



A G E N D A - REGULAR COUNCIL MEETING

Date: January 8, 1980 (1981)

Day: Thursday

Time: 7:30 p.m.

Place: Council Chamber

CALL TO ORDER

1. ELECTION OF OFFICERS
2. CITIZEN COMMUNICATIONS TO COUNCIL ON NON-AGENDA ITEMS
3. CONSENT AGENDA
 - 3.1 A-95 Review
4. ORDINANCE
 - 4.1 PUBLIC HEARING on Ordinance No. 81-105, For the Purpose of Establishing Procedures for Locational Adjustments to Metro's Urban Growth Boundary.
(7:35 pm)
5. RESOLUTION
 - 5.1 Resolution No. 81-212, For the Purpose of Establishing a Comprehensive Waste Reduction Plan.
(8:05 pm)
6. REPORT
 - 6.1 Executive Officer's Report (8:20 pm)
7. GENERAL DISCUSSION
 - 7.1 Backyard Burning Ban (8:30 pm)
 - 7.2 Legislative Program Update (8:45 pm)



METROPOLITAN SERVICE DISTRICT
527 S.W. HALL ST., PORTLAND OR. 97201, 503/221-1646

A G E N D A

Date: January 8, 1980

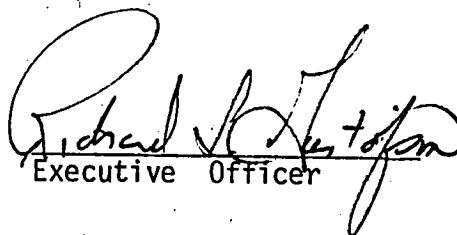
Day: Thursday

Time: 7:30 p.m.

Place: Council Chamber

C O N S E N T A G E N D A

The following business items have been reviewed by the staff and an officer of the Council. In my opinion, these items meet the Consent List Criteria established by the Rules and Procedures of the Council.


Executive Officer

3.1 A-95 Review

Action Requested: Concur in staff findings

DIRECTLY RELATED A-95 PROJECT APPLICATIONS UNDER REVIEW

| PROJECT DESCRIPTION | FEDERAL \$ | STATE \$ | LOCAL \$ | OTHER \$ | TOTAL \$ |
|--|---------------------------------|-----------|-----------|------------|-------------|
| <p>1. <u>Project Title:</u> FY 1981 Juvenile Justice Formula Grant (#811-9) <u>Applicant:</u> Oregon Law Enforcement Council <u>Project Summary:</u> Application for Statewide formula grant funds. Monies will be primarily available to local agencies for juvenile delinquency prevention projects and for projects that provide alternatives to detention of status offenders. Consistent with Goals #1 and #3 of the Criminal Justice Plan. <u>Staff Recommendation:</u> Favorable action.</p> | \$673,000 (Dept. of Justice) | \$ 27,760 | \$ 22,715 | | \$723,475 |
| <p>2. <u>Project Title:</u> Economic Development Planning Assistance, 302 Program (#811-12) <u>Applicant:</u> State of Oregon, Department of Economic Development <u>Project Summary:</u> 1981 planning assistance program will focus on the following areas of activity: 1) comprehensive plan review and assistance; 2) technical assistance to local jurisdictions; and 3) interagency coordination. <u>Staff Recommendation:</u> Favorable action.</p> | \$165,000 (EDA) | \$ 56,123 | | | \$221,123 |
| <p>3. <u>Project Title:</u> Warren Chung Union Avenue Shopping/Office Center (#811-16) <u>Applicant:</u> City of Portland</p> | \$500,000 (EDA and UDAG) | | | \$ 750,000 | \$1,250,000 |

Agenda Item 3.1

January 8, 1981

DIRECTLY RELATED A-95 PROJECT APPLICATIONS UNDER REVIEW

| PROJECT DESCRIPTION | FEDERAL \$ | STATE \$ | LOCAL \$ | OTHER \$ | TOTAL \$ |
|--|--------------------|----------|-----------|----------|-----------|
| <p>(continued)</p> <p><u>Project Summary:</u> Proposal for a mixed service/commercial center focusing on medical-related offices. The site is located at NE Union and NE Dekum and will be designed to accommodate approximately 24,000 square feet of leasable space.</p> <p><u>Staff Recommendation:</u> Favorable action.</p> | | | | | |
| <p>4. <u>Project Title:</u> Smith and Bybee Lakes Diagnostic/Feasibility Study (#812-1)</p> <p><u>Applicant:</u> Department of Environmental Quality</p> <p><u>Project Summary:</u> Phase I of a study under the Clean Lakes Program to determine the water quality problems of Smith and Bybee Lakes, located at the confluence of the Willamette and Columbia Rivers in Multnomah County. A feasibility study will be conducted to identify appropriate restoration methods.</p> <p><u>Staff Recommendation:</u> Favorable action.</p> | \$100,000 (EPA) | \$ 673 | \$ 42,184 | | \$142,857 |
| <p>5. <u>Project Title:</u> Blue Lake Weed Control Feasibility Study (#812-4)</p> <p><u>Applicant:</u> Department of Environmental Quality</p> <p><u>Project Summary:</u> The objective of the proposal is to devise an effective and practical approach to the alleviation of water quality problems in Blue Lake,</p> | \$ 97,042 (EPA) | \$ 653 | \$ 47,848 | | \$145,543 |

DIRECTLY RELATED A-95 PROJECT APPLICATIONS UNDER REVIEW

| PROJECT DESCRIPTION | FEDERAL \$ | STATE \$ | LOCAL \$ | OTHER \$ | TOTAL \$ |
|---|-----------------------------|----------|----------|------------------|------------------|
| <p>(continued)</p> <p>located by the Columbia River in East Multnomah County. The project will study the feasibility of improvement techniques such as lake drawdown, lake dilution and nutrient inactivation.</p> <p><u>Staff Recommendation:</u> Favorable action.</p> | | | | | |
| <p>6. <u>Project Title:</u> Osborn Hotel Rehabilitation Project (#812-6)</p> <p><u>Applicant:</u> Oregon State Parks Division</p> <p><u>Project Summary:</u> Project to rehabilitate and preserve the exterior detail of this historic landmark located at SE Grand and Ash in Portland. Funds will be used to update the building to meet code requirements; renovate ground level space to accommodate a restaurant; and improve upper levels for present lower income tenants.</p> <p><u>Staff Recommendation:</u> Favorable action.</p> | <p>\$ 10,000 (HCRS)</p> | | | <p>\$299,300</p> | <p>\$309,300</p> |
| <p>7. <u>Project Title:</u> Ervin Carothers House (#812-7)</p> <p><u>Applicant:</u> Oregon State Parks Division</p> <p><u>Project Summary:</u> Rehabilitation of an historic landmark in Oregon City. The home will ultimately be used as a single family private residence. The work to be partially grant-funded will include repairs to roof, foundation and siding, as well as returning exterior details to original designs.</p> <p><u>Staff Recommendation:</u> Favorable action.</p> | <p>\$ 10,000 (HCRS)</p> | | | <p>\$ 15,000</p> | <p>\$ 25,000</p> |

DIRECTLY RELATED A-95 PROJECT APPLICATIONS UNDER REVIEW

| PROJECT DESCRIPTION | FEDERAL \$ | STATE \$ | LOCAL \$ | OTHER \$ | TOTAL \$ |
|---|---------------------------|----------|----------|-----------|-------------|
| (continued) | | | | | |
| <p>8. <u>Project Title:</u> Blagen Block (#812-8) <u>Applicant:</u> Oregon State Parks Division <u>Project Summary:</u> Rehabilitation of primary building in the Skidmore/Old Town Historic District. The work to be done with HCRS funds involves repairs to the exterior only and includes restoration, repair and painting. <u>Staff Recommendation:</u> Favorable action.</p> | \$ 25,000 (HCRS) | | | \$50,000 | \$75,000 |
| <p>9. <u>Project Title:</u> Portland International Airport Development Aid Program (#812-13) <u>Applicant:</u> Port of Portland <u>Project Summary:</u> Phase III of land acquisition program includes waterfront property on Columbia River and adjacent parcel on NE 33rd and Marine Drive; and 44 acres at NE 33rd and Elrod Road. All land is within the approved airport boundary. Acquisition will cause displacement of one business, one boat marina and several residences. Relocation assistance and monetary benefits will be provided to all occupants. <u>Staff Recommendation:</u> Favorable action.</p> | \$1,666,600 (DOT, FAA) | | | \$333,400 | \$2,000,000 |
| <p>10. <u>Project Title:</u> Housing Counseling Program (#812-14) <u>Applicant:</u> Multnomah County Community Action Agency</p> | \$ 50,000 (HUD) | | | | \$50,000 |

DIRECTLY RELATED A-95 PROJECT APPLICATIONS UNDER REVIEW

| PROJECT DESCRIPTION | FEDERAL \$ | STATE \$ | LOCAL \$ | OTHER \$ | TOTAL \$ |
|---|------------|----------|----------|----------|----------|
| <p>(continued)</p> <p><u>Project Summary:</u> Continuation grant for a HUD-approved comprehensive housing counseling program which includes such activities as: mortgage delinquency and default counseling, rental delinquency and budget counseling, consumer education, utility negotiations and location services.</p> <p><u>Staff Recommendation:</u> Favorable action.</p> <p>LZ:ss 1517B/194</p> | | | | | |

January 8, 1981

A G E N D A M A N A G E M E N T S U M M A R Y

TO: Metro Council
FROM: Executive Officer
SUBJECT: Procedures for Locational Adjustments to Metro Urban
Growth Boundary (UGB)

I. RECOMMENDATIONS:

- A. ACTION REQUESTED: First reading of and public hearing on Ordinance No. 81-105, for the purpose of establishing procedures for locational adjustments to Metro's UGB.
- B. POLICY IMPACT: Metro currently has no adopted rules for consideration of requests for UGB amendment. A comprehensive set of standards and procedures for review of such requests is necessary for effective maintenance of the UGB, as provided for in Metro's Five Year Operational Plan. Standards and procedures for consideration of major additions to the UGB will be proposed following completion of the necessary staff analysis. Adoption of rules for locational adjustments will allow for Metro consideration of certain types of minor changes in the UGB this spring.
- C. BUDGET IMPACT: The rules would provide for Council to establish by resolution a fee schedule for hearing petitions for UGB amendment to help defray the costs to Metro of this process.

II. ANALYSIS:

- A. BACKGROUND: A discussion draft on proposed rules for locational adjustments to the UGB was circulated for review early in November. A draft ordinance to implement the proposed rules was forwarded to the Regional Planning Committee for hearing on December 8. In addition, staff presented to the Committee an analysis of some eleven issues raised during the initial public review process, and recommended ordinance revision in seven of these cases, as explained in the December 1 staff report to the Committee, titled "Summary of Response and Recommendations on the Discussion Draft on Proposed Rules for Locational Adjustments to the UGB."

At the conclusion of the December 8 public hearing, the Regional Planning Committee directed staff to incorporate the changes recommended in the December 1 staff report into the ordinance for further review, and to present its analysis and recommendations on the additional questions and issues raised at the hearing.

The ordinance attached incorporates the recommended changes as summarized in Part 1 of the attached staff report. Part 2 of the attached report is staff's response to the Regional Planning Committee on the issues raised at the December 8 hearing.

The schedule for adoption of rules on locational adjustments anticipates Council action at its January 22 meeting, following a recommendation by the Regional Planning Committee at its January 12 meeting. However, because of the number of revisions to the draft ordinance already undertaken and the possibility of additional changes which the Regional Planning Committee may request at its January 12 meeting, staff feels additional time is needed for both public and Council review prior to adoption. Because notice of the January 8 hearing was mailed to several hundred parties, and publicized in the newspapers, this hearing could not easily be postponed. Staff will, however, recommend to the Regional Planning Committee that it not make its final recommendation at its January 12 meeting, but use that meeting as a work session to discuss and evaluate changes made to date and possible additional changes. The Committee will be asked to postpone its final recommendation until its February meeting.

This schedule would allow for the revised ordinance included in this agenda and any recommended amendments to that ordinance to be circulated for final review several weeks before the Committee makes its final recommendation to the Council. At a minimum, additional written testimony could be submitted for the Committee's consideration and staff could discuss and evaluate the need for any additional amendments more thoroughly. If desired, the Committee could schedule an additional public hearing for its February meeting as well. Final Council action would be requested at the Council's February 26 meeting.

- B. ALTERNATIVES CONSIDERED: Alternatives have been evaluated in the original discussion draft, the December 1 staff report, and the staff report included in this agenda.
- C. CONCLUSION: The revised ordinance establishing procedures for locational adjustments to the UGB, with the changes recommended by staff, will establish an effective but equitable set of standards and procedures for hearing requests for minor changes to the UGB.

* marks new or substantially revised
sections or subsections

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

| | | |
|---------------------------------|---|----------------------------|
| FOR THE PURPOSE OF ESTABLISHING |) | ORDINANCE NO. 81-105 |
| PROCEDURES FOR LOCATIONAL |) | |
| ADJUSTMENTS TO METRO'S URBAN |) | Introduced by the Regional |
| GROWTH BOUNDARY |) | Planning Committee |

THE COUNCIL OF THE METROPOLITAN SERVICE DISTRICT HEREBY ORDAINS:

Section 1. Purpose

(a) It is the purpose of this ordinance to establish procedures to be used by the District in amending the District Urban Growth Boundary (UGB) adopted pursuant to ORS 268.390 (3) and 197.005 to 197.430.

(b) Provisions of this ordinance are to be construed as directory rather than mandatory and minor procedural deviations from this ordinance shall not constitute grounds for invalidating District actions taken under this ordinance.

* Section 2. Findings

(To be added)

Section 3. Definitions

(a) "UGB" means the District Urban Growth Boundary adopted pursuant to ORS 268.390 and 197.005 to 197.430.

(b) "District" means the Metropolitan Service District.

(c) "Council" means the Council of the Metropolitan Service District.

(d) "Goals" means the statewide planning Goals adopted by the Oregon Land Conservation and Development Commission at OAR 660-15-000.

(e) "Petition" means a petition to amend the UGB.

(f) "Property owner" means a person who owns a legal interest in the property.

* (g) "Legal Description" means a written description which appears on the UGB map as adopted by the Council or a written description from which the adopted map was drafted or which was adopted by Metro or its predecessor CRAG to describe the mapped UGB.

* Section 4. Standards for Petition Approval

(a) As required by subsections (b) through (e) of this section, the following factors shall be considered in making locational adjustments under this ordinance:

- (1) Orderly and Economic provision of public facilities and services. A locational adjustment should facilitate orderly and economic provision of public facilities and services, including but not limited to, water, sewerage, storm drainage, transportation, fire protection and schools. In addition to improving facilities and services efficiency in the adjoining areas within the UGB, any area to be added must be capable of being served in an orderly and economical fashion.
- (2) Maximum efficiency of land uses. Considerations shall include existing development densities on adjacent urban lands and on the area included within

the amendment, and whether the amendment would facilitate needed development on adjacent existing urban land.

- (3) Environmental, energy, economic and social consequences. The impact on regional transit corridor development and any limitations imposed by the presence of hazard or resource lands must be addressed.
- (4) Retention of agricultural land. If an area is zoned EFU or contains Class I through IV Soils, and an exception has not been approved by LCDC, the Goal #2 requirements for an exception to Goal #3 must be met.
- (5) Compatibility of proposed urban uses with nearby agricultural activities.

(b) Petitions to remove land from the UGB may be approved under the following conditions:

- (1) Consideration of the factors in subsection (a) of this section demonstrate that it is appropriate that the land be excluded from the UGB.
- (2) The land is not needed to avoid short-term land shortages for the District or for the county in which the affected area is located and any long-term land shortage that may result can reasonably be expected to be alleviated through addition of land in an appropriate location elsewhere in the region.
- (3) Removals shall not be granted if existing or planned capacity of major facilities such as sewerage, water

and arterial streets will thereby be significantly underutilized.

(c) A petition to both remove land from the UGB in one location and extend the UGB in another location shall be approved under the following conditions:

- (1) The land removed from the UGB shall meet the conditions for removal in subsection (b) of this section.
- (2) Consideration of the factors in subsection (a) of this section demonstrate that it is appropriate that the land to be added should be included within the UGB.
- (3) If, in considering factor one of subsection (a), the petitioner fails to demonstrate that existing or planned public services and facilities can adequately serve the property to be added to the UGB without upgrading or expanding the capacity of those facilities or services, the petition shall not be approved absent a showing of unusual circumstances.
- (4) The net amount of vacant land added or removed as a result of a petition under this subsection shall not exceed 10 acres. Any area in addition to a 10 acre net addition must be identified and justified under the standards for an addition under subsection (d) of this ordinance.
- (5) The larger the total area involved, the greater must be the difference between the relative suitability of the land to be added and the land to be removed

based on consideration of the factors in subsection (a).

(d) Petitions to add land to the UGB may be approved under the following conditions:

- (1) A minor addition to make the UGB coterminus with the nearest property lines may be approved without consideration of the other conditions in this subsection if the adjustment will add a total of two acres or less, the adjustment would not be clearly inconsistent with any of the factors in subsection (a) and the adjustment includes all adjoining properties split by existing UGB.
- (2) For all other minor additions, the proposed UGB must be superior to the UGB as presently located, based on a consideration of the factors in subsection (a). The minor addition must include all similarly situated contiguous land which could also be appropriately included within the UGB as a minor addition based on the factors in subsection (a).
- (3) Minor additions should generally not add more than 10 acres of vacant land to the UGB. The burden of proof for an adjustment that would add more than 10 acres of vacant land to the UGB shall increase with the size of the parcel to be added.

(e) Corrections to add or remove land from the UGB may be approved under the following conditions:

- (1) The legal description and the map location of the boundary do not agree or there is a clear record of legislative intent to place the UGB in a specific location which differs from that indicated by the legal description and map.
- (2) A petition for correction under this subsection shall not be accepted if the mapping or legal description error to be corrected by the petition occurred more than two years before the petition is submitted. For purposes of this two year limitation, if the error occurred before November 8, 1979, a petition for correction may be submitted until November 8, 1981.
- (3) In making a correction one of the following procedures shall be followed:
 - A If the legislative intent is clear, it shall be followed unless more than 10 vacant acres would be added to the UGB or the area to be added is clearly inconsistent with the factors in subsection (a).
 - B Where the legislative intent is not clear, the map location shall be preferred unless it is shown to be clearly inconsistent with one or more of the factors in subsection (a).
 - C In all cases where the procedures in subsections (A) or (B) of this subsection are not applicable, the UGB shall be established in the

location that best satisfies the factors in subsection (a) provided that the corrected UGB shall not exceed that indicated by the map, legal description or legislative intent except to include small portions of tax lots which would otherwise be divided. The new boundary shall not include so much additional vacant land as to significantly affect the region's growth capacity.

Section 5. Petitions Generally

(a) All petitions filed for amendment of the UGB must include a completed petition on a form provided by the District. Petitions which do not include the appropriate completed form provided by the District will not be considered for approval. Petitions filed after July 1 of each year shall not be accepted for consideration during that calendar year unless the Council extends the deadline. The District will determine not later than one week after the deadline for receipt of petitions whether the petition is complete and notify the petitioner. If the petitioner is notified that the petition is not complete, the petition must be completed and refiled within two weeks of notification or before July 1, whichever is later, to be considered in that calendar year.

(b) No petition will be accepted if the proposed amendment to the UGB would result in a UGB not contiguous to the existing UGB.

Section 6. Local Position on Petition

(a) Except as provided in paragraph (b) of this section, a petition shall not be accepted and shall not be considered a com-

pleted petition under Section 4 unless the petition includes a written action by the governing body of the city or county with jurisdiction over the areas included in the petition which results in:

- (1) a recommendation that Metro approve the petition;
- (2) a recommendation that Metro deny the petition; or
- (3) an expression of no opinion on the petition.

* (b) The requirement of paragraph (a) of this section shall be waived if the applicant submits evidence that a recommendation from the governing body was requested one year or more before the petition was filed with the District and that the governing body has not reached a decision on that request.

* (c) If a city or county holds a public hearing to establish its position on a petition, the city or county shall:

- (1) provide notice of such hearing to the District and to any city or county whose municipal boundaries or Urban Planning Area boundary abuts the area affected; and

- (2) provide the District with a list of the names and addresses of parties testifying at the hearing and copies of any exhibits or written testimony submitted for the hearing.

Section 7. Local Action to Conform to District Boundary

(a) A city or county may, in addition to the action required in Section 6, approve a plan or zone change for urban use in the area included in a petition prior to an amendment of the District UGB if:

- (1) The District is given notice of the local action.

(2) The notice of the local action states that the local action is contingent upon subsequent action by the District to amend its UGB.

(3) The local action to amend the local plan or zoning map only becomes effective if the District takes the required action to approve the UGB.

(b) If the city or county has not contingently amended its plan or zoning map to allow the use proposed in a petition, and if the District does approve the UGB amendment, the local plan or map change shall be made at the next regularly scheduled plan or zoning map amendment or within 1 year whichever comes first.

Section 8. Notice of Filing Deadline

The District shall give notice of the July 1 deadline for acceptance of petitions for UGB amendments, not less than 90 days before the deadline, and again 20 days before the deadline in a newspaper of general circulation in the District. The notice shall briefly explain the consequences of failing to file before the deadline, and shall specify the District officer or employee from whom additional information may be obtained.

Section 9. Filing Fee

All petitions submitted pursuant to this ordinance by property owners or groups of property owners shall be accompanied by a filing fee in an amount established by resolution of the Council.

Section 10. Standing to Petition for Amendment

(a) A petition may be filed by a county with jurisdiction over the property, a city with a planning area that includes or is contiguous to the property, the owners of the property included in the

petition or a group of property owners who own not less than 50 percent of the property in each area included in the petition.

* (b) Petitions to extend the UGB to include land outside the District municipal boundary shall not be accepted unless accompanied by:

(1) A copy of a petition for annexation to the Metropolitan Service District to be submitted to the Portland Metropolitan Boundary Commission pursuant to ORS chapter 199; and

(2) A statement of intent to file the petition for annexation within ninety (90) days of Metro action to approve the petition for UGB amendment, under Section 15(d) of this ordinance.

(c) The Council may at any time, on its own initiative, or upon the request of the Executive Officer, consider an amendment of the UGB without submitting a petition.

Section 11. Notice of UGB Adjustment Hearing

The notice provisions established by this Section shall be followed in UGB hearings on petitions for UGB adjustments. These notice provisions shall be in addition to the District notice provisions for contested case hearings contained in the District Code Section 5.02.005.

(a) Notice of public hearing shall include:

1. The time, date and place of the hearing.
2. A description of the property reasonably calculated to give notice as to its actual location.
3. A summary of the proposed action.
4. Notice that interested persons may submit written comments at the hearing and appear and be heard.

5. Notice that the hearing will be conducted pursuant to District Rules for contested cases.

(b) Not more than 20 nor less than 10 days before the hearing notice shall be mailed to the following persons:

1. The petitioner(s).
2. All property owners of record within 250 feet of the property subject to petition. For purposes of this subsection, only those property owners of record within 250 feet of the subject property as determined from the maps and records in the county departments of taxation and assessment are entitled to notice by mail. Failure of a property owner to receive actual notice will not invalidate the action if there was a reasonable effort to notify record owners.
3. All cities and counties in the District.

(c) Notice shall be published in a newspaper of general circulation in the District not more than twenty (20) nor less than ten (10) days prior to the hearing.

(d) The hearing may be continued without additional notice as determined by the hearings officer.

Section 12. Hearing

(a) Prior to Council action to amend the UGB, at least one public hearing on the proposed action shall be held. If the action is legislative in nature, the hearing shall be before the Council or designated Council Committee and shall be conducted pursuant to procedures established by the Council for legislative hearings. If the

hearing is quasi-judicial, the hearing shall be conducted by a hearings officer pursuant to District procedures for contested cases contained in District Code chapter 5.02.

(b) Proposed UGB amendments may be consolidated by the hearings officer or presiding officer for contested case hearings where appropriate.

(c) At a contested case hearing the proponent of a proposed UGB amendment shall have the burden of proving that the proposed amendment complies with the standards adopted by the District in this ordinance.

* Section 13. Legislative or Quasi-Judicial Hearing

All petitions shall receive a quasi-judicial hearing. When the Council or Executive Officer initiate consideration of a UGB amendment, the District General Counsel shall determine and advise the Council whether the proposed amendment may be given a quasi-judicial or legislative hearing.

Section 14. Staff Review and Report

All petitions shall be reviewed by District staff and a report and recommendation submitted not less than five (5) days before the required hearing to the Council or the Hearings Officer. A copy of the staff report and recommendation shall simultaneously be sent to the petitioner(s).

Section 15. Council Action on Petitions

(a) Following public hearings on all petitions for UGB changes, the Council shall act to approve or deny the petitions in whole or in part or approve the petitions as modified.

(b) Final Council action following a quasi-judicial hearing

shall be as provided in District Code section 5.02.045. Parties shall be notified of their right to review before the Land Use Board of Appeals pursuant to 1979 Oregon Laws, ch 772.

(c) Final Council action following a legislative hearing shall be by ordinance.

* (d) When the Council acts to approve in whole or in part a petition affecting land outside the District:

(1) Such action shall be by Resolution expressing intent to amend the UGB if and when the affected property is annexed to the District within six months of the date of adoption of the Resolution.

(2) The Council shall take final action, as provided for in paragraphs (b) and (c) of this section, to amend the UGB within thirty (30) days of notice from the Boundary Commission that annexation to the District has been approved.

Section 16. Notice of District Action

The District shall give each county and city in the District notice of the amendment of the UGB. Such notice shall include a statement of the local action that will be required to make local plans consistent with the amended UGB and the date by which that action must be taken.

* Section 17. Review of Procedures

(a) These procedures are designed for small adjustments to the UGB which generally should not, in total, result in a net addition to or removal of more than 2,000 acres of urban land over the next twenty years.

(b) If, at any time after December 31, 1983, the total net change in the size of the urban area is greater than an average net

addition or removal of 100 acres a year, the District shall either amend this ordinance to change the circumstances in which petitions may be approved or adopt findings demonstrating why ordinance amendment is not necessary to ensure continued compliance with Goal #14.

(c) The District action provided for in paragraph (b) of this section shall occur before any additional UGB amendments are approved.

ADOPTED by the Council of the Metropolitan Service District
this _____ day of _____, 19__.

Presiding Officer

ATTEST:

Clerk of the Council

MH/bb
938B/173

PROPOSED RULES FOR LOCATIONAL ADJUSTMENTS TO
METRO'S URBAN GROWTH BOUNDARY (UGB)

December 29, 1980 Staff Report

NOTE: This is the third report on the proposed rules. The November 3 "Discussion Draft on Proposed Rules for Locational Adjustments to the UGB" explained the basic principles on which the proposed rules are based and contain the staff's preliminary recommendations. The December 1 "Summary of Response and Recommendations on the Discussion Draft" evaluated the questions and issues raised up to that point and recommended certain revisions to the staff's preliminary recommendation. Each of these reports is available upon request. This report explains the ordinance revisions made to date and evaluates other possible ordinance amendments.

TABLE OF CONTENTS

| | Page |
|--|------|
| Summary | 1 |
| PART 1: Explanation of Ordinance Revisions | 2 |
| <u>Changes Recommended in December 1 Staff Report (Issue</u> <u>Number from December 1 Report Shown in Parentheses)</u> | |
| 1. Review of Rules (1b and 1c). | 2 |
| 2. Size Standards for Minor additions (1d). | 2 |
| 3. "Sunset" Provision for Corrections (1e). | 2 |
| 4. Timing for Local Government Recommendations (2c) . . | 2 |
| 5. Affected Jurisdictions (2d). | 2 |
| 6. Petitions Affecting Land Outside Metro (2e). | 3 |
| 7. Quasi-Judicial Hearings for All Petitions (2f) . . . | 3 |
| <u>Other Additions</u> | |
| 8. Standards. | 3 |
| 9. Findings | 4 |
| 10. "Housekeeping" Changes | 4 |
| PART 2: Analysis and Recommendations on Remaining Issues | |
| <u>Locational Adjustments vs. Major Additions</u> | 5 |
| <u>Standing to Petition: Trades</u> | 6 |
| <u>Time Limit for Local Recommendations</u> | 7 |
| <u>Review of "Sunset" Provision for Corrections</u> | 8 |
| <u>Response to Other Testimony Received</u> | 8 |
| <u>Response to Other Committee Concerns</u> | 8 |

SUMMARY

The draft ordinance establishing procedures for locational adjustments to the UGB has been revised to incorporate the changes recommended by staff at the December 8 hearing, to incorporate standards for approval into the body of the ordinance, and to provide for the addition of a findings section. These changes are summarized in Part 1 of this report. Staff has also evaluated other possible ordinance changes, as suggested at the December 8 hearing. This evaluation is presented in Part 2 of this report. Staff recommends one additional change as a result of this evaluation: an upper limit of fifty acres of vacant land for any minor addition (see pp. 5-6). This recommendation is not based on a conclusion that no petition involving more than 50 acres can ever be approved until a need for more urban land is identified. Staff does believe, however, that the circumstances in which larger additions can be approved can best be evaluated as part of consideration of appropriate rules for major additions. The recommended change would provide for a more direct and effective distinction between issues relating to locational adjustments and those relating to major additions.

PART I: EXPLANATION OF ORDINANCE REVISIONS

The draft ordinance released for hearing December 8 has been revised as directed by the Regional Planning Committee to incorporate the changes recommended by staff, and to add additional sections needed prior to adoption. Each of the changes is explained below. New or substantially revised language in the ordinance is marked in the ordinance by an asterisk (*) in the lefthand margin. A full explanation of the changes discussed in the first section is available in the December 1 staff report, which was included in the agenda for the Regional Planning Committee's December 8 meeting.

Changes Recommended in December 1 Staff Report

1. REVIEW OF RULES: A new section, Section 17, has been added to provide for Council action on a review of the rules any time after 1983 when the average annual net change over the preceding years exceeds 100 acres (see discussion of Issues 1(b) and 1(c) in the December 1 staff report). The standard is for net change - i.e., the review would not be triggered by the addition of 400 acres over three years if, during the same period, 100 acres had been removed. This review does not require that changes be limited to an average of 100 acres a year. The Council may find that exceeding 100 acres a year is justified by the specific circumstances involved.
2. SIZE STANDARDS FOR MINOR ADDITIONS: The term "vacant buildable land" has been replaced with the term "vacant land" in Subsections 4(b)(4) (standards for trades) and 4(d)(3) (standards for minor additions), as recommended in the discussion of Issue 1d in the December 1 staff report.
3. "SUNSET" PROVISION FOR CORRECTIONS: The "Sunset" provision for corrections recommended under Issue 1e in the December 1 staff report has been added at Subsection 4(e)(2). A definition of "legal description" has also been added to Section 3 for clarity.
4. TIMING FOR LOCAL GOVERNMENT RECOMMENDATION: Subsection 6(a) waives the requirement for a local government recommendation when the local government has not acted on the request for a recommendation within a year of the time the request is submitted, as recommended under Issue 2(c) in the December 1 staff report. A discussion of the possibility of shortening the length of time given local jurisdictions appears in Part 2 of this report, on p. 7 .
5. AFFECTED JURISDICTIONS: The language in Subsection 6(a) is revised to require a recommendation only from the government with jurisdiction (Issue 2(d) in the December 1 staff report). The additional Notice to local jurisdictions proposed is

provided for in Section 6, Local Position on Petitions, paragraph (c)(1) and in Section 11, Notice of UGB Adjustment Hearing, paragraph (b)3.

6. PETITIONS AFFECTING LAND OUTSIDE METRO: As recommended under Issue 2(e) in the December 1 staff report, Section 15, Council Action on Petitions, has been revised to allow the Council to adopt a Resolution of intent to amend the UGB after hearing a petition affecting land outside Metro (paragraph d). Paragraph (b) has also been added to Section 10, Standing to Petition, to require that when petitions for UGB amendment affect land outside the District, the petition must be accompanied by a petition to annex to the District. This provision has been added because Metro's requirements for standing to petition for UGB amendment are not identical to the Boundary Commission requirements for standing to petition for Annexation. This new subsection thus avoids the possibility that Metro would spend the time on hearing a petition for UGB amendment which could never be approved because an insufficient number of property owners supported both the UGB amendment and the attendant annexation to Metro.
7. QUASI-JUDICIAL HEARINGS FOR ALL PETITIONS: Sections 11 through 13 have been revised to provide for a quasi-judicial hearing before a hearings officer for all petitions, while retaining the Council's right to consider possible amendments legislatively on its own initiative, or that of the Executive Officer (Issue 2(f) in the December 1 staff report).

Other Additions

8. STANDARDS: The draft ordinance contained a blank section to which the standards for approval of petitions were to be added. The standards are now incorporated in the ordinance in Section 4.

Subsection (a) of Section 4 of the ordinance lists the LCDC Goal #14 factors which must be considered and identifies generally what circumstances should be considered in applying them. The Guidelines for Evaluation, presented in the Discussion Draft, would be used by the staff to evaluate petitions against the factors listed in this subsection.

Subsections (b) through (e) of Section 4 reflect the Standards for Approval of removals, trades, minor additions and corrections which would be used by the Council, in considering the staff evaluation, to make decisions on petitions.

The detailed Guidelines for Evaluation serve the purpose of informing both the Council and potential petitioners of how staff will evaluate petitions against the locational factors of Goal #14. However, this staff evaluation would not be binding on the Council. The standards to which the Council would be bound in making its decisions are those which appear in Section

4 of the revised ordinance. Where these standards refer generally to consistency with the locational factors of Goal #14 listed in Subsection (a), use of the detailed Guidelines for Evaluation is sufficient but not necessary for a showing of consistency. If the Council finds that circumstances other than those identified in the Guidelines are more relevant, it may base its decision on this finding, rather than on the evaluation provided by staff.

This approach still provides potential petitioners some degree of certainty about the "rules of the game" while providing the Council more flexibility in its decision making.

9. FINDINGS: A new section heading, Section 2 Findings, has been added to the ordinance to provide for the subsequent incorporation of findings for the ordinance. These findings have not been completed, but will be available as a recommended amendment to the ordinance along with any other changes the Regional Planning Committee may recommend at its January 12 meeting. The findings will address two fundamental questions relating to Goal #14 compliance: (1) whether or how the first two factors of Goal #14, relating to the need for land, need to be considered in making locational adjustments, and (2) how the standards for approval of locational adjustments address the four considerations listed in Goal #2 for taking a goal exception, as required by Goal #14.
10. "HOUSEKEEPING" REVISIONS: A number of other small changes or clarifications have been made to either the draft ordinance language or to the standards for approval that have been added to the ordinance. Only two of these changes have any substantive impact. The first relates to standards for trades. The standards have been revised so that when any requested trade would add, in net, more than ten acres of vacant land, the amount over ten acres would be evaluated separately as a minor addition (Section 4, paragraph 4(c)(4)). The second substantive change is to change the deadline for receipt of petitions from September 1 to July 1. A summer schedule for hearing petitions seems least likely to conflict with other annual Metro activities such as budget adoption and review. Following adoption of the rules, staff will present the Regional Planning Committee with its recommendation on whether this schedule should be followed in the upcoming year or whether earlier action on petitions is desirable. Earlier action could be provided for either by Council adoption of a resolution to change the filing deadline for 1981, or by a decision to allow petitions to be processed as they are received in advance of the deadline.

PART 2: ANALYSIS AND RECOMMENDATIONS ON REMAINING ISSUES

Locational Adjustments Versus Major Additions

The standards for locational adjustments allow for minor additions to the UGB in certain circumstances. "Minor additions" are defined conceptually rather than numerically, but the conceptual definition is such that only relatively small additions are likely to qualify. Public testimony and committee discussion at the December 8 hearing raised questions about whether and how the standards for "minor additions" should apply to relatively large additions. In particular, it was questioned whether the proposed standards would preclude approval of additions of say, 100 acres or more and, if so, whether the standards should be supplemented to allow for such approval in appropriate circumstances.

Staff recommends that the rules for locational adjustments should apply only to those limited cases where a small adjustment to the UGB in a particular location makes the UGB more efficient or effective and that the circumstances in which other types of amendments may be approved should be considered as part of the rules for major additions. A numerical definition of "minor additions" appears to be the most effective way to separate those issues relating to small adjustments from issues relating to if and when more major amendments to the UGB are appropriate.

Alternative approaches to a size limit of locational adjustments are as follows:

1. Set the maximum size for locational adjustments high enough to include all possible genuinely qualified request (e.g., at 50 acres);
2. Set a much lower maximum size (e.g., 10 acres) likely to provide for most but not all locational adjustments, but establish a variance procedure to allow the Council to consider and act on larger requests when warranted;
3. Set a maximum size likely to accommodate most but not all genuinely qualified locational adjustments (somewhere between 10 and 25 acres) and consider nothing over that limit, however "qualified," except through the rules for major additions.

The first approach allows the Council the most flexibility in responding to genuinely compelling needs for locational adjustments of whatever size but also places it under the most pressure in distinguishing these cases from those less qualified. Establishing a limit higher than is likely to be appropriate for most locational adjustments may in fact increase this pressure by giving potential petitioners the erroneous impression that anything up to, say, 50 acres, can and will be approved with little further scrutiny.

The second approach makes the most sense in theory but may not be workable or effective in practice. Variances are usually established to waive specific standards (e.g., a lot size minimum which, if met, allows development by right and which, if it cannot be met, creates a special hardship on the land). A variance in the case of minor additions, in contrast, would be granted not on the basis of a special hardship affecting the land in question but on the grounds that the circumstances creating the need for the adjustment are sufficiently compelling to overcome the regional interest to limit the size of small additions to ten acres or less.

In other words, a variance procedure would be likely to produce the same decisions on the same petitions as would result from the first approach, except to the extent that requiring a variance may be stronger psychologically in conveying to the public the Council's commitment to limit locational adjustments to generally about 10 acres except in extraordinary and compelling circumstances.

The third approach may be simplest in terms of addressing the immediate problem but would not be effective as a long-term distinction between locational adjustments and major additions. Staff assumes both that there can be genuinely qualified locational adjustments involving 40 or 50 acres of vacant land which it is in regional as well as individual interests for Metro to undertake, and at the same time that most additions of 40 or 50 acres of vacant land cannot be justified as locational adjustments alone, but must be either denied altogether or subject to a different set of standards yet to be developed. The problem then, of distinguishing the one set of cases from the other will remain whether it is addressed now as part of the rules for locational adjustments, or later, as part of the rules for major additions.

Weighing the advantages and disadvantages of each alternative, staff recommends the first approach be followed by means of a revision to the section on standing to petition to the effect that no petitions to add more than 50 acres of vacant land will be accepted.

Standing To Petition: Trades

The standing requirements for petitions from individuals provide that the petition must be signed by owners of 50 percent of the land "in each area." This language is intended to prevent an owner of land in one area from petitioning for the addition of his land and the removal of a comparable amount of land elsewhere without the concurrence of the owner of the land for which removal is requested. At the December 8 hearing, Tim Ramis questioned whether this requirement was appropriate, since it might lead to marketing of development rights.

Staff believes that the creation of a private market for urban development rights is both appropriate and desirable. The private land market can be one of the simplest, most effective mechanisms for rapidly identifying lands within the UGB which are less suitable for urban development than lands currently outside it, and for

effectuating the trade. Where two properties are equally suitable and equally available for urban development, with the exception that one is inside the UGB and one outside it, the owner of land inside the UGB will get a better return if he sells the land outright for development than if he sells his development rights. Development rights will generally be bought and sold only in cases when:

(1) the right to develop the property outside the UGB is worth more than the right to develop a property inside because it is generally more suitable for urban development, or (2) the costs of holding the land inside the UGB until it can be provided urban services are greater than the present value of its future development potential. In either case, regional interests are served by promoting a system for exchanging land within the UGB which is either unsuitable or unavailable for urban development for land outside that is both suitable and available. The Council, of course, has the final judgment on whether or not the proposed trade is actually effective for this purpose.

If the Council is nonetheless uneasy about promoting a private market in development rights, it would be more appropriate to limit standing to petition for trades to local governments only than to allow individual petitions to request that someone else's land be removed from the boundary. It would be inappropriate to subject an owner of land within the UGB to a defense of his urban designation solely because someone outside the UGB wants an urban designation for his property.

Time Limit for Local Recommendation

One of the revisions to the draft ordinance that was recommended by staff was to add a provision waiving the requirement for a local recommendation in cases where the local government took more than a year to act on its recommendation. Several parties have testified that a year is too long a period to require petitioners to wait, and that this provision should be revised accordingly.

The proposed year "time limit" derives from the facts that Metro's consideration of petitions occurs on an annual schedule, and that many local jurisdictions hear petitions for plan amendments only once a year. There is little point in requiring a local jurisdiction who receives a request for a recommendation in August to act by January if Metro will not be acting on the petitions until the following July. Nor is it advisable to require that if a local government receives a request in January it must act by July if its policy is to make its recommendation in conjunction with a hearing on the associated plan and zone changes and to hear all requests for plan amendment each August.

This is not to say that the rules as currently proposed do not still allow for the possibility of excessive delays at the local level; only that staff has not been able to identify a cure which is not worse than the disease. Staff will, however, continue to investigate ways to insure expeditious action on petitions at both the local and regional level. It may, for example, be possible to

develop voluntary agreements with local governments for a uniform schedule for local consideration of petitions, e.g., each January. Staff would like to give local governments an opportunity to consider how Metro's requirements can best be integrated into their local schedules, and would like to discuss potential problems and alternatives with them before deciding whether any additional requirements must be included in the ordinance itself. Staff will pursue these discussions in conjunction with a careful evaluation of how requests for recommendations actually are processed locally once the process is established. If it appears that the process is excessively time-consuming or burdensome for potential petitioners, amendments to the ordinances can be recommended as needed.

Review of "Sunset" Provision for Corrections

In its last report, staff recommended that the draft ordinance be revised to provide that corrections of past errors could be made only within a certain length of time following the original error. At the December 8 hearing, Kevin Hanway requested that an additional provision be added to the ordinance to provide that the Council would review this decision before that length of time had expired. Staff does not now anticipate any problems with the proposed time limit on corrections, and does not see why this provision more than any other should require special Council review and action. However, Council, staff or any aggrieved party may request an amendment to the ordinance to delete this provision if it should appear at some time in the future inadvisable to continue it.

Response to Other Testimony Received

In general, most testimony received at the December 8 hearing was either on the question of flexibility generally, as discussed in the first section of this part of the report, or to recommend the specific changes discussed above. In addition, Kevin Martin and Ryan O'Brian raised some questions about the particular intent and use of the criteria for locational adjustments and Bob Stacy questioned the logic of basing the total net change in the boundary assumed tolerable over the next 20 years on a percentage of total area, rather than on vacant land.

Staff subsequently received a detailed list of questions and comments about the criteria from Mr. Martin and spent several hours discussing them with him. Some changes in the standards for correction were made as a result of this discussion. A summary of that meeting in the form of a point by point response to his questions is being prepared and will be available for review prior to the January 8 hearing. Written responses to Mr. O'Brian and Mr. Stacy are also available for review.

Response to other Committee Concerns

Councilor Bonner also raised a question about the appropriate fee schedule for petitions. The ordinance as drafted does not establish a particular schedule but provides for one to be set by Council

resolution. Questions relating to how this schedule should be set, and in particular, whether it should be designed to cover all administrative costs for all petitions, can best be addressed at the time that resolution is forwarded to the Regional Planning Committee.

JH/et
1508B/196

RECEIVED DEC 12 1980

Philip Thompson
Architect
Pearse O'Doherty
Landscape Architect

December 10, 1980

Metropolitan Service District
527 SW Hall
Portland, OR 97201

Attn: Jill Hinckley

We were unable to attend the Dec. 8, 1980 meeting of the Regional Planning Committee, and we realize that this letter is also untimely in that respect, but we have a few comments relative to Ordinance 80-95 and the proposed UGB adjustment rules that we wish to pass along.

Concerning Ord. 80-95: We are particularly interested in your statement in the next to last paragraph pertaining to that ordinance (Page 4, Evaluation of Ord. 80-95, item I-A, METRO Regional Planning Committee agenda, Dec. 8, 1980), to the effect that METRO should not intervene in large-lot partitions where the lot is for sale rather than proposed for development. It is our opinion that there is no difference, and that METRO should intervene in both or neither. Obviously, if a lot is for sale, it is available for development. Why pick on property owners who desire to create several lots for sale as part of a rational development?

With regard to the proposed UGB adjustment rules: the Guidelines for Evaluation of Minor UGB Amendments (Part I of Appendix B) are far too subjective and therefore too dependent upon the bias of whoever is doing the evaluation.

The proposed schedule for hearings filing fees is reflective of the times, we suppose, but it seems to place a very large burden on the applicant who owns only a few acres (less than ten) when compared with the burden placed on the owner of 500 acres, for example. The person with one or two acres is expected to absorb costs in the \$100 to \$200 per acre range, whereas the owner of, say, 500 acres is being assessed only \$10 per acre. To be more fair, a fee schedule should be set assessing a flat, per-acre rate for all applicants with a minimum charge sufficient to cover only the basic costs of processing the application by staff. Costs for the hearing itself could then be covered (at least in part) by the per-acre fee.

The procedures outlined for the character and timing of hearings coordination with local jurisdictions appears to place any applicant (other than the local jurisdiction) in double jeopardy and/or requires an applicant for UGB amendment to wait a very long time for response from the local jurisdiction. Ninety days, rather than a year, would be a much more reasonable time frame for response from most local jurisdictions. Certainly, if the local jurisdiction is interested in a proposed amendment, it won't take a year for it to make a recommendation. Further, if an applicant receives an approving recommendation from a local jurisdiction, then the jurisdiction should carry the petition to METRO, rather than having the applicant do so.

We also find it curious that, with admittedly no rational or factual bias, you have settled on ten acres as the limit between minor and major adjustments to the boundary. Why 10 acres? Is it because we have 10 fingers on our hands? Why not 40 acres, which at least has some basis in basic surveying and land subdivision principles? Why not 160 acres? Why not _____ acres?

We are not lawyers, but we believe that an arbitrary number of acres should not be memorialized in any ordinance without findings as to why the number has meaning.

We reiterate our objection to any kind of subjective rating system, which would be managed by who knows which staff member and then utilized by who knows which councillor for who knows what political purpose. We much prefer that each person be allowed to make his case without reference to any ratings.

Finally, we believe that the proposed rules should be couched in language that is simple, clear and easily understood by most people. Land use regulations are hard enough to understand without being put in esoteric terms. It may be that a large proportion of the general frustration felt (and often expressed) by those who must try to wade through the verbiage associated with such regulations is caused by the verbiage itself — after awhile one tends to tune out.

Respectfully submitted,


Philip Thompson


Vern Lentz

A G E N D A M A N A G E M E N T S U M M A R Y

TO: Metro Council
FROM: Executive Officer
SUBJECT: Waste Reduction Plan

I. RECOMMENDATIONS:

A. ACTION REQUESTED:

1. Adopt Waste Reduction Plan as proposed by the Waste Reduction Task Force and amended by Solid Waste Policy Alternatives Committee, and recommended by the Metro Regional Services Committee.
2. Direct Solid Waste staff to implement proposed Plan in phases--the first phase would include implementation of the following task elements in the first year:
 - continue implementing SE Portland and Beaverton Recycling Centers
 - partially fund Portland Recycling Team's existing three (3) drop centers and warehouse for one year
 - fund Portland Recycling Team's existing eleven (11) monthly projects for one year
 - operate Recycling Switchboard
 - provide promotion/education to highlight switchboard, drop centers, monthly projects, etc.
 - fund new technical assistance activities dealing with developing model ordinance for inclusion by local government's collection franchise system; administration of Metro's economic incentive program (\$50,000 grant) and establishing Metro in-house recycling program
3. Authorize a contract with Portland Recycling Team to partially fund operation of their warehouse and three (3) drop centers and eleven (11) monthly projects. In addition, authorize a management review committee to be established, consisting of a representative from Metro, the City of Portland and PRT Board to review and monitor Portland Recycling Team's operations and functions and periodically report back to their respective governing bodies.
4. Authorize staff to notify the Department of Environmental Quality of Metro's intent to assume duties of the Recycling Switchboard on March 1, 1980.

5. Refer implementation of the first phase of the Plan beyond the funding for Portland Recycling to the Coordinating Committee for review and recommendation on establishment of new positions and project budget amounts.

B. **POLICY IMPACT:** By adopting the Waste Reduction Plan, Metro makes clear commitments to:

1. Take waste reduction management responsibility in the region to assure the long-term attainment of maximum material recovery;
2. Reduce solid waste two percent per year by recovering 100,000 tons of material in 1985 (approximately doubling the amount of recyclable materials currently being recovered).

The adoption of the plan is consistent with Metro's Five Year Operational Plan.

C. **BUDGET IMPACT:** As currently proposed, the budget to implement the plan in the first year would be a maximum of \$481,700. Of this total budget, \$359,000 would be funded by users fees, \$75,000 from material sales at Metro Recycling Facilities, \$20,000 from an Environmental Protection Agency (EPA) grant and \$27,000 from the Department of Environmental Quality's grant/loan program (assuming funds are available from State of Oregon General Fund). Detail budget and position request will be presented to the Council after being reviewed by the Coordinating Committee.

Adequate FY 1981 Solid Waste contingency funds are available to support the proposed Waste Reduction Plan for the first year. Future funding mechanisms will have to be reviewed annually.

II. ANALYSIS:

A. **BACKGROUND:** Historically, the responsibility for waste reduction management on a regional level was limited to planning high technology resource recovery. In terms of waste reduction through recycling, within the past year the Metro Council approved policies which would promote recycling through the:

1. Implementation of two recycling drop centers on a trial basis; and
2. Implementation of a \$50,000 grant/loan program to fund recycling projects.

Although the promotion of waste reduction activities has been implied in prior drafts of the Solid Waste Management Plan, there was no outright commitment for Metro to take management responsibility for waste reduction in the region. However, Metro is required to implement a waste reduction program under S. B. 925 if State financial assistance is requested.

In April, 1980, the Metro Council appointed a citizen Task Force to investigate the full-range of policy and program options and to develop a plan of recommended courses of action to be undertaken by Metro. The Task Force met weekly from May through July, 1980, and was provided support by the Local Government and Citizens Involvement Department, Solid Waste Division and Resource Conservation Consultants.

Portland Recycling Team (PRT) has approached Metro requesting support of its recycling drop centers and monthly projects. Portland Recycling, which is experiencing serious financial problems, is the only organization in the region which provides as its prime function, drop center service, monthly projects and community education and promotion. In addition, it is a nonprofit, tax-exempt organization which has served the entire Metro area with multi-material recycling service for several years. Solid Waste staff has evaluated Portland Recycling's proposal as it relates to the Waste Reduction Plan and feels that temporary assistance to continue the existing level of household recycling is appropriate until the more efficient curbside collection systems are implemented.

- B. ALTERNATIVES CONSIDERED: Although landfilling has been the most cost-effective disposal alternative, resource recovery and recycling are becoming essential elements in solid waste management. The closure of two landfills within the next two years, and the higher costs experienced acquiring new landfill facilities, warrants a clear commitment to reduce the quantities of solid waste through resource recovery and recycling.
- C. CONCLUSION: Adoption of the proposed Waste Reduction plan as a priority element in the Solid Waste Management Plan.

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

| | | |
|---------------------------------|---|----------------------------|
| FOR THE PURPOSE OF ESTABLISHING |) | RESOLUTION NO. 81-212 |
| A COMPREHENSIVE WASTE REDUCTION |) | |
| PLAN |) | Introduced by the Regional |
| |) | Services Committee |

WHEREAS, The Metro Solid Waste Management Plan (SWMP) outlines a general policy of supporting waste reduction through the implementation of resource recovery and recycling; and

WHEREAS, Senate Bill 925 requires Solid Waste Management authorities receiving State funding assistance to establish goals and submit a waste reduction program to the Department of Environmental Quality; and

WHEREAS, The Metro Council has directed the Waste Reduction Task force to develop waste reduction alternatives and recommend policies and goals for consideration; and

WHEREAS, The Regional Services Committee has reviewed the Waste Reduction Plan and supports the proposal as amended; now, therefore,

BE IT RESOLVED,

1. That the Metro Council adopts the proposed Waste Reduction Plan as amended by the Solid Waste Policy Alternatives Committee.

2. That the Solid Waste staff is hereby directed to implement the proposed Plan in phases. The first phase shall include implementation of the following task elements in the first year:

- a. Continued implementation of the SE Portland and Beaverton Recycling Centers;
- b. Partial funding for Portland Recycling Team's existing three (3) drop centers and warehouse for one year;
- c. Funding for Portland Recycling Team's existing eleven (11) monthly projects for one year;
- d. Operation of the Recycling Switchboard;
- e. Promotion/education to highlight switchboard, drop centers, monthly projects, etc.; and
- f. Funding for new technical assistance activities to develop a model ordinance for a local government collection franchise system, administer Metro's economic incentive program (\$50,000 grant) and establish a Metro in-house recycling program.

3. That the Council authorizes a contract with Portland Recycling Team to partially fund their warehouse and three (3) drop centers and eleven (11) monthly projects. A management review committee shall be established, consisting of a representative from Metro and the a representative from City of Portland to review Portland Recycling Team's management structure and function.

4. That staff is directed to notify the Department of Environmental Quality of Metro's intent to assume duties of the Recycling Switchboard on March 1, 1980.

5. That implementation of the first phase of the Plan beyond the funding for Portland Recycling is subject to the Coordinating Committee's review and recommendation.

ADOPTED by the Council of the Metropolitan Service District
this _____ day of _____, 1980.

Presiding Officer

WC/et
1482B/188

METRO COUNCIL
ROLL CALL ROSTER

AGENDA ITEM

MEETING DATE

Roll Call

1-8-81

AYE

NAY

DISTRICT 1

Bob Oleson

✓

DISTRICT 2

Charles Williamson

✓

✓

DISTRICT 3

Craig Berkman

✓

DISTRICT 4

Corky Kirkpatrick

✓

DISTRICT 6

Jane Rhodes

✓

DISTRICT 7

Betty Schedeen

✓

DISTRICT 8

Ernie Bonner

✓

DISTRICT 9

Cindy Banzer

✓

DISTRICT 10

Bruce Etlinger

✓

DISTRICT 11

Marge Kafoury

✓

DISTRICT 12

Mike Burton

✓

DISTRICT 5

Jack Deines

✓

TOTAL

METRO COUNCIL
ROLL CALL ROSTER

AGENDA ITEM

MEETING DATE

*2 p. 13 amend 80 -
14

1-8-81

AYE

NAY

DISTRICT 3

Craig Berkman

✓

DISTRICT 4

Corky Kirkpatrick

✓

DISTRICT 6

Jane Rhodes

✓

DISTRICT 7

Betty Schedeen

✓

DISTRICT 8

Ernie Bonner

✓

DISTRICT 9

Cindy Banzer

✓

DISTRICT 10

Bruce Etlinger

✓

DISTRICT 11

Marge Kafoury

✓

DISTRICT 12

Mike Burton

✓

DISTRICT 1

Bob Oleson

✓

DISTRICT 2

Charles Williamson

✓

DISTRICT 5

Jack Deines

✓

TOTAL

METRO COUNCIL
ROLL CALL ROSTER

AGENDA ITEM

MEETING DATE

*1 p. 5 - S.I., Waste reduction plan

1-8-81

| | <u>AYE</u> | <u>NAY</u> |
|--------------------|-------------------------------------|--------------------------|
| <u>DISTRICT 2</u> | | |
| Charles Williamson | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| <u>DISTRICT 3</u> | | |
| Craig Berkman | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| <u>DISTRICT 4</u> | | |
| Corky Kirkpatrick | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| <u>DISTRICT 6</u> | | |
| Jane Rhodes | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| <u>DISTRICT 7</u> | | |
| Betty Schedeen | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| <u>DISTRICT 8</u> | | |
| Ernie Bonner | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| <u>DISTRICT 9</u> | | |
| Cindy Banzer | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| <u>DISTRICT 10</u> | | |
| Bruce Etlinger | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| <u>DISTRICT 11</u> | | |
| Marge Kafoury | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| <u>DISTRICT 12</u> | | |
| Mike Burton | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| <u>DISTRICT 1</u> | | |
| Bob Oleson | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| <u>DISTRICT 5</u> | | |
| Jack Deines | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| TOTAL | | |

MEETING TITLE

Regular Council Meeting

DATE

January 8, 1981

NAME

AFFILIATION/ADDRESS

Jan Spencer

6675 SW Peyton Rd, Pld 97223

Lance Spencer

9620 SW Cypress Bldg 97605

Floyd M Hartwell

6233 SE Harney St. 97206

S.G. Raber

Box 1 BX 806 - PORTLAND 97237

Ken

Melinda Pratt

735 SW 23rd Hillsboro 97123

Thomas O Barnes

87 Condominiums
Laurie Jare Estates/Up-The-Creek

Emma Mueller

Clarence Koenecke

JOSEPHINE KOENECKE

MHI

RT 1 Box 732 PORTLAND

Maxine Borchering

City of PORTLAND

Paul Gerhardt Jr.

2233 NW Everett #23 Portland

W.S. Sandus

Box 909

VERN LEUTZ

8150 S.W. 30th Pld 97219

Delyn Kies

11015 NW 23 #1 97210

Mark Fello

Bury Plan, Post,

Bob Weil

Peter Frix

1920 NE Schuyler P.O. 97212

Joni Dallen

3628 SE Harrison 97214

Barbara Hamilton

3354 SE 14th

Pong Hamilton

3354 S.E. 14th

James Cozzetta

Metropolitan Disposal

John Trout

TEAMSTERS LOCAL 281

January 6, 1981

COGAN & ASSOCIATES

Marge Kafoury, Presiding Officer
Metropolitan Service District
527 SW Hall
Portland, OR 97201

Dear Marge:

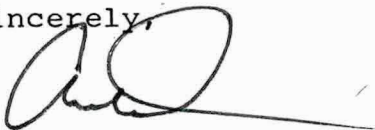
At its January 8th meeting, the Metro Council's agenda calls for consideration of proposed rules for locational adjustments to the regional urban growth boundary. During the last year we have been noting with interest the progress of Metro staff in developing rules for amending the Urban Growth Boundary. We are interested in this matter as the representative of Portland General Electric Co. and other owners of property on the western portion of Hayden Island who are interested in applying for modification of the UGB so that it will include that part of the island within the Portland urban area.

We understand that the staff has decided to proceed only with proposed rules for locational adjustments. While we concur with the decision to exclude rules for major amendments at this time, for the record, we would like to express our concern about the importance of proceeding expeditiously to formulate the latter after locational adjustment rules are approved.

The unique location and characteristics of Hayden Island provide the metropolitan region with a major opportunity for the development of water-dependent industrial uses during the mid 1990's and thereafter. Unfortunately, this regional resource cannot be utilized until west Hayden Island is included in the Urban Growth Boundary.

In addition to its effect on private development, public planning for transportation and services for areas outside of the UGB cannot proceed without an amendment to the UGB, even though development of these areas may not occur for ten to fifteen years. Therefore, we urge the Metro Council and staff to consider formulating rules for major amendments immediately following the conclusion of deliberations on locational adjustment regulations.

Sincerely,



Arnold Cogan

AC:SS:kjm
cc: Jim Sitzman
Rick Gustafson



Frank Ivancie
MAYOR

ENERGY COMMISSION
1220 S.W. FIFTH AVE
PORTLAND, OR 97204
(503) 248-4579

LEE R. JAMES, CHAIRMAN
VERNON L. RIFER,
VICE-CHAIRMAN
MARTHA PECK ANDREWS
WILLIAM CHURCH
C. P. DAVENPORT
JOHN D. GRAY
WILLIAM D. GRIFFITH
GEORGE A. HENDRIX
LEEANNE G. MacCOLL

December 19, 1980

Ms. Marge Kafoury
METRO
527 S.W. Hall
Portland, Oregon 97210

Dear Ms. Kafoury:

We are aware METRO's Regional Services Committee has recommended approval of Portland Recycling Team's request for financial assistance in order to continue to operate. As you know the City of Portland's Energy Policy, adopted by the City Council by ordinance in August, 1979, addresses and supports recycling as a matter of energy conservation.

We have closely followed the recycling activities in the City of Portland. The Energy Commission has supported and encouraged the siting of a recycling facility in Southeast Portland and will continue to push for its opening. Of more concern, however, is the issue of keeping PRT in basic operation. Offering full line recycling is not popular and we want to laud the Team's efforts in the twelve years they've served the citizens of Portland.

The energy savings potential that is and can continue to be realized from full service recycling is enormous. The current energy savings realized by PRT activities are equivalent to 11,075 barrels of crude oil, enough to heat 966 homes for a year. With METRO and City participation and our strong commitment in the future we can achieve even greater energy savings in the entire Metropolitan area.

The Energy Commission of the City of Portland urges METRO to support the Portland Recycling Team.

Sincerely,

Lee R. James, Chairman
Energy Commission

LRJ:jmc:pb

cc: METRO Council
Rick Gustafson
Mike Lindberg
Merle Irvine
Lee Barrett
Ray Steinfeld



Homer I. Spencer

JANUARY 8, 1981

Solid Waste Energy Systems

9620 S. W. CYPRESS — BEAVERTON, OREGON 97005
TELEPHONE (503) 644-4672

MEMORANDUM

TO: PRESENTATION TO THE METRO COUNCIL 1-8-81
FROM: HOMER I. SPENCER
SUBJECT: ENERGY FROM WASTE

IN 1974 I SUBMITTED TO HEW AND TO THE METROPOLITAN SERVICE DISTRICT A METHOD OF CONVERTING SOLID WASTE INTO STEAM AND ELECTRIC ENERGY (350 to 480 KW PER TON) THROUGH AN INCINERATION PROCESS WHICH PRODUCED NO DETRIMENTAL EMISSIONS. EVEN THOUGH THIS PROCESS COULD REDUCE THE NECESSITY FOR LANDFILLS BY 95%, IT WAS REJECTED BY HEW AND MSD. AT THAT TIME THERE WAS NO GREAT CONCERN REGARDING LANDFILL SPACE. TODAY IT IS A MAJOR PROBLEM.

IN THE EAST A STEEL FABRICATOR HAD A SIMILAR PROCESS AND NOW HAVE SOME 3500 UNITS IN SERVICE. THERE ARE TEN IN WASHINGTON AND OREGON. DUE TO THE REDUCTION OF VOLUME AND A USE FOR THE 5%, LANDFILLS HAVE LOST THEIR IMPORTANCE IN SEVERAL AREAS OF THE EAST.

LATE IN 1978 I WAS CONTACTED BY A PRIVATE FIRM TO REVIEW THE PROCESS SUBMITTED IN 1974 AND ACTIVATE IT IF POSSIBLE THROUGH METRO'S APPROVAL OF AN ASSURED 100 TONS OF INCINERABLE GARBAGE PER DAY. THIS IS APPROXIMATELY 4.5% OF THE TOTAL GARBAGE GENERATED IN THE ~~AREA~~ AREA.

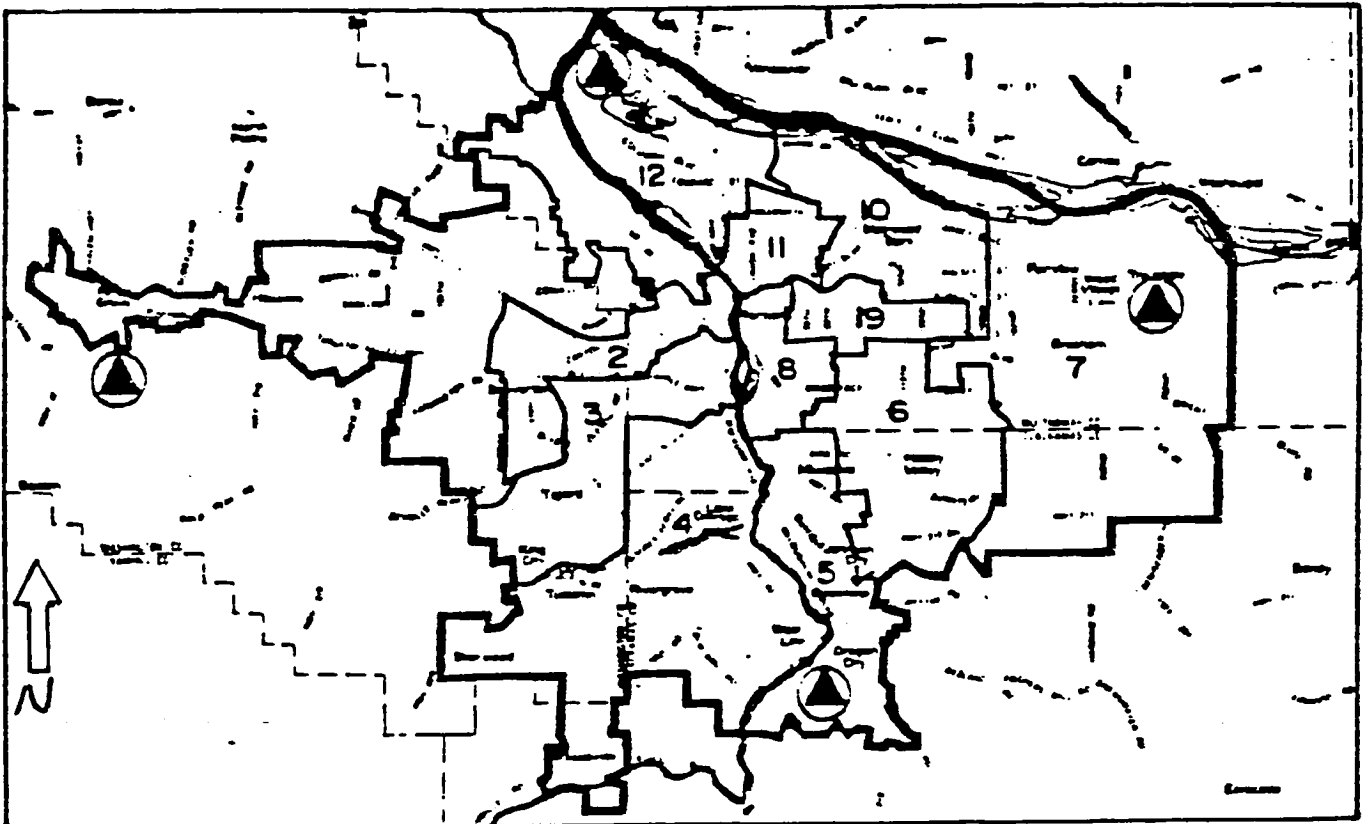
IN AUGUST OF 1980 A COMPREHENSIVE STUDY AND A FACILITY PROPOSAL WAS SUBMITTED TO THE SOLID WASTE DIVISION OF THE METROPOLITAN SERVICE DISTRICT REGARDING A FACILITY TO BE CONSTRUCTED IN FOREST GROVE.

METRO IS INVOLVED WITH A 100 MILLION DOLLAR FACILITY IN OREGON CITY TO BURN APPROXIMATELY 2/3rds OF THE AVAILABLE GARBAGE AND TO PRODUCE STEAM FOR THE PUBLISHERS PAPER CO. IN DECEMBER OF 1980 I SUBMITTED A SUGGESTION WHEREBY ALL THE INCINERABLE GARBAGE COULD BE PROCESSED INTO USABLE ENERGY BY INSTALLING MODULAR SATELLITE GARBAGE REDUCTION UNITS IN NORTH PORTLAND, TROUTDALE AND FOREST GROVE. SUCH FACILITIES CAN BE EXPANDED TO MEET A GROWING VOLUME WHEN REQUIRED.

OUR PROBLEM AT THE PRESENT TIME IS TO OBTAIN THE ASSURANCE OF 100 TONS OF MATERIAL PER DAY SO THAT WE CAN PROCEED WITH PLANS TO INSTALL SUCH A FACILITY IN FOREST GROVE OR IN TROUTDALE.

METROPOLITAN SERVICE DISTRICT
BOUNDRIES

PROPOSED SATELLITE SOLID WASTE REDUCTION AND ENERGY FROM WASTE FACILITIES



SOLID WASTE REDUCTION AND ENERGY PRODUCING UNITS

COST - Approximately ^{\$}12,000,000 for three additional facilities

PRODUCTION - Approximately 90,000 lbs. steam per hour
Approximately 100,000 KW per day (24 hours)

REVENUE - Steam sales at \$4.00 per thousand - Approximately \$3,000,000.00 per year
Electric Power at \$0.0255 per KW - Approximately \$1,000,000.00 per year
Tipping Fees at \$12 per ton - Approximately \$1,300,000.00 per year

1/8/81



METROPOLITAN SERVICE DISTRICT
527 S.W. HALL ST., PORTLAND, OR. 97201, 503/221-1646

Rick Gustafson
EXECUTIVE OFFICER

STATEMENT CONCERNING JOHNSON CREEK

BY COUNCILOR MIKE BURTON

Metro Council
Marge Kafoury
PRESIDING OFFICER
DISTRICT 11

Jack Deines
DEPUTY PRESIDING
OFFICER
DISTRICT 5

Donna Stuhr
DISTRICT 1

Charles Williamson
DISTRICT 2

Craig Berkman
DISTRICT 3

Corky Kirkpatrick
DISTRICT 4

Jane Rhodes
DISTRICT 6

Betty Schedeer
DISTRICT 7

Ernie Bonner
DISTRICT 8

Cindy Banzer
DISTRICT 9

Gene Peterson
DISTRICT 10

Mike Burton
DISTRICT 12

In the past few weeks the Metro Council has received specific position papers from several of the special interest groups which share a concern about the drainage and flooding problem in the Johnson Creek Basin. In reading these, I am pleased to note that we seem to be reaching a consensus by all concerned. First, all parties share at least one common concern. To bring about a physical improvement to the serious drainage problems in the Johnson Creek Basin. Second, there is an obvious recognition for potential housing, commercial or industrial development in the area which would thus bring jobs and economic stimuli if the drainage problem can be resolved. We know how and have a technical wherewithal to resolve the drainage problem. We know that with adequate engineering projects and equitable regulatory procedures for future development, the drainage problems which lead to flooding can be solved.

Where disagreement has occurred in the past in the issue yet to be resolved is over the means of equitably financing these projects and the administrative and

legislative mechanisms that should be used to put the improvements and financing into place and maintain them. There are in a sense five groups concerned with this issue. The general public, the Metro Council, RAFT, Up the Creek and Fair Share. With the recent position taken by RAFT all three special interest groups now contend that the Local Improvement District (LID) as constituted by Metro is not feasible. At the same time, all groups have indicated a strong desire to have Metro continue to maintain a lead in resolving the matter. This is the same position I took before the Metro Regional Services Committee on December 9, 1980. We have now reached a point of positive momentum which I would like to keep going. The continued existence of the in place LID, however, is as was put by one Metro Councilor "like holding someone's foot to the fire while you're trying to cure their headache."

One thing that we are not short of is options for finding the political solution to finance and administer this project. Suggestions range from a regionwide tax to a special service district to condemnation of property. I am not advocating any of these positions at this time. But I am advocating that Metro bring all of the interested parties together and begin to build for a further consensus. I think it is important that Metro clearly indicate its intent to continue the process to find a solution. While we have lost Corps of Engineers funding

for this fiscal year, it is possible to receive future funding provided the Corps can be assured of Metro's continued sponsorship. In my discussions with officials at the Corps, it was indicated that this need not be a LID ordinance but a letter of intent or a resolution of the Council and this can easily be done. While we have been through some rough times, I believe we have made progress. We now have the opportunity to move forward positively and this is something which I believe is shared eagerly by all parties concerned.

MB:ss/1666B/138



METROPOLITAN SERVICE DISTRICT
527 S.W. HALL ST., PORTLAND, OR. 97201, 503/221-1646

MEMORANDUM

Date: January 8, 1981 .
To: Metro Council
From: Richard Brandman, Air Quality Manager
Regarding: Yard Debris

Metro, the Department of Environmental Quality (DEQ), and the City of Portland are working cooperatively to secure an Environmental Protection Agency (EPA) Section 105 Air Quality Grant of \$265,000. The grant would establish a program to deal with the estimated 84,000 cubic yards of yard debris which no longer will be permitted to be burned in the metropolitan area due to the Environmental Quality Commission's (EQC) action on December 19, 1980.

The grant would be broken down to the following areas:

| | |
|------------------------------------|----------------|
| Public Education | \$ 50,000 |
| Collection Alternatives | 40,000 |
| Partial Funding of Project Manager | 25,000 |
| Processing of Material | <u>150,000</u> |
| | \$265,000 |

There is agreement that Metro should be the lead agency and hire the project manager to run the program. The program's initial efforts would be to ensure that an alternative is established to keep yard debris out of the landfills. Metro would work with DEQ and the local jurisdictions to define what the alternatives are. All of the \$40,000 budgeted for collection alternatives would be passed through to local jurisdictions on a formula based on population. Each jurisdiction would define for itself which alternative they would implement.

The public education monies would be used to produce a brochure and radio and television public service announcements to inform the public what their options are.

Memorandum
Metro Council
January 8, 1981
Page 2

The remainder of the grant would be used to subsidize the processing of the material during the first year of the burning ban. There would also be a fee for depositing yard debris at the landfills to supplement the grant monies. In addition to the 84,000 yards that are now being burned, it is estimated that 300,000 yards are now entering the landfill as part of the normal collection stream. It is envisioned that a substantial portion of this material would be diverted from the landfills and into this program.

Future program activities would be to establish a market for the chipped/mulched materials. Bill Young, Director of DEQ, will be talking with the EPA Region X Administrator on Friday, January 9, 1981, and will be meeting with him in Seattle on Monday, January 12, 1981 to try and ensure that we receive the grant.

RB:pp

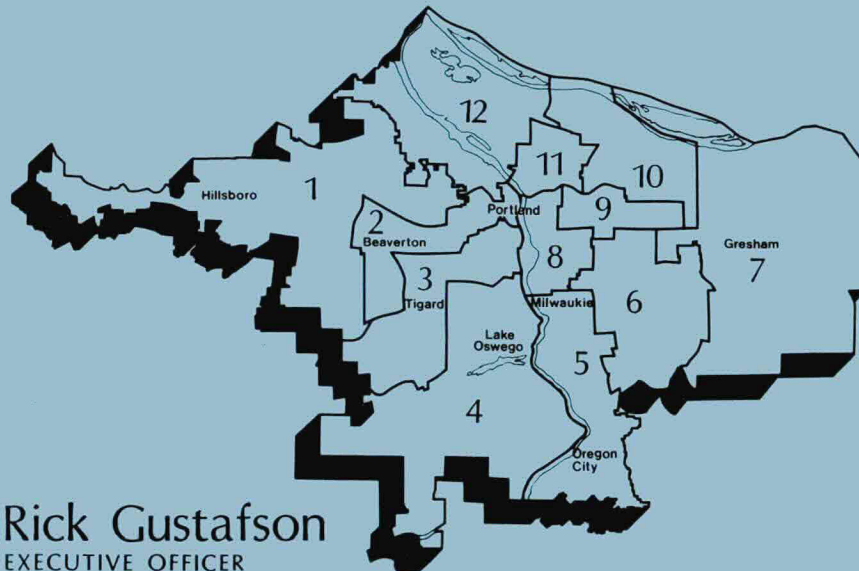
PROPOSED WASTE REDUCTION PLAN

WASTE REDUCTION
TASK FORCE



METRO
AUGUST 1980
REPRINTED, DECEMBER 1980

METROPOLITAN SERVICE DISTRICT



Rick Gustafson
EXECUTIVE OFFICER

C O U N C I L

Marge Kafoury
PRESIDING OFFICER
DISTRICT 11

Jack Deines
VICE-PRESIDING OFFICER
DISTRICT 5

Bob Oleson
DISTRICT 1

Betty Schedeen
DISTRICT 7

Charles Williamson
DISTRICT 2

Ernie Bonner
DISTRICT 8

Craig Berkman
DISTRICT 3

Cindy Banzer
DISTRICT 9

Corky Kirkpatrick
DISTRICT 4

Gene Peterson
DISTRICT 10

Jane Rhodes
DISTRICT 6

Mike Burton
DISTRICT 12

METROPOLITAN SERVICE DISTRICT
PROPOSED WASTE REDUCTION PLAN

Submitted to:
COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

Prepared By:
RESOURCE CONSERVATION CONSULTANTS

1615 N.W. 23rd Avenue
Portland, Oregon 97210

AUGUST, 1980

CONTENTS

| | <u>PAGE</u> |
|--|-------------|
| Executive Summary | 1 |
| Introduction | 7 |
| Section 1: Description of Need | 8 |
| Section 2: Present Reduction Activities | 9 |
| Section 3: Potential Reduction Activities | 20 |
| Section 4: Impediments to Waste Reduction in The Region | 27 |
| Section 5: Waste Reduction Goal | 31 |
| Section 6: Waste Reduction Policy Statement | 33 |
| Section 7: Waste Reduction Program Description | 35 |

LIST OF TABLES

| <u>TABLE</u> | <u>TITLE</u> | <u>PAGE</u> |
|--------------|--|-------------|
| 1 | Metro Region Recycled Material Volumes from the Beverage Industry, 1979, in Tons | 9 |
| 2 | Estimated Recycling Volumes from the Metro Region, 1979, in Tons | 16 |
| 3 | Number of Dealers, Brokers, and Processors in the Region, 1979 | 17 |
| 4 | Users of Selected Secondary Materials in the Metro Region, 1979 | 19 |
| 5 | Citizen Opinion of Municipal Solid Waste Policy, Seattle, 1979 | 20 |
| 6 | Accident Insurance Rates for Recycling Firms in Four States, 1979 | 28 |
| 7 | Project Elements and Key Tasks - Proposed Waste Reduction Plan | 40 |
| 8 | Waste Reduction Program Maximum Annual Budget | 41 |

LIST OF FIGURES

| <u>FIGURE</u> | <u>TITLE</u> | <u>PAGE</u> |
|---------------|---|-------------|
| 1 | Newspaper Drop-off Locations in the Metro Region, 1979 | 11 |
| 2 | Glass Drop-off Locations in the Metro Region, 1979 | 12 |
| 3 | Two and Three Material Drop-off Locations in the Metro Region, 1979 | 13 |
| 4 | Four or More Material Drop-off Locations in the Metro Region, 1979 | 14 |
| 5 | Residential Waste and Recycling Collection Service Areas, 1979 | 15 |

EXECUTIVE SUMMARY

Introduction

The Metropolitan Service District (Metro) is a regional government organized to solve areawide problems that transcend the boundaries of the individual cities and counties of the Portland metropolitan area.

The Metro Solid Waste Division has authority for all aspects of solid waste management except in the area of collection. Their multifaceted program includes landfill siting, transfer station development, resource recovery facility planning and recycling center operation.

Waste reduction planning has recently been added to Metro's solid waste program. This document provides a proposed waste reduction plan to be integrated into the agency's solid waste management program.

Description of Need

Several significant factors point to the need for a waste reduction program in the Portland metropolitan area. Present landfill capacity in the region is being depleted and siting of new disposal facilities has proved to be difficult.

Waste disposal represents the expenditure of valuable mineral resources; large quantities of energy are also lost when wastes are not reclaimed.

Federal and state regulations require new methods of waste handling. Costs of complying with disposal requirements under the 1976 Resource Conservation and Recovery Act are high. At the same time, Senate Bill 925, adopted into Oregon law in 1979, requires local governments to undertake a waste reduction program when certain types of assistance are provided. Metro, having received a grant and loan from the state for expansion of the St. Johns Landfill, is already committed to such a program as part of its contractual agreement with the state.

Present Reduction Activities

The consideration of a waste reduction program occurs in an environment in which legislative action, recovery efforts and consumer education presently assist in reducing municipal waste volumes.

Legislation - Litter control and environmental concerns have resulted in the reduction of waste volumes by prohibiting plastic beverage container carriers, pull-tabs from cans and aerosol containers. Most importantly, Oregon's container deposit legislation contributed to the recovery of 13,688 tons of recycled material within the Metro region in 1979.

Waste Recovery Efforts - Residential and commercial waste generators, recovery operators such as recycling centers and newspaper drives, brokers and processors, and end users in the local area are involved in the flow of secondary materials from generators to ultimate users.

Consumer Education - Waste reduction school curricula, recycling organization educational materials, government agency education projects and local media coverage have all been undertaken in informal waste reduction efforts in the Metro area.

Potential Reduction Activities

Numerous program options and strategy alternatives are available for consideration in developing a waste reduction plan. A Waste Reduction Task Force was appointed by Metro and assisted by staff and consultant services in reviewing potential options and making program recommendations.

Four program services were identified for potential Metro involvement:

1. Act as a waste recovery agent.
 - . develop recycling systems at transfer stations, landfills and processing facilities.
 - . develop a system of Metro recycling centers.
 - . develop a yard debris recovery program.
2. Provide promotion and education services.
 - . conduct an education project.
 - . provide a recycling promotion campaign.
 - . promote institutional and commercial recycling systems.
 - . provide a recycling switchboard service.
3. Provide technical assistance.
 - . enhance local markets for recovered materials.
 - . assist local municipalities.
 - . assist recycling programs.
 - . provide loans or leases for recycling equipment.
4. Provide coordination.
 - . develop a franchise system for recycling centers.
 - . provide regional coordination and planning for recycling collection.
 - . coordinate charitable recycling projects.

Three areas of strategy alternatives were identified for potential

Metro involvement:

1. Metro legislative program.
 - . draft waste reduction legislation.
 - . provide legislative support systems.
2. Metro operations.
 - . review or revise Metro's procurement policy to increase use of products containing reclaimed materials.
 - . require contractors to reclaim wastes.
3. Metro solid waste management plan.
 - . adopt policy on waste reduction.
 - . revise legislative authority to incorporate waste reduction and recycling objectives.

Impediments to Waste Reduction in the Region

While the range of program and strategy alternatives is considerable, certain barriers to successful implementation exist.

Legal Barriers - Certain tax policies, freight rate mechanisms, procurement methods, labelling standards, zoning ordinances, and worker safety insurance rates are institutional obstructions to waste reduction.

Market Barriers - The recyclability and availability of secondary materials can restrict their use.

Economic Barriers - Financial incentives offered for the use of virgin resources as well as the vertical integration of virgin resource industries inhibits the use of secondary materials.

Barriers Created by the Present Management of Solid Waste - The lack of internalization of management costs and multi-jurisdictional control over solid waste may impede reduction and recycling activities.

Public Barriers - Public apathy, the lack of an awareness of the costs of solid waste generation, certain attitudes toward energy and environmental problems, and opposition to the siting of recycling facilities impede recycling participation.

Barriers Created by the Present System of Recycling - The lack of extensive promotion and education, the lack of accessible recycling services, and confusion regarding the purpose of recycling restrict program growth.

Waste Reduction Goal

The Metro waste reduction goal for consideration is to decrease solid waste volumes by reducing the amount of solid waste generated and by reclaiming materials instead of disposing of them. By 1985, reduction levels from Metro actions should include:

- . yard debris: assure the handling, processing, and reclamation of all separated yard debris;
- . residential wastes: reduce by one-fourth the volume of wastes discarded by residents;
- . commercial wastes: reduce by one-fifth the volume of wastes discarded by businesses and institutions;
- . remaining residential and commercial solid waste: through resource recovery, reduce by three-fourths the remaining volume of processable wastes.

Waste Reduction Policy Statement

The Metro waste reduction policy includes seven elements:

1. Waste generators possess the primary responsibility for waste reduction.
2. The resources of private industry and local governments should be utilized to reduce waste volumes.
3. The use of incentives for waste reduction is preferred over the use of regulations; if incentives are ineffective in reducing waste volumes, mandatory measures should be adopted.
4. The full costs of disposal should be the basis for disposal rates; the basis for incentives for waste reduction should be reduced landfill volume and disposal costs savings.
5. The reduction of the amount of solid waste generated is preferred over other solid waste management options.
6. Waste recycling and reuse are preferred over the mechanical processing or landfilling of wastes.
7. The mechanical processing of solid wastes for the recovery of energy and materials is preferred over disposal.

Waste Reduction Program Description

The waste reduction program recommended by the Metro Waste Reduction Task Force includes four project elements.

1. Yard Debris Recovery Project

Metro should perform the following tasks:

- . educate citizens in home composting
- . promote private collection systems
- . promote neighborhood utilization projects
- . develop centralized facilities
- . seek markets for processed material.

The Task Force recommended immediate attention to the citizen education and market development tasks.

2. Recycling Project

Metro recycling activities should include:

- . encourage and assist local jurisdictions in developing recycling collection programs
- . produce economic incentive information
- . develop model recycling collection ordinances
- . be willing to assume control for collection if requested by local jurisdictions
- . fund drop-off centers
- . provide technical assistance to recycling center operators
- . encourage development of mobile centers
- . monitor the recycling activities of charitable organizations
- . provide for recycling at disposal facilities.

{ The Task Force recommended that the tasks aimed at developing recycling collection systems in the region receive highest priority.

3. Source Separation Support Project

Activities for Metro involvement include:

- . develop markets in the region for secondary materials
- . develop a recycling program financing system which stresses the use of economic incentives for waste reduction
- . develop joint marketing strategies
- . assure continuation of the Recycling Switchboard
- . provide promotional and educational materials
- . encourage participation in building materials and industrial waste recovery systems
- . develop an internal procurement policy to encourage Metro use of items containing reclaimed materials
- . assist in the development of office paper recycling systems
- . provide research and technical assistance supporting federal and State waste reduction legislation.

The tasks regarding program financing, the Recycling Switchboard and Metro's procurement policy were given top priority by the Task Force.

4. Packaging Waste Control Project

Recommendations for project involvement include:

- . undertake consumer and industry education efforts
- . provide technical assistance to the retail and packaging industries
- . actively support legislation which reduces the volume of packaging wastes in regional landfills.

The education tasks and the provision of legislative support during the 1981 session of the Oregon Legislature take precedence -- according to the Task Force -- over the technical assistance tasks.

Four and one-half employees would be required to provide the waste reduction program; this is an increase of three and one-half employees over the present level of funding. Approximately \$180,000 in funding of recycling facilities is recommended--a doubling of the present level of support. Lastly, funds of approximately \$100,000 for promotional and educational materials and services are required to undertake the recommended program.

INTRODUCTION

The Metropolitan Service District (Metro) is a regional government organized to solve areawide problems that transcend the boundaries of the individual cities and counties of the Portland, Oregon metropolitan area. For instance, Metro exercises authority over surface water drainage, land use planning, the regional zoo, and transportation planning. In addition, the agency has authority over solid waste disposal.

The Metro Solid Waste Division has management responsibility for all aspects of solid waste, except in the area of collection. Metro's basic solid waste authority includes the power to:

- . own, operate, or regulate solid waste facilities;
- . enter into contracts;
- . require use of Metro facilities by generators, collectors, and disposers of solid waste;
- . grant contracts, franchises, or licenses;
- . receive, accept, process, recycle, reuse, and transport solid wastes.

Metro's solid waste program is multi-faceted. Effort is underway to site a new mixed waste landfill to replace the rapidly filling facilities in the north and south portions of the region. As the new landfill may be outside the Metro boundary, transfer stations are being planned. Division staff are pursuing the development of a resource recovery facility to convert mixed wastes into an energy product. Two centers are being developed for the recycling of source separated residential waste materials.

A new element - that of waste reduction - has been added to the Metro Solid Waste Division program. Waste reduction, defined as the prevention of waste, can take many forms. In order that the waste reduction activities be undertaken in a successful manner and be integrated into the agency's solid waste management program, a waste reduction plan is required.

This waste reduction plan consists of seven parts. A statement of need for the plan is first presented. As the plan is predicated on local conditions, the next sections describe current reduction activities, potential reduction activities, and impediments to waste reduction. With this background, a waste reduction goal is presented, followed by a reduction policy statement. The description of a waste reduction program completes the plan.

There is a significant need for a waste reduction program in the Portland metropolitan area. Factors prompting this situation include the need to satisfy legal requirements, lack of landfill space, natural resource depletion, and increasing energy demands.

The region's rapidly dwindling landfill capacity is a primary reason for progressing with a waste reduction program. Nearly 800,000 tons of waste are discarded in the metropolitan area each year, and the life of the regional all-purpose disposal facilities - the Rossman's and St. Johns landfills - will end in 1985. Metro, in cooperation with the State of Oregon, is in the process of trying to locate a new mixed waste landfill to alleviate the area's potential waste problem. Strong opposition to replacement facilities in the area, combined with difficulty in locating land that has the features necessary for an environmentally sound waste disposal program, pose serious siting problems. So new locations outside the boundaries of the Metro area are being sought.

Federal regulations adopted as part of the 1976 Resource Conservation and Recovery Act magnify the need for a waste reduction program as they require new methods of waste disposal, and have resulted in increases of as much as 50 percent in disposal costs.

The wastes requiring disposal represent the expenditure of valuable resources. Once plentiful reserves of mineral resources are being depleted, requiring dependence on other, less reliable sources.

Equally important are the large quantities of energy lost when solid waste materials are not reclaimed. The energy consumed by the packaging industry serves as an example of this energy depletion. EPA reports that five percent of the nation's energy is used in the manufacture of packaging material, much of which becomes unrecovered waste. In recent years, Metro has concentrated its solid waste management efforts on the development of an energy recovery facility. During this time, Metro has confronted waste hauler opposition, sought new energy legislation, and conducted lengthy negotiations with a potential energy user.

But the need for a waste reduction program now extends beyond ecological and economic urgency. As of 1979, when the Oregon Legislature passed Senate Bill 925, local governments can be required to undertake a waste reduction program. And Metro, having received a grant and loan from the State of Oregon for expansion of the St. Johns Landfill, is committed to such a program as part of its contractual agreement with the State.

Due to legislative action, waste recovery efforts, and consumer education, the municipal solid waste stream in the Metro region is considerably smaller in volume than if these efforts were not undertaken. In this sense, the development and consideration of a waste reduction plan occurs in an environment in which reduction activity is presently underway.

Legislation

While the Oregon Legislature has not banned the sale of particular items to reduce solid waste volumes, the prohibitions enacted due to litter and environmental concerns have resulted in the reduction of waste volumes. For instance, plastic beverage container carriers, pull-tabs from cans, and aerosol containers have been prohibited.

More importantly, the container deposit legislation passed in 1971 has resulted in the diversion of materials from the waste stream to useful processes. By requiring sales outlets to redeem beer and carbonated beverage containers, nearly ninety percent of the bottles and cans are available for refilling and recycling. Without a deposit, the large majority of these containers would be discarded. Table 1 provides an estimate of the level of recovery of the non-refilled beverage containers in the region.

TABLE 1: Metro Region Recycled Material Volumes
from the Beverage Industry, 1979, in Tons

| <u>Materials</u> | <u>Estimated Volume</u> |
|------------------|-------------------------|
| Glass Bottles | 10,088 |
| Aluminum Cans | 2,408 |
| Plastic Bottles | <u>1,120</u> |
| | 13,688 |

The Oregon Department of Environmental Quality (DEQ) estimated that more than 22 million cases of bottles from the Oregon beer and pop industry were refilled in 1978, thereby significantly reducing the glass component in the waste stream.

Waste Recovery Efforts

The Metropolitan Service District has received a description of the region's recovery systems and an estimation of their level of recovery (see Metro Recycling Conditions. Metropolitan Service District, 1980). The highlights of that report are provided below.

Large volumes of materials are diverted from the Metro waste stream for use as a feedstock in industrial processes. While the flow of

secondary materials from generators to ultimate users is complex, it basically involves four sets of actors:

- . sources, consisting of residential and commercial waste generators;
- . recovery operations, such as recycling centers, collectors, and newspaper drives;
- . brokers, dealers, and processors;
- . end-users.

Recovery Activity of Waste Generators or Sources

In the Metro region, numerous waste generators - particularly in the retail and commercial sector - undertake recycling systems for the sale of material to brokers or end-users. For instance, grocery chains such as Safeway Stores, Inc., bale corrugated cartons at each store. The paper is backhauled in their distribution trucks, warehoused, and then shipped to a paper mill. Over 11,000 tons of corrugated cartons were reclaimed in 1979 in the region by grocery store chains.

As waste collection and disposal costs rise, other generators are developing recycling systems. For instance, the Port of Portland staff collect and market office paper.

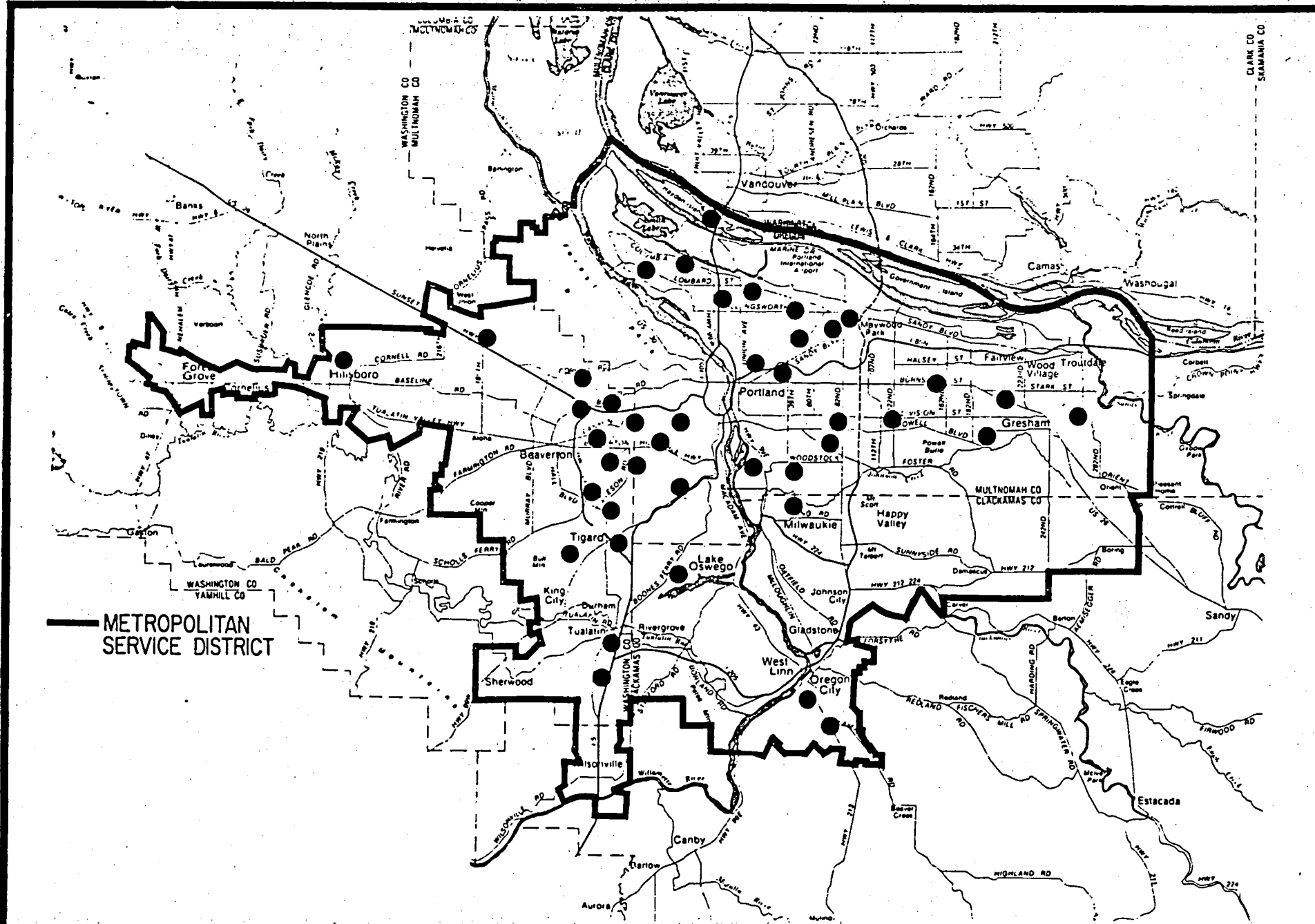
Activity of Recovery Operations

Two types of recycling services are available to residential and commercial waste generators in the Portland area.

- . Recycling drop-off sites Ninety-five drop-off programs operate in the Metro region. Among their features are:
 - One-third of the sites are fund-raising newspaper drop-off locations.
 - Over half the sites accept two or more materials.
 - Nearly two-thirds of the recycling drop-off sites are offered by nonprofit organizations, most commonly clubs and service organizations.
 - Seven sites are staffed on a permanent basis.

The provision of drop-off locations is not systematic; certain portions of the metropolitan area are not served (see Figures 1 through 4).

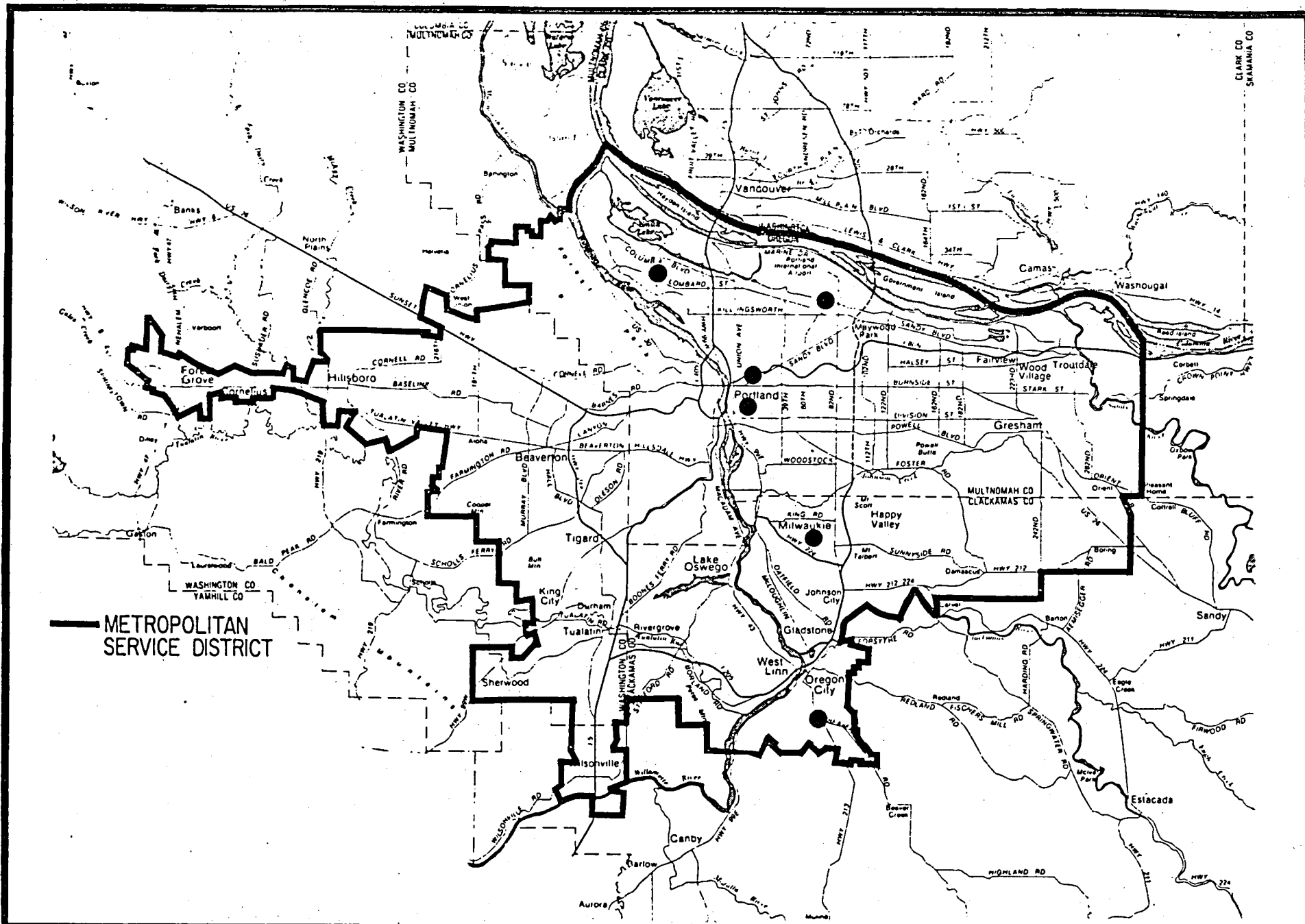
- . Recycling collection Four types of recycling collection services are offered in the metropolitan area. A number of waste collection companies serving commercial generators offer separate collection of corrugated paper. For instance, the three largest hauling firms in Portland reclaim corrugated cartons.



January
1980

NEWSPAPER DROP-OFF LOCATIONS IN THE METRO REGION (newspapers only)

Figure 1



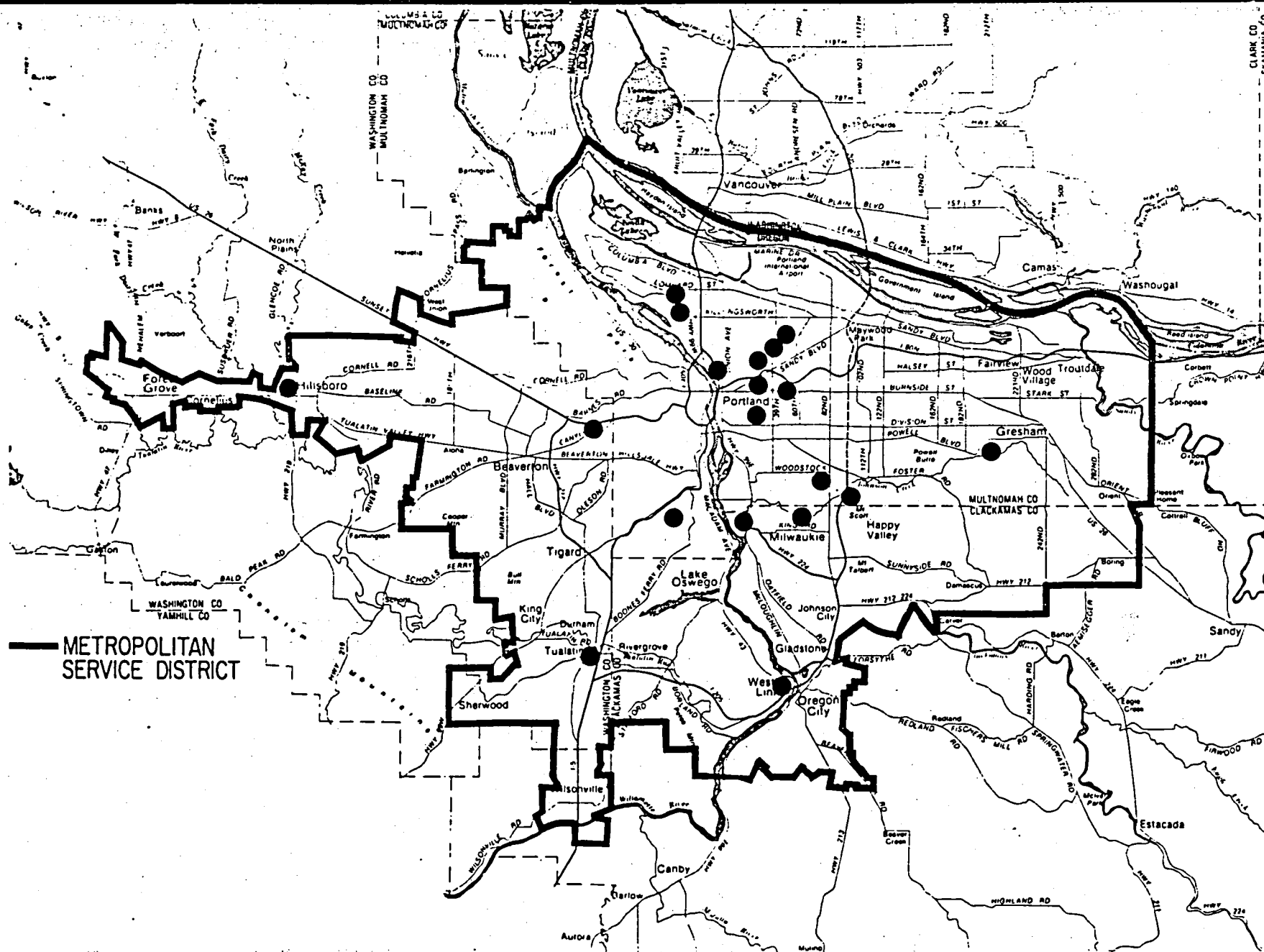
January
1980

GLASS DROP-OFF LOCATIONS IN THE METRO REGION (glass only)

Figure 2

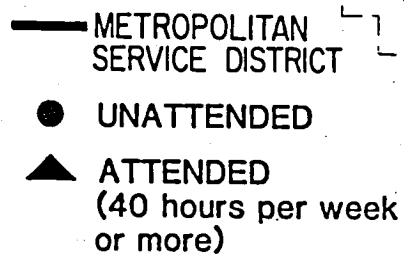
TWO AND THREE MATERIAL DROP-OFF LOCATIONS IN THE METRO REGION

Figure 3

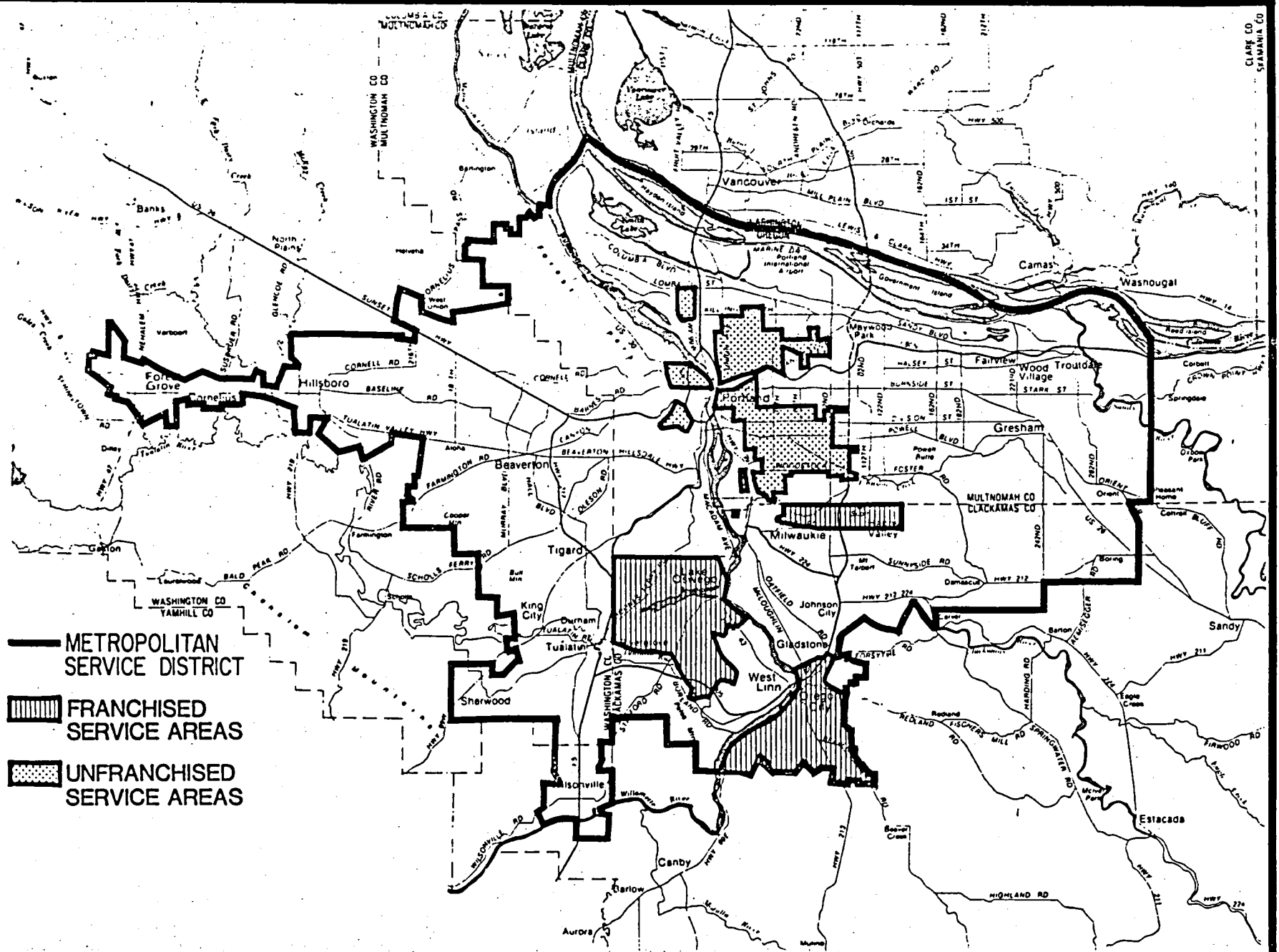


FOUR OR MORE MATERIAL DROP-OFF LOCATIONS
IN THE METRO REGION

Figure 4



- METROPOLITAN
SERVICE DISTRICT
- ▨ FRANCHISED
SERVICE AREAS
- ▤ UNFRANCHISED
SERVICE AREAS



January
1980

RESIDENTIAL WASTE AND RECYCLING COLLECTION SERVICE AREAS - 1979 (multi-material only)

Figure 5

In addition, twenty-eight residential waste collectors operating by permits or franchises collect household source separated materials. Figure 5 displays the service areas of the firms offering waste and recycling services. It should be noted that the routes shown in Multnomah County do not contain universal service; some haulers serving those areas do not offer recycling options.

A number of independent firms offer recycling collection service. For example, Weyerhaeuser Corporation provides office paper collection systems to numerous office buildings. Several other firms - such as Northwest Reclamation and Portland Recycling - service the recycling needs of print shops. Other companies such as Oregon Paper Fiber and Quality Paper Stock collect corrugated cartons from commercial sources.

Lastly, numerous individual provide recycling collection services. For instances, twenty-four individuals or families are listed with the DEQ Recycling Information Office. The opportunity to receive immediate cash payment for delivered materials attracts individuals, such as pensioners, to one-truck recycling collection. Most of these individuals collect newspaper and corrugated cartons.

From Metro Recycling Conditions, the volumes of readily recyclable materials recovered in the Metro area are listed in Table 2. Recycling efforts in the region reclaim one-third of the available quantity of these readily recyclable materials. In terms of the area's waste volume, 13% is diverted into reuse and recycling processes.

TABLE 2: Estimated Recycling Volumes
from the Metro Region, 1979, in Tons

| <u>Material</u> | <u>Volume Recycled</u> | <u>Recycling Rate</u> |
|-----------------|------------------------|-----------------------|
| Glass Bottles | 16,539 | 31.1% |
| Aluminum | 4,208 | 51.3% |
| Tin Cans | 683 | 1.3 to 1.6 |
| White Goods | 16,428 | -- |
| Newspaper | 26,961 | 35.7 to 39.4 |
| Corrugated | 45,718 | 48.3 to 58.8 |
| Office Paper | 9,760 | 23.2% |

Brokers, Dealers, and Processors A number of firms have long been established in the Portland area to purchase, grade, process, and store waste materials. For instance, Calbag Metals and Independent Paper Stock entered the recovery business between 1910 and 1920.

Dealers, brokers, and processors provide a needed economic service

by compiling bulk quantities of secondary materials, thereby assuring end-users of a reliable supply at an attractive price. In addition, they provide sorting, grading, and processing services - particularly for metals - to prepare secondary materials for use.

The role of the recycling middleman in this region is enhanced by the availability of Portland's deep water port. Foreign waste paper and metals users are established Portland markets. For instance, the Port of Portland handled 26,322 tons of waste paper for overseas shipment in 1979.

Table 3 portrays the number of dealers, brokers and processors operating in the region.

TABLE 3: Number of Dealers, Brokers, and Processors in the Region, 1979

| <u>Material</u> | <u>Number of Dealers, Brokers, and Processors in the Region</u> |
|-----------------|---|
| Waste Paper | 11 |
| . newspaper | 10 |
| . corrugated | 11 |
| . office paper | 10 |
| . mixed paper | 1 |
| Metals | 13 |
| . nonferrous | 8 |
| . white goods | 2 |
| . tin cans | 4 |
| . other ferrous | 3 |

End-Users Users of secondary materials are located in the metropolitan area. As noted in Table 4, the majority of users purchase waste paper as an industrial feedstock. The largest users are the Publishers Paper de-inking facility in Oregon City and three roofing mills in Portland. In addition, cellulose insulation manufacturers use waste newspapers, although their consumption can sharply rise and fall.

Other markets located in the Pacific Northwest serve the Metro region. For instance, the majority of reclaimed corrugated paper is shipped to paper mills in Toledo, Coos Bay, and Millersburg, Oregon. Scrap tin cans from the region are primarily shipped to a de-tinning plant in Seattle. White goods and auto ferrous scrap are used in the manufacture of reinforcement bar in McMinnville.

In addition, other domestic and foreign end-users purchase Portland region waste materials. Scrap aluminum is often shipped to Indiana and Alabama. Waste office paper is purchased for use in the Mid-West. Waste metals are shipped to Korea, Japan and the Philippines, as is waste paper.

Consumer Education

A number of informal waste reduction education efforts have taken place in recent years in the Portland area. Several teachers at local schools employ waste reduction curricula. Numerous recycling organizations distribute education materials to their patrons. The DEQ and METRO have undertaken small education projects, including television public service announcements. The local press have occasionally discussed waste reduction issues.

As a regional government, Metro can effectively address crucial solid waste issues through a variety of waste reduction programs. For instance, a survey by Oregon Attitudes in 1979 indicated that three-fourths of Portland residents would support a recycling collection system. In Salem, a similar survey by the League of Women Voters indicated that over two-thirds of area residents would be willing to separate recyclables from their wastes. In addition, a recent poll undertaken for the City of Seattle showed similar support for reduction measures; the following table summarizes opinions toward waste reduction options.

TABLE 5: Citizen Opinion of Municipal
Solid Waste Policy, Seattle, 1979

| <u>Program Element</u> | <u>Answers (%)</u> | | |
|--|--------------------|-----------|-------------------|
| | <u>yes</u> | <u>no</u> | <u>no opinion</u> |
| . should the City increase their purchase of items containing recycled products? | 71 | 17 | 12 |
| . should the City ban the sale of non-recyclable materials? | 59 | 28 | 13 |
| . should collection rates be increased to support recycling efforts? | 41 | 47 | 12 |
| . should the City encourage the growth of local recycling centers? | 77 | 13 | 10 |
| . should the City encourage the growth of home recycling collection service? | 87 | 9 | 4 |

Public opinion appears to support waste reduction activities.

The options for Metro consideration are arranged in two categories. Program options require the allocation of staff resources and possible financing, resulting in an ongoing, operative system. Strategy alternatives are supportive or auxiliary actions which provide a basis for waste reduction.

Metro has previously considered and adopted several program options and strategy alternatives. For instance, the Metro Code provides support for source separation activities by excluding separated materials from Metro's flow control provisions. The government has assigned a staff member to waste reduction activities. In addition, Metro is developing two residential recycling centers. Agreements between Metro and various reclamation firms allow for the recovery of wood, organics and tires.

In order that the expanded waste reduction program be developed in a

TABLE 4 : Users of Selected Secondary Materials
in the METRO Region, 1979

| MATERIAL | FIRM | PROCESS | PRODUCT | LOCATION | THROUGHPUT (1) |
|---|---|-----------------------------------|---|---|-----------------------|
| Newspaper | Publishers Paper Oregon Fire Log Energy Guard U.S. Cellulose | de-ink shred shred shred | newsprint fire log cellulose insulation cellulose insulation | Oregon City Portland Portland Parkrose | - 750 $> 5,000$ |
| Newspaper, Corrugated, and Mixed Waste | Bird and Son Malarkey Owens-Corning | hydrapul hydrapul hydrapul | roofing felt roofing felt roofing felt | Portland Portland Portland | $> 22,000$ |
| Corrugated | Carton Service | sorting | re-use | Portland | - |
| Glass Bottles | Owens- Illinois Bullseye Glass United Glass | re-melt re-melt wash | glass containers flat, colored glass re-sale | Portland Portland Portland | 16,272 262 5 |

(1) throughput in tons from local sources, operators, brokers, and dealers

comprehensive manner, a Waste Reduction Task Force was appointed in April, 1980. The goal of the Task Force was to determine the program options and strategy alternatives for evaluation by the Metro Council. The Task Force consisted of eight individuals, including:

Corky Kirkpatrick, Chairperson
Jim Andrews
Rick Bauman
Jim Griffin
Margaret Horning
Paul Romain
Mary Vitums
Bob Weil

Ms. Kirkpatrick is a Metro Councilor.

To investigate the full-range of policy and program options and to develop a plan of recommended courses of action to be undertaken by Metro, the Task Force met weekly from May 21 to July 9, 1980. The group was provided support services by the regional government at three levels. The Metro Local Government and Citizens Involvement Department developed a mailing list of interested citizens and organizations to assure the Task Force of a knowledgeable and informed audience. The Metro Solid Waste Division staff provided the resource and information back-up for the Task Force. In addition, they organized a tour of recycling facilities. Lastly, Metro used U. S. Environmental Protection Agency resources to assign a consultant to the Task Force for research, analysis, and writing tasks.

That firm - Resource Conservation Consultants - provided the Task Force with a portrayal of the specific program options and strategy alternatives available to the regional government. The information provided below is compiled from that document (Source Separation and Waste Reduction Alternatives for the Metropolitan Service District. Metropolitan Service District, 1980). The Task Force considerations and recommendations for Metro's waste reduction program are provided as SECTION 7.

Waste Reduction Program Options

As a regional government with broad responsibilities for solid waste management, Metro can perform four program services as part of their waste reduction effort.

I. Act as a waste recovery agent

A. Develop recycling systems at transfer stations, landfills, and processing stations

Metro has acquired responsibility for siting and operating regional landfills. Metro may also be required to develop at least one transfer station.

As Metro assumes development and operation of landfills, transfer stations and processing facilities, opportunities will be available to incorporate recycling systems into these facilities. With such a system, materials such as glass, paper, metals, wood, building materials, tires, and compostable materials could be removed from the waste stream and recycled. Space could also be provided for brokers and processors to purchase such materials from commercial haulers.

B. Develop a system of Metro recycling centers

In the Portland area, nearly one hundred drop-off recycling locations are already in operation. The possibility exists for Metro to develop and operate a series of recycling centers throughout the area.

As an alternative to landfill retrieval of recyclables, Metro could develop and operate additional neighborhood recycling centers. Such sites provide a convenient and well maintained location for residents who are willing to deliver their own recyclable materials. As a visible reminder of the convenience of recycling, they also serve an education function.

C. Develop a yard debris recovery project

State air quality regulations prohibit citizens from burning yard debris in the Metro area after December 31, 1980. As a result of this ban, an increased amount of yard debris may appear in the residential waste stream. Metro is currently examining alternative methods of processing yard debris along with the City of Portland and the DEQ.

Many options for yard debris processing are available, including composting, chipping and use as an energy source. After a study of the debris handling programs of other communities, coupled with an evaluation of the region's needs, the Metro Council will make a decision on how the program should proceed.

II. Provide promotion and education services

Program options include:

A. Conducting an education project

The objective of conducting an education project is twofold: to inform the public about current solid waste handling methods, including recycling and waste reduction options, and to change consumption patterns of individuals.

An educational campaign could be aimed at the residential consumer and could also be directed at children in the school systems. There are precedents for both approaches in the Metro area and from successful programs throughout the country.

Increased citizens awareness of solid waste problems and available solutions could lead to support for residential recycling programs. Altering consumption patterns would reduce the amount of waste currently produced.

B. Provide a recycling promotion campaign

Few of the recycling operators currently in business widely promote their services. Consequently, the general public is not aware of the availability of waste disposal options. Promotion of recycling programs by Metro would increase both the stability of existing projects and increase recycling activities by individuals.

C. Promote institutional and commercial recycling systems

Presently many commercial and industrial waste generators are provided with recycling services by a variety of firms and organizations. Some of the wastes most commonly handled are corrugated cardboard, office paper, motor oil, glass and metals.

A promotional campaign would serve both the waste generators and the recycling operators. Increased recovery of commercial and industrial wastes would also reduce the amount of material currently entering Metro landfills.

D. Provide a recycling switchboard service

Metro could provide a regional recycling information clearinghouse to both users and providers of recycling services. Information would be available from the switchboard during the work week and a call recording machine could be utilized for evening and weekend calls. For a small capital outlay, the switchboard could provide an informational and educational service.

III. Provide technical assistance

A. Enhancement of local markets for recycled materials

Increased market demand for recycled materials causes increases in recycling efforts. Metro could participate in several activities which would help stabilize and increase markets for secondary materials.

Metro could survey existing secondary materials users and

provide technical assistance to those which want to expand; could promote legislation which would increase state activities in market development; and provide assistance to new users of recycled materials. Recycling firms are more willing and able to increase their services if they have a steady market base.

B. Technical assistance to local municipalities

Metro could provide technical and financial assistance to municipalities wishing to make recycling services available to their constituents. Aid could consist of acquisition of literature and information on recycling systems; workshops and training sessions; help with permit approval and zoning; market surveys or feasibility analysis. This technical assistance could lead to development of successful recycling programs at local government levels.

C. Technical assistance to recycling programs

Similar to the assistance provided to municipalities, Metro could furnish existing recycling programs with information and training. Programs could include providing feasibility analyses, performing marketing studies, sponsoring technical assistance workshops, and coordinating supplier and end user activities. The result would be to help stabilize and expand existing recycling programs, thus expanding material recovery levels and increasing employment.

D. Provide loans or leases for recycling equipment

Metro could lease or loan equipment to qualified applicants; develop and promote tax exemption legislation or provide equipment to recovery system operators under the DEQ loan/grant program. In particular, there are several communities in the Metro area which could use this assistance to obtain equipment to process yard debris.

IV. Provide Coordination

A. Developing a franchise system for recycling centers

Adopting a system for franchising recycling centers is one way in which Metro could assure uniform, high quality recycling service throughout the region. Such a system would insure uniformity and stability of service to both residents and purchasers of secondary materials. By stabilizing existing recycling center operations and allocating service areas for new facilities, increased volumes of recyclable materials will be processed.

B. Providing regional coordination and planning for recycling collection

Several municipalities in the Metro region have expressed interest in collection of residential recyclables. Metro could play an important role in coordinating and planning for such service. Assistance Metro could provide includes feasibility analyses, market surveys, development of a model recycling collection ordinance, technical assistance workshops for municipal officials and service providers, and providing intergovernmental coordination for neighboring communities using the same hauling firms.

Public participation increases as recycling services become more convenient. By taking an active role in the planning of regional recycling collection efforts, Metro can help alleviate costly program duplication.

C. Coordinating charitable recycling projects

In order to offer uniform and reliable levels of recycling services to residents, Metro staff could coordinate recovery efforts of charitable groups. Assistance could include help in obtaining material drop sites, development and updating of market information, and technical assistance workshops on publicity, volunteer coordination, material handling, and marketing.

WASTE REDUCTION STRATEGY ALTERNATIVES

In addition to the program options described earlier, Metro can perform three strategy alternatives as part of their waste reduction effort.

I. Develop a Waste Reduction Legislative Program

A. Draft Waste Reduction Legislation

Metro could draft legislation which would support statewide development of waste reduction programs. Possible legislative items include waste reduction program funding, secondary material markets development, waste recovery processing equipment loans, product labeling revisions, container deposit legislation expansion and insurance rate review. Metro could also actively support waste reduction legislation initiated by others.

B. Provide Legislative Support Systems

Metro could provide support systems which encourage the passage of wastes reduction legislation. Research of waste reduction legislation and workshops promoting waste reduction to be conducted for legislators, lobbyists and citizens could be possible activities.

II. Incorporate Waste Reduction Activities Within Metro Operations

A. Revise Procurement Policy

Metro could revise their procurement policy to increase the use of products containing reclaimed materials. This could be particularly effective regarding the purchase of paper products. Construction materials, oil and tires also offer the opportunity to practice energy and resource conservation through cost effective purchasing.

B. Require Contractors to Reclaim Wastes

Metro could require contractors to reclaim office wastes and to use products containing recycled materials. Presently Metro places certain requirements upon contractors, especially in terms of personnel and management policies. This action would stimulate and help stabilize secondary materials markets.

III. Incorporate Waste Reduction Policies Within the Metro Solid Waste Management Plan

A. Adopt a Waste Reduction Plan

Metro is required to adopt a Waste Reduction Plan in compliance with ORS 459.055(2) and ORS 468.220(6). While the present solid waste management plan addresses source separation issues, a clear policy on the role of waste reduction techniques in regional solid waste management is required.

B. Revise Legislative Authority and Metro Code

In order to undertake program elements which increase waste reduction activities, it may be necessary to alter Metro's legislative authority and Code. Program success in new areas, such as yard debris, materials recovery equipment and recycling collection, may require revision of enabling legislation.

4

IMPEDIMENTS TO WASTE REDUCTION IN THE REGION

As noted earlier, the need for reductions in waste volumes in the Metro region is acute. While the range of program and strategy alternatives is considerable, certain barriers to successful implementation exist. A description of the impediments to reduction in the region is provided below.

The barriers to the reduction in waste generation and to the expanded utilization of materials from solid waste include:

- legal barriers. Institutional obstructions can be created or enhanced by legislative bodies or government agencies.
- market barriers. Shifts in the type and availability of secondary materials can restrict their use.
- economic barriers. The economic system of waste use includes several obstacles to increased recovery of materials.
- barriers created by the present management of solid waste. The manner of solid waste collection and disposal may impede recycling activities.
- public barriers. Certain widely held beliefs and attitudes impede participation in recycling systems.
- barriers created by the present system of recycling. The manner in which present recycling options are offered may restrict program growth.

Legal Barriers

Tax policies of the federal government have provided substantial tax subsidies to virgin materials industries. The effect of these subsidies is to shift part of the cost of obtaining virgin materials to the taxpayer, which makes products less costly in the marketplace. The result is a tax policy favoring the utilization of virgin materials over secondary materials and a competitive advantage for virgin materials in the marketplace.

Railroad freight rates favor virgin materials and discriminate against secondary materials. Since transportation accounts for a large portion of the delivered cost of virgin and secondary materials alike, discriminatory freight rates provide a competitive advantage to virgin materials in the marketplace. These rates, which are established and administered by the Interstate Commerce Commission, are currently being challenged in the courts.

Government procurement of products containing recycled materials stimulates and provides stability to the market for recycled

products. Both State and federal procurement laws require the purchase of products containing recycled materials but have not been enforced. Paper is the material most frequently associated with government recycled product procurement.

Virgin resource industries have promoted restrictive labeling standards which may inhibit the use of reclaimed materials. Labeling requirements for products containing secondary materials unfavorably describe some items, thus discouraging increased use. Labeling standards can promote the use of secondary materials. For instance, labeling that identifies the recyclability of a product's container would promote consumer purchasing of environmentally sound packaging.

Zoning ordinances can present problems in siting a recycling facility in a suitable location. Recycling facilities must be conveniently located near residential sectors to encourage widespread use; however, they are generally classified for location in a manufacturing or industrial zone. The City of Seattle addressed zoning problems by enacting a specific zoning ordinance for the siting of recycling centers which provides the needed proximity to residential areas.

Recycling firms in Oregon pay high insurance premiums for coverage by the State Accident Insurance Fund (SAIF). Oregon recyclers pay much higher premiums than do recyclers in other states. The following table describes the 1979 accident insurance rates for recycling firms in four states.

TABLE 6: Accident Insurance Rates For Recycling Firms in Four States, 1979

| <u>State</u> | <u>Rate Per \$100 Labor</u> | <u>% of Oregon Rate</u> |
|--------------|---------------------------------|-------------------------|
| Oregon | \$23.59 | -- |
| California | 9.05 | 38.4 |
| Washington | 5.47 ¹ | 23.2 |
| Colorado | 3.25 | 13.8 |

Metro has authority for all aspects of solid waste management except waste collection. Without any power in collection, Metro is limited from involvement with commercial and residential collection of recyclables.

¹The composite Washington rate is \$.3284 per hour per employee. The rate offered in the chart is at a \$6 per hour labor cost.

Market Barriers

The recyclability of products has decreased in recent years due to the changing composition of municipal solid waste. In particular, there have been vast increases in the quantity of packaging wastes. Recent packaging trends have introduced multimaterial packages, most of which are not recyclable.

The availability of secondary materials is insufficient to conveniently supply end users. Manufacturers and mills have historically been located near the virgin resource supply, but the greatest volumes of secondary materials are generated in urban areas. The dislocation between supply and demand in the Pacific Northwest is particularly detrimental to the increased use of source separated waste paper.

Economic Barriers

There is a lack of financial incentives for industries using secondary materials as feedstock. A lack of research and development funds and adequate financing results in industries using secondary materials being unable to keep pace with the processing system expansion and improvement of virgin materials processors.

The vertical integration of mining and forest products firms restricts the use of secondary materials. The extraction, processing, and use of certain mineral and forest resources is structured in such a manner to preclude the use of waste metals and paper as a resource substitute.

Many of the social and environmental costs of obtaining virgin materials are not included in the costs for these materials. The cost of regulation, control, and management are charged to the consumer through the tax structure and are not reflected in the lower virgin material costs at the retail outlet.

Barriers Created by the Present Management of Solid Waste

The lack of internalization of solid waste management system costs hides the full economic impact of wasteful practices. Solid waste management and operation costs may not be fully charged at the point of collection and can be carried in the general tax base.

Governmental bodies can create regulatory limitations which negatively impact the recycling of wastes. The use of definitions of recyclables as solid wastes and flow control ordinances are enacted to protect public health or insure adequate supply of waste to a processing facility. The effect of these ordinances upon waste recovery efforts is detrimental unless accompanied by a substantive recycling program.

Multi-jurisdictional control of solid waste activities can present difficulties in achieving significant waste reduction and waste recovery policies. The complexities of involvement between several

bureaucracies can create an inertia impeding the consideration of recycling options.

Public Barriers

Public apathy toward involvement with government or community activities may also limit widespread participation in recycling programs. A large portion of the population may be disinterested in changing their lifestyles to incorporate waste consciousness.

Waste generators have a lack of an economic awareness regarding the impact of their waste practices. Presently there is little economic incentive for individuals or businesses to reclaim wastes.

The perceived inconvenience of recycling inhibits widespread waste recovery activities. Although a U.S. EPA study indicates that the preparation of recyclables in the home requires two minutes per day, many individuals refuse to change their lifestyle because of the perceived inconvenience.

Public attitudes toward energy and environmental problems preclude greater involvement with recycling activities. Many individuals contend that the problems are insignificant or their behavior is of little consequence in reducing the use of valuable and scarce resources.

Public opposition to the siting of recycling centers has created difficulties for Metro. Development of needed recycling centers and a vigorous public education program will dispel many citizen worries as has been demonstrated by successful recycling programs throughout the country.

Barriers Created by the Present System of Recycling

The lack of promotion and education has resulted in a low level of public awareness regarding solid waste issues. Lack of accessible recycling services results in inconvenience for citizens and lower public participation. Lack of coordination and uniformity of recycling services presents recycling opportunities in varying degrees in the region. Confusion regarding the purpose of recycling occurs due to the different organizations that become involved in recycling because of environmental concerns, fund raising purposes, or governmental requirements.

5

WASTE REDUCTION GOAL

The waste reduction goal presented for Metro consideration is based on ten assumptions:

1. The regional waste stream in 1980 would be ten to fifteen percent greater if reclamation activities did not occur;
2. As of 1980, approximately sixty to seventy percent of all readily reclaimable materials such as newspaper, tin cans, and corrugated cartons are discarded;
3. Approximately 800,000 tons of residential and commercial solid wastes - excluding demolition and construction wastes - are discarded in the region each year;
4. There are adverse environmental impacts from the disposal on land of solid waste;
5. Solid waste generation represents the depletion of natural resource and energy supplies;
6. Solid waste collection and disposal costs will rise in the future;
7. Metro has the primary authority for the management of solid waste in the Portland metropolitan area;
8. Activities can be undertaken by Metro which reduce the waste volumes of specific materials;
9. The processing of solid waste to recover energy is a waste reduction alternative, as are source reduction, re-use, and recycling;
10. Waste reduction activities are compatible with or enhance other Metro solid waste management efforts, including landfilling and waste transfer.

The waste reduction goal - the end which the regional governments strive to attain by undertaking certain actions - is provided for Metro consideration as:

Waste Reduction Goal

To decrease solid waste volumes by reducing the amount of solid waste generated and by reclaiming materials instead of disposing of them. By 1985, reduction levels from Metro actions should include:

- . yard debris: assure the handling, processing, and reclamation of all separated yard debris;

- . residential wastes: reduce by one-fourth the volume of wastes discarded by residents;
- . commercial wastes: reduce by one-fifth the volume of wastes discarded by businesses and institutions;
- . remaining residential and commercial solid waste: through resource recovery, reduce by three-fourths the remaining volume of processable wastes.

Applying these goals to 1980 solid waste generation rates, the following amounts of materials would be recovered if the goals were attained:

yard debris - approximately 60,000 - 90,000 tons/year

residential
wastes - approximately 98,000 tons/year

commercial
wastes - approximately 80,000 tons/year

resource
recovery - approximately 465,000 tons/year*

* More solid waste would be processed through resource recovery each year. The stated goal is that processable waste would be reduced by 3/4 (i.e., 465,000 tons/year would be "consumed" through resource and energy recovery).

In order to reduce the amount of solid wastes generated and to reclaim waste materials, a Metro waste reduction policy is required. For consideration by the regional government, a policy statement is provided:

Waste Reduction Policy Statement

The Metro waste reduction policy includes seven elements:

Element 1: Waste generators possess the primary responsibility for waste reduction.

The regional government should undertake activities which encourage commercial, industrial, and residential waste generators to reduce volumes and reclaim materials, thereby alleviating the problems created by solid waste disposal.

Element 2: The resources of private industry and local governments should be utilized to reduce waste volumes.

Local municipalities and private industry - particularly the waste management industry - should assume a major responsibility for waste reduction; their involvement in reduction activities is critical to the success of the program.

Element 3: The use of incentives for waste reduction is preferred over the use of regulations.

The effort to reduce waste volumes should occur in an environment where the benefits are apparent and specific. The potential for wastes reduction is greater where positive forces exist; if incentives are ineffective in reducing waste volumes, mandatory measures should be adopted.

Element 4: The full costs of disposal should be the basis for disposal rates; the basis for incentives for waste reduction should be reduced landfill volume and disposal cost savings.

In addition to natural resource and energy savings, the diversion to useful processes of materials from the regional waste stream results in landfill volume and cost savings. The use of economic incentives should be based upon these savings; the lowering of the volume of wastes through reducing waste generation or by recycling should result in economic benefit to waste generators and recyclers.

Element 5:

The reduction in the amount of solid waste generated is preferred over other solid waste management options.

Solid waste volumes can be reduced without significantly impacting the quality of life. The costs involved in storing, handling, collecting, processing, and disposing of solid waste can be decreased through a reduction in waste generation.

Element 6:

Waste recycling and reuse are preferred over the mechanical processing or landfilling of wastes.

Landfills represent a poor land use. For example, environmental degradation of waterways can occur from the disposal on land. The processing and use of solid waste as an energy product involves specific technological and economic risks. In addition, both landfilling and resource recovery result in the loss of materials, adding to the depletion of natural resources. The reuse and recycling of waste materials generates greater energy savings than from mechanical processing.

Element 7:

The mechanical processing of solid wastes for the recovery of energy and materials is preferred over disposal.

As noted above, landfills can create serious environmental degradation. In addition, disposal facility siting is a lengthy and difficult process. Future sites are likely to be located outside of population centers, thereby increasing disposal costs. Many of the materials in the waste stream which cannot be reclaimed can be burned to produce steam, a marketable energy resource.

To address the waste reduction goal during the 1981 and 1982 program years, Metro should establish a waste reduction program. The components of that program were developed by the Waste Reduction Task Force during May, June, and July, 1980. The Task Force was presented descriptions of program options, received testimony from a variety of local individuals and organizations involved in waste reduction activities, and was provided presentations by program managers from Seattle, Washington, and Berkeley and Palo Alto, California. The Task Force considerations and deliberations are presented in a support document (Proposed Waste Reduction Policies. Metropolitan Service District, 1980).

The recommended waste reduction program has four elements:

- . yard debris recovery project
- . recycling project
- . source separation support project
- . packaging waste control project.

The following sections describe the recommended project activities. In addition, the task priorities as determined by the Task Force are offered. This section ends with a portrayal and discussion of the estimated level of funding for each project.

Yard Debris Recovery Project

The Task Force recognized that Metro involvement in a yard debris recovery project was justified due to the potential impact of a ban on backyard burning on the regional solid waste disposal system. Several options are available in developing a project; however, the Task Force realized that the marketing of the material defined the other system components of collection, storage, and processing. Recommendations by the Task Force assigned responsibility and operation to the private sector and held the waste generator accountable for system costs.

Metro should be active in the following project elements:

- . develop an educational program for citizens in home composting of yard vegetation;
- . promote collection by existing private hauling systems;
- . develop convenient centralized facilities for material storage, possibly offering a location at area disposal sites for storage and processing;
- . promote processing through composting and chipping in the following priorities: 1) utilization at the residence; 2) neighborhood utilization projects; 3) central processing facilities; and 4) disposal of processed material;
- . assist in seeking markets for the collected and processed material, possibly providing coordination for a regional effort.

In order to utilize the material at the source, the Task Force stressed the need to first undertake a household compost education project. The key to the use of the remaining material is Metro's assistance in securing markets for the processed material. In addition, Metro should develop convenient storage facilities at area disposal sites.

Recycling Project

The Task Force emphasized in their considerations the expansion of residential recycling opportunities and their support for programs which provide for the greatest waste reduction. Subsequently their first priority was advocating curbside collection of recyclables. Metro's enabling legislation does not provide for authority in solid waste collection, but the Task Force suggested this as a future role for the regional government. Support for single material recycling drives by charitable organizations was voiced, while recognizing their minimal waste reduction potential. Programs which coordinate and support recycling projects were also considered and are described in the Source Separation Support Project section.

Thus Metro should become involved in the following recycling project tasks:

- . encourage and assist local jurisdictions in developing and implementing multimaterial curbside collection of recyclables;
- . produce information regarding the use of landfill diversion credits, differential disposal rates, and other economic incentives to increase program participation;
- . develop and distribute a model recycling collection ordinance;
- . be willing to assume responsibility and control for waste and recycling collection if requested by local jurisdictions;
- . fund permanent multimaterial recycling drop-off centers;
- . provide technical assistance to multimaterial recycling center operators, particularly in site selection and acquisition;
- . encourage operators of Metro funded recycling centers to provide mobile centers on a scheduled basis to outlying communities in the region;
- . monitor the recycling activities of charitable organizations;
- . include in disposal franchise ordinances and operation contracts the provision for recycling opportunities at all new Metro solid waste facilities and other disposal sites in the region.

Due to the high participation levels as a result of convenient recycling service, the Task Force recommended that a variety of tasks described above in terms of recycling collection receive the highest priority.

Source Separation Support Project

The Task Force considered source separation support programs and strategies as necessary to provide the recommended recycling services. Promotion of multimaterial recycling programs, support of a recycling switchboard service, waste reduction education, and promotion of industrial waste recovery were reviewed by the Task Force.

Specific activities for Metro involvement include:

- . establish a market development technical assistance program, including:
 - inventory secondary materials users serving the region;
 - assist materials users in acquiring business licenses, permits, and zoning variances;
 - determine the quantity of material volumes available in the region;

- . develop a recycling program financing system which stresses use of economic incentives to reduce waste volumes, including:
 - use of diversion credits at area landfills or use of surcharges;
 - grant/loan program with an equipment financing component and the consideration for funding of labor, promotion, and education components;
 - revision of Oregon's container deposit legislation - if changes would not affect the success of the existing recovery structure. Two possibilities include expanding reclamation through redemption centers and instituting a recycling fund from unredeemed container deposits;
- . assessment of any financing program impact on various parties, including the waste hauling industry.
- . assist recycling program operators in developing joint marketing systems such as cooperative sales;
- . assure continuation of the Recycling Switchboard, possibly on a joint basis with the State of Oregon, Metro, and local jurisdictions;
- . provide information and materials to promotion efforts and education projects;
- . encourage private sector participation in building materials reuse depots and industrial waste recovery systems;
- . develop an internal Metro procurement policy to encourage purchase of paper and other supplies and equipment containing reclaimed materials;
- . assist in the development of multigrade office paper recycling programs;
- . require the use of double-sided printing for Metro documents;
- . provide research assistance and technical support for the consideration of legislation by state or federal bodies which removes barriers to increased waste recovery.

The task elements of highest priority include:

- . development of a recycling program financing system;
- . continuation of the Recycling Switchboard service;
- . development of Metro's internal procurement policy.

The market development and joint marketing tasks should then receive

attention before other support activities.

Packaging Waste Control Project

While considering options to reduce the excessive volumes of packaging wastes entering regional landfills, the Task Force recommended creation of incentives to packaging reduction. Rather than progressing with local regulations, it was viewed that state or federal agencies should take responsibility for regulatory action. Interest by the Task Force was directed toward education concepts in addition to technical assistance and legislative strategies.

Recommendations for program involvement in each area are:

. education

- develop materials for consumer and industry use;
- promote the use of refillable and reusable packaging;
- develop guidelines for voluntary package labelling programs which indicate packaging costs and material recyclability;

. technical assistance

- promote existing retail outlet programs from material reuse and recycling;
- develop product design guidelines in cooperation with industry;
- create an incentive program for industry participation;

. legislative activities; actively support:

- maintenance of the container deposit system at present levels of effectiveness, although investigation into redemption centers may be appropriate;
- funding of recycling projects through the use of unredeemed deposits;
- enforcement of existing state procurement policy for recyclable and reclaimed materials;
- incentives for the use of secondary materials;
- preferred use of biodegradable and recycled materials;
- use of standardized containers;
- provision of assistance such as research and analysis for federal actions which support the reduction of waste volumes.

The Task Force recommends that the Metro staff focus on educating consumers and industry toward packaging waste reduction. In addition, legislative support during the 1981 Oregon session should take precedence over the provision of technical assistance.

The table below offers a summary of the four waste reduction projects.

TABLE 7: Project Elements and Key Tasks

| <u>PROJECT</u> | <u>TASK ELEMENTS</u> |
|---------------------------|--|
| Yard Debris Recovery | Educate citizens in home composting Promote neighborhood projects Promote private collection Develop centralized facilities Seek markets |
| Recycling | Encourage and assist in the development of curbside collection systems Produce economic incentive information Develop a model ordinance Assume responsibility for collection if requested Fund drop-off centers Provide technical assistance Encourage mobile centers Monitor charitable organization activities Provide for recycling at disposal sites |
| Source Separation Support | Market development assistance Financing system development Develop joint marketing strategies Assure continuation of Recycling Switchboard Provide promotional and educational materials Promote industrial and building material recovery Develop Metro procurement policy Support office paper recycling programs |
| Packaging Waste Control | Educate consumers and industry Provide technical assistance Support waste reduction legislation |

Waste Reduction Program Budget

The estimated budget presented as TABLE 8 below is based on the following assumptions:

- . staffing consists of Solid Waste Technicians;
- . overhead costs are calculated at 60 percent of salary costs
- . the present level of funding includes \$93,000 for recycling centers, \$50,000 for the equipment grant program, and one Solid Waste Technician to manage these projects;

the annual costs to the Department of Environmental Quality for the Recycling Switchboard are:

| | |
|-----------|---------------|
| labor: | \$28,480 |
| nonlabor: | <u>12,776</u> |
| | \$41,256 |

The following table portrays the maximum annual budget necessary to undertake the projects described in this section.

TABLE 8: Waste Reduction Program Maximum Annual Budget

| <u>PROJECT</u> | <u>SALARY & OVERHEAD</u> | <u>FACILITIES AND SITES</u> | <u>MATERIALS</u> |
|---|----------------------------------|---------------------------------|------------------|
| Yard Debris . education/promotion | \$ 12,000 | \$20-40,000 | |
| Recycling . centers . at disposal sites | 24,000 | \$ 93,000 75-100,000 | |
| Source Separation Support | 24,000 | | |
| . Switchboard | 28,500 | | 12,750 |
| . education/promotion | | | 10-30,000 |
| Packaging Waste Control . education | 24,000 | | 30-50,000 |
| | <hr/> | <hr/> | <hr/> |
| | \$112,500 | \$168-193,000 | \$72,750-132,750 |

In conclusion, 4.5 full-time staff would be required - an addition of 3.5 FTE over present staff levels. Approximately \$180,000 in funding for recycling facilities is recommended - a doubling of present funding. Lastly, funds of approximately \$100,000 for promotional and educational materials and services are required to undertake the proposed waste reduction program.

WC/hp
176B/148

Deletions - ()

Additions - _____

SOLID WASTE POLICY ALTERNATIVES COMMITTEE
RECOMMENDED CHANGES TO WASTE REDUCTION PLAN

Findings and Recommendations

Findings

- . The waste reduction goal as proposed by the Waste Reduction Task Force does not appear to be attainable given the 10 assumptions listed and the programs outlined.
- . By adopting the Waste Reduction Plan, Metro makes a commitment to take responsibility for waste reduction management in the region.
- . To be in compliance with the rules of S. B. 925, Metro must adopt both short- and long-term goals.
- . It is estimated that the programs proposed by the WRTF, if implemented, would reduce the residential and commercial solid waste quantities 10 to 12 percent by 1985.
- . It is estimated that the goal proposed by the WRTF, if attained, would reduce the residential and commercial solid waste quantities 81 percent by 1985.
- . If the proposed goal for reducing the residential and commercial waste was attained through materials recovery, the remaining residential and commercial waste would be reduced by 62 percent following processing in the resource recovery facility currently proposed by Metro.

Recommendations

- . The goal proposed in the Waste Reduction Plan should include the following short-term and long-term elements:

Long-term -- Reduce the amount of solid waste [generated] disposed by 83 percent:

- .. by assuring the handling, processing and reclamation of all separated yard debris;
- .. by reducing the residential and commercial solid waste by 30 percent through the recovery of all available recyclable materials; and
- .. by reducing the remaining residential and commercial processible solid waste by 75 percent through resource recovery.

Short-term -- Reduce the amount of solid waste [generated] disposed by 56 percent (in 1985):

- .. by assuring the handling, processing and reclamation of 40 percent of all reported yard debris;
 - .. by reducing the residential and commercial solid waste 2 percent per year by recovering one-third of all available recyclable materials (approximately doubling the amount of recyclable materials currently being recovered);
 - .. by reducing the remaining residential and commercial processible solid waste by 66 percent through resource recovery.
- . The program outlined in the Waste Reduction Plan should include the resource recovery project.

Waste Reduction Goal

The goal proposed in the Waste Reduction Plan is based on 10 assumptions. If the goal proposed is to be attained, then the following assumptions should be added to the existing list:

- . Metro receives collection authority and regionwide on-route collection of source separated recyclables and brush is mandated.
- . Participation in recycling programs reaches 75 percent by 1985.
- . The 644,000 tons per year resource recovery facility will be operational by 1985.

6. WASTE REDUCTION POLICY STATEMENT

In order to reduce the amount of solid wastes generated and to reclaim waste materials, a Metro waste reduction policy is required. For consideration by the regional government, a policy statement is provided:

Waste Reduction Policy Statement

The Metro waste reduction policy includes seven elements:

Element 1: Waste generators possess the primary responsibility for waste reduction.

The regional government should undertake activities which encourage commercial, industrial, and residential waste generators to reduce volumes and reclaim materials, thereby alleviating the problems created by solid waste disposal.

Element 2: The resources of private industry and local governments should be utilized to reduce waste volumes.

Local municipalities and private industry - particularly the waste management industry - should assume a major responsibility for waste reduction; their involvement in reduction activities is critical to the success of the program.

Element 3: The use of incentives for waste reduction is preferred over the use of regulations.

The effort to reduce waste volumes should occur in an environment where the benefits are apparent and specific. The potential for wastes reduction is greater where positive forces exist; if incentives are ineffective in reducing waste volumes, mandatory measures should be adopted. These measures may require an expansion of Metro's present authority.

Element 4: The full costs of disposal should be the basis for disposal rates; the basis for incentives for waste reduction should be reduced landfill dependence [volume] and [disposal cost savings] a positive economic impact.

In addition to natural resource and energy savings, the diversion to useful processes of materials from the regional waste stream results in landfill volume [and cost] savings and a reduction in the increase of disposal costs. The use of economic incentives should be based upon these savings; the lowering of the volume of wastes through reducing waste generation or by recycling should result in economic benefit to waste generators and recyclers.

Element 5: The reduction in the amount of solid waste generated is [preferred] the highest and best use of resources over other solid waste management options.

Solid waste volumes can be reduced without significantly impacting the quality of life. The costs involved in storing, handling, collecting, processing, and disposing of solid waste [can be decreased] has a positive economic impact through a reduction in waste generation.

Element 6: Waste recycling and reuse [are preferred] is the best use of solid wastes over the mechanical processing or landfilling of wastes.

General purpose landfills represent a poor land use for recyclable materials. For example, general environmental degradation [of waterways] can occur from the disposal on land. The processing and use of solid waste as an energy product involves specific technological and economic risks. In addition, both landfilling and resource recovery result in the loss of materials, adding to the depletion of natural resources. The reuse and recycling of waste materials generates greater energy savings than from mechanical processing.

Element 7: The mechanical processing of solid wastes for the recovery of energy and materials is [preferred over] a better use than disposal.

As noted above, landfills can create [serious] environmental degradation. In addition, disposal facility siting is a lengthy and difficult process. Future sites are likely to be located outside of population centers, thereby increasing disposal costs. Many of the materials in the waste stream which cannot be reclaimed can be burned to produce steam, a marketable energy resource.

WC:ss
1260B/176