, and it may not be exercised.

Mr. Walker, while acknowledging that there are still questions, offered to move for adoption of the recommendation and asks about the timing. Councilor McLain says that the Council will be discussing this at the Council Informal meeting the next day, and that it would be nice for her to say that SWAC has reviewed the recommendations, made some comments, generally appreciated the scope, understood that it is a contingency plan, had comments about disposal bans and wanted further opportunity to talk about them and make sure Metro does not see it as the only resort. Mr. Walker motioned to adopt this recommendation. Mr. Gilbert seconded the motion.

Councilor McLain clarified that the Council, like SWAC, would only be discussing this draft staff report tomorrow, and that based on comments, staff would then draft an ordinance and staff report. SWAC members then passed the recommendation by a vote of eleven aye, one abstention and one nay.

**IV. Annual Waste Reduction Program Plan (Year 14)**

**Lee Barrett**

Mr. Barrett explained that the Annual Partnership Plan for Waste Reduction is basically our agreement with local governments of how to go about meeting waste reduction goals. This is Year 14 of the Plan, and it is similar to last year's. Metro has \$2.8 million in the annual waste reduction program budget, about \$1.3 million budgeted in the Year 14 program and local governments spend about \$12 for every \$1 that they received from Metro in per capita grants. Metro also has a targeted competitive grant program with \$200,000 available to local governments. The three waste reduction initiatives construction and demolition debris, commercial, and organics - are budgeted for a little over \$1.5 million. Currently, there is also an organics infrastructure grant program with \$1 million available.

Mr. Barrett said that the recovery rate has gone up according to the latest information from DEQ (from 2001) – from 50.6 percent to 54.8 percent. The overall increase reflects an increase in food recovery, an 11 percent increase in C&D recovery and an 150 ton increase in commercial recovery. He expressed interest in Metro working with local governments to have more timely reporting of recoverables, to better adjust or plan programs.

Mr. White expressed frustration at how expensive waste reduction is, and if citizens only knew they might recycle more. Councilor McLain agreed that we need to continue to put our money where it is most cost effective, whether that is in educating citizens or working on the system.

Ms. Chaplen said that local governments really appreciate the per capita grants, and noted that it takes time to get waste reduction messages across.

Mr. Walker suggests that a motion be made to acknowledge that this is a good program, in that it is a cooperative and effective regional plan developed as a way for Metro to work with the local governments. He acknowledged that these plans have helped develop one of the most successful recycling programs in the country. Mr. Gilbert motions to move this recommendation. Mr. Murray seconded the motion. Thirteen SWAC members voted aye, with no abstentions or nays.

**V. Other Business and Adjourn**

**Susan McLain**

Mr. Lucini announced that Mr. Barrett had recently delivered a presentation on contamination and loss of recyclables at the American Forest and Paper Association conference in New York. Mr. Lucini heard positive feedback that reflects well on Portland.

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**Documents to be kept with the record of the meeting:**

Agenda Item III:

1. PowerPoint slides: "Regional Solid Waste Management Plan: 2003 Waste Reduction Amendments" (copy available upon request)

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE ) ORDINANCE NO. 03-1004  
REGIONAL SOLID WASTE MANAGEMENT )  
PLAN REGARDING RECOVERY GOALS AND )  
RECOMMENDED WASTE REDUCTION )  
STRATEGIES FOR THE MANAGEMENT OF ) Introduced by: Mark Williams,  
BUSINESS, BUILDING INDUSTRIES AND ) Interim Chief Operating Officer,  
COMMERCIALY GENERATED ORGANIC ) with the concurrence of David  
WASTES ) Bragdon, Council President

WHEREAS, Metro Council adopted Ordinance No. 95-624, "For the purpose of adopting the Regional Solid Waste Management Plan," as a functional plan; and,

WHEREAS, the Plan includes recovery goals and recommendations for the management of wastes generated by businesses in the region; and,

WHEREAS, recovery goals as listed in the Plan need to be updated to reflect changes in State statute; and,

WHEREAS, Metro in cooperation with local governments has developed new waste reduction initiatives for business, building industries and commercially generated organic wastes; and,

WHEREAS, the Plan should be updated to incorporate these new initiatives by amendment; and,

WHEREAS, the Solid Waste Advisory Committee has reviewed the updated recovery goal and new business waste reduction strategies and has recommended that Council adopt the recovery goal and strategies described in this ordinance; and,

WHEREAS, the amendments are consistent with the overall goal of the Regional Solid Waste Management Plan: to continue to develop and implement a Solid Waste Management Plan that achieves a solid waste system that is regionally balanced, environmentally sound, cost-effective, technologically feasible and acceptable to the public; and,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

SECTION 1. The Regional Solid Waste Management Plan's Goal 7, located at page 5-7, is amended to read:

**Goal 7 - Regional Waste Reduction Goal.** The regional waste reduction goal is to achieve a recovery rate of 62% as defined by state statute by the year 2005, at least a 50 percent recycling rate by the year 2005. Per capita disposal rate and reductions in waste generated attributable to waste prevention programs are also acknowledged to be key waste reduction indicators. ~~The region's interim goal for the year 2000 is the 52 percent recovery rate as defined by state statute.~~

**SECTION 2.** The introduction to the Regional Solid Waste Management Plan Chapter 7 "Recommended Solid Waste Practices to the Year 2005" located at page 7-1 is amended to include the following as a footnote:

The 2003 Waste Reduction Amendments (Metro Ordinance No. 03-1004):

1. incorporate new waste reduction initiatives to assist the region in meeting its recovery goals;
2. delegate development of yearly work plans for Businesses, Building Industries and Commercial Organics to regional work groups (tonnage objectives required to reach the recovery goals that were previously contained in Chapter 9, "Monitoring and Assessing Plan Performance," will be calculated by Metro on an annual basis and supplied to the work groups); and
3. present waste reduction recommendations as "strategies" rather than "practices." This helps clarify the role of this Regional Solid Waste Management as primarily a planning rather than an implementation document.

**SECTION 3.** Sections of the Regional Solid Waste Management Plan entitled "Business Waste Reduction Practices" and "Building Industries (Construction and Demolition) Waste Reduction Practices" at pages 7-13 to 7-22 and as amended by Metro Ordinances No. 97-700 and No. 98-761 are repealed.

**SECTION 4.** Section 4 of this Ordinance is added to and made a part of the Regional Solid Waste Management Plan.

### **Business Waste Reduction**

The following strategies are designed to provide an integrated framework that supports businesses in their efforts to develop sustainable practices promoting environmental protection and resource conservation. These strategies promote the principles of waste prevention, recycling and buy recycled. The strategies will assist the region in meeting the waste reduction goals as specified in the adopted 1995-2005 RSWMP. In addition, these strategies will assist the region in meeting its new 2009 waste shed recovery goal and the State in meeting its waste recovery and generation goals for 2005 and 2009.

#### **Recommended Strategies**

1. Provide information and technical assistance about waste reduction designed and adapted to meet the needs of businesses.

Developing effective information and technical assistance services requires understanding of how businesses operate, receive information and respond to waste reduction initiatives. Delivering these services will require, as appropriate:

- Providing commercial technical assistance programs that include on-site visits.
- Coordinating waste reduction information services, including web-based resources.

2. Improve businesses' access to, and ease of use of, business waste prevention, recycling and buy recycled services.

Increasing business use of waste reduction services requires that the services be made easier and more convenient to use. Examples of programs that incorporate this approach may include:

- Coordinating the availability of commercial recycling services across the region, such as standardizing the list of recovered materials.
  - Reviewing economic incentives to haulers to maximize recycling service levels.
  - Addressing barriers that contribute to low participation by commercial multi-tenant buildings and facilities.
  - Conducting projects and providing grants to organizations to build the infrastructure and measurement tools for commercial waste prevention and reuse.
  - Developing a program to promote purchases of recycled content products by businesses, including a database of recycled-content products and other efforts to ensure that information on the availability, performance and pricing of recycled-content products is readily available.
  - Helping businesses work with suppliers to green the supply chain by having products and services incorporate waste reduction criteria, including waste prevention, recycled content and recyclable materials.
  - Promoting design guidelines for recycling areas for new or remodeled buildings.
3. Improve the capture and recovery of materials from the business waste stream.

Studies of the region's waste indicate that significant quantities of recoverable materials remain in the waste stream. Meeting the region's recovery goals may include:

- Targeting specific materials for recovery from business collection programs.
  - Ensuring the region's processing system has the capacity and capability to sort additional quantities of recyclables needed to meet the region's recovery goal into commodities that meet the quality requirements of end markets.
  - Researching issues with problem materials, such as shredded paper that cause processing and recovery issues for processors.
  - Maintaining current Metro fee waivers on recovered material.
  - Requiring that processing facilities pay fees to Metro only on disposed residuals.
4. Coordinate outreach efforts and develop a common message for businesses that integrates concepts of waste prevention, recycling and buy recycled.

Businesses today are faced with a barrage of messages and programs urging them to act in socially and environmentally responsible ways. Outreach messages can improve their effectiveness by:

- Promoting an understanding of sustainability as a way of integrating these concepts.
  - Promoting multimedia resource efficiency programs that qualify for state recycling rate credits.
  - Promoting a region-wide or industry-specific approach, as appropriate, for example, promoting region-wide commingled collection and processing services or targeting real estate firms.
  - Providing a business recognition program.
5. Support market development efforts.

Successful business waste reduction programs will increase the supply of recyclable materials. Market development efforts are needed to foster demand for these materials. Regional market development efforts may improve markets for the reuse or recycling of locally generated materials through:

- Expanding markets and marketing efforts for recycled content and reused products.
- Assisting in development of new technologies and products that increase the use of recycled material.
- Providing technical or financial assistance to processors and end users of recovered materials.

## **Implementation**

Implementation of these strategies will be coordinated through the Commercial Waste Reduction Work Group. The Work Group will present its implementation plans for review to the Regional Solid Waste Advisory Committee annually.

## **Waste Reduction for Building Industries**

The following strategies are designed to provide an integrated framework that supports the development of sustainable practices promoting environmental protection and resource conservation in the building industries. These strategies are intended to implement the waste reduction hierarchy by promoting principles of waste prevention and recycling. The strategies will assist the region in meeting the waste reduction goals as specified in the adopted 1995-2005 RSWMP. In addition, these strategies will assist the region in meeting its new 2009 watershed recovery goal and the State in meeting its waste recovery and generation goals for 2005 and 2009.

**Note: The term “building industries” includes, but is not limited to, contractors, builders, developers, architects, designers, construction specification writers, property owners and managers.**

## **Recommended Strategies**

1. Promote salvage and deconstruction practices within the building industries.

Salvage and deconstruction activities prevent waste and preserve critical natural resources, such as old growth timber. These practices are an efficient and effective way to prevent demolition wastes from entering the waste stream. Support for these practices may include:

- Creating outreach programs to the salvage and deconstruction industry and to those utilizing salvage and deconstruction services.
- Supporting market development activities that assist in the start-up, expansion or ongoing operation of building material reuse organizations.
- Developing public/private partnerships between building material reuse organizations and other government organizations with an interest in reuse.

2. Provide information and technical assistance about waste reduction designed and adapted to meet the needs of the building industry.

Each segment of the building industry needs to be reached with targeted waste reduction information. Developing effective waste reduction information and technical assistance services requires an understanding of how these stakeholders are involved in a demolition or construction project and how best to provide them with waste reduction services. Programs may include:

- Providing technical assistance tailored to the needs of the building industry.
- Producing waste reduction information endorsed by and distributed by local governments, industry associations and other sources.
- Supporting agencies and organizations that promote sustainable building or "green" practices. Support programs that provide model specifications related to salvage, design and selection of materials used in construction.

3. Increase the diversion of construction and demolition wastes from landfills.

Studies of the region's waste indicate that significant quantities of recoverable materials in the C&D waste stream continue to be disposed directly into landfills. Meeting the region's recovery goals may include:

- Continuing to promote the availability of on-site source separation services.
- Creating economic incentives for generators, processing facilities or landfills that divert materials from disposal.
- Developing and promoting C&D (i.e., mixed construction waste) processing facilities within the region.
- Ensuring capacity of local used building material industry.
- Ensuring capacity and reasonable access to mixed construction waste processing facilities.
- Maintaining current Metro fee waivers on recovered material
- Requiring processing facilities to pay fees to Metro only on disposed residuals.

4. Support market development efforts.

Successful business industry waste reduction programs will increase the supply of reusable and recyclable materials. Market development efforts are needed to foster demand for these materials. Regional market development efforts may improve markets for the reuse or recycling of locally generated materials through:

- Expanding markets and marketing efforts for recycled content and reused building industry products.
- Assisting the development of new technologies and products to increase the use and value of recycled building materials.
- Providing technical and/or financial assistance to processors and end users of recovered building materials.

## **Implementation**

Implementation of these strategies will be coordinated through the Construction and Demolition Waste Reduction Work Group. The Work Group will present its implementation plans for review to the Regional Solid Waste Advisory Committee annually.

### **Waste Reduction for Commercially Generated Organics**

The following strategies are designed to provide an integrated framework that supports the development of sustainable practices promoting environmental protection and resource conservation in businesses generating organic wastes. These strategies are intended to implement the waste reduction hierarchy through waste prevention (including food donation and diversion) and organics processing. The strategies will assist the region in meeting the waste reduction goals as specified in the adopted 1995-2005. In addition, these strategies will assist the region in meeting its new 2009 watershed recovery goal and the state in meeting its waste recovery and generation goals for 2005 and 2009.

### **Recommended Strategies**

1. Develop and implement waste prevention and food donation programs for businesses that generate organic waste.

This strategy is designed to prevent the generation of excessive food waste and to target the highest end use for those food wastes generated by businesses. The value of surplus food products to food rescue agencies (food banks and pantries) generally far exceeds the value of the waste as a feedstock for an organic processing facility. Programs diverting edible materials to local food banks are designed to capture some of that value. Support for these programs may include:

- Providing grants to improve the infrastructure of the food donation industry to enable food rescue agencies to build greater capacity to collect, store and redistribute perishable foods that would otherwise be landfilled.
- Delivering outreach and education programs to businesses about preventing food waste and about strategies to donate edible surplus food to food rescue agencies.

2. Develop and provide information and technical assistance to businesses regarding options for their organic waste.

A wide range of business types, including restaurants, food processors and grocery stores generate food wastes. Understanding how these business types operate will assist in developing and delivering effective waste reduction information and technical assistance services to these businesses. Programs may include:

- Delivering on-site technical assistance tailored to the needs of each business type.
- Delivering coordinated information services utilizing a wide range of media designed to reach each business type

3. Assist in developing a processing infrastructure.

Studies of the region's waste indicate that even with increased waste prevention through successful diversion and food donation programs, there will be significant quantities of organic waste left in the waste stream. Development of an organic waste-processing infrastructure to enable the region to meet its recovery goals may include:

- Developing collection and processing services within the region through grants and pilot programs.
- Providing assistance (grants, technical assistance) to existing local processing facilities to enhance their processing capacity and broaden the types of organic materials they can receive and process in an environmentally sound manner.
- Addressing facility siting and zoning issues with local authorities.

4. Increase the recovery of residential food wastes.

Conducting research on the potential for implementing residential food waste collection programs, pending the development of sufficient organics processing capacity for the region.

5. Support market development efforts.

Successful organics recovery efforts will increase the supply of compost and other soil enhancement products from processing facilities. Market development efforts are needed to ensure demand for these products. Regional market development efforts may improve markets for the use of these locally generated materials through:

- Expanding markets and marketing efforts for compost and other soil enhancement products.
- Working with the Composting Council of Oregon on market development in the Metro region.

### **Implementation**

Implementation of these strategies will be coordinated through the intergovernmental Organics Work Group. The Work Group will present its implementation plans for review to the Regional Solid Waste Advisory Committee annually.

### **Recommended Waste Reduction Contingency Plan**

#### **Background**

In 1999, faced with evidence that progress toward regional recovery goals had stalled, Metro and local governments created work teams to address the problem. The result was a set of "Waste Reduction Initiatives" that identified opportunities for increasing recovery in the C&D, Commercial and Commercial Organics sectors. The strategies in this Plan chapter integrate those efforts into this Regional Solid Waste Management Plan.

The waste reduction strategies contained in this Plan are primarily based on an "opportunity Model." Under this model, recycling services are required to be available and promoted to businesses, but participation in the programs remains voluntary. The Commercial and C&D Waste Reduction Initiatives

work groups identified strategies that would add additional requirements on generators or facilities to this Opportunity Model. These "required recycling" strategies are not part of this Plan at this time. Although the Commercial Organics work group did not identify specific additional strategies it is recommended that they should be developed.

### Contingency Plan

In addition to the strategies contained in the Plan, it is essential that the region have a contingency plan in place if progress toward recovery goals is inadequate. Regional solid waste stakeholders have agreed that if we clearly are not going to reach our 2005 goal, waiting until 2005 to address the problem is not acceptable.

The basic outline of the contingency plan is for a work group to meet to develop a set of feasible and effective strategies to enhance recovery. If progress toward recovery goals is inadequate, these strategies would represent options that could be put in place. Based on the work of the Waste Reduction Initiative teams, these strategies would focus on adding "required recycling" policies to the existing policy framework.

The contingency plan will take the following form:

- A work group will be convened to consider methods of increasing progress toward recovery goals through increased recycling requirements.
  - For the Building Industries sector, types of required recycling to be considered will include: (a) requirements on C&D generators to recycle a majority of their recyclable wastes through source separation or at mixed-waste processing facilities; and (b) disposal bans for generators or facilities on selected recyclable materials.
  - For the Business sector, types of required recycling to be considered will include: (a) requirements on generators to recycle at least a majority of their wastes; and (b) disposal bans for generators or facilities on selected recyclable materials.
  - For the Commercially-generated Organics sector, approaches to be considered will include: (a) requirements on business organic generators to source separate on site or send their organic wastes to processing facilities; and (b) develop a common regional approach to increase the efficiency and economic feasibility of organics collection;
- The work group will consider whether such requirements are best implemented through actions of local governments, Metro or the State of Oregon. Combined or joint action by these agencies will be considered.
- The work group will determine whether adoption of these methods would be legally and financially feasible and would enable the region to meet its recovery goals. The work group can consider other methods (e.g., financial incentives or subsidies); such methods must be compared in terms of feasibility and effectiveness with the required recycling approaches.
- The work group will make its recommendations to Metro and the Regional Solid Waste Advisory Committee on or before January 1, 2004. If sufficient progress toward recovery is not reflected in recovery reports, Metro and the appropriate governments will work to implement the work group's recommendations after that date.

ADOPTED by the Metro Council this \_\_\_\_ day of \_\_\_\_\_, 2003.

\_\_\_\_\_  
David Bragdon, Council President

Attest:

Approved as to Form:

\_\_\_\_\_  
Christina Billington, Recording Secretary

\_\_\_\_\_  
Daniel B. Cooper, Metro Attorney

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## STAFF REPORT

### IN CONSIDERATION OF ORDINANCE NO. 03-1004, FOR THE PURPOSE OF AMENDING THE REGIONAL SOLID WASTE MANAGEMENT PLAN REGARDING RECOVERY GOALS AND RECOMMENDED WASTE REDUCTION STRATEGIES FOR THE MANAGEMENT OF BUSINESS, BUILDING INDUSTRIES AND COMMERCIALY GENERATED ORGANIC WASTES

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Date: March 27, 2003

Prepared by: Scott Klag

## BACKGROUND

Metro and local governments have developed waste reduction initiatives for business, building industries and commercially generated organic wastes. The purpose of Ordinance No. 03-1004 is to incorporate these initiatives into the Plan by amendment and thereby keep regional policies, strategies and programs aligned. In addition, the State of Oregon Legislature has revised the watershed goal for the Metro region, and the amendments update the Plan to reflect that change.

The proposed amendments update the strategic direction for a major portion of the Plan's waste reduction recommendations. Specific provisions of the amendments:

- Affirm the region's commitment to recovery goals.

The amendments update the region's stated recovery goal to 62% by the year 2005.

- Incorporate the waste reduction initiatives into the Plan.

Under the region's "opportunity model" approach to waste reduction, governments ensure that recycling services are available and promoted, while use of the services remains voluntary. The proposed amendments build upon this approach and contain common strategies: promoting waste prevention; providing information and technical assistance; increasing access and use of services; and supporting market development efforts.

- Recommend a contingency planning process.

The amendments require development of a contingency plan to keep the region on track to its recovery goals. A work group will convene to examine adding required recycling strategies (e.g. disposal bans, generator or facility requirements) to the current opportunity model approach. The contingency plan work group will report to Metro Council by January 1, 2004.

Solid Waste Advisory Committee (SWAC) Review: On March 17, 2003, SWAC reviewed the amendments in draft form and voted to send them on to a Council informal, understanding that the amendments would come back to SWAC in final form as an ordinance and staff report.

## **ANALYSIS/INFORMATION**

### **1. Known Opposition**

None.

### **2. Legal Antecedents**

Council adopted the Regional Solid Waste Management Plan (Plan) as a functional plan by Ordinance No. 95-624, "For the purpose of adopting the Regional Solid Waste Management Plan." The Plan serves as a regional framework for the coordination of solid waste programs and to satisfy state law requiring development of a waste reduction plan for the Metro region (ORS 459).

### **3. Anticipated Effects**

Adoption of the ordinance will ensure that Plan policies and strategies are aligned with waste reduction programs in the region. The amendments to the Plan also call for a work group to be convened that will recommend a contingency plan to keep the region on track to meeting its recovery goals.

### **4. Budget Impacts**

Adoption of the proposed ordinance will not have a direct fiscal impact. Any fiscal impact would occur through Council's regular program planning and budget processes for the Solid Waste and Recycling Department.

## **RECOMMENDED ACTION**

The Chief Operating Officer recommends approval of Ordinance No. 03-1004.

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## DRAFT

### **RSWMP Contingency Plan Workgroup**

The RSWMP waste reduction amendment calls for a contingency plan that could be implemented if progress toward the 2005 regional waste recovery goal is not adequate. The contingency plan will be developed by a work group and forwarded as a recommendation to Metro Council and the Regional Solid Waste Advisory Committee. The purpose, charge, staffing, final product, and composition of the work group are proposed below:

#### **I. Purpose of Contingency Plan Workgroup**

To consider and recommend methods for increasing recovery in the region through recycling requirements and other strategies that might prove comparable in terms of effectiveness.

#### **II. Charge**

- a) Identify required recycling and other methods of increasing progress toward recovery goals for three sectors: building industries; businesses; and commercially-generated organics.
- b) Consider whether methods identified are best implemented through actions of local governments, Metro, the State of Oregon or a combination;
- c) Determine whether adoption of these methods would be legally and financially feasible and would enable the region to meet its recovery goals;
- d) Recommend a contingency plan to Metro Council and the Regional Solid Waste Advisory Committee by January 1, 2004.

#### **III. Staffing**

Metro's Solid Waste and Recycling Department will provide staff resources to the work group.

#### **IV. Work Product**

A recommended Contingency Plan by January 1, 2004, identifying policies and strategies to implement if progress toward the region's 2005 recovery goal has stalled.

#### **V. Composition of Contingency Plan Work Group**

The work group should consist of a core group of 12 individuals, appointed by Metro's Chief Operating Officer. The work group may call for other participants during the process (e.g., individuals with expertise in a particular waste stream, in economics, etc.)

Proposed representation of the Contingency Plan Work Group is as follows:

- 4 Businesses (one large, one small, one construction company, one multi-tenant property management)
- 3 Recyclers (one collector, one processor, one end-user)
- 3 Local governments (one city and two county)
- 2 Citizen/Public interest (one individual and one organization)

A Metro representative from the Solid Waste & Recycling Department will act as a non-voting facilitator at all Work Group meetings.