

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF AMENDING)	RESOLUTION NO. 85-538
RESOLUTION NO. 84-491 TO ADD A)	
WASTE REDUCTION POLICY TO THE)	Introduced by the
INTERIM MANAGEMENT STRATEGY FOR)	Executive Officer
THE ST. JOHNS LANDFILL)	

WHEREAS, On September 13, 1984, the Council of the Metropolitan Service District adopted Resolution No. 84-491 which sets forth an interim management strategy for the purpose of extending the useful life of the St. Johns Landfill; and

WHEREAS, An effective waste reduction program is an important part of such landfill management strategy; now, therefore,

BE IT RESOLVED,

That the following waste reduction language is added to and made part of the Interim Management Strategy for the St. Johns Landfill as set forth in Resolution No. 84-491:

4. Metro will pursue a reduction in the quantity of waste being landfilled through the development and implementation of additional waste reduction efforts:

- A comprehensive, coordinated, multi-year regional promotion/marketing plan to be developed by July 1985 and to begin implementation by October 1985.

- A demonstration project for recycling collection from multiple family dwellings to be completed by June 1986.

- Waive collection of user fees and regional transfer charges on mixed waste received at franchised mixed waste sorting operations.

ADOPTED by the Council of the Metropolitan Service District
this 24th day of January, 1985.



Presiding Officer
Ernie Bonner

NW/gl
1747C/392-11
01/28/85

CONSIDERATION OF RESOLUTION NO. 85-538 AMENDING
RESOLUTION NO. 84-491, FOR THE PURPOSE OF ADDING
WASTE REDUCTION POLICY TO THE INTERIM MANAGEMENT
STRATEGY FOR THE ST. JOHNS LANDFILL

Date: January 11, 1985

Presented by: Dennis Mulvihill

FACTUAL BACKGROUND AND ANALYSIS

Recommending adoption of Resolution No. 85-538 amending Resolution No. 84-491 adopted on September 13, 1984, "For the Purpose of Adopting an Interim Management Strategy for the St. Johns Landfill" to extend its useful life. This report discusses the impact of current programs and describes waste reduction actions that can be taken by Metro as an additional strategy for extending landfill life.

Landfill life will be positively impacted by the passage of Oregon's 1983 Recycling Opportunity Act and Metro will be providing technical assistance to the region's cities, counties, DEQ and other affected interests, in a effort to bring about the expedient implementation of this landmark law. This situation also provides Metro the opportunity to obtain clear direction from the region's public and affected interests on how they want the residential recycling element of their Solid Waste Management plan to be structured.

The passage into law of Oregon's Recycling Opportunity Act (SB 405) and the subsequent development and adoption of rules for its implementation by the Environmental Quality Commission (EQC) was guided primarily by the recognition that source separated recycling at the household level holds the greatest potential to increase recycling volumes. Based on the experience of other municipalities, providing the curbside opportunity could decrease the amount of solid waste going to landfills 3 to 5 percent yearly. Over a three-year period this could amount to one or two months of landfill space saved, depending upon solid waste flows and participation rates. In order to buy an extra day of capacity, 1,700 tons of waste must be diverted. To realize this potential, the Act mandated the provision of promotion, education, curbside collection and multi-material recycling centers at landfills.

Metro is reponsible under the new law to participate with this region's wastesheds in the development of recycling reports for delivery to the DEQ by July 1986. These reports will indicate how the opportunity to recycle is being provided in each watershed.

Metro's portion of the reports will describe the multi-material recycling centers available at our facilities, and the types of regional promotional techniques we use to tell the public why they should recycle, where they can recycle and how to prepare the material.

Cities and counties were delegated broader responsibilities under the Act and Administrative rules. It clearly indicates that local government has the primary responsibility for providing the opportunity to recycle at the household, including promotion and education. It also gave them clarified franchise authority to accomplish this. In the next 18 months local jurisdictions and other affected interests will be addressing their responsibility under the Act, identifying both methods and areas of need to accomplish it. In keeping with its FY 1984-85 budget goals, Metro's staff will be providing technical assistance to the region's wastesheds on the most effective methods for providing the recycling opportunity.

This state mandate for providing recycling services also gives Metro the unique opportunity to obtain information and consensus for updating the Waste Reduction Chapter of the SWMP. The opportunity to recycle Act is serving as a catalyst for clarify the divisions of authority and responsibilities for source separated recycling in the region. While this information would have been obtained during the course of the Metro's SWMP process, the passage of the Recycling Act accelerates its development and to a great extent forces the involvement of all affected interests. This is resulting in a legitimate and stable system that will become effective much more quickly.

While taking advantage of these circumstances through its current budget programs, Metro can also act in four additional areas to cause an increase in landfill life:

- Develop a model demonstration project for recycling collection from multiple family housing. This will be an expansion of Metro's Residential Recycling program. In return for a sum of money dedicated to promotion and education purposes, three cities agreed to keep track of the costs and effectiveness of their efforts to provide on-route residential curbside recycling programs. These cities are now models for the rest of the regional jurisdictions to use in the design of their programs. This purpose has become more salient with the advent of SB 405. Studies have shown that the availability of models is one of the most effective methods for gaining participation in recycling programs.

One result of our experience with the residential recycling program has been the recognition that multiple family dwellings recycle much less but represent a substantial portion of the region's housing and there is little information on how to set up and manage a recycling

collection program for them. It is recommended that unexpended residential recycling program dollars be diverted to such a program (approximately \$15,000). A Request for Proposal would be designed and distributed to all cities in the region for a program to be completed by July 1986.

Adoption of a multi-year regional promotion marketing program: The development of a long-range coordinated and comprehensive marketing plan for promoting waste reduction on a regional level will accomplish two purposes:

- increase public participation in recycling in order to save landfill space; and
- complement the promotional/educational efforts of local jurisdictions to convince the public to use the opportunity to recycle.

The effectiveness of a well researched marketing theme repeated over a period of time has been well documented in the advertising and political elections arena. Its application here will result in positive benefits for landfill life.

Planning for the marketing campaign will begin immediately. The research phase will continue over the next several months and will include three elements: 1) meetings with officials or staff in each jurisdiction to coordinate our promotion/education efforts with theirs; 2) a review of literature and relevant research to determine the state of the art in the marketing of recycling; and 3) if needed, a market survey in this region with results that can be used to design an effective campaign.

Research will be concluded, a documented implementation plan developed, and many of the campaign materials designed by the end of this fiscal year. Staff anticipates beginning the campaign next fall. In the intervening months planned public education and promotion activities, including the Recycling Forum and the Recycling Information Center will be continued. The format and content of the newsletter will be changed to reflect suggestions in a recently distributed questionnaire. Several new fact sheets and promotional efforts also are under development in the Recycling Information Center.

Conduct a demonstration project at the St. Johns Landfill to determine the cost effectiveness of siting additional yard debris drop off centers. The processing and marketing elements of the current yard debris system are progressing well. The processors have grown in three years from accepting no yard debris to approximately 17,000 tons a year. There is now approximately 32,000 tons per year

(TPY) of residential generated yard debris being landfilled. The processors maintain that with time, they can handle all the region can produce from residential sources. They are concentrating now on developing markets and increasing their processing efficiency.

The collection element of the yard debris system is just beginning to develop. Five cities offer service to their public and more are expected because of the burning ban imposed on yard debris and the need for curbside service being offered for other materials by the new recycling Act. This momentum suggests the need for the siting of additional yard debris drop off centers in the region. The increased convenience of additional drop off sites, providing that the cost is not prohibitive, would accelerate the growth and efficiency of the system. But, assessment work needs to be completed to determine the costs, possible methods and locations. The St. Johns Landfill yard debris program will be used to help reach these conclusions. The results of this study will be available by September 1985.

- On an interim basis waive Metro fees for franchised mixed waste sorting operations. A precedent has been established with Metro's action on the Oregon Waste Management franchise, but a formal statement by the Council on this would send a message to the region of our interest in more applications.

Staffing for these actions would be able to be accommodated by the current budget, but may require the recruitment of an additional staff position that has been unfilled to date.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Resolution No. 85-538. A copy of adopted Resolution No. 84-491 is attached.

DM/srs
2576C/405-12
01/16/85

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ADOPTING AN) RESOLUTION NO. 84-491
INTERIM MANAGEMENT STRATEGY FOR)
THE ST. JOHNS LANDFILL) Introduced by the
) Executive Officer

WHEREAS, ORS 268 designates the Metropolitan Service District (Metro) to be the provider of solid waste disposal facilities in the Portland metropolitan area; and

WHEREAS, The Council of the Metropolitan Service District has identified the site known as "Wildwood" to be the next general purpose sanitary landfill when the St. Johns Sanitary Landfill is filled to its design capacity; and

WHEREAS, Due to delays encountered in receiving final approval for the use of Wildwood as the region's next general purpose landfill, it now appears that Wildwood will not be available upon the anticipated closure of the St. Johns Landfill; and

WHEREAS, The Metro Council recognizes the need to ensure uninterrupted access to an environmentally sound and conveniently located general purpose sanitary landfill as a manner of acceptable public health practices; now, therefore,

BE IT RESOLVED,

That the following interim management policies and strategies for the St. Johns Landfill are adopted for the purpose of extending the useful life of this limited resource in order to provide Metro additional time to secure final approval from appropriate governmental bodies for the Wildwood Sanitary Landfill site.

1. Metro will attempt to divert additional drop box material to limited use landfills based upon discussions with and suggestions made by the Solid Waste Policy Alternatives Committee (SWPAC).
2. Metro will begin to explore and secure permission from other authorized sites accessible to the Metro region for the disposal of municipal solid waste. The Executive Officer will report to the Metro Council on the progress of these discussions at the Council's first regularly scheduled meeting in February of 1985.
3. Metro will consult with the City of Portland, the Department of Environmental Quality and the residents of north Portland to develop a process of assessing future development of the St. Johns Landfill to correspond with the opening of the next general purpose regional landfill.

ADOPTED by the Council of the Metropolitan Service District
this 13th day of September, 1984.



Presiding Officer

NW/gl
1747C/392-8
09/18/84

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Councilor Kelley suggested an informal workshop be scheduled to address the policy issues raised by Councilors. Presiding Officer Bonner said he would consider such a workshop after staff submitted their recommendations to the Council.

8.2 Consideration of Resolution No. 85-538, for the Purpose of Amending Resolution No. 84-491 and Adding Waste Reduction Policy to the Interim Management Strategy for the St. Johns Landfill

The Presiding Officer said the Council had previously adopted a resolution which established an Interim Management Strategy for the St. Johns Landfill. When the resolution was adopted, the Council instructed staff to draft language for a waste reduction policy that would be added to the overall strategy. He then invited Dennis Mulvihill to review the proposed waste reduction policy language.

Mr. Mulvihill explained the four key elements of the waste reduction policy proposed by staff for the St. Johns Landfill: 1) develop a model demonstration project for recycling collection from multiple family housing; 2) adopt a multi-year regional promotion marketing program; 3) conduct a demonstration project to determine the cost effectiveness of siting additional yard debris drop off centers; and 4) on an interim basis, waive Metro fees for franchised mixed waste sorting operations. He then referred Councilors to the revised Resolution which included the above proposals.

Councilor Hansen asked about the status of the yard debris demonstration project at the St. Johns Landfill. Mr. Mulvihill said about 10,000 cubic yards of yard debris has been stockpiled at the landfill, staff were negotiating to purchase processing equipment and the program would be in operation within five months. Most of the processed material would be sold for hog fuel or used for final landfill cover, he said.

Councilor Waker, in addressing staff's proposal to waive fees for franchised mixed waste sorting operations, asked if all fees would be waived. Mr. Mulvihill and Norm Weitting responded that Metro user fees and transfer fees would be waived when the mixed sorting operations received the mixed waste from St. Johns. After the mixed waste was sorted and the unacceptable waste was brought back to St. Johns, the operations would be assessed Metro fees. Eleanore Baxendale said the Council would have to adopt a separate ordinance to waive Metro fees. This would allow the Council to conduct a full policy discussion on this issue, she said. Councilor Waker said it was unclear to him, after reading the proposed resolution, which fees would be waived.

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Presiding Officer Bonner suggested the following revisions be made to staff's proposed Resolution (new language is underlined and language to be deleted is in parenthesis):

- "4. Metro will pursue a reduction in the quality of waste being landfilled through the development and implementation of additional waste reduction efforts:
- * A comprehensive, coordinated, multi-year regional promotion/marketing plan to be developed by July 1985 and to begin implementation by October 1985.
 - * A demonstration project for recycling collection from multiple family dwellings to be completed by June 1986.
 - * (A research project to assess siting additional yard debris drop off centers.)
 - * Waive collection of user fees and regional transfer charges on mixed waste received at franchised mixed waste sorting operations. (Waive Metro fees for franchised mixed waste sorting operations.)"

The last two paragraphs of the Resolution be deleted.

The Presiding Officer said he thought this language was clearer, specific timelines were stated, and funds had been appropriated for these programs.

Motion: Councilor Kirkpatrick moved the Resolution be adopted incorporating all the changes suggested by the Presiding Officer (as listed above). Councilor Kelley seconded the motion.

Councilor Gardner asked why the Presiding Officer had removed reference to the yard debris program. Presiding Officer Bonner explained in the past he had failed to receive the Council's support regarding this program and wanted more time to prepare a specific proposal the Council would adopt.

Vote: A vote on the motion resulted in:

Ayes: Councilors Cooper, DeJardin, Gardner, Hansen, Kirkpatrick, Kelley, Myers, Van Bergen, Waker and Bonner

Absent: Councilors Kafoury and Oleson

The motion carried and the Resolution, as proposed by Presiding Officer Bonner, was adopted.

8.3 Consideration of Resolution No. 85-531, for the Purpose of
Establishing a Legislative Position Relating to Jails

Steve Siegel said staff would present information at this time on Resolutions No. 85-531 and No. 85-536 because the two matters were closely related. He then introduced Deke Olmsted, Director of Justice Services for Multnomah County, and Don Barney of Don Barney & Associates, currently under contract with Metro to conduct criminal justice planning activities.

Mr. Siegel explained the Council had charged staff with recommending what role Metro should play in the area of criminal justice activities. The Council had awarded a contract to Barney & Associates and established a Criminal Justice Task Force to: 1) develop a criminal justice agenda for the 1985 legislative session in relation to overcrowding of state prisons; and 2) determine Metro's long-term role in the area of criminal justice.

Mr. Olmsted said the Metro Criminal Justice Task Force had provided the vehicle for reaching a consensus on regional jail policy. He said the recommendations of the Task Force, contained in Resolution No. 85-531, had been approved by the Commissions of Multnomah, Clackamas and Washington counties and would be submitted as draft legislation, probably through the State Senate Justice Committee. In summary, he said the Resolution would request the state to provide adequate space to house Class A or B felon sentenced to a period of incarceration. Mr. Olmsted explained this action would save local government thousands of dollars.

Councilor Van Bergen said Clackamas County jails housed a substantial number of federal prisoners awaiting trial while it appeared many county prisoners were being released due to lack of jail space. He asked if there were any provisions for a cooperative federal housing arrangement to correct this situation. Mr. Olmsted said this Resolution did not address that specific problem but he was familiar with the federal/county arrangement because it also existed in Multnomah County. Multnomah County, however, bought additional space and then rented it out at a profit to the federal government. This insured space for Multnomah County inmates, he said.

Mr. Barney spoke on behalf of the Task Force, recommending its continuation as a standing committee as proposed in Resolution No. 85-536. He said the Task Force was an important forum for local government officials to reach a consensus on criminal justice issues such as the issue addressed in Resolution No. 85-531.