

**Solid Waste Advisory Committee Meeting Summary
June 28, 2004**

Attendees:

Vince Gilbert	Mark Altenhofen	Mary Sue Gilliland
Dean Large	Mike Misovetz	Glenn Zimmerman
Mike Leichner	Sarah Jo Chaplen	Bruce Walker
Mike Miller	David White	Dean Kampfner
Steve Schwab	Matthew Cusma	Easton Cross
Marta McGuire	Bill Metzler	Lee Barrett
Karen Feher	Barb Disser	Dan Cutugno
Jeff Murray	Michele Adams	Mike Hogleund
Susan McLain	Janet Matthews	

I. Call to Order and Announcements Mike Hogleund/Susan McLain

- Mr. Mike Hogleund convened the meeting.
- Approval of April 19, 2004, Meeting Summary: Mr. Vince Gilbert motioned to approve the summary; Mr. Mike Leichner seconded the motion; all responded aye; the Meeting Summary passed as read.
- Councilor McLain mentioned that Metro has a new food donation program, Fork It Over, to encourage restaurants, institutions and grocery stores to donate usable food.

II. Solid Waste & Recycling Director's Update Mike Hogleund

- Mr. Hogleund announced the four proposers for the operation of Metro's transfer stations are Oregon Resource Recovery (ORR), BFI, NorCal and Waste Management. An evaluation committee evaluated the proposals, allocating up to 50 points for cost, 25 points for recovery and 25 points for operations and maintenance. Metro will soon begin negotiations with the highest scoring proposer, ORR.
- Mr. Hogleund said that three proposals were received for transportation, processing and composting services for organic wastes. Metro will enter into negotiations with Cedar Grove Composting, the highest scoring proposer.
- Mr. Hogleund mentioned that a letter regarding Metro's new rates effective July 1, and September 1, was sent to all haulers and facilities.
- Mr. Hogleund announced that due to lots of uncertainty surrounding food waste and yard debris composting, Metro would coordinate an all-day seminar on these issues, probably in September. Specific issues that will be addressed include cradle-to-grave handling of these materials, processing techniques, regulations and future direction of the industry.
- Mr. Hogleund congratulated Metro staff and SWAC members for awards presented at the AOR conference including: Freda Sherburne, Recycler of the Year; Metro's paint program, Alice Soderwell Waste Prevention Award; Gresham's Great Business Program; and Pride Recycling, Processor of the Year.

III. RSWMP Planning Issues Janet Matthews

Ms. Matthews explained that this is SWAC's opportunity to preview staff's recommendations on key planning issues to be addressed in the update of the Regional Solid Waste Management Plan (RSWMP) before these recommended issues are presented for Council consideration. She reviewed the handouts provided to SWAC about identifying key planning issues for the RSWMP update. Ms. Matthews stressed the importance of the key planning issues, as they will constitute the meat of the plan update development discussions and will be the areas of concentrated allocation of staff resources. Decisions on the key issues will ultimately lead to a set of regional priorities for the next decade and affirm or modify current RSWMP policies. They may also guide investments in certain programs or facilities.

Ms. Matthews reviewed the key issues categories identified during the last plan update in 1994-5: waste reduction; service provision; revenue, equity and stability; and collection and technology changes in solid waste facilities. Ms. Matthews reviewed the RSWMP Planning Issues Matrix and explained that staff applied certain guidelines to this matrix to narrow issues into the four key planning issues proposed for this update: regional waste reduction goal; increasing sustainability; public services; and system regulation. Councilor McLain asked if this list of key planning issues implies a reordering of priority?

Mr. Dean Large asked how the 56% waste recovery goal was arrived at? Ms. Matthews explained that the RSWMP appendix contains a set of calculations and other detail about the expected results of strategies in waste reduction; those calculations were used to determine the 56% recovery goal. She added that SWAC could expect a presentation on the waste recovery goal at an upcoming meeting. Ms. Mary Sue Gilliland briefly explained how the State legislature directed the Department of Environmental Quality (DEQ) to set a statewide recovery goal and DEQ arrived at a goal to recover 50% statewide.

Mr. David White remarked that the underlying theme for this update might be behavior modification, because citizens' current commitment has reached a plateau, and the question is how much money and time can be spent to modify people's behavior. He said that without behavior modification, Metro would have to completely regulate recycling and rates in order to reach the waste recovery goal.

Mr. Murray observed that when quantity is stressed, quality can suffer, and cautioned against losing sight of quality.

Ms. Sarah Jo Chaplen voiced agreement with Mr. White regarding the need for behavior change. Mr. Vince Gilbert also agreed and added that there is a fine balance between higher tip fees encouraging alternatives to disposal and increases in illegal dumping. Mr. Bruce Walker agreed with these views, but added the perspective that this region is struggling along, but at one of the highest recovery rates of any metropolitan area in the country. Many things have been accomplished, but improving coordination and the way things are done, such as in the multifamily recycling program and in collection, could further the region's accomplishments.

Mr. Steve Schwab agreed with the previous comments and added that people will not be pleased if a tip fee is artificially raised so more money can be thrown at the issue. Mr. Schwab observed that two citizens on a committee does not constitute public opinion, and said citizen support of a waste reduction goal and the funds required to achieve it must be gauged. Mr. White said he is not advocating artificially inflating the tip fee, as this would only irritate people unless their behavior is modified to the extent that they believe waste reduction and sustainability are important.

Committee members discussed the region's garbage bills compared to other metropolitan areas and concluded that some are higher and some are lower, but that disposal is probably more expensive here.

Mr. Mike Hoglund said that a discussion guide is being prepared that will be used to stimulate discussions with citizens on the regional waste reduction goal.

Ms. Matthews reviewed the primary discussion groups during development of a draft RSWMP update: Council discussions; recycling policy development discussions; RSWMP project team, including public outreach; and, SWAC review and discussion of all issue areas prior to Council's review of the draft Plan. She added that more review committees and processes would probably be added, as necessary.

IV. Developing Potential New Recycling Policies

Lee Barrett

Mr. Lee Barrett said Council directed staff to engage various parties in a public involvement process to further develop two strategies to increase dry waste recovery. The contingency plan work group recommended that Metro consider requirements that all construction and demolition (C&D) loads generated in the region be MRFd and if that does not work, then all dry waste loads generated in the region should be MRFd. Council recommended combining those approaches. Mr. Barrett said staff believes a requirement that all dry waste loads be MRFd will essentially only affect two landfill facilities – Lakeside Reclamation and Hillsboro Landfill – and generators and haulers in Clackamas and Multnomah counties will not be impacted. This requirement will be facility-based and will not require haulers or generators do anything different. This requirement is a stopgap measure to recover material that has not been source-separated. He explained that staff are organizing a committee to review program concepts and evaluate whether they are viable. A key question for this committee will be how to measure recovery – by percentage or by commodity. Mr. Barrett said staff recognize this requirement has the potential to affect rates by requiring capital expenditures at the two landfills. After committee review, and with their recommendations, a program design will be presented for Council consideration.

Mr. Jeff Murray asked for clarification on Council's expectations. Mr. Barrett, Mr. Hoglund and Councilor McLain explained that Councilors considered the pros and cons of the two options for increasing dry waste recovery, then directed staff to develop a program whereby all dry waste would be MRFd. In part, this will avoid the issue of how to define what a C&D load is. If that does not work, the program can be scaled back to only require that all C&D loads be MRFd. Mr. Murray said that it should not be hard to define what a C&D load is; they are easy to identify.

Mr. Vince Gilbert agreed that it should not be difficult for all facilities to recover 25% of dry waste, but cautioned that the viability of such recovery is contingent on the market.

Mr. Dean Large asked if the committee would look at the recovery percentage requirement. Mr. Barrett explained that the committee would recommend whether Metro should require recovery at a certain percent or by commodities. Mr. Large asked why it would only be required at these two facilities, and Mr. Barrett explained that recovery facilities in the region are already required to recover 25% of dry waste, so nothing will change for them.

Mr. Murray explained that currently, poor loads can be diverted to these two landfills so they will not impact a facility's recovery rate. Also, businesses will now be required to recycle. He said that current approaches seem to be different than the work group's original recommendations.

Councilor McLain replied that she believes the philosophy is to do things better in the future than they are done today, and to create equity for those that are currently trying to recover more. Mr. Murray suggested that mandatory requirements on dry waste recovery could influence people to take different actions in source separation.

In response to a question, Mr. Barrett said the composition of the committee will be two government representatives from Washington County, both affected landfills, Washington County haulers, and two generator representatives – one from a construction company and one a dry waste generator, such as from a big box retailer.

Mr. White stated that holding the two landfills in Washington County to a percentage recovery requirement makes sense because it is the same at regional facilities. However, if they are held to commodity recovery requirements, it is not equitable.

Mr. Steve Schwab observed that vertically integrated companies may have an easier time insuring that their facilities meet the 25% recovery level required to receive regional system fee credits. Non-integrated companies now have the option to divert loads to these two landfills, but that option is being taken away and it will be more difficult to meet recovery requirements.

Councilor McLain said Metro is striving for equity within the system while increasing recovery. The committee's recommendations will be reported back to SWAC. Mr. Hoglund said that Metro is aware that there are potential ripple effects; that new requirements on the two landfills may impact other facilities. He said that system economics and cost recovery are important elements of any new program. For example, the Rate Review Committee recommended that the system fee credit program be phased out over time, and these new recovery requirements could create enough consistency and equity within the system that facilities could recover costs through rates and credits would not be as necessary.

Mr. Barrett explained that Council directed staff to develop a program to increase business recycling after consulting with local jurisdictions and business groups, such as Chambers of Commerce. Staff will need to resolve whether local jurisdictions should implement standards, or if they can customize programs to meet goals. Mr. Hoglund added that Council was concerned with the work group's recommendation for a mandatory, regulatory approach and asked staff to identify alternative approaches. Mr. Barrett said staff identified, and are analyzing and soliciting feedback on the following four options: required business recycling; disposal bans on certain materials; a rate mechanism providing an incentive to recycle in franchised areas; and, performance based goals in local jurisdictions for their businesses to meet. Interestingly, the Washington County Managers group said perhaps uniform program requirements across jurisdictions are a good idea, because it would create equity between businesses across jurisdictions.

Mr. Gilbert speculated that if businesses were required to source separate certain commodities, it could make it difficult for facilities to meet the 25% recovery requirement.

Councilor McLain emphasized that policies are still in the development stage and SWAC will be briefed on the substance of conversations with the various jurisdictions and businesses prior to further Council action.

V. Other Business and Adjourn

Susan McLain

Councilor McLain announced the July meeting date and as there was no further business, adjourned the meeting.

Documents to be kept with the record of the meeting (copies available upon request):

Agenda Item I:

- Meeting Summary of the April 19, 2004, SWAC meeting (included in agenda packet)

Other:

- SWAC Survey (included in agenda packet)

Agenda Item III:

- RSWMP Planning Issues Matrix – By Topic (included in agenda packet)
- Identifying Key Planning Issues for the RSWMP Update (handout)
- Guidelines for Narrowing the RSWMP Update Issues List (handout)
- Key Planning Issues (handout)
- RSWMP Update Project Discussion Routes to Draft (handout)

Agenda Item IV:

- Resolution No. 04-3455, for the purpose of acknowledging the Regional Solid Waste Management Plan Contingency Plan and directing staff to conduct additional outreach and analysis on select contingency strategies (included in agenda packet)
- Staff Report to Resolution No. 04-3455 (included in agenda packet)
- Dry Waste Recovery Work Group, June 2004 (handout)
- Let's Talk Recycling – Business Recycling Approaches Overview (handout)

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Identifying Key Planning Issues for the RSWMP Update
Regional Solid Waste Advisory Committee
June 28, 2004

I. Relationship of key issues to the Regional Solid Waste Management Plan

II. Issue matrix

III. Guidelines for narrowing issue list

IV. Draft of key issue categories

V. Discussion routes to draft development

VI. Next steps

KEY PLANNING ISSUES

1. REGIONAL WASTE REDUCTION GOAL

✓ **How much can we recycle?**

What assumptions determined current goals? What has changed?

Should we set new goals or dates?

Will "required recycling" policies significantly boost material recovery?

How are disposal costs likely to influence the economics of waste reduction in the next decade?

Should we pay a cost premium for certain waste reduction programs?

How can the region influence critical recycling markets?

2. INCREASING SUSTAINABILITY

✓ **What further progress can be made in environmental sustainability?**

What are sustainability indicators for a solid waste system?

What are the associated costs and benefits of each?

What could be implemented and monitored?

3. PUBLIC SERVICES

✓ **What are the needs of the public?**

Should current service levels be maintained?

Are additional services requested by the public?

What would the costs and benefits of such services be?

Could private facilities in the region meet the needs of public customers?

What factors should determine the establishment of host fees to mitigate community impacts of solid waste facilities?

4. SYSTEM REGULATION

✓ **What constitutes a healthy marketplace?**

What are the characteristics of an efficient regional solid waste system?^{*}

What factors should guide the allocation of tonnage among transfer stations in the solid waste system?

Should the distinction between local and regional transfer facilities be maintained?

How should facility access in the region be measured?

What factors should determine market entry for new facilities in the next decade?

^{*}collection, processing, transport, and disposal components

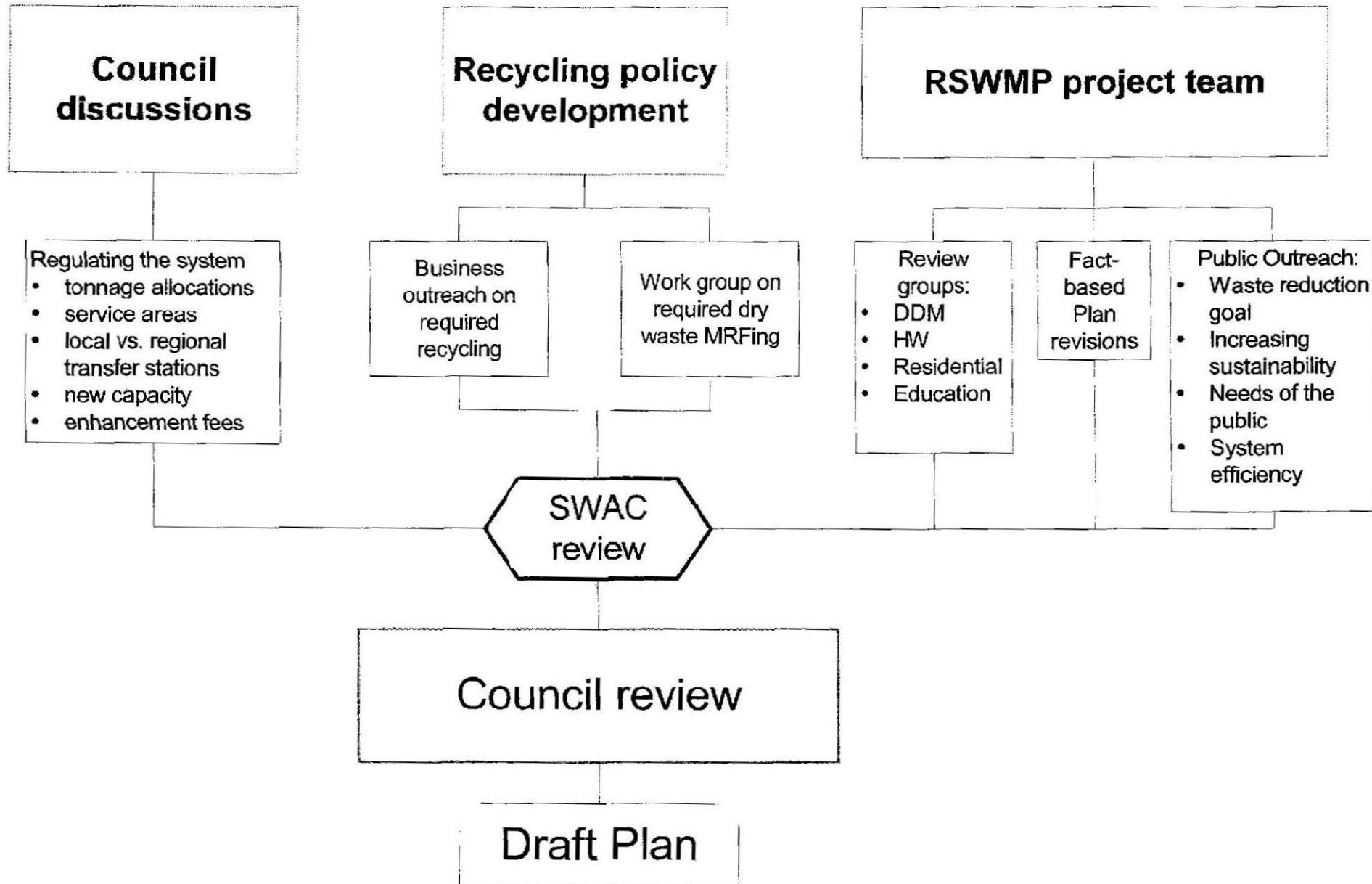
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Guidelines for Narrowing the RSWMP Update Issues List

1. Is the issue relevant to a decision or action that should occur in the next five to ten years?
2. Was the issue identified by a significant number of stakeholder groups?
3. Does the issue affect a significant number of people in the region?
4. Does the issue relate to policies, strategies or guidance in the current RSWMP?
5. Can the issue be addressed through some other process, e.g., the strategic plan for Metro's Solid Waste and Recycling Department?

RSWMP Update Project

Discussion Routes to Draft





Dry Waste Recovery Work Group June 2004

I. Purpose

To develop the program details of a mandatory processing requirement for dry waste from the metro region.

II. Composition of Work Group

Size of the Contingency Plan Work Group recommended by Solid Waste and Recycling Department (SW&R) is a core group of eight individuals.

Composition of the Dry Waste Recovery Work Group recommended by SW&R staff is as follows:

- Two businesses: one construction company and one retail store
- Two facilities: one recovery operation and one landfill
- One collector
- Two local governments: one city and one county

Metro's representative (Lee Barrett, SW&R Waste Reduction and Outreach Manager) will act as the non-voting facilitator at all the work group meetings. SW&R staff (Marta McGuire and Bill Metzler) will provide technical assistance to the work group.

III. Charge of Work Group

The charge of the Dry Waste Recovery Work Group is as follows:

1. Review the proposed program elements of a mandatory processing requirement for dry waste from the metro region;
2. Identify and evaluate the impacts of the proposed program generators, haulers and facilities; and
3. Based on the findings of the work group, recommend a mandatory processing requirement and provide an assessment of the impacts to the Metro Council by September 15, 2004.

IV. Product of Subcommittee/Deadline

Provide a written mandatory processing requirement for dry waste that addresses the work group's charge and propose the associated policy and regulatory amendments to the Metro Council for consideration on or before September 15, 2004.

LET'S TALK RECYCLING- BUSINESS RECYCLING APPROACHES OVERVIEW

June 2004

PROJECT: Let's Talk Recycling—Business Recycling Approaches

TIMELINE: Complete stakeholder meetings August 2004
Final report and recommendations September 2004

OVERALL GOAL:

To develop standards for increased business recycling that will increase progress towards the region's recovery goal.

PRIMARY OBJECTIVES:

1. To evaluate minimum standards for business recycling (mandatory recycling requirements) and the related benefits, costs and tradeoffs and potential alternatives.
2. To provide businesses an opportunity to discuss business recycling standards, what they value and which tradeoffs they believe are acceptable and which are not.
3. To work directly with local governments to develop standards for increased business recycling and coordinate business outreach efforts.

BACKGROUND

Amendments to the RSWMP in April 2003 established a contingency planning process to evaluate and recommend strategies to reach the 2005 recovery goal of 62 percent if sufficient progress is not being made. In August 2003, Metro Council directed staff to convene a work group to identify recycling policies to increase recovery for the sectors where the largest tonnage of recoverable waste remains: commercial, organics and construction.

Upon completion of its work in December 2003, the work group recommended a Contingency Plan to Metro Council for consideration. The Contingency Plan includes four strategies targeting the areas of construction, business and food waste recovery.

Contingency Strategy #2 (business recycling standards) targets additional recovery in the commercial sector, where the greatest amount of tonnage is needed to meet the 2005 recovery goal. The strategy recommends that Metro require local governments to adopt mandatory business recycling requirements that require the recycling of specific materials supported by expanded outreach and education programs.

Metro Solid Waste and Recycling Department staff met with local government solid waste staff to gather feedback on the work group's recommendations and presented the

issue to the Metro Policy Advisory Committee (MPAC) for consideration. Local governments were supportive of expanded outreach and education, but there was not consensus for the development of mandatory business recycling requirements. Local governments suggested allowing the development of alternative strategies that would achieve the same level of recovery as mandatory requirements. This would enable local governments to either develop mandatory recycling requirements or propose an alternative approach to achieve the same level of recovery.

Metro Council has directed staff to work with local governments and stakeholders to develop and evaluate strategies for increased business recycling and conduct additional technical analysis. Recommendations for alternative strategies for increased business recycling and the findings from the stakeholder meetings will be presented to Council in fall 2004. With Council approval, any new standards may be incorporated into the updated Regional Solid Waste Management Plan.

SCOPE OF WORK

The project will be divided into three different phases for completion that are summarized below.

Phase I: Preliminary Planning and Material Development

Metro staff will develop support materials for meetings with local government staff and stakeholders, including a discussion guide to facilitate stakeholder meetings and a feedback form to solicit additional input from stakeholders.

Phase II: Stakeholder Meetings

Metro staff will work independently with each local government to develop an approach for evaluating minimum standards for business recycling (mandatory recycling requirements), potential alternatives, and discussing the approaches and tradeoffs with stakeholders. The approach will vary by jurisdiction and summary reports will be developed based on the results of the stakeholder meetings.

Phase III: Final Report and Recommendations

Metro staff will prepare a final report that identifies the key findings from the stakeholder meetings. The report will be presented to the Solid Waste Advisory Committee, Metro Policy Advisory Committee and Metro Council for consideration.

*For a copy of the full scope of work please contact, Marta McGuire at (503) 797-1806 or e-mail mcguirem@metro.dst.or.us.