



METRO

A G E N D A

MEETING: **REGIONAL SOLID WASTE ADVISORY COMMITTEE**
DATE: Monday, May 20, 2002
TIME: 3:00 p.m. – 4:55 p.m.
PLACE: Room 370, Metro Regional Center, 600 NE Grand Avenue, Portland

- 5 mins. I. **Call to Order and Announcements** Susan McLain
Announcements
• Recycling Information Center Update
Responses to Issues from the March 18th Meeting
Approval of Minutes
- 10 mins. II. **REM Director's Update** Terry Petersen
- 20 mins. III. **Draft Ordinance (Action item)** Susan McLain
In November 2000, Metro Council adopted ordinance 00-860A, which established term limits for advisory committees. Most advisory committee members are limited to two terms of two years each. Members appointed by government agencies, however, are exempt from term limits (on SWAC, this applies to members from the City of Portland, Washington County, and Clackamas County.) Responding to the concerns of some SWAC members, Councilor McLain is proposing an ordinance that would create another exception to the term limits rule for advisory committee members who represent non-profit associations or cooperatives. In addition, the draft ordinance adds one non-voting member to SWAC—a hauler representative from Clark County. (see Attachment "A")
- 25 mins. IV. **Commercial Recyclables Processing Capacity Study** Susan McLain/Steve Engel
Both Metro and local jurisdictions want to promote increased commercial recycling, but need to be sure first that existing facilities can handle the added tons and different material mixtures. REM is about to conduct a study of the region's processing capacity for recyclables collected from commercial sources. The study will focus on mixed materials sorted into two or more commodities, and will examine how well processing facilities keep contaminants out of commodities and recyclables out of disposed residue.
- 20 mins. V. **Food Donation Progress Report** Marta McGuire
The Waste Reduction Division of REM recently completed an assessment of Track 1 programs in the Commercial Organic Work Plan. These programs include food donation infrastructure development and outreach & education programs. The results of these programs will be presented. (see Attachment "B")
- 20 mins. VI. **Review of Transfer Station Provisions** Terry Petersen
Metro Code requires a report to Council on the performance of the new Code provisions for transfer station service areas by October 15, 2002, and by March 15 of each even-numbered year thereafter. After review by the Solid Waste and Recycling Committee, preparation for the October report is now underway. The scope of work for this report will be reviewed with SWAC. (see Attachment "C")
- 15 mins. VII. **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)

**Solid Waste Advisory Committee
March 18, 2002**

Executive Summary

- I. Call to Order and Announcements** **Councilor McLain**
- Ms. Storz announced the outcome of the AGG v. *Washington County* appeal. The court essentially ruled in favor of Washington County by vacating the permanent injunction on the basis of health and safety.
 - Approval of Minutes: one correction - the date will be changed from January 28, 2002 to February 25, 2002; Mr. Winterhalter motioned to move the summary as corrected; Mr. Kampfer seconded the motion; Executive Summary of Transcript passed as amended.
- II. REM Director's Update** **Doug Anderson**
- There were no Director's Updates.
- III. Update on Excise Tax Proposal** **Susan McLain**
- Councilor McLain introduced Presiding Officer Carl Hosticka who explained that the Green Ribbon Committee is recommending to Council that they add 61 cents to Executive Officer Mike Burton's proposal to increase the solid waste excise tax by \$1/ton to fund Parks maintenance and operation. The 61 cents would be sufficient to implement their recommendations to Council.
- Various SWAC members testified that they believe this would place an inequitable burden on the solid waste industry, and potentially more so for small business; there could be perception issues; there has not been adequate public input; and, that there should be a one-year sunset date. However, SWAC did not make a formal recommendation to the Council.
- IV. Year 13 Partnership Plan for Waste Reduction** **Meg Lynch**
- Ms. Lynch described the purpose and goals of the Plan and explained that the only significant change in this Plan from previous years is the addition of performance measures for both the objectives and elements of the Plan.
- Ms. Chaplen commented that the addition of performance measures is appreciated. The TRI-C is concerned about redundancy, and these performance measures should help make sure that the programs are working. Mr. Korot believes that targeted competitive grants are a neat way to be able to do advanced programs, but maintenance funds are critical. Mr. Barrett said that the City of Portland supports the way this Plan is broken out, however, he too cautions that targeted competitive grants should not become too large and involved because the smaller jurisdictions could lose out. Chair McLain, Ms. Chaplen and Ms. Kiwala agreed.
- V. Regional Management of Old Electronics Equipment** **Scott Klag**
- Mr. Klag introduced the purpose of Metro's study of the management of old electronics equipment in the region. A request for proposals for a study that will estimate current options and capacity has been released. Metro's goals are to identify collection options, ensure environmentally sound processing and coordinate with regional and national initiatives.
- Mr. White commented that liability and responsibility for old electronics is a concern of the haulers, as well. Mr. Kampfer stated that Waste Management is interested in participating in regional old electronics solutions, but one of the hurdles is storage of these materials – until they are classified as universal waste, facilities cannot hold drop-off events.
- VI. Designating Transfer Station Service Areas** **Bill Metzler**
- Mr. Metzler summarized the Code provisions for Local Transfer Stations as approved last October by the Metro Council. These provisions included new definitions, new obligations and staff review requirements. One of the requirements was to have administrative procedures for

Council review in March 2002. Staff have drafted administrative procedures, and have identified implementation issues. Staff recommend resolving inconsistencies in the October 2002 review; delay implementation; enforce tonnage limits in franchises; and, exercise enforcement discretion. Council McLain stated that this is a preliminary look at the issue – the Council has not yet seen these administrative procedures or recommendations.

SWAC's discussion was primarily aimed at understanding the Code changes and the inconsistencies identified by staff. Mr. Irvine stated that he believes that the definition is a big problem – distance, rather than travel time is selected, yet that is not how the trucks actually go. Ms. Chaplen questioned if there is too much regulatory discretion. Mr. Metzler clarified that the 65,000-ton caps that Council approved will be enforced until the administrative procedures are adopted.

V. Other Business and Adjourn

Councilor McLain

- No further business.
- Meeting adjourned.

Documents to be kept with the record of the meeting:

Agenda Item III:

Green Ribbon Committee Meeting Summary/Recommendations dated March 12, 2002 (copy available upon request)

Agenda Item IV:

Draft of the Year 13 Partnership Plan for Waste Reduction, including summary overview, record of public comment and performance measures overview (included in agenda packet; copy available upon request)

Agenda Item V:

Slides from Mr. Klag's PowerPoint presentation (copy available upon request)

Excerpt from The Sunday Oregonian dated August 6, 2002, "Hidden Toxic Substances" (copy available upon request)

Agenda Item VI:

Staff Report titled, "Designating Solid Waste Transfer Station Service Areas and Calculating Disposal Demand for Putrescible Waste" (included in agenda packet; copy available upon request)

Slides from Mr. Metzler's PowerPoint presentation (copy available upon request)

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE) ORDINANCE NO 02-_____
TERM LIMITATIONS PROVISIONS OF)
METRO CODE CHAPTER 2.19, METRO) Introduced by Councilor McLain
ADVISORY COMMITTEES, AND ADDING)
A MEMBER TO THE SOLID WASTE
ADVISORY COMMITTEE

WHEREAS, on November 9, 2000, the Metro Council adopted Ordinance No. 00-860A to establish the membership and terms of office for Metro advisory committees; and,

WHEREAS, certain advisory committee term limitations do not apply to representatives of local governments; and,

WHEREAS, various trade, professional and special interest organizations and associations have historically been represented on Metro advisory committees; and,

WHEREAS, representatives of stakeholder organizations contribute valuable technical expertise to the work of Metro advisory committees; now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

Metro Code Section 2.19.0309(c) is amended to read as follows:

“(c) Terms.

(1) All appointments made by the Executive Officer or members of the Council shall be for a term of two (2) years or to fill a vacancy in the remaining portion of a term not to exceed two (2) years.

(2) No person may be appointed to serve more than two (2) consecutive full two (2) year terms on the same committee nor may any person be appointed to fill more than one partial term on any one committee. ~~However, employees of agencies serving as the nominees of their employer are not subject to these limitations on terms.~~

(3) The limitations on terms set forth in subsection (2) shall not apply to:

(a) employees of public agencies serving as the nominees of their employer; or
(b) representatives of associations, cooperatives, or other non-profit groups,
provided such group continues to re-nominate the designated representative
every two years.

~~(3)(4)~~ Members shall continue to serve until their successor is appointed and confirmed.”

Metro Code section 2.19.130(b) is amended to read as follows:

(b) Membership. Members are categorized as follows:

- | | | |
|-----|---|----|
| (1) | <u>Regular Voting Members</u> | |
| | Chair (Metro) | 1 |
| | Recycling Interests: | 3 |
| | Facilities (1) | |
| | Composters (1) | |
| | Recycler/advocate (1) | |
| | Hauling Industry: | 4 |
| | County Areas (3) | |
| | At-Large (1) | |
| | Disposal Sites | 3 |
| | Undesignated | |
| | Citizen-Ratepayers | 6 |
| | Citizens (3) | |
| | Business (3) | |
| | Governments: | 6 |
| | Cities (4) | |
| | Counties (2) | |
| | <hr/> | |
| | Total | 23 |
| (2) | <u>Non-Voting Members</u> | |
| | Metro Regional Environmental Management Director | 1 |
| | Department of Environmental Quality | 1 |
| | Clark County, Washington | 1 |
| | Clark County Hauler | 1 |
| (3) | <u>Associate Members</u> | |
| | Additional associate members without a vote may serve on the Committee at the pleasure of the Committee | |

ADOPTED by the Metro Council this ____ day of _____ 2002.

Carl Hosticka, Presiding Officer

ATTEST:

Approved as to Form:

Recording Secretary

Daniel B. Cooper, General Counsel

5/9/2002

Food Donation Initiatives Assessment and Food Recovery Infrastructure Evaluation

Executive Summary April 2002

Introduction

This report assesses the effectiveness of the food donation initiatives within the Commercial Organics Work Plan and evaluates the current food recovery infrastructure and collection system in the region. The Regional Organics Work team comprised of Metro, Oregon Department of Environmental Quality and local government staff, cooperatively designed the Commercial Organics Work Plan to guide the region in the direction of increased organics recovery while adhering to the solid waste hierarchy of reduce, reuse, recycle, recover, compost, landfill.

Background

The Commercial Organics Work Plan takes a two-track approach to organic waste management. Track 1 emphasizes waste prevention, donation and diversion. Donation is considered to be the least-cost approach as preventing the generation of the material in the first place removes the need to manage it as a waste product. Not only is donation the highest end-use of food produced, but provides the opportunity to address both waste and hunger issues.

- In the Metro region, nearly 190,000 tons of food was landfilled in 2000.
- Half of that food was probably edible.
- At the same time, more than 650,000 people asked for and received emergency food assistance from the Oregon Food Bank Network.
- Oregon ranks worst in the nation for outright hunger and sixth in the nation for food insecurity.

The food donation initiatives implemented to date include:

- Development of a grant funding assistance program for food rescue agencies to increase their ability to collect and store perishable foods.
- Focused waste prevention and donation outreach and education programs aimed at larger food-intensive businesses.

The assessment's findings are summarized below.

Food Recovery Infrastructure Development Grant Program

While a food donation infrastructure does exist in the region, Metro has provided grant funding assistance and support to enhance capacity to accommodate new and increased flow of perishable food items. These grants have been used primarily to build the transportation and storage capacity of food rescue agencies in the Metro region. Since 1999, nearly \$580,000 in grants have been disbursed to expand food recovery capacity through the purchase of:

- 4 walk-in coolers,
- 18 reach-in refrigerators,
- 19 reach-in freezers,
- 10 outdoor shelter canopies,
- 2 collection trucks, and
- 9 months driver salary and volunteer driver gasoline allowances.

Recipient agencies estimate an additional 5,181 tons of food will be recovered as a result of these grants. The avoided disposal cost¹ of this recovered food is \$647,650 and the dollar value² to food banks of the additional recovered food is \$17,305,208.

A cost-benefit analysis demonstrates the effectiveness and value of these grants. The net benefit of the grants is more than \$17 million, which far exceeds the \$573,406 given in grants. The benefit-cost ratio indicates that the average benefit per dollar of grant funds disbursed is 31, illustrating a high level of return for the funds distributed.

Food Donation Outreach, Education and Promotion

Metro's food donation outreach and education efforts for targeted food-intensive businesses consisted of the design and distribution of outreach materials, additions to the Metro web site, promotional articles in industry publications and public presentations.

- More than 200,000 people were reached through Metro's outreach.
- Thirty-five new partnerships enabled the distribution and circulation of publications and articles to the food industry.
- More than ten businesses initiated a donation program directly attributed to Metro's outreach efforts.
- These new donation efforts resulted in the recovery of an additional 30,000 pounds of food that would have otherwise been disposed of and \$51,975 in savings for transportation, disposal costs and food value.

Examples of outreach efforts include:

- The Restaurant and Food Service Guide to Food Donation was published in July 2001. The brochure is designed to educate restaurants and businesses about the benefits and ease of food donation. More than 4,500 brochures have been distributed via county restaurant inspectors, local governments, Metro and food rescue agencies. One food agency noted a 30 percent increase in food donations that they attributed to the brochure.
- The Food Donation Resource Guide, which was designed to connect businesses with food rescue agencies near them, was updated and released in November 2001. To date, more than 4,200 guides have been distributed.
- In January 2002, a dynamic web-based Food Donation Resource Guide was added to Metro's web site. An online search tool enables users to enter their address and the items they wish to donate and a listing of organizations will be displayed. The web site also features the simple steps to donation, information on liability protection and case studies on local businesses that practice food donation. More than 400 people have visited the food web site between January and March 2002.
- A promotional article, "Food Donation, Metro Offers Options," was published in Oregon Restaurant Association's Main Ingredient magazine in November 2001 and distributed to 10,000 members statewide.
- A promotional article, "Don't Throw Away Your Chance to Help," was published in the March 2002 issue of Oregon Industry Grocery Association The Express Lane magazine that is distributed to 2,000 members statewide.
- Western Culinary Institute "Waste Reduction and Food Donation 101" presentations occur every six weeks with every incoming class. The presentation covers food waste reduction

¹ Based on \$125 per ton for collection and disposal.

² Based on \$1.67 per pound as calculated by America's Second Harvest.

basics and the simple steps to donation. The initial presentation led the culinary institute to set up their own donation program. As of March 2002, more than 360 students have attended the presentations.

Not all food rescue programs keep track of donors, so it is not possible to document all of the increases in donorship due to Metro's outreach. A number of agencies noted increases in donors following Metro's distribution of outreach material, but did not keep track of the donors particularly when donations occurred on a one-time basis such as an event or party. Metro also received feedback from businesses that currently maintain donation programs that the distributed material helped reinforce their donation program.

Metro Region Recovery and Diversion

In the Metro region in fiscal year 2000-2001, local food banks and charitable organizations recovered approximately 10,614 tons of food. Oregon Food Bank estimates that approximately 20 percent of the food would have otherwise been landfilled had it not been donated. Therefore, approximately 2,122 tons of food was diverted from the landfill to food banks in 2000.

Food Recovery Capacity

A survey of the local food rescue network indicates there is capacity for additional recovery of food. The Oregon Food Bank distribution centers have the greatest potential for additional recovery. The two distribution centers alone have the ability to recover 2,625 tons of additional food items. Although the majority of food rescue agencies indicated that they had the capacity to recover additional food times, the survey revealed that there is a large amount of variation in the amount of storage and refrigeration space in individual food rescue agencies. Some agencies have the ability to double their inventory, while others are currently at or near maximum capacity.

Food Donation Collection System

The regional food donation collection system is comprised of a network of more than 200 agencies that collect, transport and distribute food items to those in need. The Oregon Food Bank plays a central role in food recovery in the region and state. The resources available for collection vary significantly among the individual organizations of the local food rescue network – from several refrigerated trucks with full-time, salaried drivers, to organizations with one volunteer-driven van or truck, to organizations without any transportation resources that rely solely on delivered donations. All of the agencies interviewed indicated that storage and refrigeration space was a critical issue in collection and distribution. Expanding the infrastructure particularly in smaller agencies would increase the efficiency of the collection system.

Metro's Role

The survey indicated that Metro's outreach and education efforts have been effective in increasing donation by bringing attention to hunger and waste issues in the region and the local food rescue network. Several agencies stated that there is still a strong need to educate the grocery industry on the donation of deli and dairy items. All of the agencies agreed that the Food Recovery Infrastructure Development Grant Program is excellent and should be both continued and expanded.

Conclusion

In summary, Metro's food donation initiatives are directly responsible for the additional recovery of more than 5,000 tons of food and the circulation of donation education materials to more than 200,000 people. Metro's efforts have proven to be an effective means of promoting donation in the commercial sector. Education and infrastructure development continue to be vital components for increasing donation in the commercial sector.

POLICY & TECHNICAL ANALYSIS OF METRO TRANSFER STATION POLICIES

The October 2002 Review of Transfer Station Code Provisions

Background

This report describes the questions that are to be addressed in the October 2002 transfer station review and provides the SWAC the opportunity to provide staff with feedback on the proposed analysis.

Existing Metro Code

On October 25, 2001, Ordinance No. 01-916C amended Chapter 5.01 of the Metro Code to revise the regulatory limitations and obligations for Local Transfer Stations.

Metro Code Section 5.01.131(b) requires that by October 15, 2002 and by March 15 of each even-numbered year thereafter, the Director of the Regional Environmental Management Department shall provide a written report to the Metro Council regarding the performance of the new Code provisions for Local Transfer Stations that includes:

- 1. A quantitative review of the demand for disposal of Putrescible Waste within all Service Areas;***
- 2. A review of the performance of the obligations and limits authorized pursuant to section 5.01.125(c) of this chapter in achieving the policies stated by Council in adopting this chapter; and***
- 3. A recommendation on any revisions of Service Area boundaries, change in the need for disposal capacity within any Service Area, or changes of obligations or limits imposed on any Local Transfer Station.***
- 4. The Executive Officer shall consider the relationship between demand and disposal capacity located within each Service Area to insure that all Service Areas are treated equally and equitably concerning the availability of disposal capacity to meet the calculated demand.***

Proposed Analysis

In order to prepare for the October report, REM identified questions and analysis related to the above Code requirements. These were reviewed and amended at the March 6 meeting of the Solid Waste & Recycling Committee.

Report Element 1. A quantitative review of the demand for disposal of Putrescible Waste within all Service Areas;

Proposed analysis:

- Review Metro's waste flow model for estimating demand for disposal service within each service area.
- Exam the model's assumptions and forecasting methodology.
- Review current waste hauling patterns in the region.
- Explain any differences between the estimated demand for disposal services and the actual deliveries to the transfer station within each service area.
- Review history of consolidation in the solid waste collection industry.

Report Element 2. A review of the performance of the obligations and limits authorized pursuant to section 5.01.125(c) of this chapter in achieving the policies stated by Council in adopting this chapter;

Policy #1: Increase opportunities for material recovery. As part of the October 2001 transfer station policies that were adopted by the Council, the tonnage limitation on dry waste received at local transfer stations was eliminated. The goal was to increase post-collection recovery.

Proposed Analysis:

- Compare of dry waste recovery at local transfer stations before and after the tonnage limitation was eliminated.

Policy #2: Provide local hauler access and minimize Vehicle-Miles Traveled (VMT). The October 2001 ordinance included a requirement that transfer stations provide service to haulers collecting waste from within their service area.

Proposed Analysis:

- Survey transfer stations and haulers to determine if local haulers within a service area are currently being denied access.
- Estimate the VMT reductions that have occurred because of the 2001 policy changes.

Policy #3: Foster competition and reduce the need for economic regulation.

Proposed Analysis:

- Compare tip fees being charged at transfer stations
- Identify which, if any, haulers have chosen to switch facilities because of lower rates being offered at more distant transfer stations.
- Compare the potential tradeoffs between market competition and haul distances.

Policy #4: Reduction in rates (public sees economic benefits of local transfer stations).

Proposed Analysis:

- Survey industry and local governments to identify how the 2001 policy changes have affected rates

Policy #5: Ensure stability of the public services provided by Metro Transfer Stations and the public investment in these facilities.

Proposed Analysis:

- Estimate the impact of the 2001 policy changes on tonnage and costs at Metro's two transfer stations.
- **Document the public services provided by local transfer stations as compared to those provided by Metro facilities.**

Report Element 3 & 4. A recommendation on any revisions of Service Area boundaries, change in the need for disposal capacity with any Service Area, or changes of obligations or limits imposed on any Local Transfer Station, and; The Executive Officer shall consider the relationship between demand and disposal capacity located within each Service Area to insure that all Service Areas are treated equally and equitably concerning the availability of disposal capacity to meet the calculated demand.

Proposed Analysis:

- Compare the supply and demand for transfer station services within each current Service Area.
- Review the status of pending or potential applications for additional transfer facilities in each of the Service Areas in order to project future changes in supply and demand.
- Identify options for adjusting Service Area boundaries and/or for changing the obligations or limits currently imposed on any local transfer station, including wet waste caps as specified in their franchises.

Next Steps

In summary, preparation for the October 2002 report to Council on the transfer station Service Area Code provisions is now underway. **Are there other issues or analyses that are needed as part of the October 2002 transfer station review?**