

## **Metro Solid Waste Advisory Committee (SWAC)**

Meeting Minutes

October 18, 2000

### **Members / \*Alternates**

Councilor Ed Washington, Chair

\*Dean Kampfer, Waste Management (disposal sites)

Merle Irvine, Willamette Resources, Inc. (disposal sites)

Ralph Gilbert, East County Recycling (disposal sites)

Lee Barrett, City of Portland

Mike Misovetz, Clackamas County citizens

Tanya Schaefer, Multnomah County citizens

John Lucini, SP Newsprint (recycling end users)

Dave Hamilton, Norris & Stevens (business ratepayers)

Tom Brewer, Tanasacres (business ratepayers)

\*Tam Driscoll, City of Gresham (East Multnomah County and cities)

Sarah Jo Chaplen, City of Hillsboro (Washington County cities)

JoAnn Herrigel, City of Milwaukie (Clackamas County cities)

\*Adam Winston, Waste Management (disposal sites)

Steve Schwab, Sunset Garbage Collection (Clackamas County haulers)

Glenn Zimmerman, Wood Waste Reclamation (composters)

Rick Winterhalter, Clackamas County

Lynne Storz, Washington County

David White, Oregon Refuse & Recycling Association (at-large haulers)

\*Brian Heiberg, Oregon Refuse & Recycling Association (at-large haulers)

Jeff Murray, Far West Fibers (recycling facilities)

### **Non-voting Members Present**

Doug DeVries, Specialty Transportation Services

Dave Kunz, DEQ

### **Metro and Guests**

Tim Raphael, Celilo Group

Cherie Yasami, ASD

Doug Anderson, REM

Meg Lynch, REM

Tom Chaimov, REM

John Houser, Metro Council

Easton Cross, Easton Cross Consulting

Connie Kinney, REM

Doug Drennen, DCS

Steve Kraten, REM

Jan O'Dell, REM

Janet Matthews, REM

Julie Cash, REM

Maria Roberts, REM

Ray Phelps, Ray Phelps Consultants

Kent Inman, CRC

Mary Sue Gilliland, DEQ

Tom Wyatt, BFI

Dan Schooler, CRC

Jim Watkins, REM

Roy Brower, REM

Leann Linson, REM

Eric Merrill, Waste Connections

Estelle Mazurkiewicz, ASD

Vince Gilbert, ECR

Wendy Fisher, Washington County

Scott Klag, REM

Bill Metzler, REM

Bob Hillier, REM

### **Call to Order and Announcements**

Chair Washington brought the meeting to order.

### **REM Director's Updates**

Ms. Janet Matthews, in Director Petersen's absence, provided the following updates.

Mr. Petersen had announced at last month's SWAC meeting that REM staff had held a pre-application meeting with Willamette Resources, Inc. (Wilsonville) and Recycle America (Troutdale), with regard to their regional transfer station applications. The WRI application has been received and a staff recommendation will be made to the Metro Council by year's end. Waste Management in Troutdale. The WRI application has been received, and is currently being reviewed and evaluated by REM staff. It should come before the Council with a recommendation by year's end.

In addition, Eastside Recycling has participated in a facility pre-application meeting with REM staff.

STS filed for approval of a change of ownership with Metro in June of this year. Metro has now received an extension to respond to that request; the date is December 15, 2000. Metro is in the process of evaluating the change-of-ownership request.

A household hazardous waste collection event will be held in Gresham this Saturday on the lot of the Gresham K-Mart, 440 NW Burnside, from 9:00 a.m. to 3:00 p.m. This will be the last of the major regional collection events that Metro will hold. From this point forward, the future events will become more frequent and smaller. The schedule will be announced later.

The Soils for Salmon conference will be held on Friday of this week at the Oregon Zoo. This conference is being sponsored by Metro and state and local organizations and businesses. The conference emphasizes the relationship between urban soils, hydrology and salmon habitat; the keynote speaker is Secretary of State Bill Bradbury, former Oregon state senator and former executive director of For the Sake of Salmon.

Ms. Matthews announced that Ms. Lin Bernhardt is the newest of REM's employees. Lin is the planning supervisor in the Waste Reduction, Planning and Outreach Division. Among other responsibilities, she will be involved in the strategic planning process to be discussed later in the meeting.

### **Recycling Business Assistance Program**

Ms. Meg Lynch announced that the recruitment has closed for the position of recycling market development program coordinator, who will run this program. We have received 36 resumes, which are being screened by Human Resources. Ms. Lynch offered to answer any questions and told attendees that her phone number is on the bottom of the agenda page of the packet.

Chair Washington asked for questions. There being none, the meeting continued.

### **REM Planning Projects**

Ms. Janet Matthews and Mr. Scott Klag joined to discuss the review of the solid waste management plan.

Mr. Klag said the Regional Solid Waste Management Plan (RSWMP) provides a framework for coordinating solid waste programs within the region and establishes our regional recycling goals. It fulfills the state requirement that Metro have a waste reduction plan. The goal of the RSWMP review process is to ensure that the Plan reflects Metro policies and changes in the system;

fulfillment of the review requirements within the plan; and to affirm Metro's commitment to waste reduction. (Mr. Klag's PowerPoint presentation is appended as Attachment A.)

With regard to Goal 1, Metro is aware there have been many changes in the solid waste system over the previous five years (e.g., we've revised the transfer station service plan and the household hazardous waste plan), but we need to look at whether we need additional changes.

The RSWMP requires a comprehensive review every five years, involving the general public and other stakeholders, and 2001 puts us within that window.

With regard to affirming Metro's commitment to waste reduction, we know that 2001 is the review year (of our progress through 2000) with DEQ and we need to talk about how we did or did not reach those goals. We also want to ensure that the recent waste reduction initiatives conceived last year are fully integrated into the Plan. Those are the initiatives focusing on organics, commercial wastestream and construction and demolition.

The tasks include assessing if there is a need for major revisions, developing sets of recommendations, reviewing the findings and recommendations, and finally adopting any revisions to the Plan that are necessary. We are talking about beginning right now, and we would like any amendments adopted to be included in the formal budget process in the spring of 2001.

Some of the subjects to be examined during the revision include the overall goals and objectives in the Plan, and a focus on the waste reduction programs, as well as facilities and services. We also want to discuss the barriers toward reaching the goals in the Plan. We want to examine what the region has been doing that works, as well as what has not worked. We want to examine if our efforts to reach our recycling goals have proven to be inadequate and whether there should be something in the plan that includes a sequence of consequences. For example, should we examine the possibility of mandatory recycling or perhaps disposal bans.

Ms. Matthews gave a quick overview of what the process will entail throughout the coming year. Ms. Matthews explained what strategic planning is trying to accomplish: 1) Where are we now?; 2) Where do we want to be?; 3) How do we get there?; and, 4) How do we measure our progress? There are certain compelling reasons why we need to make a strategic plan. We need to have a framework to focus our decisionmaking. We would like to have a defined direction for the department and, we need want to promote efficiencies across divisions.

We will establish REM's role for the short-term (three to five years) and the longer range vision of five to ten years. Second, we will outline strategies for achieving short- and long-term objectives that we identify. Finally, we will provide a framework that identifies goals, principles (to guide us in potential projects and activities), and resources.

The end result will be a plan that contains an internal/external assessment (strengths and weaknesses, opportunities and threats), defines our mission, looks at principles and core values; declares our image of our desired future, and identifies key strategic issues facing the department. It will state goals, desired end results after three or more years, and list objectives that are measurable targets to achieve those goals. Finally, it will contain an action plan that will be a description of strategies we will use to implement each objective.

Strategic issues include fundamental policy questions or critical challenges, mandates, mission, values, our service level and mix, users or payers in our system, costs, financing, organization and management.

As examples of issues the committee members might want to pursue, Ms. Matthews suggested how to achieve greater levels of commercial recovery in the region, how can we beneficially use St. Johns Landfill, and how we can we reduce the cost associated with our household hazardous waste program. Ms. Matthews invited members of the committee to suggest another strategic issues.

Speaking from a local government perspective, Ms. Herrigel suggested that the strategic planning group look at ways that local government and Metro can avoid redundancy where it is not necessary, although she agrees it sometimes is necessary.

Mr. Barrett said that, in the short term, he is interested in how this timeline coincides with DEQ's Waste Policy Leadership Group's effort, and how we can incorporate some of their decisions. In addition, he asked what Metro and REM's role is in larger statewide issues.

Ms. Matthews said eleven core staff persons from various divisions will participate, and she will facilitate the process; Lin Bernhardt and Bob Hillier will assist her as the resource team. The process is starting off with informing and getting feedback from Metro elected officials. By mid-November, meetings will be held with local governments, the private sector and other members of SWAC. Ms. Matthews asked for input from any interested persons on what he or she would like to explore with regard to the strategic planning process. Ms. Matthews said she will be issuing monthly reports on the progress of the planning process and she is always open to telephone calls or conversations with interested persons.

Ms. Driscoll asked for the timeframe involved with this process. Ms. Matthews said the entire process begins right now and carries through to the middle of September 2001. Ms. Matthews distributed a flowchart and a timeframe schedule for the implementation of the process. (A copy of Ms. Matthews' handouts is appended as Attachment B.)

### **Recovery rates**

Mr. Metzler led a continuation of the discussion from the September SWAC meeting. First, he reviewed the actual recovery rates of the region and then led a discussion of what counts and doesn't count according to the definitions. He sought a recommendation from the SWAC. (A copy of Mr. Metzler's presentation is appended as Attachment C.)

Mr. Metzler proceeded to describe the "post-recovery collection rate," which is designed to measure recovery from mixed dry waste. It does measure a very specific activity. It is consistent with the 25% requirement and the hauler license charge. Conceptually, the formula for the post-collection rate will be recovery from mixed dry waste divided by the incoming mixed dry waste. We will be able to use this for the facility recovery rate requirement and local government rate setting.

Mr. Metzler said the numerator equals the recovery from mixed dry waste, and we will discuss what counts and doesn't count there, and then discuss the denominator, incoming mixed dry waste. What counts is any material recovered from mixed dry waste and delivered to markets for reuse, recycling, composting or fuel. What doesn't count is beneficial use materials; by that, we typically mean materials that are accepted at the landfill at no charge and used for beneficial purposes, like alternative daily cover. Also, recyclable materials delivered as source-separated recyclables don't count, nor do they currently. Inerts delivered in inert loads such as rubble, concrete, soil, etc. also won't count. This is consistent with previous formulas we have used;

incoming mixed dry waste counts and non-putrescible waste counts. A new element here is that it must have a “tip fee” to count, that means at least a regional system fee and Metro excise tax (about \$17.53).

Mr. Barrett asked what types of scrap metals would not count; he thought it was scrap metal from manufacturers. Mr. Metzler referred to the definitions page in the agenda packet: “Material-specific loads of scrap or other byproducts of commercial or industrial processes that do not routinely enter the solid waste collection system, such as trimmings from a metal fabricator that are typically sold or given to a primary metal processor, or prep-kitchen scraps from a food processor that are typically utilized for direct land application, as animal feed, or as a compost feedstock.”

Mr. Metzler said that keep in mind that for purposes of a recovery rate, what we are trying to calculate here is recovery from mixed dry waste.

Mr. Murray said that the transfer station service plan meetings described specific loads like the loads that WRI received from Nike and they were not recoverable.

Discussion continued energetically with multiple people speaking at one time.

Mr. Metzler commented that as you go through the list, in some cases, a material may fit in; in other cases, not. You need to determine whether or not a tip fee has been charged, does the material routinely enter the waste stream. Then you are able to weed things out a bit.

Mr. Ralph Gilbert said he thought the “minimum” tip fee could stand some discussion, because a tip fee his facility charges for a particular material is less than that, but it still counts, because the material previously has been delivered to a Subtitle D landfill.

Mr. Metzler invited any further discussion on this subject. Mr. Metzler stated that staff discussion has determined that if it doesn’t have the elements of the basic components, then what is it about the material that would cause it to not have a tip fee.

Mr. Ralph Gilbert said that he thought there should be a caveat on that that certain materials from certain individuals should be recognized on a case-by-case basis.

Mr. Schwab asked if Mr. Gilbert’s materials could go to an inert landfill?

Mr. Ralph Gilbert said no. He said that once they process it, yes, it becomes a product that can be marketed, but prior to that, no.

Mr. Watkins asked that if it could not go to an inert fill, why wouldn’t you charge more than a minimum “tip fee,” what’s the competition?

Mr. Ralph Gilbert replied that the company has found places to get rid of it and how and why they do it, but he doesn’t know.

Mr. Drennen (from the gallery), representing Grabhorn Landfill, said that setting a minimum tip fee may be detrimental to some facilities because they would not be able to accept and process certain materials with a set price, rather than a market-driven price. He said he doesn’t have a problem with having to bear a tip fee, but setting a tip fee at that level may hurt the acceptance of certain materials.

Mr. Metzler commented that, in condensing what he is hearing, the concept of a tip fee may be okay, but how you set it is up for discussion.

Mr. Vince Gilbert commented that there may be mixed loads you receive because the assets you receive are realized only after you process them. You may receive the mixed load for no fee whatsoever in order to get it, but you may not be able to take it with a tip fee such as has been discussed here.

Mr. Murray replied that was his point, you could take a load at a small volume, but bearing something your facility would be able to process for a value.

Mr. Metzler said that to recap, that you receive a load of mixed waste, and there may be something in the load of value to you, and you wouldn't have a tip fee on it so you would be able to expend the monies to process it. But if a fee were involved, it would not be worth the money and effort to extrapolate that material, and you would therefore have to send it to the landfill.

A question was asked as to what Metro's goal is in attaching some cash value to the goal, rather than the goal being to recycle? He didn't understand the goal of \$17.50.

Mr. Metzler replied that originally, we looked at all four of the uses for recovery rates. The minimum came up through the discussion of the regional system fee credits where it becomes important.

Mr. Watkins responded that originally when the program was developed, it was developed, in essence, to subsidize the fact that the regional tipping fee had dropped. If the credits are still being given and you paid zero for it, you still get the credits. And Metro is saying, if you are asking for credits and you can afford to take the material for free, you do not need credits for processing.

Mr. Winterhalter responded that it doesn't equal the fees, then you don't get credit.

Mr. Watkins replied that the purpose is that you receive 25% and then the other calculation is what are your credits. So the purpose of that is that if you want to take it in for free you can, but don't use it for the credits, take it in as source-separated.

Mr. Vince Gilbert asked what the motivation was then for not just sending it on to the landfill? He said the system fee credit helps in attracting the types of loads that would otherwise not be attractive. He said the loads should be recovered, but on an economic level; unless there is some sort of motivation, it will just go to a landfill.

Mr. Watkins asked what the motivation was for taking it in for free?

Chair Washington asked the committee to come to order. There was too much confusion with everyone talking at the same time and the recorder was unable to record the comments involved with the discussion.

Mr. Barrett said the person that is really being motivated as to where this material goes is not the facility operator, it is the franchised hauler who has the material; they have to weigh the list of charges and the list of facilities and how far away they are and what the cost is – that is what drives them. He doesn't really believe the haulers care if the facility is getting tax credits or



whatever; they are driven by the tip fee. The other part is that if you want to have the material count, it is the facility's option to charge this minimum fee, and everyone is competing at the same level, in this instance, of \$17.53. Everyone gets to count it because it meets Metro's test; the hauler still looks at the rate charges.

Mr. Vince Gilbert replied that they have a lot more people coming into ECR (and other facilities do also) than haulers. They have people bringing in mixed loads who are not your "typical" haulers and who will bring in waste that we, as a region or Metro, never even know about. They would go directly to the next place such as Roosevelt Landfill, or wherever they can get rid of their load, based on economics. And then, our goal of recycling is compromised.

Mr. Murray said that his point is that you're right, they are still going to go after that load because it has potential value. Overall, it has the effect of operating the facility, so if you allow them this rebate, it helps absorb some of the costs to take in the harder-to-recover materials. You have to look at the overall facility, not just the higher end loads. Those higher end loads allow you the economic flexibility to take in the lower end loads. Those of us who are dedicated to recycling are willing to take those economic risks for the sake of the regional goals. That is why I believe the tip fee should not be so relevant. Whether it is source-separated or not, that could be relevant.

Mr. Watkins replied that he does not understand. It makes no sense, if the limited purpose landfills are up over \$40.00, why you can take a load in that you can't compete with unless you charge zero, but you can get our tax credits that were meant to subsidize the rate drop?

Mr. Murray replied that it makes it more economical for the facility.

Mr. Heiberg commented that when we take in loads, we take them where it is economically viable to take it. The fact that the processor is getting a credit puts haulers at a disadvantage,, because we are trying to take loads into a facility that charges the same or almost the same as the landfill. There is no incentive for a hauler to go there. On top of that, the facility is getting a tax credit for these types of materials. That creates another disadvantage for me, as other haulers are getting a special rate or something to bring it in there, they are also sharing in the City of Portland, another credit because that facility gets to count those materials as diverted materials and they are going to get a kickback from that as well. So, I'm interested in an even, level playing field, and by taking these steps, that is moving in the right direction.

Mr. Winterhalter said he was still confused as to why you have various materials that are accepted at no charge or they are accepted at \$17.53. Which is it going to be?

Mr. Metzler replied that he thinks that is probably redundant. The materials accepted at no charge for purchase is analogous to a buy-back center and what he is missing here is an example of a load of mixed waste that you wouldn't charge a tip fee, that isn't source-separated or inert. So he understands the point, but he can't provide an example.

Mr. Vince Gilbert asked, what if you have a load that has wood and metal, cardboard, no residual waste?

Mr. Metzler replied, then you would have source-separated recyclables.

Mr. Vince Gilbert said you could have a mixed load, but I'm saying what Jeff is saying – those are the kind of loads that offset the other loads, and they take a lot of money to process.

Mr. Lucini commented that according to the handout in the agenda packet, it says source-separated material, whether it is commingled or sorted into categories – so if you had a load that was scrap metal, clean wood and paper, it seems like it would fit under source-separated and not that other category.

Mr. Vince Gilbert replied that it was true if you had X-ray vision. But, often, in a load such as that, it needs an extensive amount of processing.

Mr. Ralph Gilbert said that quite often, on that source-separated load, you have some processing that you have to do to it. In other words, if there is wire rope in there, you have a lot of processing to do to, otherwise that just goes out. I don't think anyone else ever looks at it, but we do, we take the time. It gets back to a dirty materials recovery facility; what do you want? Do you want the recycling rate? The cheapest thing for us to do is transfer it right through, and we could make a lot more money if we did that. We'd get rid of our 65 of our 75 employees.

Mr. Lucini replied that he thinks, as a consumer, we want to see more recovery, but he wants to make sure you don't count material that would have a market for it anyway. So it could be a mixed load, the composite of that mixed load (with your wire rope). I'm assuming that the value of what you sort of it is going to drive what you can afford to even charge or not charge for at any given point in time. So, what I see as an objective is what is going to the landfill. And whether this definition is going to drive that.

Mr. Ralph Gilbert replied that the loads we are talking about have been going to the landfill until he started processing them; that is exactly where they went.

Mr. Lucini said, then he was not sure that the tip fee drives what goes into that category. Maybe that fee should be \$5.00.

Mr. Ralph Gilbert replied that was his point. It should be a minimum fee, not \$17.52.

Mr. Lucini said, perhaps that \$17.53 could change along with commodity prices.

Mr. Watkins commented that he still didn't understand why you have to take that load for "free."

Mr. Ralph Gilbert said his facility doesn't, but it does take it for less than \$17.52.

Mr. Watkins asked what they were competing against? Given that the closest landfill, the closest prices he could compete with would be well over \$40.00, why would you have to take it for less than \$17.50, that makes no sense?

Mr. Ralph Gilbert replied that it might not make any sense, but that's the only way we can get it. Otherwise, we don't get it.

Chair Washington commented that there had been quite a bit of discussion around the table about this item. He cannot state it, but he is asking Mr. Metzler, if he would state what he believes he has heard with regard to this particular issue, and play it back so that we've got it correct, in order that when we deal with it, we know exactly what the concerns are.

Mr. Metzler replied that what he is hearing is that people seem comfortable with the approach to the concept staff is taking, they are comfortable with (when we get down to the details) what



counts and what doesn't count, how we are managing this related to the 25% dry recovery rate, all these categories. What is not agreed upon is the tip fee question, in particular, the amount.

Chair Washington asked Mr. Metzler to pause there. He asked for a head nod to that. He received ones to the affirmative.

Mr. Metzler continued, saying that staff can take that item, look at it more closely, and perhaps SWAC has a recommendation without the tip fee item, and perhaps polish that item up. We can work with this, and if the committee wants to, we can move forward and work with the tip fee item separately. We can get back to you by phone or some other method, to let you know what else we are proposing. Unless you want to vote on it now either up or down, or maybe.

Mr. Ralph Gilbert suggested working with it in the subcommittee.

Mr. Metzler suggested a showing of hands on how the committee felt on this subject. He didn't feel he was getting a clear picture. He is under the impression that some of the committee feel it is appropriate to have a tip fee, and others feel it is not necessary for this calculation.

A comment from a committee member was that, as a facility operator, I think if Ralph wants to charge whatever it is for a specific load, I think that is up to him. That doesn't mean I have to do it, it's up to the facility operator, what the market will bear and so forth. What I want to see, specifically is what Jim's [Mr. Watkins] argument was, maybe a little more depth from Metro on how this affects the rebate issue. Maybe it is two separate issues that Metro is concerned with. I don't understand 100%, I'd like to see a bit of what your reasoning is on why it should or not should not count. On terms of pricing, again, it is, as an operator, what the market will bear.

Mr. Winston stated that he appreciates what staff is trying to do, but he believes it needs a bit more evaluation. It may be that this is the correct idea, but not the correct amount, or it could be nothing, or whatever the market bears, but he believes we need to evaluate more, because he believes that would be premature.

Mr. Schwab stated that he agreed with Mr. Winston, but he has to go with not charging the tip fee. On the other hand, he agrees with Mr. Watkins that the credit is meant to offset the taxes you are paying, and if you are not paying taxes, then why would you get a rebate on a tax you are not paying? He said he would like to know that when you go to a facility, how much of this material you are talking about, is it 10 tons a month, is it 1,000 a month? Other questions include what would it do to the recovery rate and how much money is it costing us to include this (because obviously it is being included right now). He said it sounds like they are counting it, and if this is not a change, nobody would care. Right now, it's being counted and they are getting money for it. So, what does it cost Metro, what is the effect? We don't know the effect. It may be a lot for some people and zero for someone else.

Mr. Hamilton said that he thinks the goal here is to pull all the recyclables out of the stream, and what I'm hearing is that they are being creative business people by lowering their tip fee, or not charging a tip fee, by taking loads and dealing with some that others won't. They are being creative by pulling things out of the waste stream, so I think they need to have the flexibility to be creative and to be able to do that. And if, in the net process, they get that credit, I think we are achieving the overall goal that we are looking at. So I think this needs to be looked at in a way that allows a business to create things to happen and to make the system work.

Mr. Heiberg said that, as a hauler, he has loads right now he could take to facilities that would qualify for the recycling credit, but the rates set at some of these facilities are such that there is no incentive for him to go there. The rates are set based on the rate at the landfill. It's driven by economics and market conditions, as opposed to what it is costing me to process this material. I take loads in that are not acceptable, and other loads from other haulers bring in that is just like mine, and they are acceptable. So, I'm dealing in a competitive marketplace here, trying to recycle items that I currently can't. Because I'm taking them to the transfer station, I can't take the time to go to a facility that is charging the same and is getting a kickback, that is offering cheaper prices to my competition. We are talking about some products, a small end of the waste stream, when we've got a larger stream out there that is going to the transfer station now, because of pricing. Maybe we need to get more of the refunds going to the people who control that trash, and getting it to a facility. It is very frustrating for me not to get these items recycled because it doesn't make economic sense for me. So, it is frustrating taking a load to the landfill, because I may get rejected at one of the processors out there and even if I do take it there, I may pay the same as when I take it to the landfill.

Mr. Metzler said he would like to go away from this meeting with a recommendation. He asked, if we take the tip fee question out of this, and revisit it, and go away with a recommendation without it, does that work? He said he thought it would work without the tip fee in here, but acknowledged that he could be missing a piece.

Mr. Schwab stated he thought you were showing us what Metro does now, and obviously things have changed, so how do you do it now, and what are you changing, or not changing, how are you counting now, what is new? He said he thought you were explaining what you are doing now, and obviously I'm wrong, this isn't the way you do it now. He said he wasn't here last month and obviously missed something important.

Mr. Metzler said that what has changed is that we are being a little bit more specific about what counts and what doesn't count. We really need to pay more attention to what is coming in as source-separated, or commingled. Of course, inerts have never been counted, and we just want to be sure that is very clear. Obviously putrescibles don't count and that is not new.

Mr. Metzler asked if people could agree that we could go away and just take this one element out and promise to look at it.

Mr. Winston asked what was Mr. Metzler's definition of a source-separated recyclable load? He offered a hypothetical situation: Say you do have a demolition job, and you have scrap metal, drywall, cardboard, wood and it might be a 95% recoverable load. But you do have to process it, there is no question about it, because if you have a processing facility, you have to process those items. By that definition, is that a commingled load? He stated that, in his opinion, he doesn't think it is. It is a mixed-waste load, because you have to process it in order to get it to those markets. It could be labor-intensive, but it is still a highly recoverable load.

Mr. Metzler said what is supposed to count here is mixed dry waste. If you recover from mixed dry waste, whether it is C&D or whatever, if you are pulling out recoverables from them, it should count. What we are trying to get to is mixed dry waste. We want to measure recovery from mixed dry waste and that is what we are talking about.

Mr. Barrett said he didn't think things were confusing enough so he is going to confuse things a bit more. First, he would say his answer to Mr. Kampfer is that obviously any materials that the generator has separated out from waste can be commingled together, and we are asking our

residents to do that at the household level, and that is source-separated material, whether it has to be processed or not. He said he's starting to see a potential problem for City of Portland. Portland does require construction sites to recover specific materials at that job-site. We've had lots of contractors talk to us and say there isn't enough room, especially on the small job-sites, for a bunch of different boxes for materials. And the amount of putrescible materials on a job-site is very small, so we are inclined to say if you take this drop-box full of mixed construction waste to a facility where the material is disaggregated and recovered, you are recovering on the job-site. And if we do come up with this rule, I'm trying to figure out how this will work with what we are talking today, i.e., what counts and what doesn't count.

Mr. Vince Gilbert, said he wants to get the 5% out of that tennis shoe load too. We need those loads as well as we need the Jeff Murray loads. They all balance out.

Ms. Mary Sue Gilliland from DEQ introduced herself as the staff coordinator for the DEQ Waste Policy Leadership Group. Something you should know about before you cast in stone the lists of the inert materials not counting is that one of the suggestions of the Waste Policy Leadership Group is that inert materials that are being recovered in the waste stream should count toward the recovery rate. The full definition hasn't been totally drawn up yet, but that will be coming out between now and January when we hope to wind up our process. So, just a caution of to not count everything as being done.

Mr. Metzler thanked Ms. Gilliland and said staff is aware of that. Currently, our policy is that if you bring in a load of mixed C&D, and you pull out concrete from that, that certainly counts. He said he didn't think we want a recovery rate biased by directing these heavy loads of inerts to a recovery facility. That is not the purpose of what we are trying to measure. But if an operator gets in a load of mixed C&D and it also contains concrete and he pulls it out, that definitely should count and it does count, at least at Metro.

Mr. Metzler followed up with what Mr. Barrett was saying by commenting that the need to accommodate fewer boxes on the job-site is clear, and he suspects that will impact what does or doesn't count. He expressed the opinion that other local governments will do the same thing. He asked if that element be rolled into the tip fee question, inasmuch as it may or may not be commingled or source-separated. He stated that he believed that it can be separated so that we can go forward.

Mr. Zimmerman stated that he understands that everyone agrees that if you get a box load of newspaper, cardboard, magazines, etc., then that is commingled and it goes to a processor. But, he said, he doesn't understand why when a box comes into a facility and it has wood, metal, all recyclables and they are commingled in that box from a construction site, why that's not commingled, it's mixed dry waste. That appears to be a hangup for everybody. I see that as a major problem, especially as we move further into trying to remove the C&D out of the waste stream.

Mr. Heiberg, saying he wanted clarification, asked a hypothetical question about the new proposal: If I have a customer with a 10-cubic-yard drop box of concrete, and he throws in some 2 x 4s, and a few other items from the construction site, that concrete is countable, whereas if they take the energy to keep it all clean, they can't? He asked if that what he was hearing and how he should distinguish between them and if he should trust the processor. He stated that, in his opinion, it should either count or not count.

Mr. Barrett replied that you have to trust someone, either the processor or the government; take your pick.

Mr. Metzler said that if you bring in recycled materials, and they are delivered pretty much as source-separated, it is a lot different from a drop box coming in that has a couple chunks of concrete and a bunch of other stuff from the construction site. It happens now, and we count it, and it hasn't been a problem.

Mr. Heiberg reiterated that he believes it either all counts or none of it counts. He said that the process now appears to him to be subjective, because he could justify saying, yeah, I had to pull a few things out, like that heavy concrete.

Mr. Metzler said that was a good point, which gets back to his earlier question of whether that load could technically go to a inert fill. Furthermore, he asked, could someone direct that load to a facility to boost that recovery rate up? Mr. Metzler said that it appears that is what you are talking about, and it won't count.

Chair Washington brought the meeting to order as everyone began to talk at once.

Mr. Winston said he doesn't know where this whole discussion is going, because it looks like we are now looking at a different definition. He asked, what is the definition of a mixed dry load? Out of a construction site, it's not a mixed dry load, so do you need a certain amount of contamination to consider it a mixed dry load? He said, you might as well table this whole thing, because now I have no clue as to what source-separated box or a commingled load is. He said, to me, a source-separated load is on the construction site if you have a wood box, a metal box, a drywall box, a cardboard box; when it is thrown together, to me it's a mixed dry waste load. He said, if it's not a mixed dry waste load, then we need to have another task force meeting on what that definition is.

Mr. Vince Gilbert said that, at ECR, they take concrete for free, because if it comes in with a piece of wood in it, it goes to \$62.50 a ton. He asked why a contractor would pay \$62.50 a ton to get rid of concrete with a piece of wood in it, if he could get rid of it for free?

Mr. Watkins replied that was his point in the first place at the beginning of this discussion.

Mr. Barrett said that the whole purpose of this is that facilities will now be under the gun to have a specific recovery rate – 25%. He stated that it is in their interest to have as much material that is easily recoverable to be counted as mixed dry waste, so they are looking for loads that are 35%, 45%, 50% recoverable. He said, if I'm a facility operator, I want it to count as mixed dry waste, because I don't have to do a lot of work and that is getting me toward my 25%, and that is what the bottom line of what this discussion is all about; not about what fee is charged or not charged. He said the real question is whether a facility operator is going to be able to count the recovery of the material in this container toward the 25% recovery rate or not.

Mr. Murray interjected that one of the original reasons we allowed dirty materials recovery facilities in the first place was to collect construction waste. He stated that his facilities are seldom able to take a load of cardboard without having to clean it up and there is some residual in it. He said that now that we are going beyond the primary recyclables list, whether it is commingled or somewhat source-separated, it still needs some processing.

Mr. Winston said it still leaves us to think about something – every facility likes the highly recoverable loads; they help you take in the lower recoverable ones by making up for them.

Ms. Herrigel said it is the flip side of that argument that she's being concerned about. Mr. Heiberg is being turned away from those facilities with his mixed load because that facility has already reached its 25% recovery rate

Chair Washington commented that the discussion has been very spirited. He asked Mr. Watkins where the definitions came from. Mr. Watkins explained that some came from DEQ, some from the state, and some from Metro.

Mr. Metzler added that any definitions that came from Metro typically came through an ordinance.

Mr. Metzler said that it had become a little complicated talking about C&D loads, commingled and C&D loads and source-separated, and he cannot answer all the questions. And he cannot talk about any of these questions from a local government level. He does not know what the City of Portland does to encourage source-separated C&D loads, as to price breaks, etc., but that as far as Metro is concerned, C&D mixed loads will count. He said we could probably argue forever about what is commingled or not. He suggested that perhaps we need to look at those definitions again. He said he didn't know if the tip fee is still a big issue or how well the 25% minimum recovery rate will work for local governments. Those questions still need to be resolved. Mr. Metzler asked the committee if we could move forward on the basic issue and readdress the tip fee issue, as well as relook at some of the definitions.

Chair Washington said he did not consider that the committee has voted on the issue; he believes the committee simply responded to the question of whether or not they felt the concept was good or not. It is Chair Washington's opinion that the committee is not yet ready to recommend anything with regard to this matter. He has some concerns with the definitions and they need some clarity.

Ms. Driscoll, following up on Ms. Herrigel's comments, said whatever the outcome, we need to make sure it does not penalize the hauler and give a bonus to the processor; we need to make sure it works for everybody. She commented that it is always tough to please everybody, but we need to make sure that by making a move in that direction, every angle is looked at and these concerns that we've raised are addressed when we start finessing the definitions.

Chair Washington asked Mr. Metzler if staff was tracking a timeline on this matter. Mr. Metzler replied that we need a decision to move some legislation through to Council, but that staff would take this back and confer with SWAC members to see if we can figure out an amicable decision for all. He stated that REM's intent was to set a rate that all would find that acceptable, and it sounds like it isn't acceptable to local government representatives as it stands.

Mr. Barrett said he thought that perhaps it was the facilities that found it unacceptable, and local governments do.

Chair Washington asked the committee if they thought it would be advantageous to hold a special meeting prior to the next regularly scheduled SWAC meeting.

Mr. Metzler said he would see what needed to be done to try and go through all of the definitions and see if they could clarify some of the issues that were brought forward at today's meeting.

Chair Washington said that he would work with REM staff and he would ask Mr. Houser to also work with staff to come to some decisions with regard to the definitions.

Chair Washington asked if there was any other business. There being none, the meeting was adjourned.

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## **PROCESS TO REVIEW THE REGIONAL SOLID WASTE MANAGEMENT PLAN**

Solid Waste Advisory Committee  
10/18/00

1

## **Overview**

- Goals of review process
- Tasks, timeline and roles
  - Council, SWAC, stakeholders and the general public
- Potential plan review subjects
- Relationship to REM Strategic Planning

2

## **Purpose of the Regional Solid Waste Management Plan**

- Provides a framework for coordinating solid waste programs within the region
- Establishes regional recycling goals
- Fulfills State requirement that Metro have a waste reduction plan

3

## **Goals of review process**

1. Ensure Plan reflects Metro policies & system changes
2. Meet review requirements of the Plan
3. Affirm Metro's commitment to waste reduction

4

## **Review Goal #1**

- Ensure Plan reflects Metro policies & system changes
  - Many changes in the system over past five years - e.g. consolidation in the industry
  - Plan revisions have been made but an overall review still prudent

5

## **Review Goal #2**

- Meet the review requirements of the Plan:
  - A five year review to determine if major revisions are necessary
  - Provide an opportunity for the general public and other stakeholders to participate

6

### Review Goal #3

- Affirm Metro's commitment to waste reduction
  - 2001 is a review year with DEQ
  - Ensure waste reduction initiatives integrated into Plan

7

### Tasks & Timeline

- Tasks
  - Identify need for revisions
  - Develop recommendations
  - Review findings & recommendations
  - Adoption of Potential Revisions
- Timeline
  - Begin Oct. 2000
  - Any amendments adopted prior to formal budget process in Spring 2001

8

### Roles

- General public and stakeholder groups as necessary to develop revisions
- Review with general public, SWAC, Metro Council at each stage

9

### Potential Plan Review Subjects

- Regional Goals and Objectives
- Waste Reduction Programs
- Facility and Services

10

### Plan Review Subjects

- Regional Plan Vision, Goals and Objectives
  - Is the vision of the Plan adequate to address future challenges?
  - What are the barriers to reaching goals?
  - What has been working? What hasn't?

11

### Plan Review Subjects

- Waste Reduction Programs
  - Ensure *Waste Reduction Initiatives* are integrated into the Plan
  - If progress towards goals is inadequate, should the Plan include a sequence of consequences?  
*For example:*
    - mandatory recycling
    - disposal bans

12

### **Plan Review Subjects**

- **Facility and Services**
  - Focus on waste reduction issues

*For example:*

- Does Plan provides adequate guidance on maintaining and enhancing regional recovery capacity?

13

### **Relationship to REM Strategic Planning**

- **Metro's Role in the Solid Waste Business**
  - As regulator
  - As service provider
  - Other roles?

14

## **PURPOSE OF THE REM STRATEGIC PLANNING PROCESS**

**I. To establish REM's role for the short term (3 to 5 years) and the long term (5 to 10 years).**

**II. To outline strategies for achieving short term and long term objectives.**

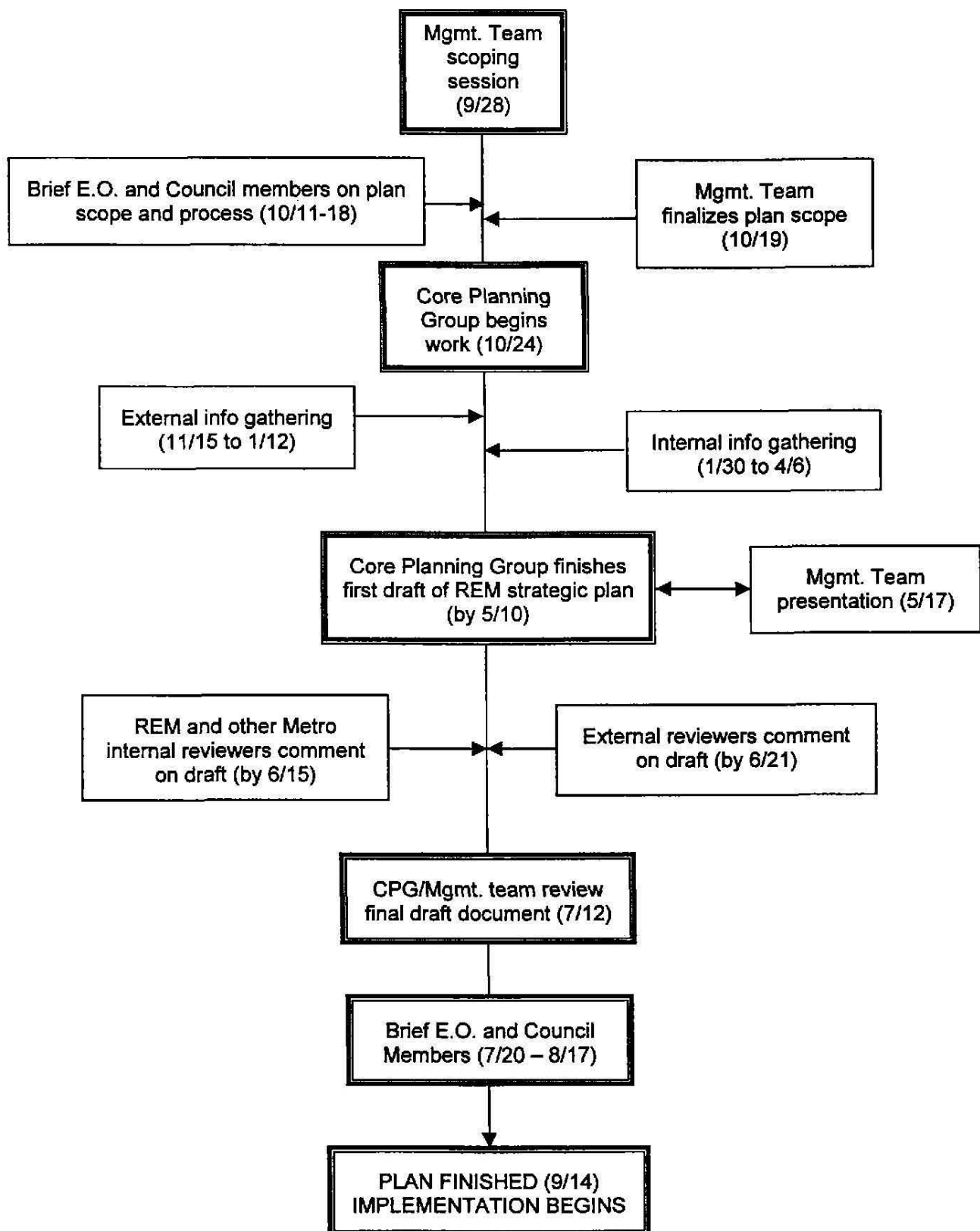
**III. To provide a framework (mission, goals, principles) that can guide REM in evaluating potential projects and activities, and in allocating resources to implement them.**

## **SCOPE OF THE STRATEGIC PLANNING PROCESS**

**The Core Planning Group, and the planning process as a whole, should concern itself with examining REM's existing mission and goals, defining strategic issues,\* addressing desired outcomes, and establishing strategies to achieve those desired outcomes.**

**\*Strategic issues are fundamental policy questions or critical challenges that affect an organization's mandates, mission, and values, its service level and mix, users or payers; or cost, financing, organization, or management. (Bryson)**

## PROCESS AND TIMEFRAMES FOR REM STRATEGIC PLANNING



## Process and Tentative Timeline for REM Strategic Planning

Month-Year	Sep-00				Oct-00				Nov-00				Dec-00				Jan-01				Feb-01				Mar-01				Apr-01				May-01				Jun-01				Jul-01				Aug-01				Sep-01			
Quarter	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th								
<b>Task/Milestone(X)</b>																																																				
Mgmt. Team Scoping Session			X																																																	
Brief EO/Council on Scope and Process																																																				
Mgmt. Team Finalizes Scope of Work																																																				
*Initial CPG Meeting (10/24/00)																																																				
External Information Gathering																																																				
Internal Information Gathering																																																				
CPG Completes 1st. Draft of Plan																																																				
Present 1st. Draft to Mgmt. Team																																																				
Internal Review of Draft Plan																																																				
External Review of Draft Plan																																																				
CPG Prepares Final Draft Plan																																																				
CPG/Mgmt. Team Review Final Draft																																																				
E.O./Council Brief of Final Draft																																																				
Prepare Final Plan (9/14/01)																																																				
Plan Implementation Begins (9/15/01)																																																				
* Core Planning Group (CPG) will meet weekly throughout the Strategic Planning process.																																																				



Regional Solid Waste Advisory Committee  
October 18, 2000

Facility Recovery Rates:  
"What Counts?"

*Action requested:*  
SWAC discussion and recommendation.

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Uses for Recovery Rates

1. Regional System Fee Credits from Metro
2. New Regulatory Requirement: "Post-Collection Recovery Rate (25%)"
3. Basis for Metro Excise Tax Credits
4. Basis for Local Government License Charges to Haulers

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### **Recommendation #1**

*Calculation of the Regional System Fee Credit  
Rate will remain unchanged for now.*

- REM will continue to monitor the program.
- Develop refinements in the future, if needed.

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### **Recommendation #2**

- Metro excise tax credits will be based on the same definitions and calculations as for the Regional System Fee credits.

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### **Recommendation #3**

- Metro's 25% recovery requirement and the facility recovery rate for license charges can be based on the same definitions and formula.

This will be termed the  
*"Post-Collection Recovery Rate".*

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### Discussion of Recommendation #3

- The *Post-Collection Recovery Rate* is designed to measure "*recovery from mixed dry waste*" conducted at a facility.
- It is consistent with the purpose of Metro's *25% requirement* and the *hauler license charge*.

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### "Post-Collection Recovery Rate"

#### OBJECTIVE:

- To measure "*recovery from mixed dry waste*" conducted at a facility.

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**Conceptually the  
Post-Collection Recovery Rate =**  
**$$\frac{\text{"Recovery from Mixed Dry Waste"}}{\text{"Incoming Mixed Dry Waste"}}$$**

*Used for new facility recovery rate requirement (25%)  
and local government rate setting.*

***SWAC Recommendation?***

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**“What Counts” and “What Doesn’t Count”  
in the Post-Collection Recovery Rate**

**“Recovery from mixed dry waste”**  
**“Incoming mixed dry waste”**

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**Recovery from Mixed Dry Waste**

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**Recovery from Mixed Dry Waste**  
**“What Counts”**

- Any materials **recovered** from mixed dry waste  
- and delivered to markets: reuse, recycling,  
composting, or fuel.
- Any materials “gleaned” from putrescible waste.

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### Recovery from Mixed Dry Waste "What Doesn't Count"

- "Beneficial use" materials.
- Recyclable materials delivered as **source-separated recyclables**.
- Inerts delivered in "**inert loads**" such as rubble, concrete, rock, soil, etc.

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### "Incoming Mixed Dry Waste"

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### Incoming Mixed Dry Waste "What Counts"

- "Non-putrescible waste".
- Waste from any generator.
- Must have a "tip fee" (at least RSF + Metro ET)

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**Incoming Mixed Dry Waste  
“What Doesn’t Count”**

- Source separated recyclables (incl. commingled).
- Loads of inert materials.
- Scrap-like materials, that don’t routinely enter the collection system.
- Putrescibles.
- Other waste not charged a “tip fee”.

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**Comments / Recommendation  
from SWAC**

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