



METRO

A G E N D A

MEETING: REGIONAL SOLID WASTE ADVISORY COMMITTEE

DATE: Monday, August 19, 2002

TIME: 3:00 p.m. – 4:55 p.m.

PLACE: 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 July 15th Meeting
Approval of Minutes

15 mins. II. REM Director's Update **Janet Matthews**

45 mins. III. Regional E-waste Management Report **Scott Klag**
(Information and Discussion. See attachment 1.)
Findings and recommendations from a contractor report, "Assessment of E-Waste Collection & Processing Issues for the Metro Region" will be presented. SWAC will be asked what role Metro should have in e-waste.

40 mins. IV. Regulatory Framework for Solid Waste Activities **Janet Matthews**
(Information and Discussion. See attachments 2 – 5.)
An overview of the Metro regulatory framework – in and out of the region -- and identification of issues that may create changes in that regulatory framework over the next year.

10 mins. V. 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 Bill Atherton (797-1887)
Committee Clerk: Michele Adams (797-1649)

Executive Summary

Solid Waste Advisory Committee

July 15, 2002

- I. **Call to Order and Announcements** **Susan McLain**
- Mr. Irvine introduced Mike Huycke as the new general manager of WRI.
 - Approval of Minutes: Mr. Winterhalter motioned to move the summary; Mr. White seconded the motion; none opposed; Executive Summary passed as read.
 - Councilor McLain announced that Council would conduct a first reading of the ordinance amending advisory committee term limits and SWAC membership at their next meeting.
- II. **REM Director's Update** **Terry Petersen**
- The ordinances to amend the Regional System Fee Credit Program will be considered at the next Committee meeting because the last meeting was cancelled.
- III. **New Policies to Increase Dry Waste Recovery, Part 2** **Lee Barrett**
- Mr. Barrett summarized the previous month's presentation that explained that 260,000 additional tons would need to be recovered to meet the 56% recovery by 2005 goal. He suggested that Metro could use Designated Facility Agreements (DFAs) to give facilities outside of the region the same opportunity to participate in dry waste recovery as those in the region. SWAC members had several questions related to details of how this would work, such as how waste is tracked and how fees are assessed on out-of-region waste. Some members are concerned about meeting minimum recovery rates if they can no longer send poor quality loads to out-of-region facilities that do not have minimum recovery standards, and that this not give a competitive advantage to one landfill. Councilor McLain stated that the Council would make any decision to shift Metro's policies to increase dry waste recovery; that any policy shift in this matter will not "hide" in administrative rules, and would be considered in concert with the "October review" (i.e., transfer station service areas.)
- IV. **Enforcement Update** **Roy Brower**
- Mr. Brower explained that Metro's Enforcement program began in 1993, and has grown to include 2 Multnomah County sheriffs and 2 corrections officers that oversee crews of inmates that do illegal dump clean-up. Between 1,000 and 1,500 illegal dumps are cleaned up every year, usually within one day of being reported. Any publicly owned land in the Metro region is eligible for this service, and the sheriffs can also help investigate illegal dumping on private land. The program costs \$365,000 per year and is funded by the Regional System Fee. Last year, \$120,000 in fines were assessed, but little of that was actually collected. Anyone can report an illegal dump by calling Metro Recycling Information, or on Metro's website at <http://www.metro-region.org/rem/waste/dump.html>. Multnomah County, particularly the City of Portland, relies on Metro to provide this service, as does Clackamas County to some extent. Washington County rarely uses this program, and is concerned with duplication of services since they have their own program. Mr. White inquired if an increase in the tip fee impacts illegal dumping. Mr. Brower said they have considered that, but do not find any correlation.
- VII. **Other Business and Adjourn** **Susan McLain**
- There was no further business.

Documents to be kept with the record of the meeting:

Agenda Item III:

1. PowerPoint presentation (attached to this summary)

Agenda Item IV:

1. PowerPoint presentation (attached to this summary)

Assessment of E-Waste Collection and Processing Issues for the Metro Region

Executive Summary

PURPOSE OF STUDY

This study provides Portland Metro with an initial understanding of the feasibility of expanding collection of electronic waste in the region. Four key questions are addressed:

- 1) How much e-waste exists and is expected to be generated in the near future?
- 2) Can these wastes be collected and handled, given the existing infrastructure? If not, what new services or facilities are needed?
- 3) Can these wastes be processed and reused in an environmentally sound and sustainable manner?
- 4) What next steps should Metro take to manage these wastes?

This “rapid assessment” study, undertaken by Cascadia Consulting Group and e4 Partners, is intended to provide order of magnitude planning level answers to these questions. Accordingly, this report presents findings based on available information as well as identifies where additional research is needed to reach more definitive conclusions.

DESCRIPTION OF THE E-SCRAP SUPPLY CHAIN AND MARKETPLACE

The figure attached to this executive summary graphically depicts the flow of electronics scrap from generator to end market. The report presents several important observations about this emerging supply chain:

- The marketplace for electronic waste is characterized by rapid change and growth at all points in the supply chain. This supply chain is being put together for the first time, as large quantities of obsolete electronic equipment become prevalent in homes and businesses.
- Public sector entities are moving fast to define a regulatory framework for managing electronic scrap in an environmentally safe and sustainable manner. All sectors are working through local, regional, and national processes to establish stewardship protocols, standards, and funding mechanisms to manage this waste stream effectively and equitably.

ENVIRONMENT AND SUSTAINABILITY

As Metro prepares to make decisions about what recovery systems and collection programs to put in place for this emerging waste stream, many significant environmental and sustainability issues need to be addressed. The key challenges facing Metro are:

- How to adhere effectively to the waste hierarchy ensuring the highest and best use for the different forms and types of recovered electronic waste.

- Under what conditions and even whether to allow for export of electronic waste collected from the Metro region.
- How to ensure and verify environmentally sound processing and end-of-life management of all electronic waste.
- Whether to allow the use of prison labor to process collected material.
- What environmental and social justice standards to apply to the handling and processing of electronic waste.

The report reviews these and related issues and provides guidance on how they can be addressed.

CURRENT LOCAL REUSE AND RECYCLING STREAM

The report provides an overview and needs assessment of the current local e-scrap system. Estimates of local generation and stockpiling of e-waste are provided as well as a summary of collection and handling services now available and a description of the processing infrastructure and end markets for recovered e-scrap materials.

- Information on waste generation and stockpiling was based on available national and other state data as little information is currently available regarding the Metro area.
- To obtain information about collection and handling of e-waste, the consultant conducted a phone survey of the major service providers in the region. The report documents current levels of activity and assesses the ability of service providers to expand and manage materials in an environmentally sound manner.

GAP ASSESSMENT

The report identified the gaps and constraints in the current supply chain for e-waste services. The study concluded that while there will be increasing growth in the demand for electronic waste management, local services are unlikely to expand significantly without additional public or private sector efforts.

The report also identified gaps and bottlenecks that are likely to emerge if expanded collection programs are initiated. For example, local markets for reuse and refurbished computers could be saturated and additional disassembly services for monitors and television would be needed.

COLLECTION OPTIONS

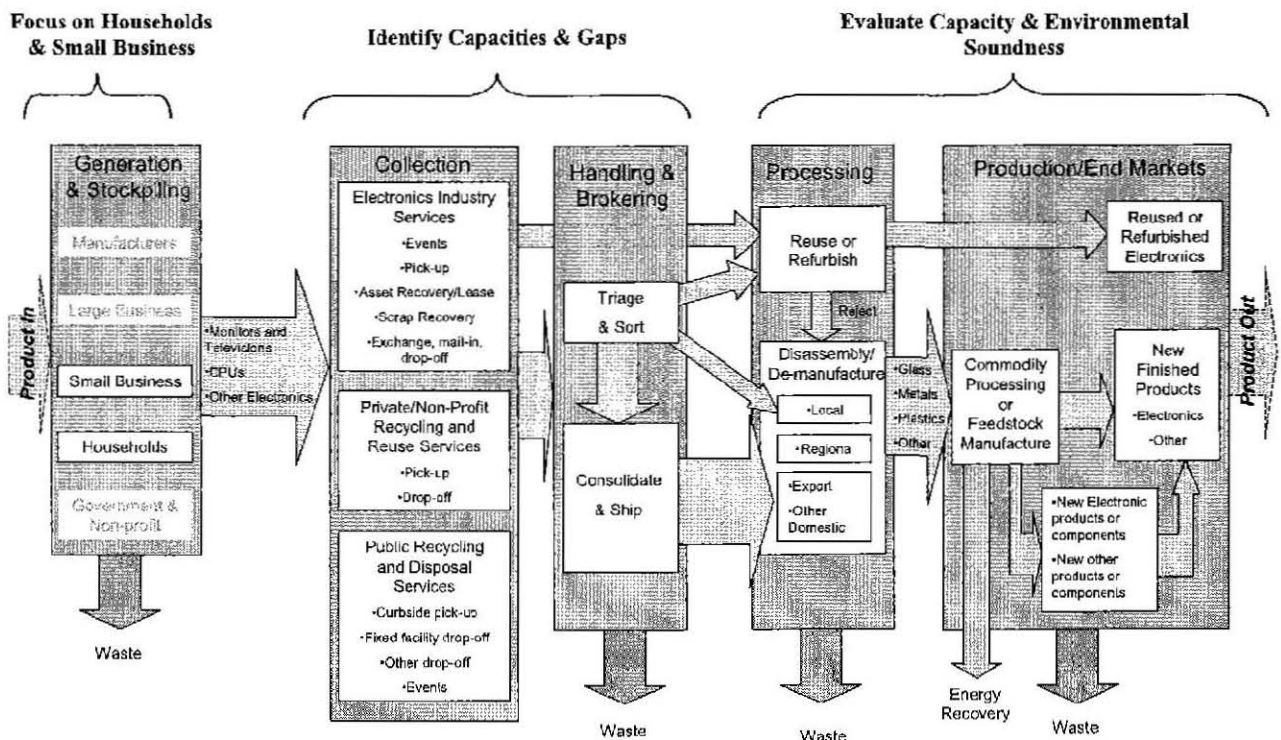
The report provides an overview and basic assessment of options to collect electronic waste from households and small businesses. The overview provides an understanding of the potential participation, costs, and recovery levels associated with the different options and the advantages and disadvantages of each option. A range of options involving both the public and private sectors were considered. Each of these options was evaluated against a set of criteria including cost and expected participation levels.

RECOMMENDATIONS

Key recommendations presented in the main report include:

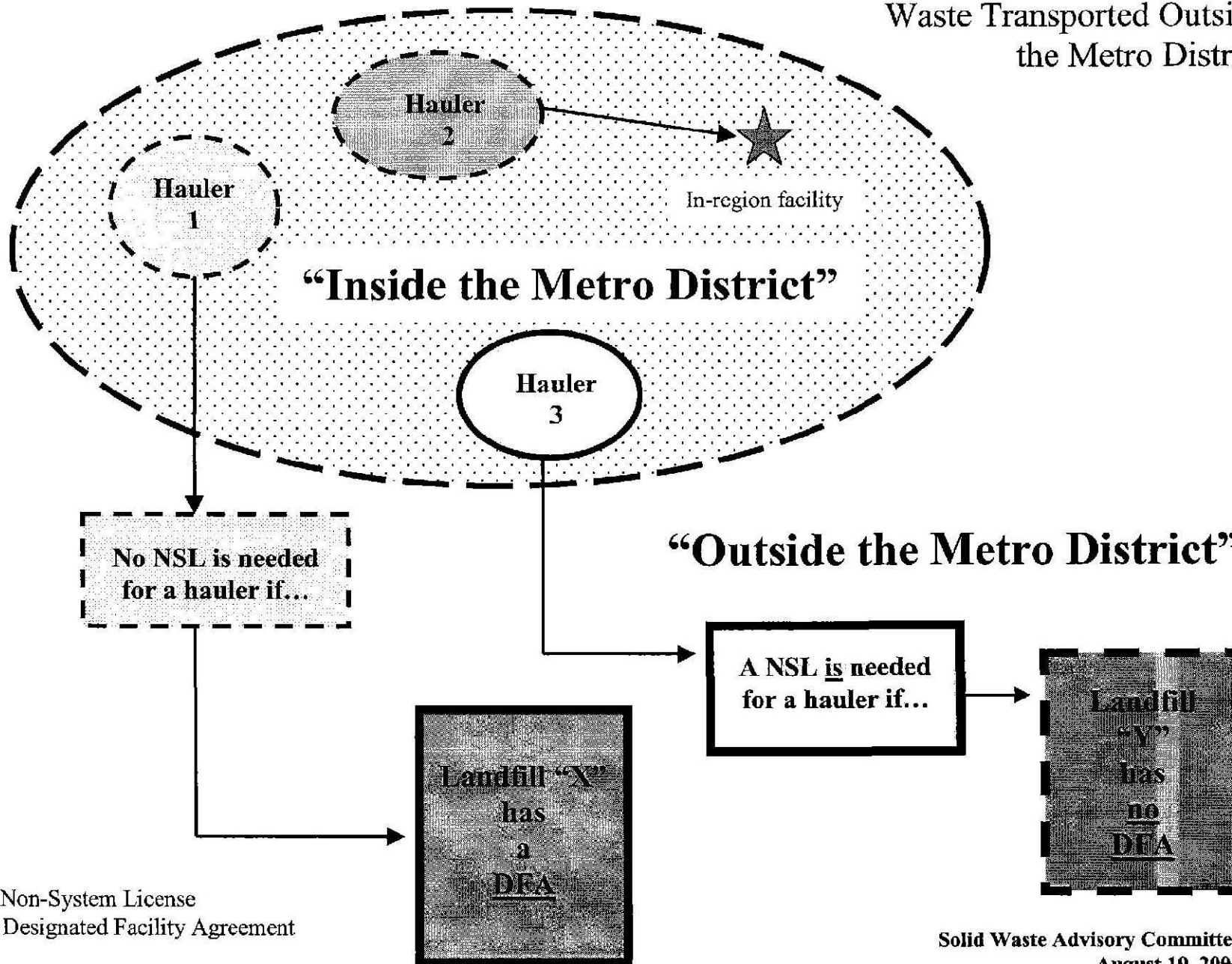
- Formally adopt a set of environmental and sustainability standards for the handling, processing, and end-of-life management of electronic wastes. These standards should be clearly delineated and include a mechanism for accountability, such as third party certification.
- To rapidly and efficiently provide expanded collection services to its residents and small businesses, Metro should initiate direct collection, using a mix of public sector facilities and private or non-profit sector service providers to deliver services. Services could include organizing 3-5 collection events, located throughout the Metro service territory, and collection at selected fixed facilities.
- Issue a preliminary RFP to obtain accurate estimates of the costs and potential recovery levels associated with alternative collection options. Then contract for the preferred services with a private or non-profit entity for a minimum of three years.
- Consider providing support through grants and access to facilities to non-profit service providers involved in reuse and refurbishing of used electronic equipment.
- Conduct additional research to address the lack of specific local information on the extent of current stockpiles of e-waste in Metro households and businesses and demand for collection services. If collection services are to be provided by Metro, provide for ongoing monitoring of the supply chain to further understand the capacity of service providers to handle and process material in an environmentally sound manner.

Figure 1: E-Scrap Supply Chain Flow chart – Project Focus



Solid Waste Delivery Diagram

Waste Transported Outside
the Metro District



NSL = Non-System License
DFA = Designated Facility Agreement

Solid Waste Advisory Committee
August 19, 2002
Attachment

Table 1 – Purpose of Metro’s Solid Waste Regulatory System

The purpose¹ of Metro’s solid waste regulatory system is to:

- ❑ Protect and preserve the health, safety and welfare of the District’s residents.
- ❑ Implement cooperatively with federal, state and local agencies the Regional Solid Waste Management Plan (RSWMP).
- ❑ Provide a coordinated regional disposal and resource recovery program to benefit all citizens of the District.
- ❑ Reduce the volume of solid waste disposal through source reduction, recycling, reuse, and resource recovery.

Metro Code Chapter 5.01

Regulates solid waste facilities inside the District²

- Metro’s solid waste regulatory framework is structured with a tiered system of franchises, licenses, certificates and exemptions.
- Solid waste facilities and activities that have a major impact will be required to obtain a franchise.
- Solid waste facilities and activities that have lesser impacts will be required to obtain a license or certificate.
- Regulation or exemption is based on:
 - ✓ Activities (examples: transfer, resource recovery, composting, recycling),
 - ✓ Wastes received at the facility (examples: putrescible waste, non-putrescible waste, source-separated organics), and
 - ✓ Scale of operation (i.e., tonnage levels).

Metro Code Chapter 5.05

Regulates the transport of solid waste to a facility outside the District

- Section 5.05.025 prohibits unlicensed transport of solid waste generated from within the District.
- Metro Code Section 5.05.025 states that a license is not required to transport solid waste to a designated facility of the system.
- Metro Code Section 5.05.030(a) sets forth a list of Metro’s designated facilities.

**Solid Waste Advisory Committee
August 19, 2002
Attachment 3**

¹ Excerpts from Metro Code Section 5.01.020 and 5.05.015(c).

² Except as provided in Metro Code Chapter 5.01 or 5.05, it is unlawful for any person to establish, operate, maintain or expand a solid waste facility or disposal site within the District without an appropriate Certificate, License or Franchise from the District.

Table 2 - Regulatory Framework for Solid Waste Activities

| Solid Waste Activities | Regulatory Tools | | | | | |
|--|---------------------|-------------|---------|-----------|--------------------------|-------------------------------------|
| | Inside Metro Region | | | | Outside Metro Region | |
| | Exemption | Certificate | License | Franchise | Non-System License (NSL) | Designated Facility Agreement (DFA) |
| Inside the Metro Region¹ | | | | | | |
| <i>Minimum Regulatory Oversight</i> | | | | | | |
| ▪ Non-putrescible source separated recycling | X | | | | | |
| ▪ Processing petroleum contaminated soil | | X | | | | |
| <i>Moderate Regulatory Oversight</i> | | | | | | |
| ▪ Yard debris reloading | | | X | | | |
| ▪ Yard debris composting | | | X | | | |
| ▪ Material recovery | | | X | | | |
| <i>Maximum Regulatory Oversight</i> | | | | | | |
| ▪ Food waste composting | | | | X | | |
| ▪ Local Transfer Station ² | | | X | X | | |
| ▪ Regional Transfer Station | | | | X | | |
| Outside the Metro Region³ | | | | | | |
| ▪ Hauling solid waste to a facility ⁴ outside the region. | | | | | X | |
| ▪ A landfill or facility outside the region accepting waste from the region. | | | | | | X |

¹ Refer to Metro Code Chapter 5.01

² A Local Transfer Station is franchised if direct hauling putrescible waste to Columbia Ridge.

³ Refer to Metro Code Chapter 5.05.

⁴ To a facility without a Designated Facility Agreement (DFA) with Metro.

Table 3 - Summary of Regulatory Tools including the New Service Areas for Local Transfer Stations

| Regulatory Tools | | Purpose | Approval | Status | Issues |
|------------------|--|--|---|--|--|
| Inside Region | ▪ Certificate | Minimum regulatory oversight. | ✓ No Council approval required. | One certificate has been issued. | Are facilities regulated by Metro properly categorized based on type of activities and waste? |
| | ▪ License | Moderate regulatory oversight. | ✓ Requires Council approval (via resolution). | 19 licenses have been issued. | Are facilities regulated by Metro properly categorized based on type of activities and waste? |
| | ▪ Franchise | Maximum regulatory oversight. | ✓ Requires Council approval (via ordinance). | 5 franchises have been issued. | Are facilities regulated by Metro properly categorized based on type of activities and waste? |
| | ▪ Service Areas | Establishes "caps" for Local Transfer Stations. Defines which haulers are "guaranteed" access to them. | ✓ Council approval (via ordinance) and administrative action. | Service Areas have been designated (via draft admin. procedures), but some Code provisions not implemented. | Should the service area framework for transfer stations be maintained or modified? |
| Outside Region | ▪ Non System License (NSL) | Grants authority to a hauler to transport waste outside the region (to a facility without a DFA) ¹ . Collect fees & taxes. | ✓ No Council approval required. | 18 NSLs have been issued. | Under what conditions should Metro approve or deny wet waste NSLs? Should NSLs require Council approval? Should NSL approval criteria be revised? |
| | ▪ Designated Facility Agreement (DFA) | Grants authority to a facility located outside the region to accept waste generated from inside the region ² . Collect fees and taxes. | ✓ Requires Council approval (via ordinance). | 5 DFAs have been issued. 1. Columbia Ridge Landfill 2. Grabhorn/Lakeside Landfill 3. Hillsboro Landfill 4. Finley Buttes Landfill 5. Roosevelt Landfill | Should new types of designated facilities be subject to the same Metro Code provisions as in-region facilities of a similar type (e.g., for MRFs: recovery rate, inspection/audit, fines)? |

**Solid Waste Advisory Committee
August 19, 2002
Attachment 5**

¹ Metro Code 5.05.025 prohibits unlicensed transport of solid waste generated from within the region.

² Metro Code Section 5.05.027 states that a license is not required to transport solid waste to designated facility of the system.