

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING)	Resolution No. 03-3308
THE YEAR 14 PARTNERSHIP PLAN)	
FOR WASTE REDUCTION (FISCAL)	Introduced by: Mark Williams, Interim Chief
YEAR 2003-04))	Operating Officer, with the concurrence of David
)	Bragdon, Council President

WHEREAS, the Partnership Plan for Waste Reduction has been a significant part of the Region's waste reduction and recycling programs for the past thirteen years in order to attain state-mandated regional recovery goals (OAR 340-90-050); and,

WHEREAS, the Partnership Plan serves as an implementation tool for the Regional Solid Waste Management Plan; and,

WHEREAS, the Partnership Plan continues to be one of the primary mechanisms for Metro and local governments to establish, maintain and improve recycling and waste reduction efforts throughout the Region; and,

WHEREAS, the means of implementing these waste reduction tasks is through the Partnership Plan, which is adopted by Metro and local governments and defines the work to be completed in the region; and,

WHEREAS, the Plan for the 2003-04 fiscal year is the fourth year of a significantly revised plan developed in response to lower-than-anticipated recovery rates in the region; to Council concerns about the focus of joint waste reduction efforts; and to local government desire for simplified reporting requirements; and,

WHEREAS, a cooperative process for formulating the Year 14 Partnership Plan was used by Metro and local governments and ensures a coordinated regional effort to reduce waste; and,

WHEREAS, the Year 14 Partnership Plan is consistent with and meets the intent of the goals and objectives in the Regional Solid Waste Management Plan; and,

WHEREAS, the Partnership Plan funding distribution to local governments for the maintenance section programs is a revenue-sharing program that is tied to adherence to the plan and satisfactory completion of work plan elements; and,

WHEREAS, the Partnership Plan grants are funded in the 2003-04 budget; and,

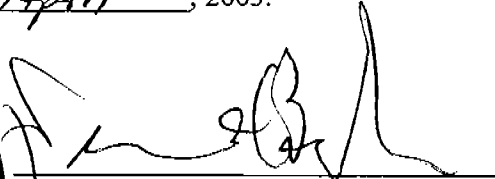
WHEREAS, the Year 14 Partnership Plan has been reviewed by the Solid Waste Advisory Committee and recommended for Metro Council approval; and,

WHEREAS, the resolution was submitted to the Council President for consideration and was forwarded to the Council for approval; now therefore,

BE IT RESOLVED, that the Metro Council approves the Year 14 Partnership Plan for Waste Reduction (attached hereto as Exhibit "A") and supports increased efforts to reduce waste in the Metro Region.


ADOPTED by the Metro Council this 10th day of April, 2003.





David Bragdon, Council President

Approved as to Form:



Daniel B. Cooper, Metro Attorney

Exhibit A to Resolution No. 03-3308

Year 14 (FY 2003-04)

Metro and Local Government
Annual Waste Reduction Program Plan

March 10, 2003

Draft (reflects the budget as submitted)

A. Background:

Since 1990, Metro and its local government partners have developed cooperative plans to implement the region's waste reduction and recycling programs.

These plans, implemented by both Metro and local governments, are designed to:

- build on the foundation of the Regional Solid Waste Management Plan;
- contribute to accomplishing state and regional waste reduction goals;
- provide regional continuity among the various local government and Metro programs.

Through this and other programs, Metro and local governments have worked together to provide programs and services including:

- single and multi-family residential recycling services;
- curbside yard debris collection;
- home composting education;
- waste reduction consultations to businesses;
- in-school programs for students and teachers;
- hazardous waste public outreach and education, and many other valuable programs and services.

Despite demonstrated successes in the residential sector, findings from the State of the Regional Solid Waste Management Plan Report indicated a need to place more emphasis and resources on three critical areas: Commercial waste reduction and recycling; construction and demolition debris management; and recovery of organic wastes. Substantial changes were made to the Annual Plan during 1999-2000, with the Year 11 (2000-01) Plan as the inaugural year for the new format. Year 14 begins the fourth year of this new structure, a focused approach to the three critical areas (commercial, organics and C&D) and continued support and maintenance of existing regional programs.

In rethinking the manner in which programs are planned and implemented, Metro, DEQ and local government partners chose to take a true team-oriented approach to developing new programs and initiatives. Intergovernmental work groups were formed to plan the new strategies and will implement and measure these new strategies as a

team—a truly regional effort. Local jurisdictions and Metro will also continue to maintain and report on independent activities.

This plan brings together three integral pieces of the region's waste reduction and recycling system: New and focused efforts to recover more from the commercial, construction/demolition debris (C&D) and organics sectors; continuation of competitive grants for innovative waste reduction programs; and the maintenance of programs that form the foundation of the region's recycling infrastructure.

B. Plan Structure and Format:

The Year 14 Partnership Plan is divided into the following three program areas:

- Part I: New Initiatives in Commercial, C&D, and Organics
- Part II: Targeted Competitive Grant Program
- Part III: Maintenance Programs

Part I is composed of initiatives in the three focus areas: Commercial, C&D, and commercial organics. These initiatives, now in their third year of implementation, form the core of the work and activities to be implemented in the region. Each of the three programs was identified as lagging in recovery levels necessitating intensive, focused planning and implementation efforts over the next few years.

Part II provides competitive grant funds and a structure to target RSWMP practices that are not otherwise addressed in other program plans and for which other sources of funding are not available. This portion of the program also seeks to support creative methods for addressing solid waste issues. Each year, an area or areas of focus will be developed based upon targeted needs or regional priorities.

Part III tracks the backbone of established programs in the region that must be continually maintained by local government and Metro services. These programs form the foundation of the region's waste reduction and recycling system and include single and multi-family residential recycling services, regular outreach and education to all residents and businesses, school education programs, household hazardous waste education and outreach, home composting programs, and regional planning support.

C. Annual Work Plan Development and Approval Process Schedule:

The program plan development schedule is incorporated into the Year 14 Annual Plan as "Appendix A".

D. Link to the Regional Solid Waste Management Plan Recommended Practices:

The Regional Solid Waste Management Plan (RSWMP) presents a set of recommended solid waste management practices designed to meet the overall goal of the RSWMP: Continue to develop and implement a Solid Waste Management Plan that

achieves a regionally balanced, environmentally sound and publicly acceptable solid waste system.

The RSWMP recommended practices embody six broad, integrated strategies:

1. Invest in waste reduction before building additional transfer and disposal capacity.
2. Expand the opportunity to recycle.
3. Emphasize the waste reduction hierarchy.
4. Maintain flexibility and encourage innovation.
5. Set interim target dates, define roles and responsibilities, and focus on implementation issues.
6. Advance cost-effective practices for managing the region's waste.

The RSWMP recommended practices were developed for particular areas of the solid waste system: Residential waste reduction, business waste reduction, building industries waste reduction, solid waste facilities regulation and siting, and transfer and disposal facilities.

Specific activities in this annual plan will be tied to the recommended practices through the annual State of the Regional Solid Waste Management Plan Report published by Metro at the end of each calendar year. The Year 14 Annual Waste Reduction Program Plan addresses all areas of the RSWMP recommended practices through maintenance of established programs, a new emphasis on commercial waste reduction and recycling, construction & demolition debris recovery, and commercial organic waste reduction and recovery.

E. Measurement and Evaluation:

Each of the three sections in this plan for waste reduction has an independent progress measurement and reporting scenario tied to the specific tasks involved. At the end of the fiscal year, progress reports for each section will be produced independently. These reports, combined with other important measures such as the State of the Regional Solid Waste Management Plan Report and the Annual DEQ Recycling and Recovery Report will be combined and used to assess regional waste reduction and recycling progress.

Long-term goal:

- To reduce the amount of materials generated and disposed in the Metro watershed.

Secondary goals:

- To develop and implement new, focused Metro and local government waste prevention and recycling programs aimed at the largest waste substreams (Waste Reduction Initiatives).

- To target special waste prevention and recycling areas for increased attention (targeted competitive grants).
- To maintain and increase existing Metro and local government waste prevention and recycling programs (foundation support grants).

Measurement (effectiveness):

- Increased regional recovery in total and by RSWMP recommended practice (total tons and per capita tons recovered and disposed).
 - How measured: DEQ recovery and disposal data; DEQ waste composition study (bi-annual); State-of-the-Plan Report.
 - Frequency of reporting: Annual.
 - Metro resources required: Waste Reduction staff, 400 hours; \$85,000 to \$100,000 (bi-annual DEQ waste composition study).

WASTE REDUCTION INITIATIVES

Organics

Objectives:

- Reduce the generation of organic wastes through waste prevention.
- Recover an additional 45,000 tons of organic waste (commercially generated) over 2000 baseline recovery, by 2005.

How?

- By increasing donation of edible food to established food rescue organizations.
- By developing processing infrastructure for commercially generated food waste (with local governments and private processors).

Measurement (accountability):

- The Commercial Organics Work Group will complete 90 percent of its annual work plan activities.

Measurement (effectiveness):

- Increased capacity for donation of edible food and increased donation.
 - How measured: Food rescue organizations will report the additional capacity (by volume) and additional donation (by weight).
 - Frequency of reporting: Annual.
- Increased organics processing infrastructure.
 - How measured: Number of facilities in region able to accept vegetative food waste; number of facilities in region able to accept all food waste; tons by facility (capacity and throughput).

- Frequency of reporting: Annual.

Construction & demolition debris

Objectives:

- Reduce the generation of C&D wastes through waste prevention.
- Recover an additional 35,000 tons of C&D materials over 2000 baseline recovery, by 2005.

How?

- By increasing salvage and deconstruction of usable building materials.
- By increasing source-separated recycling and post-collection recovery of C&D materials.

Measurement (accountability):

- The Construction & Demolition Work Group will complete 90 percent of its annual work plan activities.

Measurement (effectiveness):

- Increased salvage and deconstruction of C&D materials.
 - How measured: Increase in quantity of salvage and deconstructed building materials; increase in contractor use of used building materials infrastructure.
 - Frequency of reporting: Annual.
- Increased recovery of source-separated and mixed C&D materials.
 - How measured: DEQ recovery and disposal data (source-separated); Metro facility reports (source-separated and mixed); DEQ waste composition study (bi-annual); State-of-the-Plan Report; survey of contractors.
 - Frequency of reporting: Annual.

Commercial

Objectives:

- Reduce the generation of commercial wastes through waste prevention.
- Recover an additional 97,000 tons of commercial materials over 2000 baseline recovery, by 2005.

How?

- By increasing business waste prevention practices and diversion.
- By increasing the opportunity to recover commercial materials.

Measurement (accountability):

- The Commercial Work Group will complete 90 percent of its annual work plan activities.

Measurement (effectiveness):

- Increased waste prevention activities in businesses.
 - How measured: Each targeted project will be evaluated (potential diversion, participation).
 - Frequency of reporting: At the conclusion of a project.
- Increased technical assistance to businesses for waste prevention, recovery and buy recycled:
 - How measured: By jurisdiction, collection of baseline data through on-site visits, follow-up and progress visits; reports; third-party, in-field evaluations.
 - Frequency of reporting: Annual; interim report in November 2001.
- Increased recovery of commercially generated materials.
 - How measured: DEQ recovery and disposal data; DEQ waste composition study (bi-annual); State-of-the-Plan Report.
 - Frequency of reporting: Annual.

TARGETED COMPETITIVE GRANTS

Objective:

- Target RSWMP recommended practices and Waste Reduction Initiative efforts not addressed in other program areas.

Measurement (accountability):

- Grant recipients will identify and undertake a specific recycling or waste prevention project.
 - How measured: Reports (progress and final) by grant recipient, that describe the planned and actual activities for each grant; annual report by Waste Reduction staff summarizing goals, objectives, activities, measurement and results for all grants.
 - Frequency of reporting: Progress (90-day) and annual reports by grant recipient; annual summary report of all grants.

Measurement (effectiveness)

- Each grant application and resulting scope of work will identify goals, objectives, activities, measurement and anticipated results.
 - How measured: Reports (progress and final) by grant recipient, based on the goals, objectives, activities, measurement and results for each grant; annual report by Metro Waste Reduction staff summarizing goals, objectives, activities, measurement and results for all grants.

- Frequency of reporting: Progress (90-day) and annual reports by grant recipient; annual summary report of all grants.

FOUNDATION SUPPORT GRANTS

Objectives:

- To maintain and increase recovery through existing local government waste reduction and recycling programs.
- To provide an incentive for local governments to participate in regional waste reduction planning activities (Solid Waste Advisory Committee, Local Government Recycling Coordinator group, Organics Waste Reduction Initiative Work Group, Commercial Waste Reduction Initiative Group, Construction & Demolition Work Group).
- To continue to ensure the region is meeting (and exceeding) required state program elements for waste reduction and recycling programs.

Measurement (accountability):

- Local governments will identify and undertake a specific curbside recycling outreach activity for an existing local government program.
- Local government representatives will participate in at least one regional waste reduction planning group (larger jurisdictions will tend to participate in more than one group).
- Local governments will provide jurisdictional solid waste and recycling budget information.
 - How measured: Local government reports.
 - Frequency of reporting: Annual.

Measurement (effectiveness)

- Maintained or increased curbside recovery (total tons and per capita tons recovered and disposed).
 - How measured: DEQ recovery and disposal data; DEQ waste composition study (bi-annual); State-of-the-Plan Report.
 - Frequency of reporting: Annual.
 - Metro resources required: Included in overall program measurement costs, above.

Part I: New Initiatives in Commercial, C&D and Organics

Background:

The recent State of the Plan Report for the Regional Solid Waste Management Plan, which evaluated the region's progress toward its waste reduction goals, indicated a need for new initiatives in three solid waste program areas.

In June of 1999, a group of Metro and local government solid waste managers convened to address the issue of the need for new efforts in certain targeted sectors. As a result, three work teams comprised of Metro, local government and DEQ staff were formed to develop new strategies and initiatives in the commercial, construction & demolition debris, and commercial organics sectors. The teams' objectives included:

- Development of a new approach to the waste reduction planning process that results in unified, measurable, accountable and targeted work plans.
- Increase regional recovery by concentrating on the lagging sectors of commercial, organics, and construction and demolition (while continuing to support existing strong recovery from the residential sector.)
- Identify areas within these lagging sectors on which to focus cooperative waste reduction activities.
- Identify emerging issues in waste reduction planning that may need special attention; e.g., co-collection.
- Integrate the results of new initiatives into the State of the Regional Solid Waste Management Plan Report, DEQ Waste Composition Study and other recycling and solid waste data and studies.
- Determine the resources required for these new initiatives and measurement/reporting activities.
- Regular evaluation of the focus areas to ensure they remain relevant.

Fiscal Year 2003-04 Program Overview:

The following is a brief overview of the Waste Reduction Initiatives overall goals and activity highlights for fiscal year 2003-04. The complete text of the initiatives is provided in Appendix B.

Commercial:

In order to reach recovery goals, the region needs to recover an additional 97,000 tons of recyclables and yard debris from businesses, and prevent the generation of an additional 5,000 tons of waste through prevention and reuse programs.

FY 2003-04 Highlights:

- A subcommittee of the Solid Waste Advisory Committee has been formed to discuss the findings and recommendations of the Commingled Commercial Recyclables Processing Study. Metro has been asked to present the results of the study and subcommittee deliberations to date at a general session on Quality

Issues in Recycled Paper at the American Forest & Paper Association's Paper Week conference in March 2003.

- Metro Waste Reduction is beginning discussions with local stakeholders to identify issues related to a material disposal ban or mandatory recycling requirement for businesses.
- Waste evaluators and commercial recycling planners have received training in the principles of community-based social marketing, which are being integrated into program design. This approach, while longer to implement, has the advantages that the desired behavior change is much more likely to occur and that an evaluation methodology is developed at the same time as the program.
- An evaluation of the current CTAP program will determine business satisfaction with the current service, effectiveness in stimulating waste reduction changes, especially with waste prevention and recycled-product purchases, and provide feedback on the evaluation methodology being used.
- The City of Portland (lead), DEQ and Metro are implementing a Green Copier Project to work with one or more local office equipment companies in developing a marketing approach that promotes double-sided copying and use of recycled-content paper in copier machine sales and equipment leases. This study will compare the effectiveness of three approaches: institutionalizing waste reduction into the service chain; the back-end business education approach provided by CTAP; and a combination of the two.
- Clackamas County (lead), Gresham, Beaverton and Metro are developing outreach tools for local property managers and their tenants to increase recycling at multi-tenant office buildings and retail properties.
- The Commercial Recovery Work Group is developing a more comprehensive approach to buying recycled products that identifies a vision and measurable goal, addresses the additional barriers of performance and price, and integrates a buy-recycled component into other commercial projects where possible.

Construction & Demolition Debris:

According to the revised RSWMP recovery rates, the region must recover 35,000 additional tons of C&D debris in order to meet its established goals. The Construction and Demolition Debris Recovery plan is composed of three tracks, designed to increase recycling and recovery in all sectors of the construction industry while adhering to the solid waste hierarchy of reduce, reuse, recycle, recover, landfill.

FY 2003-04 Highlights:

- Continued funding and staff support over the next three years on the Construction Industry Association Partnership project. These partners continue to play a major role in bringing about the needed changes in the generation and management of C&D debris.
- The implementation of the planned regulatory changes at Tualatin Valley Waste Recovery (Hillsboro Landfill) and Lakeside Reclamation will be the final components in a region-wide "seamless safety net" that will ensure that post-

collection recovery will occur on all loads of C&D debris, regardless of which facility accepts the material.

- Because demolition waste accounts for over 50% of the region's C&D debris, we will be placing more emphasis on reducing the barriers to deconstruction/salvage and the development of salvage infrastructure.
- Metro will examine developing incentive programs to increase the recycling or recovery of C&D debris. Incentive programs could be targeted toward one or several of the following groups: generators, haulers, post-collection recovery facilities and source-separated recyclers.

Commercial Organics:

According to the revised RSWMP recovery rates, the region must recover 45,000 tons of organic waste from the commercial sector in order to meet its established goals. This plan is designed to guide the region in the direction of increased recovery while adhering to the solid waste hierarchy of reduce, reuse, recycle, recover, compost, landfill.

This plan takes a two-track approach to organic waste management. The first track emphasizes waste prevention, donation and diversion. This is considered to be a least-cost approach, since preventing the generation of the material in the first place removes the need to manage it as a waste product. Donation is the highest end-use of food that is produced, and diversion to animal feed is the next step down in the hierarchy. Each of these approaches can be implemented in a relatively rapid fashion in that an existing infrastructure is present in the region, and outreach materials may be produced with short turnaround. While the food donation infrastructure does exist, some assistance and support will be necessary to enhance capacity to accommodate new and increasing flow of material.

The second track focuses on developing a processing system to accommodate organic waste that cannot be diverted to higher-end uses. Every effort will be made to utilize existing infrastructure and tailor generator and collection programs to fit within existing operations and regulatory systems.

FY 2003-04 Highlights:

- Metro and the City of Portland are working closely to develop an effective and substantial grant program to secure food waste processing capacity to serve the region. Portland plans to move forward with its ordinance requiring certain food businesses to separate food waste for recycling.
- Two firms have recently approached Metro with serious proposals to receive and process the region's food waste into a beneficial end-product. Discussions with these firms and Metro's transfer station operator for the receipt and reload of organics are underway.
- Local governments and solid waste and recycling haulers in the region have expressed their commitment to work with us to recover organic waste. Two haulers have already begun to gear up for collection programs.

- Targeting business waste prevention practices, such as food display and storage techniques that prevent product damage, will be emphasized.
- Barrier and benefit identification study (using community-based social marketing principles) will be undertaken in order to develop very specific education and outreach methods.
- Metro will continue to examine the feasibility of implementing residential organic waste management programs in the region.

Program Administration and Reporting:

Because these new initiatives require the work and the support of all regional partners, the day-to-day administration of the various tasks in the Commercial, C&D and Organics programs will be managed by the respective regional intergovernmental work teams that developed these plans. Individual team members will be assigned oversight of particular pieces of the plans, and will be responsible for reporting back to the team when they meet on an ad-hoc basis. Each work team will give a regular update at the monthly Local Government Recycling Coordinators Meeting and will solicit feedback from the group as well as inform the group of progress being made. Data collection, measurement and year-end progress reports will be the responsibility of the work teams. As part of the overall Year 14 Program Plan, each work team will be responsible for production of a year-end report on the progress made in the region.

2003-04 Budgeted Funds:

Commercial initiatives:	\$705,000
Construction & Demolition Debris Initiatives:	\$177,000
<u>Commercial Organics Initiatives:</u>	<u>\$159,000</u>
Total:	\$1,041,000

Part II: Targeted Competitive Grant Program

Overview:

The competitive grant program is designed to supplement the program funding available through the Partnership Program. These grants are intended to assist local jurisdictions in targeting the RSWMP practices that are not addressed in other program plans, and for which other sources of funding are not available. This program also seeks to support creative methods for addressing solid waste issues.

Format and Structure:

Each year, Metro will specify focus area(s) or target(s) for this competitive grant program based upon RSWMP needs and priorities. Applicants will have the choice to:

- 1) Submit a proposal in the focus area(s); OR,
- 2) Propose a project outside the focus area(s) and demonstrate that there is a true need for this approach that is not being addressed through new initiatives, maintenance programs or other means. Alternative programs must also demonstrate that they contribute to meeting RSWMP goals.

Local jurisdictions interested in this program must submit an application for funds using a standardized form provided by Metro. Applications must include:

- a clear goal statement;
- a clear justification of need;
- a specific dollar amount requested;
- concise and meaningful measurement tools and methods; and
- a description of intended results.

Applications must identify the specific practices of the RSWMP to which the funds will be applied, demonstrate clear benefits to the region, and should be transferable to other jurisdictions.

Local jurisdictions are required to provide at least a 50% match to funds requested. This match may be dollars, materials, in-kind services or a combination of these. Applicants are encouraged to cooperate or develop formal partnerships with nonprofit, volunteer agencies, business associations, chambers of commerce or other groups. In-kind matches may be provided in part by some or all partners.

Reporting:

A 90-day progress report as well as a final report due 30 days from the completion of the project must be submitted to Metro. Reports must demonstrate how the project has met the stated criteria and the impacts the project has had to the prevention, recycling and recovery of waste in the region.

2003-04 Budgeted Funds: \$210,000

Part III: Maintenance of Existing Programs

Overview:

Part III of the Partnership for Waste Reduction focuses on the maintenance of existing and established local and regional waste reduction and recycling programs. Significant progress in waste reduction and recycling has been made over past years through these existing programs. In order to maintain these successes, established programs must continue to be funded, staffed and maintained at the same time that new initiatives are introduced.

Maintenance Program Plan Format, Structure and Timeline:

The Maintenance Program format is intentionally simple and straightforward. Local governments and Metro will each complete the attached chart, detailing the outreach, education and collection programs currently implemented and the efforts each will engage in to maintain these programs. This will provide a comprehensive regional picture of the existing programs implemented and maintained by local governments and Metro.

The reporting section is to be completed at the end of the fiscal year and submitted to Metro no later than August 1, 2003. This section will detail each task's actual implementation date, as well as relevant status reports, changes and noted results. The reporting section will serve as the basis for integrating existing program status and progress into the recommended practices of the RSWMP, as well as the required annual reporting to the Department of Environmental Quality.

Compliance with State Law and the Regional Solid Waste Management Plan:

All regional partners will continue to be required to comply with the provisions set forth in State Law (OAR 340-90-040) in addition to the tasks listed in the RSWMP. Metro will be the reporting agency for the region's three county area. Metro will also assume responsibility for integrating maintenance programs into the recommended practices set forth in the RSWMP. This integration will be illustrated in the Annual State of the Plan Report section titled Implementation Status of Recommended Practices.

Annual Allocation:

The funding assistance provided to local jurisdictions for the maintenance of existing programs is allocated on a per-capita basis. Each jurisdiction receives an allocation based upon its percent of the region's total population.

The FY 2003-04 allocation for the City/County of _____ equals \$_____.
This represents _____% of the overall City/County solid waste and recycling budget.

Program Overview Narrative:

This section of the Plan provides a more descriptive and encompassing overview of maintenance programs. Local governments and Metro will each provide a short annual narrative describing the range of programs and the principles behind them.

2003-04 Budgeted Funds:

\$636,540

PLANNED MAINTENANCE ACTIVITIES FOR FISCAL YEAR 2003-04

The Program Plan Table is divided into two sections: Planning and Reporting. The planning section lists program areas under the header marked "Tasks" which are to be completed in detail by Metro and local governments. All outreach, education, collection and other existing program efforts are to be listed under each task area with an associated implementation date noted under the heading "Planned Date." The section header "R/WP/B" identifies whether this particular program or activity is primarily recycling (R), waste prevention (WP) or both (B). This notation is to assist Metro in the collection of data for reporting to the Department of Environmental Quality on the region's waste prevention activities. The completed planning section of the table is due to Metro no later than June 1, 2002.

PLANNING			REPORTING	
Tasks	Planned Date	R/WP/B	Implemented Date	Implementation Status/Results
Residential				
<ul style="list-style-type: none"> ▪ Identify and undertake a specific curbside recycling outreach activity for an existing program. <i>(required)</i> 				
Multifamily				
<ul style="list-style-type: none"> ▪ ▪ 				
Home Composting				
<ul style="list-style-type: none"> ▪ ▪ 				
Commercial				
<ul style="list-style-type: none"> ▪ ▪ 				
Construction & Demolition				
<ul style="list-style-type: none"> ▪ ▪ 				
Household Hazardous Waste				
<ul style="list-style-type: none"> ▪ ▪ 				
Regional Planning Support				
<ul style="list-style-type: none"> ▪ ▪ 				
School Outreach and Education				
<ul style="list-style-type: none"> ▪ ▪ 				
Other				
<ul style="list-style-type: none"> ▪ Report jurisdictional solid waste and recycling data to Metro. <i>(required)</i> ▪ Participate in at least one regional waste reduction planning group <i>(required)</i> 				

Appendix A

Fiscal Year 2003-2004 Metro and Local Government Annual Waste Reduction Program Plan for Waste Reduction

PLAN DEVELOPMENT SCHEDULE

Timeline	Annual Work Plan Process
August/September 2002	Metro and local government targeted sector work teams (Organics, C&D, Commercial) review and amend plans and associated budgets
November/December 2002	Draft overall framework developed by Metro and local government staff.
March 2003	Regional public involvement: Metro SWAC review of drafts
March-April 2003	Council approval process: Metro Council consideration and adoption
April-May 2003	Local and Regional Public Involvement: Local SWAC and other public involvement Metro budget hearings Local government budget hearings
June 1, 2003	Local Government Participation Commitment Agreements Drafted
PLAN IMPLEMENTATION	
July 1, 2003	Start of Fiscal Year - Implementation begins
No later than Nov. 30, 2003	Intergovernmental agreements for grant funding approved and funds distributed to local governments to support the maintenance of existing programs.
REPORTING	
Aug. 1, 2004	Local government and Metro assess progress
Feb. 28, 2005	Metro produces annual report for the previous fiscal year period

Appendix B

Commercial Recovery Work Plan FY 2002-2005 March 2003

Overview

In order to meet Metro's watershed recovery goal set by state law, the region must attain a recovery rate of 56% by 2005, not including credits for waste prevention, home composting and reuse. In 2000, the region's recovery rate was 44.6%, having increased only 2 percentage points in the last five years. To meet the region's 2005 recovery goal, an additional 177,000 tons must be diverted from the commercial, C&D and organics sectors.

Commercial waste, excluding organics, comprises more than 40% of the region's total waste. For the commercial sector, the target is to recover an additional 97,000 tons for the region to stay on track to meet its goal.

In addition to recovery, the revised Regional Solid Waste Management Plan for Metro also identifies a waste prevention goal for businesses that is equivalent to 0.5% of regional generation (i.e., recovery plus disposal). With annual regional generation at 2.2 million tons, the commercial waste prevention goal is equivalent to about 11,000 tons of diversion. In 2000, an estimated 18,000 tons was prevented by various activities, meeting this goal. For 2005, the region projects that it can divert an additional 5,000 tons through waste prevention.

To meet these two goals, a Commercial Recovery Work Group (CRWG) comprised of local government, Oregon Department of Environmental Quality and Metro representatives have developed a plan that outlines policy and program options (including resource needs) to reach these goals. This plan represents the second three-year plan developed by this group and covers the period from FY 02-03 through FY 04-05. The plan groups its recommendations in three program tracks: waste prevention, recovery and market development.

Waste Prevention

The first track employs four basic strategies focused on waste prevention to help reach the region's waste prevention goal of 5,000 tons additional tons by 2005. These strategies are:

IA. To institutionalize waste prevention and reuse in the business activities of service providers, such as working with office equipment companies to set up copiers to duplex.

IB. To build regional capacity for organizations and businesses whose primary activity is waste prevention and reuse diversion for businesses (e.g., SCRAP, Schoolhouse Supplies, StRUT, thrifts, etc.).

IC. To target specific outreach activities at business sectors with the largest potential to reduce their waste and with the largest impact on the regional commercial waste stream.

ID. To assist individual businesses in implementing new waste prevention and buy recycled actions through the Commercial Technical Assistance Program.

The new recommended initiatives in this waste prevention track are:

1. Green copier project that will work with office equipment distributors of copiers to encourage their customers to set up copiers for duplexing and to use recycled-content paper. Estimated diversion is 500 tons (Strategy IA).
2. Waste prevention and reuse grants will increase the capacity and service area of organizations that work with businesses in these two areas. Estimated diversion is 1,500 tons (IB).
3. Packaging waste minimization that works with companies to increase packaging efficiency by reducing their packaging or making it more recyclable. If this project is successful, the case studies and tools will be distributed to other businesses in the targeted industry sectors. Estimated diversion from this pilot is 50 tons (IC).
4. The work group will evaluate next steps for an existing project with law firms that focused on increased use of duplexed documents printed on recycled paper for Oregon Court filings. Estimated diversion is 50 tons (Strategy IC).
5. Assessment of new waste prevention initiatives for FY 04-05 will evaluate both opportunities for new project areas or for continuing existing waste prevention projects with packaging and copiers. Estimated diversion from this project will be 1,000 tons.

Annual waste prevention diversion from the above elements of 3,100 tons will be combined with 1,900 tons from waste prevention activities from the IMEX outreach and the Commercial Technical Assistance Program for a total of 5,000 tons.

Recovery

The second track uses five strategies to address barriers to increased recovery from the business sector and to enable recovery of an additional 97,000 tons to reach the region's 2005 goal. These strategies are:

IIA. Increase awareness of the opportunities for greater recovery, especially for mixed paper, film plastic, scrap metal and yard trimmings.

IIB. Increase convenience of recycling through desk-side paper collection bins and commingled collection.

IIC. Establish and support policies, such as mandatory disposal bans and product stewardship, to overcome institutional barriers to participation or market development.

IID. Ensure an effective and efficient commercial recycling infrastructure for the region.

IIE. Increase the economics and stability of recovery by promotion of recycled-content products.

Prior to developing recommendations for this track, the CRWG reviewed Year 2000 data on regional recovery and waste composition for the commercial sector. Based on this analysis, the following recommendations of new initiatives or expansion of ongoing initiatives are made:

1. Required recycling and material disposal bans (IIC).

There are many successes in recycling at businesses. More than 75% of all newspaper and cardboard are recycled by businesses that generate these materials. However, despite recycling participation rates of 90% for those businesses that have these materials, there remains almost 57,000 tons in disposed waste (see Attachment 1). Disposed waste from malls and large multi-tenant buildings contains twice the amount of cardboard compared to waste from other business sectors. Despite the success with some paper grades, businesses are recycling only 59% of their office and scrap paper, leaving another 54,000 tons to be landfilled. In addition, plastic, metal and glass bottles only have a 21% recovery rate from businesses compared to 53% for households (not including the bottle bill). Finally, more than 46,000 tons of yard trimmings are still landfilled from businesses.

A study by CRWG of communities that have implemented similar material disposal bans and required recycling policies indicates material recovery rates of 90% are possible for paper and yard trimmings. This would result in 105,000 tons of diversion. For containers, a recovery rate of 80% would result in almost 25,000 tons could be recovered. For the Metro region, a mandatory disposal ban for recyclable paper, containers and yard trimmings could divert more than 130,000 tons. The Waste Reduction & Outreach Division's management is exploring the feasibility of this recommendation with other regional stakeholders.

If yard trimmings are not included in a material disposal ban, research should be conducted to identify the opportunity to recover this material from loose drop boxes or generators that use those boxes. Yard trimmings comprise 7% of disposed waste in loose drop boxes, which is 50% higher than any other type of delivery vehicle.

2. Expanded Commercial Technical Assistance Program (CTAP) (IIA,IIB,IIC,IID)

The CTAP program provides on-site customized assistance to individual businesses in recycling, waste prevention and buy recycled efforts. It is consistent with multiple strategies for increasing commercial waste reduction.

- In FY 02-03, CTAP funding will be expanded to include the City of Portland, resulting in a consistent, comprehensive and region-wide assistance program in waste reduction to businesses.
- A study of programs that have implemented required recycling or mandatory disposal bans found that a key element for success was the inclusion of an assistance program to businesses. This assistance allows non-complying businesses to make changes prior to the need for enforcement.

- The CTAP program will be evaluated to determine if this approach is more effective at helping businesses make changes in their waste reduction practices than the previous waste evaluation approach. A baseline survey of 370 businesses about the waste evaluation service found that 72% were very satisfied with the service and 62% of businesses had made a change in either recycling, waste prevention or buying recycled products. The site visit was instrumental in those changes, with 86% of the businesses acknowledging that the waste evaluator assistance was "very important" or "somewhat important" in the recycling program. The goals of the CTAP program reflect the focus on increasing the effectiveness of the assistance to result in changes at the businesses, especially for waste prevention and buying recycled products.
 - The CTAP approach to businesses will integrate the lessons learned from a workshop on community-based social marketing, including drafting activity-specific resource sheets that should more effectively assist businesses in making changes.
 - CTAP will also assess the potential benefit of broadening the scope of the assistance to resource efficiency, similar to the approach currently taken by the City of Gresham. If businesses are more likely to engage in waste reduction actions as part of a larger resource efficiency approach, then it may be effective to broaden the scope of the CTAP program to include other resource actions if local governments are supportive of that direction.
3. Multi-tenant retail outreach (IIA)

This program will work with property managers for malls and multi-tenant office buildings to develop outreach tools to assist in increasing recovery.
 4. Buy recycled (IIE)

Marketing and evaluation plans will be developed for an interactive database of recycled products. In addition, a leadership group of businesses that use recycled products will be assembled. This group would assist in marketing recycled products. A proposed initial focus would be to promote recycled-content paper's performance and cost-effectiveness.
 5. General outreach (IIA)

There are a number of opportunities for general and targeted outreach programs for specific materials (e.g. mixed paper, scrap metal, film plastic), policy support (disposal ban), commingling, IMEX, WRAIN and industry sectors (law firms). The work group will identify priorities from among this group for each fiscal year.
 6. Model design recycling storage tools (IIB)

A survey of 624 regional businesses indicated that 15% felt a lack of outside storage space limited their ability to recycle. Clackamas County has developed some outreach tools for architects and builders. These tools and perhaps some additional ones will be reviewed and distributed to regionwide users.
 7. Commercial commingled processing facilities (IID)

The findings of a study of eight processing facilities will be reviewed for possible next steps to ensure that effective recovery from collected commercial recyclables is taking place at these facilities.

Market Development

CRWG will work closely with Metro's market development staff to define and implement its programs. CRWG has identified three strategies for commercial recyclables market development:

IIIA. Ensure markets for existing commercial recyclables have adequate capacity and healthy economics, especially for increased recovered volumes.

IIIB. Develop economic markets for commercial discards not being recycled.

IIIC. Work with businesses to substitute recyclable packaging for non-recyclable packaging.

The market development projects identified by the CRWG are:

1. Mixed paper. Investigate market capacity and impact on system economics due to increased mixed paper recovery. An estimated 35,000 tons could be recovered from businesses (IIIA).
2. Carpet. Research the feasibility of working with the national carpet recovery initiative to establish a regional collection program for carpet. Develop an implementation plan based on this research. An estimated 19,000 tons of carpet could be recovered from commercial generators alone (IIIB).
3. Recyclable packaging. Work with vendors and suppliers to substitute recyclable polycoated cardboard packaging for the current non-recyclable waxed corrugated cardboard and polystyrene block foam containers. An estimated 10,000 tons of waxed corrugated cardboard are disposed annually, representing 50% of non-recyclable paper packaging (IIIC).
4. Mixed glass. Investigate the processing systems and markets for mixed glass recovery, especially from commercial waste. An estimated 11,000 tons of glass are still landfilled and an indeterminate amount is lost at processing facilities. (IIIA).
5. Textiles. Assess the feasibility of commercial textile recovery by implementing more detailed sorting of disposed textiles in commercial waste in the 2004 waste composition study to determine what fraction is recyclable or reusable. About 25,000 tons of textiles are disposed annually (IIIB).
6. Rigid plastic containers. Assess the processing and market feasibility of recovering plastic tubs and other rigid plastic containers from businesses. This would be especially timely if local governments decide to expand residential curbside recycling collection to include plastic tubs. About twice the tonnage of tubs, or 10,000 tons, are available from commercial waste compared to residential waste (IIIB).

COMMERCIAL WASTE PREVENTION AND RECOVERY
March 2003

	Staffing	2002-2003 M+S Budget	2003-2004 M+S Budget	2004-2005 M+S Budget
TRACK 1: WASTE PREVENTION Target specific activities for implementation and measurement.				
A. Targeted waste prevention projects.				
1. Green copier project	Hawley, Apotheker, Allaway, Keller, Erickson	X	X	
2. Packaging minimization (DEQ lead): work with 5-7 businesses to increase packaging efficiency and serve as models for others.	Allaway, McGuire	X	X	
3. Legal outreach program.	Apotheker, Allaway	X		
4. Waste prevention and reuse resources and grants targeted to recovery and reuse businesses to increase their capacity and effectiveness. <ul style="list-style-type: none"> ▪ Develop grant guidelines in FY 02-03 ▪ Implement in FY 03-04, FY 04-05 	Erickson, McGuire, Team	X	\$100,000	\$100,000
5. Assessment of new opportunities for waste prevention (FY 03-04), implement program based on results of assessment (FY 04-05).	Apotheker, Team		X	\$50,000
Subtotal (Section A)		0	\$100,000	\$150,000
B. Buy-recycled program				
1. Develop business leadership group to promote recycled product use. <ul style="list-style-type: none"> ▪ Transition 10 to 30 large paper-intensive businesses to recycled-content paper. ▪ Utilize this group of prominent businesses to implement and establish a buy-recycled paper peer project to establish industry norms. ▪ Utilize corporate and government block-buying power to increase demand for recycled-content paper and to increase stock availability from suppliers. ▪ Coordinate with promotion of Green copier project. ▪ Research FY 02-03, Implement FY 03-04 	McGuire, Team	X	\$5,000	\$5,000
2. Develop and implement evaluation plan to assess impacts of buy recycled database. <ul style="list-style-type: none"> ▪ Identify users, effectiveness of outreach, CTAP usefulness, track business behavior change. 	Apotheker, McGuire, Contractor	X	\$15,000	
3. Buy-recycled database <ul style="list-style-type: none"> ▪ Update ▪ Marketing plan 	McGuire, Ziolko, Team	X	\$10,000	\$5,000
Subtotal (Section B)		0	30,000	10,000
Total Track 1		0	\$130,000	\$160,000

X = Activities that will occur in this fiscal year, but have no associated budget line item.

TRACK 2: RECOVERY Develop a system to ensure effective commercial recovery is in place.				
A. Increased Outreach to Businesses				
1. Materials exchange (IMEX, Nwmaterialsmart) outreach and web site refinement to better serve regional users. <ul style="list-style-type: none"> ▪ Assess the effectiveness of outreach. ▪ Identify barriers to use. ▪ Develop and implement improvements to increase utility and use. 	Allaway, Kolberg	X		
2. Multi-tenant retail outreach <ul style="list-style-type: none"> ▪ Develop and provide outreach and resources to custodial firms and property managers in FY 2002-03 ▪ Evaluate effectiveness of tools and outreach effort (FY 03-04) 	Ziolko, McGuire	X	X	
3. Business Recycling Awards Group (BRAG) <ul style="list-style-type: none"> ▪ Continue general promotion. ▪ Provide incentive grants with a goal of increasing membership. ▪ Utilize data gained to inform CTAP program efforts. 	Cable, McGuire, Team	\$18,000	\$25,000	\$35,000
4. Evaluate outreach programs	Apotheker, Erickson, Contractor	\$15,000	\$10,000	\$10,000
5. Outreach to the business community <ul style="list-style-type: none"> ▪ Focus on specific materials (mixed paper, film plastic, scrap metal, carpet) ▪ Focus on specific topics (convenience of commingling, disposal ban education, IMEX, WRAIN) ▪ Focus on selected business sectors (very targeted and coordinated with CTAP findings) ▪ Utilize and distribute tools developed and tested by Clackamas County as needed. 	Erickson, Kolberg, Team, Contractor	\$70,000*	\$40,000	\$40,000
Subtotal (Section A)		\$103,000	\$75,000	\$85,000
B. Commercial Technical Assistance Program (CTAP).				
1. Evaluate effectiveness of CTAP program to date. <ul style="list-style-type: none"> ▪ Compare the behaviors of businesses receiving CTAP assistance with those who have not. ▪ Examine the impacts of CTAP visits, level of behavior change and implementation of recommendations. ▪ How many businesses have implemented waste prevention and reuse activities aside from just recycling. 	Apotheker, Contractor	\$35,000		\$35,000
2. CTAP waste reduction assistance to businesses <ul style="list-style-type: none"> ▪ Evaluate to include a broader environmental approach, including energy efficiency, water resources, etc ▪ Partner with power suppliers and water consortium. 	LG, Apotheker, Team	\$400,000	\$400,000	\$400,000
3. CTAP tools and waste evaluator training to support program implementation.	Apotheker, McGuire, Team	\$30,000	\$20,000	\$15,000
4. Regional business list	Apotheker		\$10,000	
Subtotal (Section B)		\$465,000	\$430,000	\$450,000

X = Activities that will occur in this fiscal year, but have no associated budget line item.

*\$15,000 of these funds were redirected from the model design tasks that will no longer be implemented.

C. Ensure commingled processing capacity and standards.				
1. Inventory of different commercial commingled sorts and processing facility capacity. ▪ Utilize results to target problem material streams and residual levels (glass, shredded paper, etc.)	Engel, Apotheker, Team	X		
2. Implement recommendations for monitoring facility performance.	Engel, Apotheker, Team,	X	\$20,000	\$20,000
3. Work with local governments and haulers to prohibit the mixing of fibers and glass in collection vehicles and at recovery facilities.	Barrett, Engel, LG	X		
Subtotal (Section C)		0	\$20,000	\$20,000
D. Required recycling (Waste Reduction manager to determine additional steps and budget)				
1. Feasibility and recycling requirements	Barrett, Erickson		\$15,000	TBD
2. Generator-based recycling requirements implementation	Barrett, Erickson		\$15,000	TBD
3. Stakeholder involvement process -carryover	Barrett, Erickson		\$10,000	TBD
4. Stakeholder involvement process	Barrett, Erickson		\$10,000	TBD
Subtotal (section D)			\$50,000	TBD
Total Track 2			\$618,000	\$525,000

X = Activities that will occur in this fiscal year, but have no associated budget line item.

TRACK 3: MARKET DEVELOPMENT Ensure adequate market capacity is available.				
A. Increase market development efforts.				
1. Commercial end-use market capacity study for mixed paper.	Engel, Apotheker, Team		\$20,000	\$10,000
2. Commercial end-use market research and pilots (carpet, plastic tubs, textiles, mixed glass).	Engel, Erickson, Team		\$15,000	\$15,000
3. Work with vendors to substitute recyclable packaging for waxed corrugated cardboard.	Apotheker, Engel, Team		\$ 5,000	\$25,000
Subtotal (Section A)			\$40,000	\$50,000
Total Track 3			\$40,000	\$50,000

SUMMARY Materials & Services		2002-2003 M+S Budget	2003-2004 M+S Budget	2004-2005 M+S Budget
TOTAL TRACK 1		0	\$130,000	\$160,000
TOTAL TRACK 2		\$618,000	\$525,000	\$555,000
TOTAL TRACK 3		\$40,000	\$50,000	\$50,000
SUB-TOTAL (TRACKS 1,2 3)		\$658,000	\$705,000	\$784,670
LESS Currently Budgeted Funds		\$708,000	NA	NA
TOTAL New Funds Needed For Materials & Services		-\$50,000	\$705,000	\$765,000

Construction & Demolition Debris Recovery Work Plan 2002-2005
March 2003

Overview

The region must recover over 35,000 tons of C&D waste from the construction sector in order to meet its established goals for 2005. This plan was cooperatively developed by the Construction and Demolition Debris Work Group comprised of Metro and local government staff. The plan will guide the region in the direction of increased recovery while adhering to the solid waste hierarchy of reduce, reuse, recycle, recover, compost, then landfill as a last resort.

This plan takes a two-track approach to C&D debris management. The first track emphasizes waste prevention, salvage and reuse. The practices and programs in this section are among the most important in this plan because they are considered to be the lowest cost and most effective methods of managing C&D debris. Salvage and deconstruction practices are one of the few tools available to effectively reduce the 60% of C&D debris coming from demolition activities. The local salvage and deconstruction service provision and retail infrastructure is growing, but several barriers, which are addressed in this plan, keep these practices from becoming widely adopted.

The plan's second track focuses on developing effective C&D debris recycling and processing programs for the debris that is not a candidate for deconstruction and salvage. This plan includes a wide range of tools and tactics being used to improve source-separated and post-collection recovery of C&D debris. Education and incentives are being used in conjunction with processing requirements and disposal bans to recycle and recover the necessary tonnage.

Based on prior years of research, the C&D Work Group is continuing to target these four sectors as the primary generators of salvageable and recyclable C&D debris:

- new commercial (under \$3 million);
- commercial remodel/tenant improvement;
- wood-frame building demolition;
- residential remodeling (performed by licensed contractors).

The C&D Work Group has been receiving feedback over the last two years from the Local Government Solid Waste directors, salvage and recycling industry representatives and Metro staff on the progress and direction of current and future task force activities. This feedback, along with the lessons learned while implementing the first three years of the C&D Waste Reduction Initiative, provided the basis for the FY 2002-03, 2003-04 and 2004-05 C&D Waste Reduction Initiative. Because of the longer-than-anticipated lead time it took to get going on several plan tasks, there are several components that are being carried forward in to the new three-year plan, such as implementing the Three-year Communication and Marketing strategy.

There are also several new themes and work areas in the FY 2002-03, 2003-04 and 2004-05 plan, including:

- Place more emphasis on reducing the barriers to deconstruction/salvage and the development of salvage infrastructure.
- Develop incentive programs to increase the recycling or recovery of C&D debris. Incentive programs could be targeted toward one or several of the following groups: generators, haulers, post-collection recovery facilities and source-separated recyclers.

- Develop estimations of how much additional salvage, recycling or recovery can be expected from each task or program.

C&D tonnage diversion objectives:

Metro staff estimate that approximately 35,000 tons additional tons of C&D recovery are needed from the C&D sector by 2005 to meet regional recovery goals. While it is difficult to estimate the effect in tons from waste prevention activities and softer program elements such as education and outreach, the C&D task force assigned tonnage diversion performance estimates to the three tracks to be used as a guideline. In several cases, the tonnage estimates below are for the pilot phase of a project and may not adequately reflect what the long-term tonnage diversion potential is once a program is rolled out to the entire region.

**The FY 2002-03, 2003-04, 2004-05 Construction and Demolition
Waste Reduction Initiative Work Plan**

TRACK 1: WASTE PREVENTION, SALVAGE AND REUSE

Develop focused outreach and education programs on salvage and deconstruction practices for the region's contractors, developers, architects, material specifiers, property managers and property owners.

A. Waste Prevention Outreach and Education	Staffing	2002-03 M+S Budget	2003-04 M+S Budget	2004-05 M+S Budget
1. Implement three-year communication and marketing program <ul style="list-style-type: none"> • Begin implementing first year of program June 2002. • Follow three-year implementation plan for communication and marketing activities to increase awareness and knowledge of Salvage and Deconstruction practices by: <ul style="list-style-type: none"> ➢ Building partnerships with local industry associations (AIA, ABC, AGC, CSI, HBA, ORA, chambers of commerce and business associations). ➢ Working cooperatively with local plan centers, building permit centers, building material retailers and wholesalers to distribute Metro C&D literature. ➢ Creating direct outreach opportunities through a series of managers' forums ➢ Creating interest in waste reduction by placing articles/case studies in local industry publications such as the Daily Journal of Commerce, NW Construction magazine and the Business Journal. • Collateral materials include the Metro Construction Industry recycling Toolkit and the Toolkit Planners Guide 	Contractor with oversight by C&D Work Group	\$95,000 (\$45,000 from carry over)	\$50,000 \$20,000	\$50,000
2. Implement C&D Recycling Ambassador program <ul style="list-style-type: none"> • If the communication and marketing plan and processing requirement is not generating the needed C&D salvage, recycling and recovery tonnage by the end of FY 2003-04, the communication and marketing efforts will be increased by hiring and training a "C&D recycling ambassador". This contractor will compliment the C&D Work Group's communication and marketing efforts by performing drop-in waste evaluations at construction and demolition sites. They will distribute Metro and local government C&D recycling literature and teach C&D industry staff how to comply with local and regional regulatory requirements for C&D debris recycling. 	Contractor with oversight by C&D Work Group	-0-	-0-	\$50,000
3. Evaluate and measure effect <ul style="list-style-type: none"> • Take baseline measurement of target audience's waste-related knowledge and behaviors before official start of first year. • Continue evaluating/measuring effect to determine benefit of continuing program. • Update Metro Council on measurement findings in June of each year starting with 2003. 	Contractor with oversight by C&D Work Group	\$5,000	\$10,000	\$10,000
Subtotal (Track 1-Section A)		\$100,000	\$80,000	\$110,000

TRACK 1: WASTE PREVENTION, SALVAGE AND REUSE , continued

Develop focused outreach and education programs on salvage and deconstruction practices for the region's contractors, developers, architects, material specifiers, property managers and property owners.

B. Reduce the barriers to Deconstruction and Salvage	Staffing	2002-03 M+S Budget	2003-04 M+S Budget	2004-05 M+S Budget
1. Model specifications for government construction contracts <ul style="list-style-type: none"> • Research, establish and implement model government procurement/construction practices that encourage rather than discourage deconstruction over mechanical demolition. • Pilot specifications on Metro and LG projects and monitor results 	<i>Contractor with oversight by C&D Work Group</i>	-0-	\$5,000	\$5,000
2. Building permit fees <ul style="list-style-type: none"> • Work with building permitting organizations such as the Tri-County Permitting consortium and deconstruction service providers to identify options for reducing the permit fees and waiting periods for demolition jobs where significant quantities of material are being salvaged or deconstructed. • Pilot new fee/incentive schedule at one large and one small jurisdiction building permit center and monitor results. 	Contractor with oversight by C&D Work Group	-0-	\$5,000	\$5,000
3. Improve reuse options at solid waste facilities <ul style="list-style-type: none"> • Investigate the creation of reuse stations for used building materials being dropped off at transfer stations, landfills and MRF's. • Implement a six-month pilot of the reuse station concept at a Metro transfer station, limited- purpose landfill and a local C&D MRF and monitor results. • Use pilot data to make a recommendation for constructing permanent reuse stations at solid waste facilities 	Contractor with oversight by C&D Work Group	-0-	\$30,000	\$30,000
Subtotal (Track 1-Section B)		-0-	\$40,000	\$40,000
C. Waste Prevention Grants				
1. Promote used building materials * Note that this item has been part of the Metro C&D budget since FY 1995-96	C&D Work Group	\$4,000	\$7,000	\$4,000
Subtotal (Track 1-Section C)		\$4,000	\$7,000	\$4,000
TOTAL (TRACK 1)		\$104,000	\$127,000	\$154,000

TRACK 2: C&D DEBRIS RECYCLING AND PROCESSING

Develop a system to ensure that source-separated recycling or effective post-collection recovery is available or provided to targeted sectors of the C&D industry.

A. Create incentives for generators, haulers, source-separated recyclers and post-collection recovery facilities to increase their recovery of recyclables from the C&D waste stream.	Staffing	2002-03 M+S Budget	2003-04 M+S Budget	2004-05 M+S Budget
1. Continue to monitor the progress of existing incentive programs such as the Metro System Fee Credit Program	C&D Work Group	-0-	-0-	-0-
2. Investigate the feasibility of piloting other incentive program options and recommendations outlined in the June 2002 report "Required Recycling and Incentive Program Survey."	Contractor with oversight by C&D Work Group	-0-	\$20,000	\$50,000
B. Require that specified C&D loads be processed before disposal				
1. Develop the regulatory tools to carry out a processing requirement <ul style="list-style-type: none"> With direction from Regulatory Affairs staff, C&D Work Group will assist in the development of policies and regulations to implement, monitor and support this task. 	REM staff C&D Work Group	Ongoing	Ongoing	Ongoing
2. Develop stakeholder involvement process <ul style="list-style-type: none"> If deemed necessary by Metro SWAC and REM managers, plan and execute a stakeholder involvement plan in FY 2003-04. 	C&D Work Group/REM staff	-0-	-0-	-0-
3. Implement pilot programs <ul style="list-style-type: none"> Implement pilots at affected facilities and/or provide assistance to affected facilities to make long-term investment in MRF infrastructure. 	Contractor with oversight by C&D Work Group	-0-	-0-	\$50,000
C. Ban the disposal of certain material(s) commonly found in C&D loads				
1. Conduct research on the impact of disposal bans <ul style="list-style-type: none"> Gather local information on C&D loads and C&D waste hauling to determine appropriate lower and upper threshold and load types effected, where the burden of responsibility should be placed, how bans could be enforced. Identify potential effects on material markets. Identify potential effect in tons. Identify potential methods of measuring the effect of the ban. Identify methods for addressing the limited processing capacity in sections of the Metro region. Identify if this should be a regional or statewide effort. This data gathering effort will be coordinated with local governments and other organizations as appropriate. Convene a group of key stakeholders and local government staff. Participants include ORRA, Tri-County Haulers Association, AOR, Metro SWAC, facility operators and builder groups. 	Contractor with oversight by C&D Work Group	-0-	\$5,000	
2. Implement disposal bans <ul style="list-style-type: none"> Pending stakeholder approval, C&D Work Group will begin pilots. Create measurement methods, education materials and conduct facility staff trainings. Begin limited pilots to evaluate the most effective methods of rolling this program out to all facilities. Full implementation expected in FY 2004-05. 		-0-	-0-	\$100,000
TOTAL (TRACK 2)		-0-	\$25,000	\$225,000

TRACK 3: MARKET DEVELOPMENT

Assist in the development of markets that support the recycling and salvage of building materials

A. Assist in the development of the local retail infrastructure for the used building material industry.	Staffing	2002-03 M+S Budget	2003-04 M+S Budget	2004-05 M+S Budget
1. Develop markets for used commercial building materials <ul style="list-style-type: none"> Evaluate what is needed to build this market, code changes, infrastructure, or promote existing venues for the exchange or resale of commercial building materials 	Contractor with oversight by C&D Work Group	-0-	\$25,000	\$5,000
2. Promote building with used building materials <ul style="list-style-type: none"> Work with building industry and building code officials to create awareness and approved practices for building with used building materials. 	Contractor with oversight by C&D Work Group	-0-		\$25,000
B. Provide technical assistance to Metro Market Development program <ul style="list-style-type: none"> Assist Metro market development coordinator with the evaluation of proposals and monitoring of funded projects. 	C&D Work Group			
TOTAL (TRACK 3)		-0-	\$25,000	\$30,000

TOTALS		2002-03 M+S Budget	2003-04 M+S Budget	2004-05 M+S Budget
TRACK 1		\$104,000	\$124,000	\$154,000
TRACK 2		-0-	\$25,000	\$200,000
TRACK 3		-0-	\$25,000	\$30,000
GRAND TOTAL		\$104,000	\$177,000	\$384,000

Metro Regional Organics Work Plan 2002-2005
March 10, 2003

Overview

According to the revised Regional Solid Waste Management Plan recovery rates, the region must recover 55,000 tons of organic waste from the commercial sector and 35,000 tons from the residential sector in order to meet its established goals. This plan, cooperatively developed by the Regional Organics Work Team comprised of Metro, DEQ and local government staff, is designed to guide the region in the direction of increased recovery while adhering to the solid waste hierarchy of reduce, reuse, recycle, recover, compost, landfill.

This plan takes a two-track approach to organic waste management. The first track emphasizes waste prevention, donation and diversion. This is considered to be a least-cost approach as preventing the generation of the material in the first place removes the need to manage it as a waste product. Donation is the highest end-use of food that is produced, and an established system to collect and redistribute donated food exists in the region. Additionally, track 1 programs can be implemented in a relatively rapid fashion due to existing infrastructure and the fact that outreach materials may be produced quickly. Emphasizing food donation also helps to address the problems of hunger in the region and the state. Oregon ranks highest in the nation for the incidence of hunger and sixth for food insecurity. In 2000, 650,000 Oregonians ate meals from emergency food boxes at least once during the year. While the food donation infrastructure does exist, continued assistance and support is necessary to enhance capacity to accommodate a new and increased flow of material and to increase the amount of perishable foods donated.

The plan's second track focuses on implementation of a collection and processing system to recover organic waste that cannot be diverted to higher-end uses. The development of permanent organic waste collection and processing systems to serve the region is the emphasis for the next three years of the Organics Plan. Every effort will be made to utilize existing infrastructure and tailor generator and collection programs to fit within existing operations and regulatory systems. In order for the region to reach its recovery goals, organic waste collection and processing must be implemented. However, the development of permanent collection and processing facilities will remain contingent upon economic and environmental feasibility.

A series of outreach efforts including barrier and benefit identification and increased outreach to encourage the donation of edible food will be implemented. Upon the development of permanent collection and processing capabilities, an intensive education program for businesses to properly separate and prepare organic waste for collection and processing will be undertaken in cooperation with the region's local governments. The provision of funds to support the acquisition of appropriate food waste collection containers and equipment will be revisited contingent upon processing system development.

The following draft plan provides the details and the accompanying resources needed for the implementation of the next phase of the regional organic waste management plan. During this second phase, the team has chosen to continue to target large organics-rich businesses and industries and to begin to examine residential programs. These targeted businesses are:

- Large retail grocery stores
- Large restaurants
- Hotels
- Institutional cafeterias*
- Produce wholesale warehouses

(*Institutional cafeterias include food service operations in schools and universities, hospitals, large office buildings, corporate campuses, prisons, etc.)

If commercial collections prove successful, the Organics Team will examine the development and implementation of residential food waste diversion programs.

TRACK 1: WASTE PREVENTION, DONATION AND DIVERSION

Continue and intensify focused outreach and education programs for targeted food-intensive businesses to increase waste prevention, donation and diversion practices.

A. Waste Prevention	FTE	2002-03 Budget	2003-04 Budget	2004-05 Budget
1. Research, development, assessment <ul style="list-style-type: none"> ▪ Identify the barriers to increased waste prevention practices in businesses. ▪ Develop examples of industry practices that encourage waste prevention. ▪ Implement barrier reduction program. 	Contractor		<i>Combined with donation barrier study (Task B. 3.)</i>	<i>Combined with donation barrier study (Task B. 3.)</i>
<ul style="list-style-type: none"> ▪ Assess the progress of the first three years of the organics program implementation. 	Contractor			
<ul style="list-style-type: none"> ▪ Provide funding to DEQ for a second year of specific food waste disposal data as part of the state-wide waste characterization study. Focus on detailed residential food waste characterization as well as success of commercial program implementation. 	DEQ		*	*
<ul style="list-style-type: none"> ▪ Continue partnerships with industry associations to create suitable and effective outreach messages, appropriate outreach methods, and to lend credence to the program (seek out sponsorships or endorsements.) 	Team			
2. Grants for waste prevention programs <ul style="list-style-type: none"> ▪ Grants will provide the means to enable implementation of model waste prevention practices at food businesses (e.g., offer vs. serve, less-wasteful display methods, reusable shipping containers, etc.) 	Team		\$100,000	
3. Continue focused outreach and education on waste prevention coupled with on-site assistance <ul style="list-style-type: none"> ▪ Utilize research results and existing materials currently in use in the region to tailor specific materials for production. ▪ Continue regular presentations at the Western Culinary Institute. ▪ Develop new partnerships to enhance outreach scope and effectiveness. ▪ Coordinate with waste evaluators for outreach methods. ▪ Identify barriers to waste prevention utilizing CBSM. 	McGuire			
SUB-TOTAL (Section A)		\$40,000	\$100,000	0

*Funding for these additional samples are included in a separate area of the Waste Reduction Division's 2003-04 budget.

B. Donation	FTE	2002-03 Budget	2003-04 Budget	2004-05 Budget
1. Enhance donation infrastructure and build capacity <ul style="list-style-type: none"> ▪ Continue grant program to provide funding, property or equipment to qualifying charitable organizations to increase their capability to collect, receive, store, process and distribute perishable foods. 	Team	\$200,000 ‡		
<ul style="list-style-type: none"> ▪ Examine the need for additional infrastructure improvements such as the development and coordination of an efficient, centralized transportation and distribution system for food collected. Work to develop a tracking database and logistics system. 	McGuire Food Rescue Agencies		<i>research</i>	\$100,000 <i>tentative</i>
<ul style="list-style-type: none"> ▪ Assist food rescue agencies in the development and implementation of partnerships for the long-term preservation, processing, packaging and storage of large quantities of fresh foods. ▪ Gap grants to provide necessary equipment to enable storage capabilities. 	Team, Erickson, McGuire			\$100,000
2. Create network (organics team members, businesses and food rescue agencies) to assess outreach and coordinate messages, identify areas of further coordination and Metro's role in the edible food recovery system (coordinate with Council of Food Industry Presidents, Chefs' Collaborative and other existing groups).	McGuire, Erickson, Team			
3. Research and development: Identify the barriers and benefits to food donation <ul style="list-style-type: none"> ▪ Rigorous study/survey to identify true barriers, convene focus groups within food industry, develop barrier reduction strategies and pilot them. 	McGuire, Contractor	\$40,000	<i>Implement</i> \$20,000	<i>Assess</i>
4. Education and outreach: based on the findings of barrier identification research, educate targeted businesses about all aspects of food donation in coordination with charitable agencies (utilize Community-Based Social Marketing principles). <ul style="list-style-type: none"> ▪ Develop stronger and more effective outreach methods and messages. ▪ Develop strategies to make donation the first choice over composting or disposal (make donation the rule rather than the exception). ▪ Broad media campaign for food donation message during FY 2003-04. 	Team, Media Consultant, Food Rescue Agencies, McGuire	\$5,000	\$10,000	
<ul style="list-style-type: none"> ▪ Work with agencies to refine message regarding Good Samaritan Laws, liability issues, "myths and realities" of food donation. ▪ Work with DEQ and other associations (such as AOR) to develop alternative vehicles for information dissemination regarding food donation and liability throughout the state to enhance knowledge. 	McGuire, Erickson			
<ul style="list-style-type: none"> ▪ Update and print educational materials as needed. 	McGuire	\$3,000	\$10,000	\$5,000

5. Community involvement: provide support and assistance to organizations and associations involved in developing sustainable food systems in the region. <ul style="list-style-type: none"> Actively participate in Community Food Matters forums and committee meetings. Continue membership and active involvement with the development and implementation of the City of Portland/Multnomah County Food Policy Council. Connect and coordinate with local Chefs' Collaborative members. 	Erickson, McGuire			
SUB-TOTAL (Section B)		\$243,000	\$40,000	\$205,000

‡Up to \$100,000 in additional funds may be available in FY 2002-03 from un-spent infrastructure development grant funds.

C. Diversion	FTE	2002-03 Budget	2003-04 Budget	2004-05 Budget
1. Continue to monitor and assess the potential for diversion of food waste to animal feed markets in light of new federal and state regulations for the feeding of food wastes to cattle and hogs. <ul style="list-style-type: none"> Feed Commodities, Inc. Threemile Canyon Dairy 	McGuire, Erickson			
SUB-TOTAL (Section C.)		0	0	0
TOTAL (Track 1)		\$283,000	\$140,000	\$205,000

TRACK 2: ORGANIC WASTE COLLECTION AND PROCESSING INFRASTRUCTURE DEVELOPMENT

Assist with the development of a range of collection and processing options using existing infrastructure to the greatest extent possible.

A. Generator Programs	FTE	2002-03 Budget	2003-04 Budget	2004-05 Budget
1. Develop specific educational materials focused on generator types, geographic area, hauler equipment, and end-use of materials collected. <ul style="list-style-type: none"> Focus outreach and education on commercial collection programs (barrier identification). Provide on-site assistance to generators implementing separation and collection programs. Provide generators with a menu of alternative management options (e.g., link to local farmers) 	Team, McGuire, Erickson		\$4,000 <i>(Design and print)</i>	\$5,000
SUB-TOTAL (Section A.)			\$4,000	\$5,000

B. Development of Collection Infrastructure	FTE	2002-03 Budget	2003-04 Budget	2004-05 Budget
1. Work with area haulers and businesses to determine feasible organics collection routes throughout the region. <ul style="list-style-type: none"> ▪ Research hauler willingness/potential to develop collection cooperatives. ▪ Provide GIS services to haulers to help plot and study potential collection routes. 	LGs, Team, Metro DRC			
2. Develop grant program to assist with the development of the organic waste collection system. <ul style="list-style-type: none"> ▪ Work with haulers to determine equipment needs, collection schedules and assistance required to implement routes. ▪ Provide funds to local governments or directly to haulers to share in the costs of system implementation (collection containers, truck modifications, educational materials, etc.) 	Team, Erickson, McGuire	\$30,000 <i>(LG pass-through)</i>		\$350,000
3. Assist with implementation of organic waste collection programs. <ul style="list-style-type: none"> ▪ Develop and provide appropriate outreach and educational materials and services. ▪ Provide staff assistance for program roll out, education, on-site assistance/orientation. ▪ Review state and local rules and regulations for commercial solid waste collection frequency to ensure incentives for separation of organics exists. Recommend policy and rule changes to state and local regulators where appropriate. 	Team, McGuire, Erickson		\$15,000	\$10,000
4. Residential food waste management program development.* <ul style="list-style-type: none"> ▪ Research approaches to residential food waste management used throughout the US ▪ Identify barriers to residential food waste prevention management (survey).* ▪ Test strategies to increase residential prevention and management of food waste. ▪ Promote at-home management of food waste via waste prevention, home composting, sale of worm bins at compost bin sales. 	Team, McGuire, Erickson			\$20,000 <i>test strategies</i>
<ul style="list-style-type: none"> ▪ Develop plan for implementation of residential collection of organic wastes if processing capacity available and economics are favorable. 	Team McGuire		<i>plan development</i>	
<ul style="list-style-type: none"> ▪ Implement large-scale pilot projects and determine true costs of program implementation.** 	Team			\$100,000
SUB-TOTAL (Section B.)		\$30,000	\$15,000	\$480,000

*Barrier identification will also include food waste collection program barriers as well as prevention and at-home management of food wastes.

**Residential pilots include testing the effectiveness of distribution of home worm bins, education and outreach on home composting of food waste with yard debris, and food waste prevention education.

C. Utilization and Enhancement of Existing Infrastructure for Delivery and Processing of Organic Wastes	FTE	2002-03 Budget	2003-04 Budget	2004-05 Budget
1. Build local infrastructure by working closely with facilities throughout the region to research potential and assist with the implementation of organics reload and transfer. <ul style="list-style-type: none"> ▪ Work with facility operators, local officials, etc. to research and determine feasibility and likelihood of varied degrees of delivery and reload of organics on a case-by-case basis. ▪ Provide organics reload services at Metro transfer stations and other appropriate regional facilities. 	Team Erickson		\$700,000	
2. Processing facility development assistance. <ul style="list-style-type: none"> ▪ Continue to support and assist the City of Portland with the development of an all food waste processing facility. ▪ Provide financial and legal assistance with siting, permitting and land use issues. ▪ Coordinate and consult with local government land use planners to identify the barriers and opportunities, foster understanding, and develop cooperative relationships regarding food waste processing facilities. ▪ Develop a system that will streamline permitting and approval system for applicants. 	Team LU attorney			
3. Processing infrastructure development grants. <ul style="list-style-type: none"> ▪ Continue to administer existing grants. ▪ Continue to offer matching grant funds to yard debris facilities to assist with upgrades to accommodate food wastes. 	Team Erickson	\$320,000		
4. Consider the use of a short-term subsidy to support organics collection and processing until more economically viable local options are developed.	Team			
SUB-TOTAL (Section C.)		\$320,000	\$700,000	0
TOTAL (Track 2)		\$350,000	\$719,000	\$485,000

	FY 2002-03	FY 2003-04	FY 2004-05
Subtotal Section A	\$40,000	\$100,000	0
Subtotal Section B	\$243,000	\$40,000	\$205,000
Subtotal Section C	0	0	0
TOTAL TRACK 1	\$283,000	\$140,000	\$205,000
Subtotal Section A	0	\$4,000	\$5,000
Subtotal Section B	\$30,000	\$15,000	\$480,000
Subtotal Section C	\$320,000	\$700,000	0
TOTAL TRACK 2	\$350,000	\$719,000	\$485,000
SUB-TOTAL (Tracks 1 and 2)	\$633,000	\$859,000	\$690,000
Less Currently Budgeted Funds	\$633,000	\$700,000	0
GRAND TOTAL New Funds Needed	0	\$159,000	\$690,000
TOTAL FTE (.66 of 1.0 FTE limited duration staff shared with commercial initiative)	\$40,155¹	\$37,451¹	\$39,342¹

¹Includes fringe.

Other consideration:

Track 1:

- Peer education, publish case studies and newsletters, etc.
- Have businesses call peers to encourage donation.

Track 2:

- Identify potential generators who may benefit from on-site processing options.
- Consider public/private purchase and development of processing facilities if existing infrastructure proves unsuitable/insufficient.

DRAFT March 19, 2003

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 03-3308, FOR THE PURPOSE OF APPROVING THE YEAR 14 PARTNERSHIP PLAN FOR WASTE REDUCTION (FISCAL YEAR 2003-04)

Date: February 20, 2003

Prepared by: Jennifer Erickson

BACKGROUND

Each year since 1990, Metro staff and local government staff have prepared a work plan for the region's waste reduction activities in the upcoming fiscal year. The plan is designed to provide a regional framework for programs that lend continuity throughout the region, as well as to partner in our efforts to meet state requirements and work toward reaching regional goals.

The plan for the 2003-04 fiscal year is the fourth year of a revised format plan developed in response to lower-than-anticipated recovery rates in the region. The Year 14 Partnership Plan is the second year in which a measurement system designed to assess both the accountability and the effectiveness of program elements has been incorporated.

The plan includes three program areas: maintenance, targeted competitive grants, and initiatives in commercial, construction and demolition debris, and organics recovery.

- *Maintenance* provides baseline support (on a per capita basis) for the foundation of regional recycling through a joint work plan and funding for established local and regional waste reduction and recycling programs.
- *Targeted competitive grants* supplement maintenance funding by helping local governments target Regional Solid Waste Management Plan practices that are not addressed elsewhere and for which other sources of funding are not available, especially for "lagging" waste sectors. Local governments provide matching funds.
- *New initiatives in waste reduction* for the commercial, construction and demolition debris, and organics sectors will receive increased focus. The State-of-the-Plan Report found that significant amounts of recoverable materials are present in those sectors and that recovery in these sectors was lagging. Three work groups, one group for each sector, and comprised of Metro and local government staff, developed separate work plans for three fiscal years beginning in 1999-2000 and have developed a subsequent three-year plan, beginning in 2002-03.

Solid Waste Advisory Committee (SWAC) Review: The plan has been to SWAC for review, comment and approval and received its unanimous endorsement without amendments on March 17, 2003.

ANALYSIS/INFORMATION

1. Known Opposition:

None.

2. Legal Antecedents:

ORS 459A "Opportunity to Recycle Act" requires "that the city, county or metropolitan service district responsible for solid waste management" provide recycling services, public education programs, and contribute to the statewide solid waste recovery goals. OAR 340-90-040 sets forth the administrative requirements for such programs. In response to state requirements and more aggressive regional goals, Metro developed a Regional Solid Waste Management Plan (a functional plan) adopted by Council via Ordinance 95-624, For the Purpose of Adopting the Regional Solid Waste Management Plan. The Partnership Plan, adopted by resolution annually, is one of the implementation tools developed to fulfill the recommended practices of the Regional Solid Waste Management Plan

3. Anticipated Effects

This resolution will approve the format and framework for the Annual Partnership Plan for Waste Reduction between local governments and Metro. This enables local jurisdictions to complete their portion of the plan and for Metro and local jurisdictions to begin the annual waste reduction program implementation process.

4. Budget Impacts:

A total of \$1,887,540 has been proposed in the FY 2003-04 draft budget for the three parts of this program:

- \$636,540 for maintenance programs
- \$210,000 for the Targeted Competitive Grants
- \$1,041,000 for the Waste Reduction Initiatives.

RECOMMENDED ACTION

The Chief Operating Officer recommends approval of Resolution 03-3308.