

 **Metro** | *Agenda*

MEETING: METRO COUNCIL WORK SESSION
DATE: July 13, 2010
DAY: Tuesday
TIME: 2:00 PM
PLACE: Metro Council Chamber

CALL TO ORDER AND ROLL CALL

- 2:00 PM** **1. ADMINISTRATIVE/CHIEF OPERATING OFFICER COMMUNICATIONS**
- 2:15 PM** **2. METRO ACCOMPLISHMENTS FOR THE FISCAL YEAR** Robinson
- 2:30 PM** **3. DISPOSAL SYSTEM ROADMAP: PRESENTATION & DIRECTION DISCUSSION** Chaimov
- 3:30 PM** **4. COUNCIL BRIEFINGS/COMMUNICATION**
- 5. EXECUTIVE SESSION HELD PURSUANT TO ORS 192.660(2)(i)** To review and evaluate the employment-related performance of the chief executive officer of any public body, a public officer, employee or staff member

ADJOURN

Agenda Item Number 2.0

**METRO ACCOMPLISHMENTS
FOR THE FISCAL YEAR**

PRESENTED BY SCOTT ROBINSON,
DEPUTY COO

Metro Council Work Session
Tuesday, July 13, 2010
Metro Council Chamber

MATERIALS WILL BE DISTRIBUTED UNDER SEPARATE COVER

Agenda Item Number 3.0

**DISPOSAL SYSTEM ROADMAP: PRESENTATION &
DIRECTION DISCUSSION**

PRESENTED BY TOM CHAIMOV, SENIOR PLANNER
AND STAFF

Metro Council Work Session
Tuesday, July 13, 2010
Metro Council Chamber

METRO COUNCIL

Work Session Worksheet

Presentation Date: July 13, 2010 Time: 2:15 PM Length: 60 min.

Presentation Title: The Solid Waste System in 2020: A Way Forward

Department: Parks and Environmental Services

Presenters: Scott Robinson, Tom Chaimov

PURPOSE & GOALS

This purpose of this work session item is to begin to lay out the Metro Council's preferred path for guiding the solid waste system toward the year 2020, when Metro's major solid waste contracts will have expired. Staff will identify a number of short-term actionable items, as well as actions Metro can take now to effect outcomes in the longer term.

Today's Goals:

1. Summary of recent Councilor input.
2. Council agreement—or a modification thereof—with staff's framing of the conversation.
3. Council support for an approach to achieving desired outcomes.

ISSUE & BACKGROUND

Desired Outcomes

For every aspect of its regional planning work, Metro seeks to guide the region toward six desired outcomes:

1. People live and work in vibrant communities where they can choose to walk for pleasure and to meet their everyday needs.
2. Our children and their children benefit from the region's sustained economic competitiveness and prosperity.
3. People have safe and reliable transportation choices that enhance their quality of life.
4. The region is a leader in sustainability and minimizing contributions to climate change.
5. Current and future generations enjoy clean air, clean water and healthy ecosystems.
6. The benefits and burdens of growth and change are distributed fairly and equitably.

Your upcoming choices about our region's disposal system present an unprecedented opportunity to contribute to each of these outcomes. Reducing vehicle trips and associated noise and pollution will make our neighborhoods cleaner, safer and quieter. By working to prevent waste in the first place, Metro can help reduce carbon pollution and save everyone time and money by reducing the traffic caused by garbage trucks.

By using its regulatory authority and market influence, Metro can ensure full and fair competition for the opportunities our waste stream creates, while also protecting the interests of underserved and underrepresented communities. More importantly, Metro can use its unique position to foster and catalyze innovative new businesses that can make better products that create less waste and find new and improved uses for the waste we do create.

Metro’s leadership can help ensure we make the most of the resources we have and that we live up to our responsibility to leave a positive legacy for future generations. Metro can play a leading role in reducing disposal costs for existing businesses to protect jobs and our competitiveness. And Metro can use its disposal system to partner with existing and new businesses to create good jobs in the future. The decisions you make about future disposal requirements and options can make our existing neighborhoods safer, cleaner and more livable. Finally, Metro’s work on the disposal system will help ensure a safe, healthy environment for everyone.

Solid Waste Context

The most basic lever that Metro has for achieving desired outcomes in the solid waste system is to reduce the amount of discarded material (see Figure 1.). Yet much of our system was built to manage discards. While Metro’s pursues long-term reductions in overall waste generation, Metro can in the meantime help the region productively use that which will be discarded. Essentially, this is the upper echelon of the reduce-reuse-recycle hierarchy. Transforming the system into one in which managing discards is not the primary solution will require reductions in the total amount of material generated, more options for repurposing materials for productive use, and equity for all in our access to associated services.

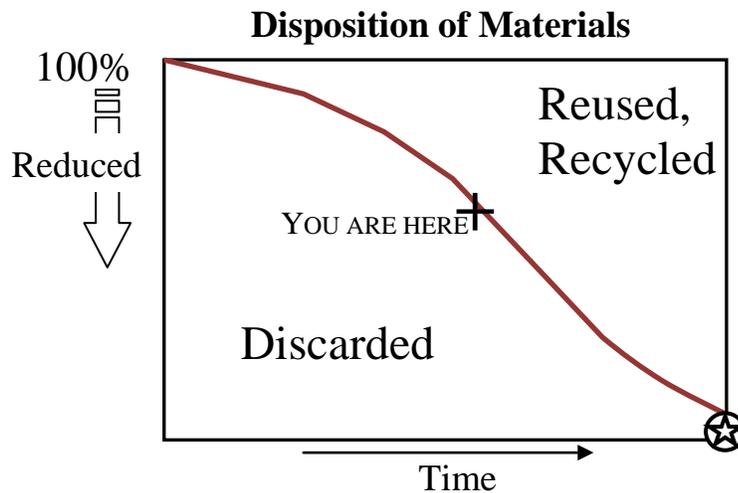


FIGURE 1. A depiction of the region’s path from a time when nearly 100% discards were disposed (open burn and/or landfilled) to a future time when disposal will truly be the option of last resort (star symbol).

With over a million tons of waste landfilled every year, the region has an opportunity to wean itself from such a dependence on disposal, and during May and June Metro Councilors shared with staff some ideas about how to lead that charge. Councilors’ input is summarized below in the form of an action-plan framework.

Summary of Council Input

Over the course of May and early June, staff met with each Councilor— generally in pairs—to elicit your ideas/concerns/thoughts about the disposal system. Conversations were wide ranging, and viewpoints varied, but some common themes emerged, as follows:

1. The link between resource conservation and disposal.
2. Transform the region away from disposal, toward a sustainable future.
3. Metro should be a more active catalyst for change.

A paraphrasing of Councilors’ comments is provided in Exhibit A. The framework below (Table 1) assumes that Metro’s existing disposal system objectives (Exhibit B) are still valid. These objectives are based on the Metro Council’s stated values—developed in 2003 and reaffirmed in later engagements in 2005/6. Also provided for reference, Exhibit C contains Chapter 3 from the Regional Solid Waste Management Plan 2008-2018 Update, which describes the adopted “Future Direction and Regional Policies” for the system.

A Framework for Transformation. Below we restate Councilors’ ideas in the form of a framework for guiding the solid waste system toward the year 2020. Following this path would transform the solid waste system into one that supports the region’s ramp-down from disposal. During the July 13th work session, staff will provide concrete examples of ways to implement elements of the framework below.

The Solid Waste System in 2020: A Way Forward

	Time to Implement		
	Short-term (Year 1)	Medium-term (Years 2 to 5)	Longer-term (Years 5 to 10+)
1. Reduced Generation			
- product re-design		X	
- influence consumer behavior			X
2. Material Reuse & Recovery			
- direct investment	X	X	
- market transformation			
- producer responsibility			
3. Regional Equity			
- service standards			
new standards	X	X	
enforcement			
- price			
transparency			
true cost-based	X	X	
fair profit			

TABLE 1. The framework for a plan to accelerate the region’s ramp-down from its dependence on disposal to a more sustainable future.

Implementing such an aggressive plan will require strong leadership and clear and consistent messaging. Success will depend heavily upon the strength of partnerships and judicious use of incentives and regulation. And support from the entire region will likely require investment of both financial and political capital.

Positive outcomes would mean better-than-disposal options for consumers, jobs growth in materials management, lower greenhouse gas emissions from manufacture and collection, and cleaner, greener, more vital communities as a result.

OPTIONS AVAILABLE

1. Express general support for the proposed way forward; and/or
2. Direct staff to begin work on the shorter-term objectives; and/or
3. Request additional or alternative work.

IMPLICATIONS AND SUGGESTIONS

If Council is in general agreement with an effort to accelerate efforts to transform the solid waste system, then staff can begin immediately to address some of the shorter-term objectives, such as pricing transparency, service level enforcement, and on specific producer responsibility efforts. If staff undertake such work, Council can reasonably expect a temporary increase in uncertainty among stakeholders.

In addition, with Council's approval, staff can commence the development of a more detailed work plan for achieving the remaining longer-term objectives, with options for the Metro Council's consideration after Council's summer recess.

QUESTION(S) PRESENTED FOR CONSIDERATION

1. Does the Metro Council wish to accelerate efforts to reduce the region's dependence on disposal, per the proposed—or a modified—framework, or take a more measured approach toward system transformation?
2. Does the Metro Council want staff to begin work on any portion of the proposed plan, such as the shorter-term objectives around regional equity?

LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION ___Yes **X**No
DRAFT IS ATTACHED ___Yes ___No

List of Exhibits

- A. Paraphrasing of Initial Council Intake Meeting Input, May-June 2010
- B. Disposal System Objectives (based on Council's values)
- C. Regional Solid Waste Management Plan 2008-1018 Update, Chapter 3: Future Direction and Regional Policies

Exhibit A. Paraphrasing of Initial Council Intake Meetings, May-June 2010

Producer & Consumer Responsibility (“Stewardship”)

- Shift the responsibility for disposal away from the disposal system and onto consumers and manufacturers.*
- It may be time for Metro to move away from disposal planning and toward product development stewardship.*
- Metro has a role in product stewardship*
- Product manufacturers need to work more closely with end-of-life processors
- Work with entrepreneurs to identify product opportunities
- Product development should have a seat at the advisory table, as should institutional waste generators

Services

- Expand capacity at Metro South by building up
- Examine public service provision, especially at Metro South*
- Prolong the useful life of Metro South by reducing waste*
- Transfer station service levels should be comparable*
- Metro needs to look at service specifications: use incentives and/or market economics first before turning to more prescriptive forms of regulation.*
- If prescriptive regulation is called for, be consistent in enforcement
- Is there a more efficient way to serve self-haulers?
- What would a service reduction at Metro South do to Metro’s market presence and influence on private service levels and tip fees?
- Metro should encourage the use of new technologies*

Sustainability

Environment

- The system doesn’t explicitly capture the externalities of the system (example: noise & pollution associated with collection).
- Collection could be more efficient*
- Need to put an explicit dollar value on externalities and let that drive the economics*
- Across the region, collection should be franchised*
- Greening the fleet should be regional
- Focus on the Reduce-Reuse-Recycle hierarchy
- Metro should look at what other jurisdictions and countries have done successfully* and then help develop new markets through incentives*

- Maybe toxicity is a better metric than weight
- Cost should not be the only criterion

Equity

- Don't overlook the fact that even small changes can impact many different groups
- Metro depends on the disposal of solid waste for a significant portion of its revenue
- Facility franchise fees should better reflect the value of the franchise
- Regulate disposal prices
- Disposal prices should be transparent*

Economy

- Use price to discourage disposal
- Maximize employment
- Encourage competition
- The system needs to be more efficient
- Any new Metro programs should be undertaken through trimming existing programs, and with no increase in the number of people

Process-Oriented Comments

- Any discussion of changing the system should start with objectives and desired outcomes*
- We need to keep focused on the ultimate target
- Getting an organics program going has become a long process
- Implement the RSWMP
- Metro needs to get a better handle on describing direct and indirect costs of various system and program alternatives
- This whole conversation would be better informed and more enthralling if we knew what successes other jurisdictions had enjoyed. How about an invited speaker series?
- Would be helpful to see three or four alternative paths to 2020 to show the breadth of possibilities and options

** Asterisk indicates more than one Councilor made a similar remark*

Exhibit B. Disposal System Objectives

Metro Council Disposal System Objectives*

1. Protect public investment in solid waste system
2. “Pay to Play”- Ensure participants pay fees/taxes
3. Environmental Sustainability- ensures system performs in an sustainable manner
4. Preserve public access to disposal options (location/hours)
5. Ensure regional equity- equitable distribution of disposal options
6. Maintain funding source for Metro general government
7. Ensure reasonable/affordable rates

* These objectives are based on the 2003 Metro Council values for the disposal system and were reaffirmed in 2005/6 during the Metro Transfer System Ownership Study. The 2006 study was prepared for Metro by CH2MHill, and adopted by the Metro Council via *Resolution 06-3729, Recognizing the continuation of a public/private system of waste transfer stations in the region, and directing the Chief Operating Officer to explore opportunities to improve the regional solid waste disposal system.*

Exhibit C. Regional Solid Waste Management Plan 2008-2018 Update
Chapter 3: Future Direction and Regional Policies

Chapter III

Future direction and regional policies

A. Introduction

This chapter establishes the RSWMP framework: a long-term vision for the regional solid waste management system as well as the values and policies that provide direction in years ahead.

As used in this Plan:

- The **vision** is the ultimate ideal;
- The **values** represent a set of principles held by the region that will guide and shape policies; and
- The **policies** are statements that guide programs and inform future decisions.

B. RSWMP vision

The Plan envisions a significant evolution in today's comprehensive solid waste management practices, to a future where waste is viewed as an inefficient use of resources. Through cooperation and shared responsibility among producers, consumers and government, the region will contribute to the sustainable use of natural resources to enhance our community, economy and environment for current and future generations.

C. Regional values

1. Resource conservation

Protecting the environmental quality of the region by conserving resources and reducing toxic and solid waste to ensure adequate resources for future generations.

2. Public health and safety

Ensuring sound waste management operations, eradicating illegal dumps and reducing toxic substances to maintain quality of life for the region's residents.

3. Shared responsibility

Promoting a shift away from managing products after they have become waste to instead include manufacturers and users in bearing or avoiding the costs associated with product management and disposal.

4. Life-long learning

Raising awareness among all age groups of ways to conserve resources and reduce impacts on the environment.

5. Coordination and cooperation

Addressing regional issues and developing regional programs in partnership with local government, the private sector, citizens and other key parties.

6. Performance

Emphasizing outcomes in programs and services to maximize efficiency and effectiveness.

7. Access

Providing residential and commercial customers with access to information and a range of collection and facility service options.

D. Regional policies

1.0 System performance

The regional solid waste system will perform in a manner that is:

- Environmentally sound.
- Regionally balanced.
- Cost-effective.
- Adaptable to change.
- Technologically feasible.
- Acceptable to the public.

2.0 Preferred practices

Solid waste management practices will be guided by the following hierarchy:

- First, reduce the amount of solid waste generated.
- Second, reuse material for its originally intended purpose.
- Third, recycle or compost material that cannot be reduced or reused.
- Fourth, recover energy from material that cannot be reduced, reused, recycled or composted so long as the energy recovery facility preserves the quality of air, water and land resources.
- Fifth, landfill solid waste that cannot be reduced, reused, recycled, composted or from which energy cannot be recovered.

3.0 Evaluating opportunities for sustainability

Opportunities for increasing the sustainability of business practices or programs will be evaluated based on: a) technological feasibility; b) economic comparison to current practice or conditions; and c) net environmental benefits.

4.0 Recycling services provision

Recycling services will be offered as a component of residential and commercial waste collection in the region.

Recycling services will be standardized in the region to the extent possible, to minimize confusion on the part of residents and businesses and to construct cooperative promotion campaigns that cross jurisdictional boundaries.

5.0 Source separation

Source separation is the preferred approach in the region for ensuring quality secondary materials for recycling markets, but other forms of material recovery, such as post-collection separation, will not be precluded.

6.0 Market development

Enterprises that can significantly expand end-use opportunities for reuse or recycling will be fostered by the region.

7.0 New facilities

The current system of transfer stations provides reasonable access for haulers and sufficient capacity for the consolidation and transfer of solid waste to disposal facilities. New transfer stations may be considered if they provide a net benefit to the public. Factors in evaluating net benefit include capacity and access, whether the facility will be publicly or privately owned, and the impacts on material recovery and ratepayers.

Other types of new solid waste facilities shall be considered if they significantly support and are consistent with the policies of this Plan.

8.0 Facility ownership

Transfer facilities in the regional solid waste system may be publicly or privately owned. The public interest is best served by continued public sector facility ownership in the system. Public ownership ensures a comprehensive range of services are accessible to regional customers at equitable and affordable rates.

9.0 Facility siting

Appropriate zoning in each city or county will utilize clear and objective standards that do not effectively prohibit solid waste facilities.

10.0 System regulation

Solid waste facilities accepting waste generated within the region will be regulated to ensure they are operated in an acceptable manner and are consistent with the policies of this Plan. All facilities performing post-collection material recovery shall meet minimum recovery requirements. Regulatory control will be implemented through a system of franchises, contracts, public ownership, and licenses.

Government regulation will ensure protection of the environment and the public interest, but not unnecessarily restrict the operation of private solid waste businesses.

11.0 Host community enhancement

Any community hosting a solid waste “disposal site” as defined by ORS 459.280 shall be entitled to a Metro-collected fee to be used for the purpose of community enhancement.

12.0 Disposal pricing

Charges for disposal services shall be sufficiently transparent to allow regulators to judge whether such charges are fair, acceptable, and reasonably related to the costs of services received.

The establishment of charges for disposal services at publicly owned facilities shall balance cost recovery, revenue adequacy, and adopted regulations and policies, including the policies and objectives of this Plan. In addition, such charges shall be structured to ensure that the public sector is able to meet its long-term obligations such as investments, debt, contracts, and fixed costs undertaken by the public sector on behalf of the public.

Charges to residents of the Metro district who may not be direct users of the disposal system should be related to other benefits received.

To the extent possible, rate adjustments will be predictable and orderly to allow affected parties to perform effective planning.

High level vs. ground level direction

The vision, values, and policies presented in this Chapter provide the framework for guiding solid waste management decisions, programs, practices, and system performance in the region. The goals and objectives that follow in the next two chapters constitute much of the “work plan” for the decade ahead, and are consistent with this framework.

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