

# A G E N D A

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METRO

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

**DATE:** Thursday, November 29, 2007

**TIME:** 10:00 a.m. to 11:40 a.m.

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

- 5 mins. **I. Call to Order** ..... **Mike Hoglund**  
*Introductions/announcements*  
*Approval of minutes\**
- 5 mins. **II. Citizen Communications for Non-agenda Items** ..... **Mike Hoglund**
- 10 mins. **III. Director's Update** ..... **Mike Hoglund**
- 15 mins. **IV. Business Recycling Policy Direction** ..... **Marta McGuire**  
***Information item:*** *On November 13th, after receiving additional information on cost/benefit, business case studies, and local government impact, the Metro Council directed staff to develop an ordinance to require business recycling in the region. Staff will provide a brief update on the ordinance development and stakeholder review process ahead.*
- 20 mins. **V. Tonnage Authorizations (Caps)\*** ..... **Doug Anderson**  
***Information item:*** *By January 1, 2009 all but one transfer station franchise and all non-system licenses covering putrescible waste are due to be renewed. The tonnage authorizations ("caps") will have to be addressed in the new franchises and licenses. The Solid Waste & Recycling Department is initiating a public process to examine this regulatory matter and inform the renewal decisions. The Department intends to involve a broad range of constituents, including Metro Council, regulated facilities, local governments, haulers, SWAC, ratepayers, and other interested parties and policy-makers. Information on the objectives, process, and schedule will be provided at this meeting.*
- 40 mins. **VI. Sustainable Operations Project\*** ..... **Janet Matthews and Matt Tracy**  
***Information item:*** *Chapter 5 of the Regional Solid Waste Management Plan is called "Sustainable Operations." It contains 23 objectives for increasing sustainable practices in the region's government-regulated solid waste facilities and services. (These objectives were developed by a SWAC subcommittee, and approved by the SWAC membership.) A collaborative implementation strategy is envisioned. Staff will provide an overview of the process ahead for establishing a work group, setting priorities, reporting on progress, and involving SWAC.*
- 5 mins. **VII. Other business and adjourn** ..... **Mike Hoglund**

\*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)**

**Proposed SWAC Agenda Items**  
December 2007 – February 2008

December 27	January 24	February 28
No December meeting	2008 SWAC workplan (information and discussion item)	Sustainable Operations (discussion item – small group brainstorming)
	New member orientation (information item)	

**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**  
**November 29, 2007**

**Regional Solid Waste Advisory Committee (SWAC)**  
**October 25, 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, October 25, 2007

**Members / Alternates Present:**

Councilor Kathryn Harrington  
Mike Hoglund  
Glenn Zimmerman  
Paul Edwards  
Janet Malloch  
Mike Leichner  
Rick Winterhalter

Audrey O'Brien  
Matt Korot  
Bruce Walker  
Anita Largent  
Ray Phelps  
Lori Stole  
Dean Kampfer

Dave White  
JoAnn Herrigel  
Mike Miller  
Jeff Murray  
Theresa Koppang  
Tom Badrick  
Steve Schwab

**Guests and Metro staff:**

Janet Matthews  
Steve Kraten  
Wendy Fisher  
Scott Klag  
Segeni Mungai  
Julie Cash  
Lee Barrett

Tim Bergam  
Larry Harvey  
Roy Brower  
Jennifer Erickson  
Chuck Geyer  
Jim Watkins

Kevin Downing  
Nancy Cardwill  
Andrew Johnson  
Tom Gardiner  
Tom Chaimov  
Gina Cubbon

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

- Councilor Harrington convened the meeting at 10:01 a.m.
- Approval of minutes: No changes were made to the September 2007 minutes, and they were unanimously approved by the members present.

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

- District 2's Councilor Brian Newman recently resigned his position to take become Director of Campus Planning & Development at OHSU. Applications have been accepted for his Council seat, which will be filled after public debate.
- Council is currently in discussion concerning the "headquarters hotel" for the Oregon Convention Center.
- Councilor Harrington will be unable to attend the November SWAC meeting; Mike Hoglund will chair in her absence.

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

None.

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

- Metro's new website has launched; the domain name is unchanged for now, but will switch over to a shorter, more user-friendly name in the coming weeks. Numerous improvements have been made to make the site much easier to navigate.
- A full update on the business recycling program will be presented at the November SWAC meeting. Staff has presented the program to Council and MPAC; they are currently working with the Business Recycling Workgroup to discover how ready local governments will be for implementation. Council will be discussing the program at its November 13 work session.
- The moratorium on wet waste transfer stations and new wet waste Non-system Licenses (NSLs) will be extended until December 31, 2008 in order to provide time to complete the wet waste allocation project and self-haul study. All wet waste NSLs are being extended for one year without changes in the meantime. Current caps may be readjusted prior to the end of the moratorium.
- Several enforcement actions have taken place since the last report, Mr. Hoglund said. WRI exceeded their tonnage limit at Coffin Butte Landfill by 342 tons in 2006 (no fine). PLC III has been fined \$1,000 for missing the deadline to have all its mixed roofing debris removed. Council reduced the penalties owed by USA General Contractors (flow control violations) to \$37,500, but is requiring that they pay approximately \$50,000 for excise taxes and penalties, as well. PLC II has exceeded its limit for how much tonnage can be onsite (no penalty). Best Buy in Town has been found to not adequately screen loads for unauthorized waste (no penalty).
- Metro has approved PLC III's request to begin operations as a MRF; the facility currently accepts mixed waste.
- American Compost has notified Metro that it will cease operations and no longer accept yard debris from the public, effective November 15.

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

Jennifer Erickson (Waste Reduction & Outreach Division) presented the group with the latest information on Metro's Multi-family Recycling Program. 30% of the region's residents live in multi-family abodes, and many move between jurisdictions. Because these jurisdictions have individual recycling systems, this can be confusing to both residents and property management companies, Ms. Erickson said. The goal of the Program is to create a more consistent system throughout the region, while preserving the recycling programs of individual jurisdictions. Education and outreach are key, and most property managers surveyed have been very interested and supportive.

Ms. Erickson referenced the tables and PowerPoint handouts included in the agenda packet, and summarized the information contained there. Approximately 90% of telephone and door-to-door survey respondents said they recycle regularly. However, there was confusion about how the system works where they live, pointing to a need for more education. Those multi-family residences that had the best recycling systems had all been helped by their local jurisdiction.

Key recommendations (as shown in the agenda packet) include promoting Metro's Recycling Information and website through local outreach materials and updating information as quickly and often as possible. Together, Metro and local governments will create standardized presentations for contractors, resident associations, etc. The City of Beaverton has begun a program in which residents use a durable red-bag system for recyclables. If Beaverton's program successfully increases recycling, Metro will develop a similar pilot program.

The transition to a two-sort bin system in many areas will help standardize collection as well, Ms. Erickson noted. For now, the main focus is on education and outreach (working with property managers first, then residents). A system will be developed to track multi-family residential recycling data uniformly throughout the

region. Concluding, Ms. Erickson offered to send discs of the latest report to anyone interested, since the hardcopy, she demonstrated, is nearly two-inches thick.

#### Questions/comments

- WRI/Allied's Ray Phelps asked what the expectations will be for the hauling community. Ms. Erickson replied that the biggest change will be the two-sort system, which is already well underway in many areas.
- ORRA's Dave White suggested that haulers and property managers be added to the Recycling Work Group. The group, Ms. Erickson explained, are purely a planning group made up of representatives of local jurisdictions. They are the liaisons with their haulers.
- Dean Kampfer of Waste Management said that while he supports the idea of a consistent system in the region, how will it be possible for all the smaller jurisdictions to be included? Most already use the same system as their cooperative larger jurisdiction. In fact, Ms. Erickson noted, it was local governments who asked for help with multi-family recycling.

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

Kevin Downing of the Oregon DEQ began this, the third (and final) in a series of SWAC presentations on the subject. Using a PowerPoint presentation (attached), he explained the Oregon Clean Diesel Initiative. The most dangerous particulates, he pointed out, are linked to an increased risk of cancer, respiratory ailments and other illnesses. Concentrations in the Metro region are fairly typical of large, urban areas. Metro's proposed retrofit / replacement program for collection vehicles would accelerate the reduction of these pollutants, rather than just waiting for the older fleets to slowly be replaced with newer, lower-emission models.

Retrofitted trucks can run as cleanly as natural gas, Mr. Downing continued, and the return on the economics is realized in nine months, according to studies. Instituting the program would result in about \$100 million in public benefit over a five-year period. In addition, legislation recently passed by the House includes a tax credit (pass-through) program for companies. The bill had strong support across the board. In 2011, a change in the NOX standards will further improve air quality. A number of interesting ideas are on the horizon while making it possible to continue using diesel engines, he said.

Next, Engineering & Environmental Services Division Manager Jim Watkins presented information about Metro's proposed program for retrofitting and replacing collection vehicles (presentation attached). Showing an example of rate impacts, Mr. Watkins reiterated the goals of the program and the strategies recommended by staff to achieve them. Of the funding options discussed, staff recommends increasing the Regional System Fee (RSF) for a period of three years. While this will pay for retrofitting appropriate vehicles, if local governments could fund accelerated replacement of the oldest vehicles, the program would have its greatest impact on the environment and the public. Local governments could fund the replacements through rate-setting and tax credits.

Mr. Watkins laid out three possible recommendations that SWAC could forward to the Metro Council:

1. Diesel Retrofit and Accelerated Collection Vehicle Replacement Program
2. Retrofit Program only (leaving collection vehicle replacement up to individual companies)
3. Status quo (do nothing)

Staff, he reported, recommends #1, wherein Metro would lead retrofitting through the RSF and local governments would do their part to help replace the oldest vehicles.

Questions/comments:

- JoAnn Herrigel of the City of Milwaukie asked how the additional RSF would be allocated. A contract would be executed with a filter contractor for the amount to be spent for the filters, installation, and maintenance, Mr. Watkins explained. After the three year contract (based on cost estimates), the increase would sunset.
- Mr. Phelps pointed out that without the combination of retrofitting and replacement, not much would be achieved for money. More emphasis should be made on replacing vehicles.
- Retrofitting has more bang for the buck, Mr. Kampfer countered, so with new technology coming in just a few years, why not wait on the replacement piece?
- Mr. White commented that there is a lot of competition for local governments' money. How would the project be made financially fair regionwide?
- If all local governments participated, Matt Korot of the City of Gresham said, it would solve that equity problem. However, it's difficult to make a commitment prior to discussion with local elected officials. Mr. Korot did feel his jurisdiction would be supportive.
- Janet Malloch (Blue Heron Paper) wondered how much impact the projected success of various recycling / recovery programs (such as EDWRP) would have on Metro revenue for this program. She also pointed out that facilities such as BHP and others that haul materials to be disposed would be paying into the program solely to the benefit of curbside collection vehicles.
- The City of Portland's Bruce Walker said that his jurisdiction has announced to its haulers that some components of Option #1 will be implemented. The coordination that Metro supplies, he said, is an approach the City supports.

Mr. Kampfer moved to recommend Options #2 (retrofit only), with a "strong suggestion" that local governments support replacing older vehicles. Far West Fiber's Jeff Murray seconded the motion.

In the ensuing discussion, Mr. Hoglund reminded the group that SWAC's recommendation to Council does not ensure the program will go forward, but does ensure further discussion by Council. Steve Schwab of Sunset Garbage suggested using Reserve Funds before increasing the RSF.

The final vote on Mr. Kampfer's motion was:

Yea: 11

Nay: 1 (Paul Edwards, preferring Option #1)

Abstentions: 4 (Koppang, Malloch, Phelps, Leichner)

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

Waste Reduction & Outreach Division's Scott Klag filled the group in on the status of the RSWMP Disaster Debris Operations Plan (PowerPoint attached). The work group decided that development of processing sites should be the first priority. The objectives of this part of the Plan, therefore, will be to identify sites, and establish pre-arrangements with landowners. Also in development is how to ensure tracking of debris materials for the fiscal management end, and procedures for how and when to implement the Plan during a disaster. Mr. Klag expanded on each of these objectives.

The next steps will be to build a preliminary list of sites throughout the region, engaging local stakeholders in that process.

Questions / comments:

- Councilor Harrington asked what types of disaster categories have been considered for the Plan. Mr. Klag answered that because local governments have, thus far, handled smaller events such as wind storms and floods very well, the group focused on large-scale events such as earthquakes.
- Are private and public solid waste facilities being considered? The Plan calls for disaster debris to be handled separately while the existing solid waste system gets back to normal as quickly as possible.
- Doesn't each jurisdiction / county already have such plans? No; each are in different stages of planning. Therefore, Metro's coordination in disaster debris planning has been extremely helpful when considering a major disaster that would affect all or large portions of the region.
- Audrey O'Brien of the DEQ added that her agency has seen local governments become very creative in small disasters, but an advance plan on a regional level is imperative.

**VIII. Disposal Transport RFP..... Mike Hoglund**

Because of time constraints, this item was postponed to a future SWAC meeting.

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

Councilor Harrington adjourned the proceedings at 12:05 a.m.

Prepared by:

Gina Cubbon  
Administrative Secretary  
Metro Solid Waste & Recycling Department

gbc

Attachments: Oregon Clean Diesel Initiative  
Metro Diesel Retrofit Program Presentation  
RSWMP Disaster Debris Operations Plan


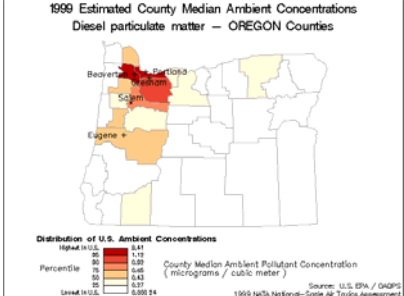
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## Oregon Clean Diesel Initiative




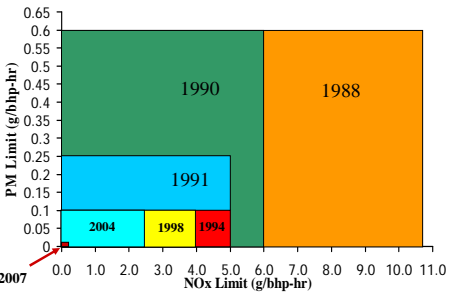

## What Is The Concern in Oregon?

1999 Estimated County Median Ambient Concentrations  
Diesel particulate matter – OREGON Counties


Distribution of U.S. Ambient Concentrations  
 95th Percentile: 0.41  
 90th Percentile: 0.28  
 80th Percentile: 0.15  
 50th Percentile: 0.08  
 10th Percentile: 0.02  
 Limit: 0.0024  
 County Median Ambient Pollutant Concentration (micrograms / cubic meter)  
 Source: U.S. EPA / GAQPC  
 1999 NADN National-Scale Air Toxics Assessment

## On Road Diesel Engine Emission Standards

PM Limit (g/bhp-hr)  
NOx Limit (g/bhp-hr)


## Economics of Clean Diesel



Environmental/Public Health Impact in Oregon

- \$2 billion per year or
- \$2+ per gallon of diesel used


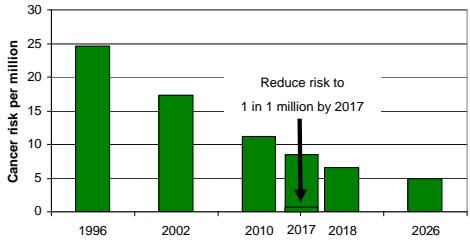
## Economics of Diesel



Annual


- \$ 85 billion Diesel contribution to American economy
- \$ 160 billion Health/environmental benefits of clean highway diesel vehicles & equipment

## Projected Diesel PM Risk in Oregon


Cancer risk per million

Reduce risk to 1 in 1 million by 2017



## Oregon Clean Diesel Initiative




- Burn Cleaner Fuel
- Burn Fuel Cleaner
- Burn Less Fuel




## Economics of Clean Diesel

Per vehicle:  
 Environmental/  
 Public health costs  
 – \$16,000

Filter costs  
 – \$10,000

## Dirty vs. Clean Diesel



CONVENTIONAL      RETROFITTED

Real time measurements of particulate matter pollution inside a car "chasing" a diesel refuse truck before and after retrofitting.

Courtesy of Clean Air Task Force



## Waste Haulers – Partners for Healthy Air Quality





## Oregon Clean Diesel Initiative



Ultra low sulfur diesel and better biodiesel reduce the most air quality emissions by upwards of **Over \$19 million a year in benefits to public health and the environment**

Reduced wear and tear, better fuel economy, better air quality, saves emissions by upwards of **<2 years**

Long haul trucks, waste handling equipment, porters, and auxiliary power units save fuel, improves



## Clean Diesel Legislation - HB 2172

- Support for engine upgrades
  - Grant and loan program
  - Tax Credit, with pass-through
  - School district support when competing for federal grants
- Support for new engine purchases
  - Extension of Truck Engine Tax Credit
- Partnering with Oregon Trucking Associations, ORRA, Associated General Contractors, American Lung Assoc, OEC



## Bio Fuel Legislation - HB 2210

- Fuel Standard, triggered by production capacity
  - 10% ethanol 40 million gpy
  - 2% biodiesel 5 million gpy
  - 5% biodiesel 15 million gpy
- Tax Incentives
  - User
    - B99, \$0.50 per gallon up to \$200 per vehicle per year



## Oregon Clean Diesel Initiative

- Reducing diesel PM emissions has multiple benefits:
- Cancer risk
  - Cardiovascular disease
  - Other toxics, e.g., formaldehyde
  - Asthma induction and incidence
  - Global warming
  - Visibility, regional haze
  - PM<sub>2.5</sub> attainment

# Regional Diesel Retrofit Program

Regional Solid Waste Advisory Committee  
October 25, 2007

Presenters: Jim Watkins, Metro  
Kevin Downing, DEQ

1

## Desired Outcomes

Regional  
Diesel Retrofit  
Program

- SWAC understanding of
  - State's diesel emission reduction strategy
  - 2007 Oregon legislation/potential state funding
  - Example of program impacts on commercial collection
- SWAC recommendation to Metro Council

2

## Rate Impact on Businesses: An Example from Gresham

Regional  
Diesel Retrofit  
Program

- Four companies provide commercial & drop box collection in Gresham from a pool of 99 trucks
- Trucks operate across jurisdictions
  - 80% of operations *not* in Gresham
- “Normal” replacement: about 1 net truck per year
- An accelerated policy would mean replacement of 9 additional trucks over 3 years
- Rates would increase 4-7%
  - 4-5% for drop box service
  - 6-7% for commercial service

3

## Program Goals

Regional  
Diesel Retrofit  
Program

Developed by Retrofit Workgroup

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.

4

## Recommended Emission Reduction Retrofit 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
- Engine reprogramming where possible

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

5

### Five Year Reduction Amounts by Program Component

	VOC	CO	NOx	PM	
Baseline - 1,000 vehicles (tons)	113.30	542.60	1586.30	162.80	
<b>TOTAL PROGRAM 5 YEAR EMISSIONS REDUCTIONS</b>					
<b>PERCENT REDUCTIONS FROM BASELINE</b>					
RETROFIT OPTION	ESTIMATED NO. OF AFFECTED VEHICLES	VOC REDUCTIONS	CO REDUCTIONS	NOx REDUCTIONS	PM REDUCTIONS
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		35.5%	31.4%	3.4%	30.9%

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

6

## Recommended Retrofit 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 in the retrofit program

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

7

## Retrofit Program Financing Options

Regional  
Diesel Retrofit  
Program

1. Increase regional system fee (approximately \$1.65/ton for 3 years)
2. Use SW&R reserves (~\$7 million)
3. Local governments fund through rates (\$0.12/month at the can/commercial \$1.65/ton)
4. Grants (e.g., congestion mitigation/air quality from state and federal programs)

8

# Staff Recommended Retrofit Financing

Regional  
Diesel Retrofit  
Program

1. Increase regional system fee  
(approximately \$1.65/ton for 3 years)

9

**Five Year Reduction Amounts by Program Component**

	VOC	CO	NOx	PM	
Baseline - 1,000 vehicles (tons)	113.30	542.60	1586.30	162.80	
<b>TOTAL PROGRAM 5 YEAR EMISSIONS REDUCTIONS</b>					
<b>PERCENT REDUCTIONS FROM BASELINE</b>					
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%
<b>Total Maximum Reductions</b>		<b>67.3%</b>	<b>57.2%</b>	<b>38.8%</b>	<b>72.1%</b>

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

10



## Accelerated Replacement Financing Options

Regional Diesel Retrofit Program

1. Local governments fund through rate setting process
  - Residential example: \$0.71/month
  - Commercial example: Rates would increase 4-7%
2. Tax credits

11

## Possible SWAC Recommendations

Regional Diesel Retrofit Program

- Option #1 - Diesel Retrofit and Accelerated Replacement Program
  - Metro leads retrofit; BAT; RSF financed
  - Local governments accelerate replacement (rate increases)
  - Implementation condition: Retrofit available to Local governments with accelerated replacement
- Option #2 - Retrofit Program Only
  - No requirement for > vehicle replacement rate
- Option #3 - Do nothing

12

## Staff Recommendation

Regional  
Diesel Retrofit  
Program

- Option #1 - Implement Diesel Retrofit Program elements as proposed by Work Group
  - Metro leads retrofit of vehicles with BAT financed by increase in RSF
  - Local governments accelerate vehicle replacement through rate increases
  - Implementation condition: Retrofit program available only to local governments with replacement program

13

## Next Steps

Regional  
Diesel Retrofit  
Program

- SWAC makes recommendation
- Metro Council consideration (October 2007 – May 2008)
- Begin Implementation

14

# Debris Processing Sites Contract

Presentation to SWAC

Scott Klag

October 25, 2007

1

## Today's Outcomes

- ◆ Understand project purpose and scope
- ◆ Awareness of opportunities to assist project

2

# Project Origins

Regional  
Disaster Debris  
Management Plan

- ◆ RSWMP Update includes DDM Policy Plan
- ◆ RSWMP DDM Plan calls for operations plan
- ◆ Regional working group made processing sites a priority

This project is part of overall DDM effort.

3

# Project Objectives

Regional  
Disaster Debris  
Management Plan

- ◆ Identify sites
  - temporary storage & processing of debris
- ◆ Establish prearrangements
  - to equip and operate the sites
- ◆ Ensure tracking of materials
  - procedures in accord with FEMA guidelines
- ◆ Procedures for system startup
  - intergovernmental agreements

4

# 1. Identify Sites

- ◆ Debris estimation
- ◆ Site requirements
  - Size, location, land use
  - Coordinate with DEQ
  - Draft agreements

SWAC members can assist with identifying sites.

5

# 2. Site Operations

- ◆ Equipment and staffing needs
- ◆ Site operation plans
  - Health and safety
  - Markets for recovered materials
- ◆ Procedures for pre-positioned contracts
  - Vendor lists, draft contracts

Being prepared with contracts will be very beneficial.

6

### 3. Fiscal Management System

Regional  
Disaster Debris  
Management Plan

- ◆ Tracking system
  - contractor FEMA experience
- ◆ Load tickets & contractor payments

Ensure usefulness of system for local governments.

7

### 4. System Start Up

Regional  
Disaster Debris  
Management Plan

- ◆ Intergovernmental agreements
- ◆ Conditions to “trigger” Metro involvement

8

# Project Status and Next Steps

Regional  
Disaster Debris  
Management Plan

- ◆ Establishing preliminary list of sites
- ◆ Outreach to local stakeholders
  - Review preliminary list
  - Identify additional potential sites

9

**ATTACHMENT**  
**SWAC Agenda Item V**  
**November 29, 2007**

**Tonnage Authorizations**



## **Waste Allocation Project** **An Introduction**

In 2008, the Solid Waste & Recycling Department will re-examine its policies and methods for allocating putrescible waste among transfer stations and non-system licensees. The department intends to bring the findings and recommendations of this study before the Metro Council in time for action prior to the renewal of wet-waste franchises and licenses in late 2008. This document serves as an introduction to the project.

**Motivation and Purposes of the Project.** Metro limits the amount of putrescible waste that may be managed by any transfer station franchisee or non-system licensee. On December 31, 2008, all but one of Metro's wet-waste regulatory instruments expire. The various waste limits ("tonnage caps") will have to be re-confirmed or revised before these franchises and licenses can be renewed.

Metro's policies on tonnage caps have been controversial since their 1998 inception, and Metro Code includes conflicting language on the implementation of the caps. Therefore, one principal purpose of this project is to recommend revisions that will make Metro's "caps" policies consistent and aligned with the public interest. An important early task in this project will be identification/confirmation of the public interest that the "caps" should serve. The other principal purpose of this project is to arrive at a facility-specific set of tonnage allocations that can be implemented on renewal of regulatory instruments in late 2008.

The Department intends to involve a broad range of constituents in the process, including (but not necessarily limited to) the Metro Council, the regulated facilities, local governments, haulers, ratepayers, SWAC, and other interested parties and policy-makers.

**Tonnage Caps: A Brief Policy History.** In 1998, Metro authorized several privately-owned facilities to begin accepting limited quantities of putrescible waste. This represented a significant break from historical policies and practice, and was motivated by the fact that the RSWMP directives on management of putrescible waste were proving unworkable. The stated public purpose of the changes made in 1998 was to deliver ratepayer benefits in the form of cost reductions or future cost containment. This was to be achieved by reducing off-route transport costs within the collection system by expanding and improving haulers' access to wet-waste disposal options.

The initial regulatory limit was 50,000 tons of wet + dry residual disposed per year. This number was based on several factors; principally: A balance between the tonnage needed for economic operation and incentives needed to maintain material recovery. Nonetheless, there remained open questions about the adequacy of the number; and Metro resolved to return to the "size of the caps" question within a year.

After three subsequent revisions, Metro now authorizes up to 65,000 tons of wet waste deliveries per year to the legacy transfer stations, and handles new transfer station caps on a case-by-case

basis. There is no longer a cap on dry waste deliveries or total disposal at any local transfer station (although there may be further restrictions regarding at which facilities waste may be disposed). In addition, there are three regional transfer stations (one privately-owned plus Metro's two stations) that are not subject to any quantity limits. The Metro Council has indicated that it also wants recommendations on tonnage authorizations at regional transfer stations from this project.

At present, there is little consensus on the policies that drive the "cap" size and allocation decisions. The current allocations have been frequently criticized for not achieving an acceptable balance among ratepayer benefits, Metro's fiscal and contractual integrity, and the private sector's need for a fair rate of return. In addition, Metro's current allocation methods are unnecessarily complex, inconsistent between the RSWMP and Metro Code, and—like the size-of-the-caps themselves—lack a consensus policy foundation.

### **Project Logistics**

The Department plans to form a *Stakeholder Work Group* to advise the work on this project, and will procure any consultant work that is necessary. The Department intends to work closely with the *Metro Council*, SWAC, the Stakeholder Work Group, and others throughout the project.

The approximate schedule is:

- o Project planning and logistics ..... Mid-Nov. 2007—Mid-Jan. 2008
- o Form stakeholder work group ..... January
- o Establish project objectives, scope, boundaries ..... January—February
- o Establish evaluation criteria and generate options ..... March—April
- o Evaluate and recommend option[s] ..... May—June
- o Implementation ..... July—December
- o Effective date for new franchises and non-system licenses ..... January 1, 2009

### **The Project at SWAC**

This presentation at the November 29 SWAC meeting is intended to inform SWAC members of the process, and provide the opportunity to ask questions. As indicated above, staff will return to SWAC at key milestones throughout the project.

Any SWAC members who would like to be more directly involved should inform staff at the November 29 meeting, or by email thereafter.

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**ATTACHMENT**  
**SWAC Agenda Item VI**  
**November 29, 2007**

**Sustainable Operations Project**

<b>Project Definition Worksheet</b>	
<b>Project:</b> Sustainable Operations Work Group	<b>Date:</b> October 31, 2007
<b>Project sponsor:</b> Janet Matthews	
<b>Project manager:</b> Matt Tracy	
<p><b>Project purpose and background:</b>          The purpose of this project is to advance the implementation of sustainable operations objectives contained in Chapter 5 of the 2007-17 Regional Solid Waste Management Plan (RSWMP). Public outreach for the RSWMP update in 2004 indicated a desire to "green" the solid waste system. In 2005, a Metro-convened team of solid waste system stakeholders developed goals and objectives for inclusion in the RSWMP update that would guide system operations to become more sustainable. Upon adoption of the updated Regional Solid Waste Management Plan (RSWMP), Metro will be responsible for convening a standing work group of public/private, policy and technical participants for collaborative implementation of the Plan's Sustainable Operations goals and objectives (attached).</p>	
<p><b>First year project goals:</b></p> <ul style="list-style-type: none"> <li>▪ Convene a public/private sustainable operations work group.</li> <li>▪ Develop a plan for addressing sustainable operations objectives.</li> <li>▪ Determine relevant metrics and reporting mechanisms for annual progress reporting.</li> <li>▪ Collect baseline information on government-regulated operations in the regional solid waste system.</li> </ul>	
<p><b>First year deliverables/outputs:</b></p> <ul style="list-style-type: none"> <li>▪ Work group charge and ground rules</li> <li>▪ Workplan identifying meeting activities and staff work</li> <li>▪ Prioritized objectives to address in FY 2008/09</li> <li>▪ Baseline assessment of existing programs/current practices related to sustainable operations goals and objectives</li> <li>▪ Update reports to SWAC and the Metro Council</li> </ul>	
<p><b>Key milestones:</b></p> <ul style="list-style-type: none"> <li>▪ SW&amp;R department management team review of project, November 2007</li> <li>▪ SWAC review, November 2007</li> <li>▪ Work group selection/appointment, December 2007/January 2008</li> <li>▪ Kick-off meeting, January 2008</li> <li>▪ First annual progress report on implementing sustainable operations objectives, July 2009</li> </ul>	
<p><b>Potential constraints:</b></p> <ul style="list-style-type: none"> <li>▪ Availability of information</li> <li>▪ Willingness to share information</li> </ul>	

**Key assumptions:**

- Sustainable best management practices (BMPs) currently in place in some operations.
- Existing baseline information available and obtainable regarding current operational practices.
- Funding for reasonable project costs will be available.

**Project resources:**

- Resources used for this project will primarily be staff time.
- Funding for professional services may be available if needed.

**Project stakeholders:**

- Metro
- Local governments
- Solid Waste Advisory Committee
- Ratepayers
- Private facility owners
- Haulers
- Oregon Department of Environmental Quality

**Project risks:**

- Work group participation is voluntary and time requirements may erode commitments
- Lack of agreement to provide baseline information
- Lack of agreement on priorities



## Sustainable Operations Project: Six- month Work Plan

**Meeting 1:** January 2008

Time allotted: 3 hours

Intended meeting outcomes: Work group members understand their role, establish initial connection with their fellow members, and have a basic understanding of the Natural Step (TNS) and its general application to Sustainable Operations (SusOps) objectives.

1. Review background of goals and objectives, their scope (in application), and their significance as part of the Regional Solid Waste Management Plan (RSWMP).
2. Identify work group's mission/role/basic ground rules.
3. Review the work plan developed for the first three meetings; discuss and amend as needed.
4. Engage members in an exercise to introduce one another (partner up).
5. Introduce sustainability expert/facilitator to present TNS.
6. Discuss application of TNS to specific sustainable operations objectives.

**Meeting 2:** February (within 1 week of first meeting)

Time allotted: 3 hours

Intended meeting outcomes: Establish feasibility of using The Natural Step (TNS) framework in a solid waste operations context. Develop criteria for prioritizing work on SusOps objectives.

1. Review items of significance from prior meeting.
2. Continue discussion of TNS and its application to SusOps objectives.
3. Discuss TNS feasibility within the solid waste operations context. Identify strengths/weaknesses.
4. Identify criteria for prioritizing sustainable operations objectives, i.e., what can/should be addressed in the first year.

**Meeting 3:** February 28, 2008

Time allotted: 2.5 hours

Worksession at SWAC (SusOps Workgroup and SWAC members)

Intended meeting outcomes: Implementation considerations brainstormed by SWAC and guests for SusOps work group's later meetings. SWAC members have opportunity to contribute to and understand the project. Assign 5 groups and provide each with 4 or 5 objectives to review.

1. Task each group to meet for 90 minutes with an assigned facilitator and brainstorm on the following implementation considerations for each objective:
  - a. Who are the stakeholders?
  - b. What are the barriers?
  - c. What are the possible metrics?
  - d. What needs to be true (reality) to achieve the objective?
2. Reconvene in the last 20-30 minutes for group summaries and debrief.

**Meeting 4: Late March 2008**  
Workplan Development

Time allotted: 2.5 hours

Intended meeting outcomes: SWAC exercise de-brief; begin process of identifying priority objectives to address and report on by July 2009.

1. Review and assess results of SWAC exercise.
2. Discuss criteria to determine priorities among sustainable operations objectives.
3. Apply criteria for a dry-run sort of the objectives.

**Meeting 5: Mid-April 2008**  
Continuation of Workplan Development

Time allotted: 2.5 hours

Intended meeting outcomes: Members agree on list of prioritized SusOps objectives.

1. Agree on final criteria for prioritizing objectives.
2. Apply criteria.
3. Determine objectives to be addressed by staff and workgroup (and in progress report) over next 12 months.

**Meeting 6: June 2008**  
Continuation of Workplan Development

Time allotted: 3 hours

Intended meeting outcomes: Workplan activities and goals established through June 2009.

1. Visioning and back-casting exercise to establish targets and metrics for priority objectives.
2. Outline 12 month workplan (include goals, baseline data needed and metrics for measuring progress through June 2009).

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