



METRO

600 NE Grand Ave.
Portland, OR 97232-2736

MINUTES OF THE METRO SOLID WASTE AND RECYCLING COMMITTEE (SWAC) MEETING

Metro Regional Center, Council Chambers
Thursday, April 24, 2008

Members / Alternates Present:

David Bragdon, Chair	Bruce Walker	Theresa Koppang
Mike Hogle	Susan Steward	Anita Largent
Glenn Zimmerman	Dave White	Mike Miller
Janet Malloch	Ray Phelps	Jeff Murray
Mike Leichner	Rick Winterhalter	Dean Kampf
Dave Garten	JoAnn Herrigel	Paul Edwards

Guests and Metro staff:

Steve Apotheker	Larry Harvey	Kristin Lieser
Jim Watkins	Matt Tracy	Bryce Jacobson
Matt Korot	Jennifer Erickson	Scott Klag
Segeni Mungai	Tristan Whitehead	Heidi Rahn
Easton Cross	Roy Brower	Warren Shoemaker
Angie Marzano	Wendy Fisher	Paul Ehinger
Loretta Pickerell	Meg Lynch	Susan Moore
Alison Cable	Tim Brogan	Julie Cash
Karen Feher	Dana Warn	Gina Cubbon

I. Call to Order..... Council President David Bragdon

- Council President Bragdon called the meeting to order promptly at 10:00 a.m.
- Councilor Bragdon asked for any changes or comments to the previous SWAC meeting’s minutes (from February, as there was no meeting held in March). Waste Management’s Dean Kampf moved to accept the minutes as written; Allied Waste’s Ray Phelps seconded the motion, and the members present voted unanimously to adopt the minutes.

II. Director’s Update Mike Hogle

- “Good news for Metro, bad news for [the City of] Gresham,” Mr. Hogle announced. Matt Korot (formerly of the City) was introduced as Metro’s new Waste Reduction & Outreach Division Manager, following the retirement of Lee Barrett.
- As of May 1, Metro will sport a new domain name: www.oregonmetro.gov. This will change staff email addresses, as well (Firstname.Lastname@oregonmetro.gov). The old website and email addresses will continue to work indefinitely.
- The Waste Allocation Study will be discussed at the May 6 Council Work Session, relative to renewing the franchises with private transfer stations and their allocated waste this year. Other related issues have popped up and are being looked into; however, based on the findings of the self-haul study, Metro is not planning to change or expand on current practices at this time, Mr. Hogle

said. Such changes might require site improvements and labor capital that likely couldn't be done in time, and sufficient self-haul services are currently available.

- A new, per-ton tipping fee of \$74.75 for Metro's transfer stations has been recommended to the Metro Council by the Rate Review Committee. The \$3.34 increase was caused by a combination of inflation in program and operation costs. Looking ahead, the Committee discussed how the rate can be kept somewhat predictable and avoid large increases. Mr. Hoglund thanked all the members and many staff by name for their work; the Committee's recommendations will be forwarded to the Council.
- An evaluation team reviewed the proposals that were submitted for the Waste Transport Contract. The team's recommendations have been forwarded to a negotiation team; results should be forthcoming in late May or early June. The new contract will be at market rate + inflation, so a \$3-4 increase in the rate is anticipated beginning in FY 2009-10.
- Also related to the rate, Councilor Bragdon interjected that Councilor Burkholder has proposed adding \$1 to the Regional System Fee for waste reduction education in outdoor school programs.
- While there had been support for using the RSF to help fund diesel particulate filter retrofits for collection trucks, the Office of Metro Attorney deemed it an inappropriate use for solid waste funds. Council will discuss the possibility of applying for an EPA grant for the retrofit program, Mr. Hoglund added. Such a grant may require matching funds from Metro.
- Next, Mr. Hoglund gave a status report of the Business Recycling program. Metro Councilors and staff have been meeting with local business associations and elected officials since the start of February; more than 300 business representatives and elected officials have participated. Results from 67 questionnaires submitted by attendees of those meetings indicates that nearly 59% support recycling requirements, while 25% disagree with having requirements (16% were unsure). More meetings are scheduled through May; results will be presented to SWAC and MPAC, and a presentation made at a Council Work Session on July 15.
- Regarding the Landfill Standards Report, staff presented the results to Metro Council on April 1. The report examines options for environmental protection at the limited and general purpose landfills that accept Metro region waste (through designated facility agreements). Three options and assessed risks were offered: 1) No change to current Code and DFA requirements; 2) Require that the landfills involved comply with Subtitle D requirements; of 3) Add key Subtitle D requirements to Metro's existing requirements (liner system, leachate collection, load inspections). Council directed staff to move forward with draft requirements around the third option. The report and proposed requirements will be presented for discussion at the next SWAC meeting.

III. Ordinance 08-1183, RSWMP Compliance.....Mike Hoglund

The goal of this agenda item is to collect SWAC's comments regarding changes to the revised ordinance for the Regional Solid Waste Management Plan prior to discussing the same with MPAC. Key issues were identified (primarily relating to the compliance and enforcement components of the service standards) and discussions held with several local governments. Results of those meetings are reflected in the new draft Ordinance, included in the agenda packet.

While there are service standards included in the RSWMP, Mr. Hoglund explained, local governments are allowed to implement alternative formats. (A chart showing the framework is attached.) The advent of roll cart collection, for instance, led to some local governments wishing to alter collection to every other week. Currently, jurisdictions have to prove that alternative formats such as this performed as well or better than the standard; Metro's Solid Waste & Recycling Director would then approve or deny the change. Upon review of the RSWMP, the Office of Metro Attorney pointed out that if requirements are instituted, they would necessitate

enforcement. Staff therefore needed to develop a new RSWMP chapter to address this issue; however, not enough time was given for people to discuss and understand the purpose of the new chapter.

Key factors of the new Ordinance are that it establishes the new chapter, defines Metro's authority, establishes compliance procedures, and gives more options to local governments for meeting the principal recycling standards. The penalties spelled out in the first draft Ordinance caused some alarm, Mr. Hoglund noted. That language has been eliminated. Mr. Hoglund walked the attendees through all the changes to the draft Ordinance.

Questions / Comments:

- Washington County's Theresa Koppang said that the jurisdictions in that county have the highest number of alternative programs in place. She thanked Metro staff for the revisions, and was pleased the penalties were removed. The new draft will be presented to her Council.
- David White (Oregon Refuse & Recycling Association) commented that in spite of the changes to the Ordinance, the RSWMP document still states that there will be enforcement; he's curious if the smaller jurisdictions will ultimately support the document. He outlined research he did of some correspondence on the issue written 14 years ago by DEQ. At that time, Metro's Office of the Attorney stated enforcing the Plan would be difficult; they proposed that Metro only review alternative programs that weren't doing well, and that the review be brought before SWAC.

Additionally, Mr. White said that he was apprehensive regarding the term "Regional Standard." Is that defined as an average, not taking demographics into account?

Mr. Hoglund replied that jurisdictions are compared to themselves – Sherwood to Sherwood, for example. Insofar as trying to judge new programs against old, Mr. Hoglund said that Metro is open to discussing revisions to the standard because of recent changes in the system such as every-other-week collection.

Councilor Bragdon summarized Mr. White's concerns: How the programs are evaluated, and Metro's authority. Regarding program evaluation, worries about methodology and who would be conducting the evaluations are certainly valid, the Councilor said: Every program needs to somehow be measured. The new draft Ordinance is being taken to MPAC to find if there is still a high level of discomfort. Metro's authority is subject to the interpretation of state law by DEQ.

Loretta Pickerell (DEQ) said that in the letter Mr. White referenced earlier, the question of DEQ's position regarding Metro authority was not addressed "...because that wasn't the question being asked at that point in time." She believes the DEQ agrees with Metro regarding authority, but will get a definitive answer for the Committee.

The point, Mr. Hoglund assured the group, was for the Plan to improve recycling throughout the region. Bodies such as SWAC can have some involvement in approving alternative programs.

Ms. Koppang noted that a significant amount of work goes on between Metro and the local governments. Of course there is tension sometimes, but it's a good, solid vetting process. The City of Portland's Bruce Walker agreed, saying that Metro plays an important coordinating role; a solid framework and enforceability are necessary. Mr. White maintained that most haulers and local governments disagree with Metro on the issue.

- Mr. Kampfer would like clarification of "regional standards." In addition, he would like to see discussion of the Plan's statement that yard debris should only be composted: Yard debris is often used as hog fuel. Also, the Plan mentions motor oil, which is not collected from commercial businesses.

Councilor Bragdon thanked the members for their comments prior to excusing himself to another meeting.

IV. Annual Waste Reduction Plan (Year 19) Jennifer Erickson

Ms. Erickson used a PowerPoint presentation (attached) to illustrate the Year 19 Waste Reduction Plan, a cooperative plan between Metro and local governments. Local jurisdictions develop an annual implementation plan, which Metro reviews. After any necessary revisions, an Intergovernmental Agreement is executed with each of the participating jurisdictions, and per capita funding is released. The program has the flexibility to change in response to new conditions as they develop, offering a coordinated and consistent approach to reaching the state recycling goals.

Ms. Koppang told the SWAC members how the Plan works for Washington County. This year, the County will do stronger outreach to the Spanish-speaking community, and will develop a durable bag program. Last year, the County used funds to sponsor a Master Recycler event that presented information about MRFs. In addition, there are plans to increase efforts against illegal dumping. Metro was extremely helpful in this and did a lot of upfront design, Ms. Koppang concluded.

For the City of Portland, Mr. Walker said that funds received from the Plan benefit everyone. The City is sending out staff to work on a smooth transition to roll carts by talking with haulers and residents. Also, more emphasis is being put on commercial, organics, and construction recovery this year. Substantial progress has been made; the region should be proud of its recycling results, he said. but there is much to be done. In order to meet the aggressive goals set by the state, Mr. Walker stressed, more emphasis and funding needs to go towards business recycling, diesel retrofits, etc.

Ms. Erickson resumed her portion of the presentation. After a recap of Resolution No. 08-3927 (which, if approved, will put the Year 19 Plan into action), the floor was opened for questions.

Questions / Comments:

- Many haulers pick up multi-family in the same loads as commercial; this makes it difficult to get an accurate measurement.
- A serious look should be taken at the quantity of newspaper being generated currently, as opposed to before the Internet became a popular news source.
- Pavement that is ground onsite isn't counted as "recovered," yet it doesn't go to the landfill. Pavement that isn't ground but taken to the landfill is counted as disposal, but if it's ground up, it simply doesn't show up in the numbers. This is significant because more construction sites are grinding on-site.
- There is very little market for roofing material. Perhaps local jurisdictions could mandate adding asphalt roofing to their road asphalt mix. (Bryce Jacobson of Metro commented that at this time, ODOT has not approved using asphalt shingles, but Metro is working on that.)
- The recovery category of "other" shown in the presentation represents over half the amount needed to reach the 2009 goal. (Metro's Meg Lynch said this category includes Bottle Bill recoverables, which will increase recovery. Drop box locations and "other business recyclables" such as wood waste and scrap metal are extremely hard for programs to influence.)
- What about waste prevention? The plan doesn't address the front end, yet more waste is being generated and disposed per capita than ever before. (Ms. Erickson said that each focus area program plan starts with prevention as the first goal. It's a huge challenge, but is being addressed primarily through education and outreach. Ms. Pickerell added that the DEA has a new, 10-year waste prevention strategy; she'll bring it for a SWAC meeting.)
- The City of Portland's technical assistance to businesses includes education on duplexing and other waste prevention practices. They are also reaching out to architects and the construction industry to encourage reusing building materials.

JoAnn Herrigel of the City of Milwaukie moved to accept the Year 19 Plan and recommend it to Council. Dave Garten seconded the motion, which passed unanimously.

IV ½. Self-haul Waste Study (not on original agenda)..... Paul Ehinger

Paul Ehinger presented information regarding the study of self-hauling practices (see attached PowerPoint printout). Metro’s transfer stations receive approximately half of the public’s self-hauled waste, and the percentage is increasing, he said. Unfortunately, most self-haul includes very little recoverable material.

The study looked at business and public self-haul loads as separately as possible. Businesses with accounts at the transfer stations were separated from the other self-haul loads. However, those businesses which do not have accounts slipped into the “public” category. 71% of business self-haul is construction debris; other than that, no single business type made up more than 3% of the business category.

Just over two-thirds of public self-haul is residential. Of those customers, 86% have curbside collection. Much of the remaining 14% are from rural areas that are less likely to have curbside collection. (10% of Metro South’s self-haul customers have no curbside collection.) Economics also factor in, Mr. Ehinger explained; lower income levels tend towards self-haul. On the whole, however, the study shows that people self-haul because they have a large load (too large for curbside), or because their load is made up of bulky waste items (mattresses, for instance). There’s no system in place for bulky items to be recovered.

Options such as mandatory collection would not eliminate self-haul, Mr. Ehinger continued. Raising the minimum rate for self-haul at Metro’s transfer stations could help increase load sizes, thereby decreasing traffic, and restricting the hours that self-haul is accepted is being considered. No evidence was found, however, that an outright ban on self-hauling has worked anywhere.

Next steps will include looking further into alternatives, talking to stakeholders, and developing recommendations with the help of SWAC.

V. Other Business and Adjourn..... Mike Hoglund

No other business was brought to the table; Mr. Hoglund adjourned the meeting at 11:59 a.m.

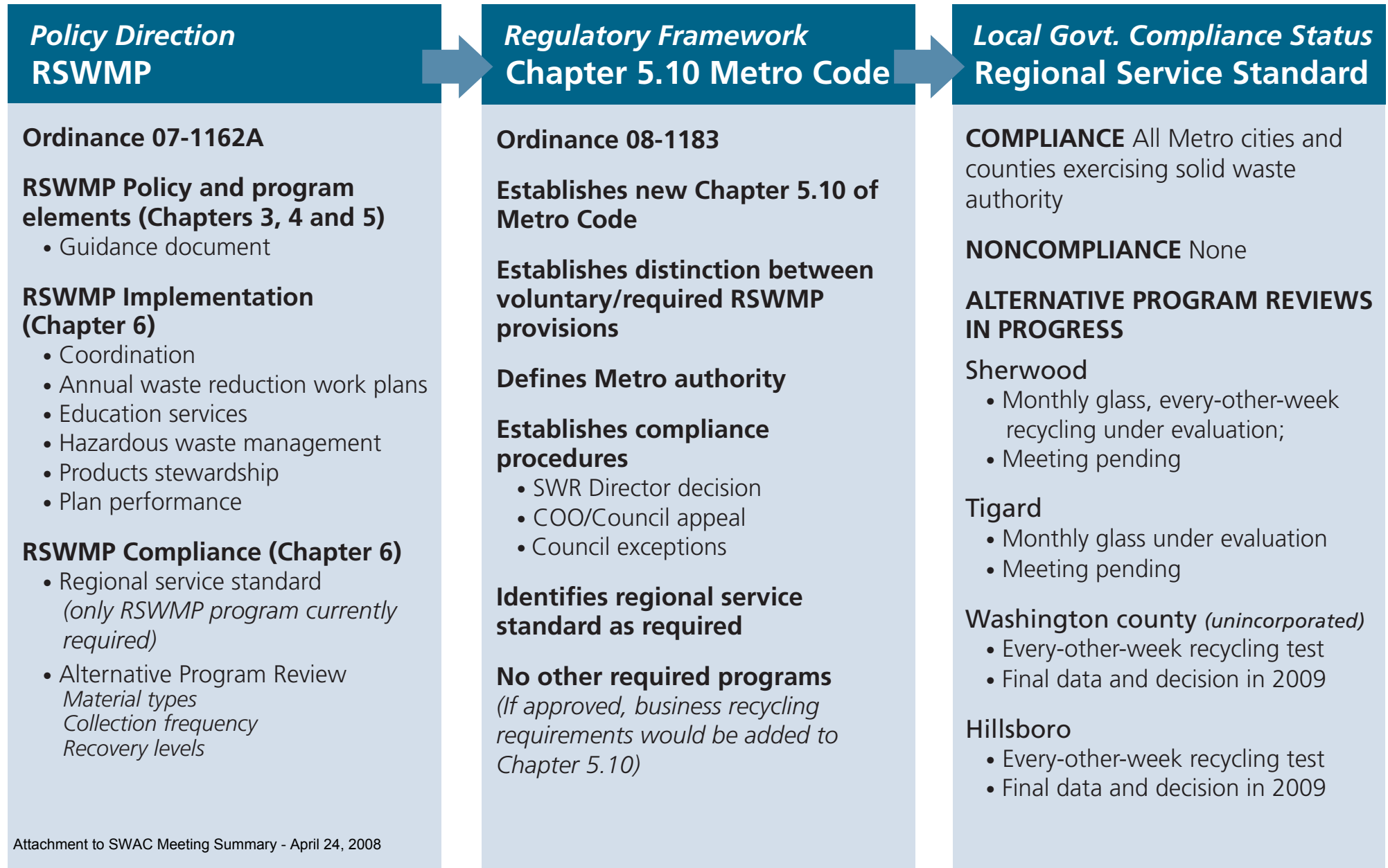
Prepared by:

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Administrative Specialist
Metro Solid Waste & Recycling Department

gbc
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Queue

Policy and Regulatory Framework/Local Government Compliance Status

Waste Reduction Programs, March 2008



Annual Waste Reduction Plan (Year 19)

Resolution 08-3927

- Appropriates \$2.67 million to programs
- Approves the format and framework for Year 19 of the Annual Waste Reduction Plan
- Enables local governments and Metro to develop their plans and begin the program implementation process

1

The Annual Waste Reduction Plan

- Cooperative Metro/local government plans to implement the Regional Solid Waste Management Plan
- Developed and reviewed annually
- In place since 1990



2

Why an Annual Work Program?

- Increases regional efficiency, reduces duplication
- Offers a coordinated, consistent regional approach
- Presents a unified effort to reach state goals

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Two Plan Elements

1. Existing Programs (Maintenance)

- Per capita allocations (\$695,851 approp.)
- \$0.45 per resident/per year
- No back-sliding



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Two Plan Elements (cont.)

2. Regional Program Areas – Year 19

- Multi-family
- Building Industry
- Business
- Commercial Organics



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Multi-Family Work Plan Summary

- Implement two-sort collection program
- Continue new regional outreach to property owners and managers
- Develop region-wide recycling outreach for residents
- \$230,000 approp.

Renewed emphasis

6

Building Industry Work Plan Summary

- Implement a region-wide dry waste recovery program
- Implement a dry waste sampling program
- Expand awareness and use of BoneyardNW
- \$293,000 approp.

Focus on refreshing outreach to industry

7

Business Recycling Work Plan Summary

- Increase technical assistance to business (Recycle at Work)
- Conduct major business outreach campaign
- Establish standards to increase business recycling
- \$1,312,000 approp.

Accelerate program to reach recycling target

8

Commercial Organics Work Plan Summary

- Continue to provide infrastructure grants
- Assist with development of in-region food waste composting facility
- Assist local jurisdictions with expansion and development of collection programs
- \$145,000 approp.

Emphasis is on siting local facility

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Assessing Yearly Program Performance

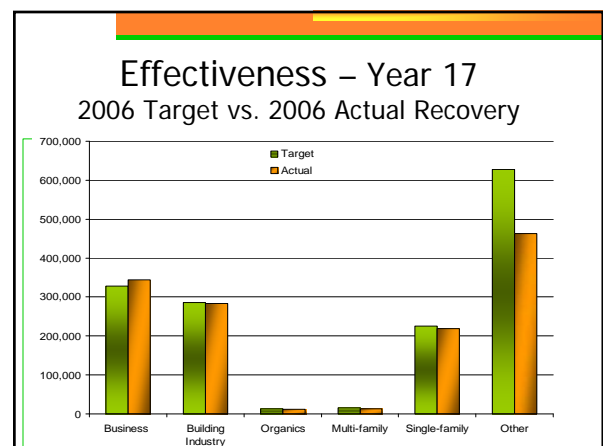
- Effectiveness (regional recovery; recovery by generator sector)
- Accountability (implementation of the work plan)

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Effectiveness – Year 17 Regional Recovery

- 2006: 55.5% Recovery Rate, down from 59% in 2005
- Recovery fell 444,000 tons short of region's 2009 goal
- Per-capita waste generation leveled off at 1.72 tons per year compared to 1.73 tons per year in 2005

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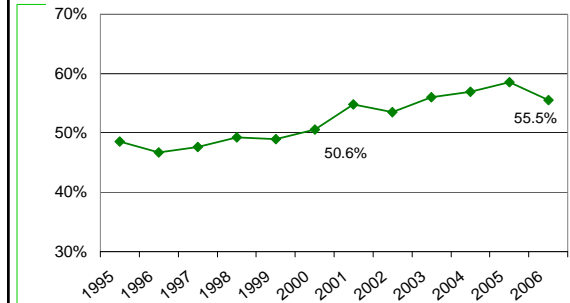
Accountability – Year 17 (2006-07)

Goal: 90% work plan completion

- Business, 92% completion
- Organics, 75% completion
- Building Industry, 90% completion
- Multi-family, 83% completion
- Local Government, 100% completion

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Regional Waste Reduction Rate 1997-2006



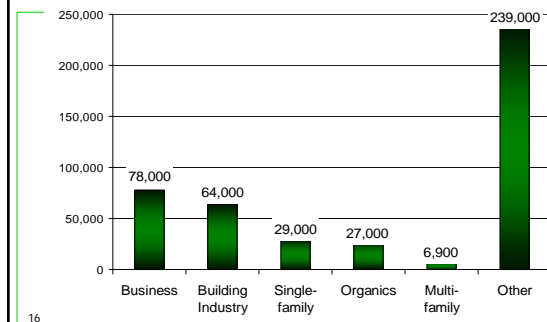
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Environmental Benefits of 2006 Recovery

- **Paper recycling** = the equivalent of eight million trees or eight Forest Parks
- **Energy savings from recycling and energy recovery** = 15 trillion Btu; enough to power 145,000 households for a year
- **Greenhouse gas reductions from recycling** = 1.9 million metric tons of carbon dioxide equivalents, or 408,000 fewer cars on the road for a year

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The Challenge Ahead: Reach 64%



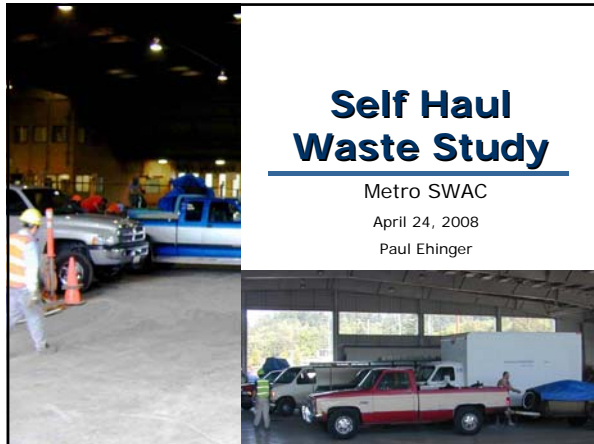
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Resolution No. 08-3927

This resolution:

- Appropriates \$2.67 million to programs
- Approves the format and framework for Year 19 of the Annual Waste Reduction Plan
- Enable local governments and Metro to develop their plans and begin the program implementation process

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Self Haul Waste Study

Metro SWAC
April 24, 2008
Paul Ehinger

Self Haul Study

- Issues
- Definitions
- Self Haul
 - Who, what, where & why
- Preliminary findings
- Options




Self Haul Study Issues

- The volume of self hauled waste is increasing and the **facility handling the greatest amount of this waste is nearly at capacity.**
- **Recovery rates are low** for self haul waste at the region's facilities.

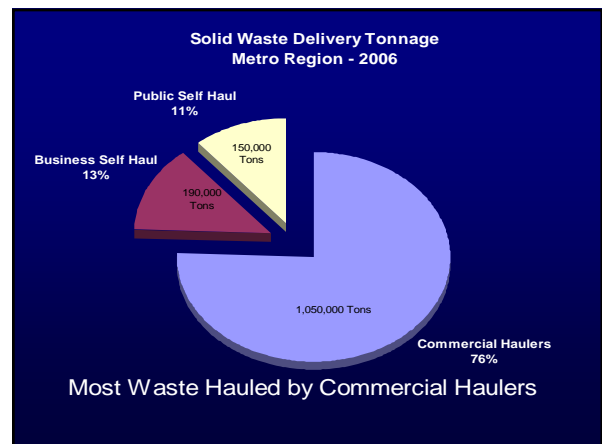
Self Haul Waste Definition

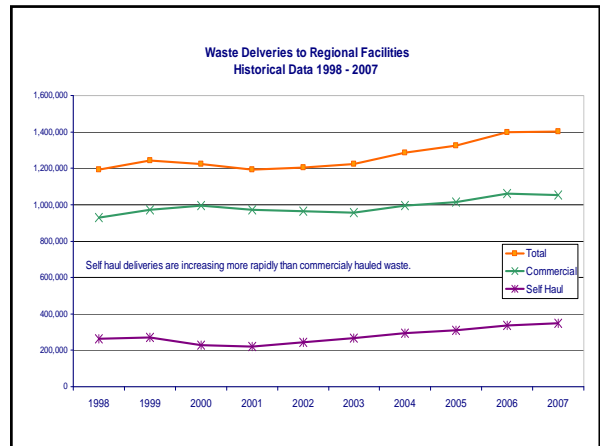
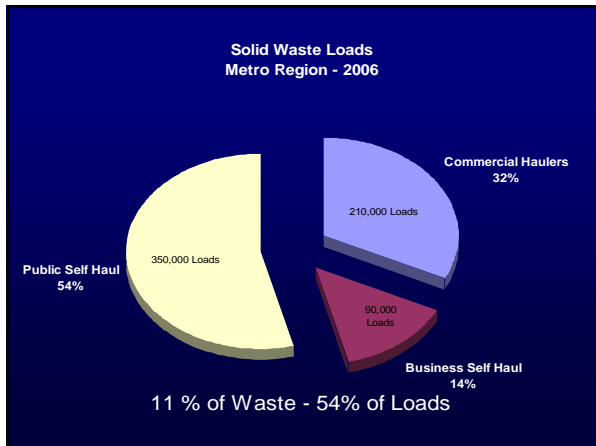
Waste delivered to a solid waste facility by the generator or an entity that is not a licensed or franchised waste hauler.



Types of Self Haul

- *Business Self Haul* – Waste hauled by businesses who maintain an **account** at one or more solid waste facilities.
- *Public Self Haul* – Waste hauled by residents and small businesses that pay by **cash** or credit card.



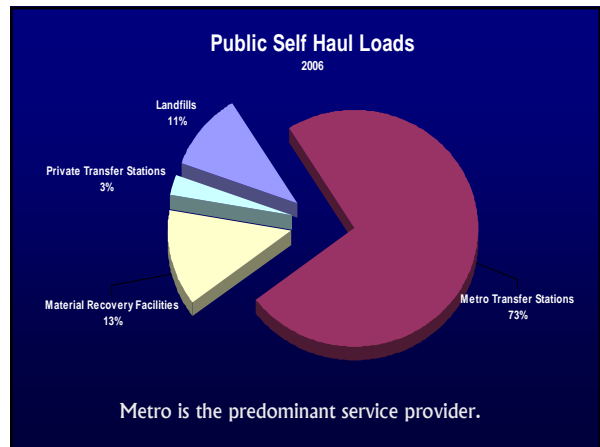


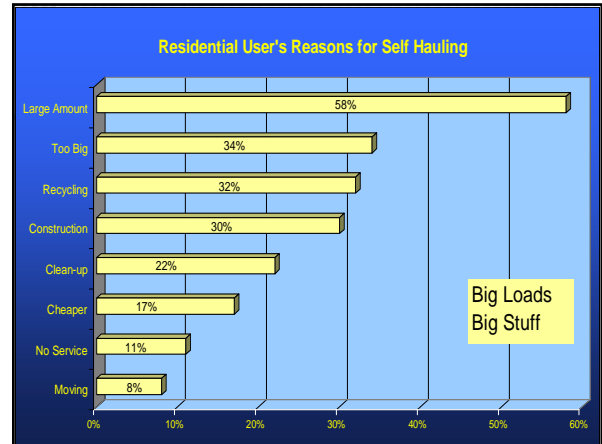
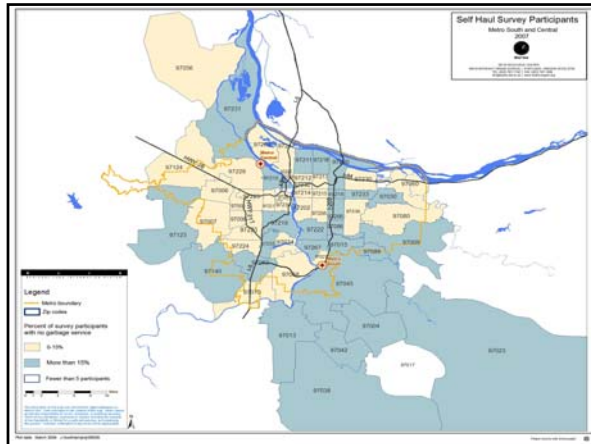
Business Self Haul

- 71% Construction waste
- No other businesses account for over 3% of waste
- Residential Cleanup is 4,000 tons (2%)
e.g. 1-800 Got Junk
- 190,000 Tons in 91,000 loads
- More than 50% delivered to landfills

Public Self Haul

- 76% Residential
86% subscribe to collection (Metro)
- 24% Businesses (Metro)
67% Contractors
- 150,000 tons in 360,000 loads
- Average Load 860 lbs (.43 tons)
- Residential loads are about 600 lbs





- ### Business Self Haul Findings
- Operational
 - Load sizes are typical for dry waste
 - Residential clean up is not significant
 - Recovery
 - EDWRP
 - Other Metro programs
 - Additional efforts not required



- ### Public Self Haul Findings
- Primarily Residential
 - Large quantities or large items
 - Resident's large is facility's small
 - New recovery options are needed
 - Mandatory collection will not eliminate self hauling
-

- ### Public Self Haul Alternatives
- Operational
 - Increase Supply
 - Facilities
 - Demand Management
 - Hauling options
 - Economic
 - Regulatory
-

Public Self Haul Alternatives

Recovery

- Taking advantage of Source Segregation
- Pricing incentives
- Recovery oriented facilities



Options

Demand Management

- Have haulers provide periodic lower cost bulky or large quantity collection*
- Restructure Metro rates
 - Higher Minimum
 - Reduced off-peak rates
 - Tiered system fee
- Provide more frequent clean-up events

*(Requires local government action)

Options

Demand Management

- Ban self haul
- Restrict hours self haul delivery
- No wet waste



Options

Increase Supply

- New Facilities
 - Self haul recycling depots
 - Additional transfer station
 - Improve existing facilities
- Utilize existing capacity
 - Require private facilities to handle self haul

Next Steps

- Complete description of alternative approaches.
- Discuss options with stakeholders.
- Identify alternative approaches most likely to address problems.
- Cost and effectiveness of alternatives.
- Prepare recommendations.

The End

