

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ADOPTING AN) RESOLUTION NO. 90-1246
ANNUAL WASTE REDUCTION PROGRAM)
FOR LOCAL GOVERNMENT)

WHEREAS, Metropolitan Service District Ordinance No. 88-266B adopted the Regional Solid Waste Management Plan as a functional plan; and

WHEREAS, Metropolitan Service District Ordinance No. 89-315 amended the Regional Solid Waste Plan's Waste Reduction Chapter to include the establishment of a Five Year Work Program for Metro and local governments which includes the specific activities that must be accomplished to achieve waste reduction goals; and

WHEREAS, the aforementioned ordinance establishes a cooperative process for implementing the Five-Year Program where Metro and local governments adopt annual work programs for the waste reduction activities they will undertake in a given year; and

WHEREAS, Year 1 of the Annual Waste Reduction Program For Local Government is appended as Exhibit A and sets down minimum standards for local governments; and

WHEREAS, implementation of local government waste reduction programs requires a source of funding; and

WHEREAS, reduction of the tonnage of solid waste disposed of as a result of successful implementation of local government waste reduction programs represents an avoided disposal cost to the region; and

WHEREAS, the avoided annual disposal cost of the tonnage that will, over time, be recycled through implementation of region-

wide local recycling programs is estimated to be approximately \$681,000; and

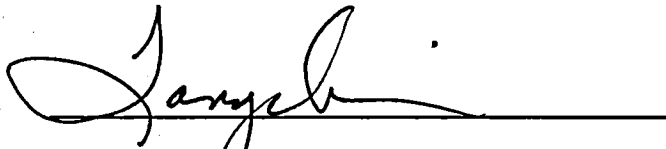
WHEREAS, The resolution was submitted to the Executive Officer for consideration and was forwarded to the Council for approval; now therefore,

BE IT RESOLVED,

1. That the Council of the Metropolitan Service District adopts the Annual Waste Reduction Program for Local Government to be funded at an amount established by Council budget appropriations.

2. The Council will review funding for Local Government Work Programs on an annual basis during each of the subsequent four years of the five year plan.

ADOPTED, by the Council of the Metropolitan Service District this 26th day of April, 1990.


Tanya Collier, Presiding Officer

"Metro Challenge"**Proposed Grant Allocation**

| WASTESHED | 1989 POPULATION | % OF POPULATION | ALLOCATION | % OF FUNDS |
|--------------------------|--------------------|--------------------|------------------|----------------|
| Washington County | | | | |
| Unincorporated | 126,036 | 12.20% | \$82,539 | 12.12% |
| Beaverton | 44,265 | 4.29% | \$28,988 | 4.26% |
| Hillsboro | 33,810 | 3.27% | \$22,142 | 3.25% |
| Tigard | 27,050 | 2.62% | \$17,715 | 2.60% |
| Tualatin | 13,340 | 1.29% | \$8,736 | 1.28% |
| Forest Grove | 12,180 | 1.18% | \$7,976 | 1.17% |
| Cornelius | 5,105 | 0.49% | \$3,343 | 0.49% |
| Sherwood | 3,000 | 0.29% | \$1,965 | 0.29% |
| King City | 1,955 | 0.19% | \$1,500 | 0.22% |
| Durham | 800 | 0.08% | \$1,500 | 0.22% |
| TOTAL | 267,541 | 25.90% | \$176,403 | 25.90% |
| Multnomah County | | | | |
| Gresham | 65,470 | 6.34% | \$42,996 | 6.31% |
| Troutdale | 7,375 | 0.71% | \$4,843 | 0.71% |
| Wood Village | 2,610 | 0.25% | \$1,714 | 0.25% |
| Fairview | 1,975 | 0.19% | \$1,500 | 0.22% |
| TOTAL | 77,430 | 7.50% | \$51,054 | 7.50% |
| Clackamas County | | | | |
| Unincorporated | 91,790 | 8.89% | \$58,932 | 8.65% |
| Lake Oswego | 29,428 | 2.85% | \$18,894 | 2.77% |
| Milwaukie | 18,830 | 1.82% | \$12,089 | 1.78% |
| Oregon City | 14,975 | 1.45% | \$9,614 | 1.41% |
| Gladstone | 9,685 | 0.94% | \$6,218 | 0.91% |
| Wilsonville | 5,800 | 0.56% | \$3,724 | 0.55% |
| Happy Valley | 1,530 | 0.15% | \$1,500 | 0.22% |
| Johnson City | 480 | 0.05% | \$1,500 | 0.22% |
| Rivergrove | 335 | 0.03% | \$1,500 | 0.22% |
| TOTAL | 172,853 | 16.74% | \$113,971 | 16.74% |
| Portland | | | | |
| City of Portland | 432,175 | 41.84% | \$284,131 | 41.72% |
| Uninc. Mult. County | 67,735 | 6.56% | \$44,532 | 6.54% |
| Maywood Park | 830 | 0.08% | \$1,500 | 0.22% |
| TOTAL | 500,740 | 48.48% | \$330,163 | 48.48% |
| West Linn | 14,270 | 1.38% | \$9,409 | 1.38% |
| TRI-COUNTY TOTAL | 1,032,834 | 100.00% | \$681,000 | 100.00% |

**MODEL ANNUAL WASTE REDUCTION
WORK PROGRAM
FOR
LOCAL GOVERNMENT**

YEAR 1

OF A FIVE YEAR PLAN

1990 - 1995

METROPOLITAN SERVICE DISTRICT

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EXECUTIVE SUMMARY

The regional "reduce, reuse, recycle, recover" standards and Model Annual Waste Reduction Work Program for Local Government sets down expectations and is a set of guidelines for local government participation in regional waste reduction efforts designed to achieve goals consistent with state law and Metro's Regional Solid Waste Management Plan. Local governments are to submit their Annual Waste Reduction Programs work program to Metro before July 1, 1990 for fiscal year 1990-1991. This program is consistent with the Department of Environmental Quality Guidelines and is the result of enabling ordinances passed by the Council of the Metropolitan Service District.

Every local government shall annually submit to Metro an annual updated work program that demonstrates adherence to regional goals. In the first year the local program must include at a minimum the following activities:

1. Identify revenue sources to finance programs;
2. Implement weekly recycling collection in residential neighborhoods;
3. Prepare and schedule the implementation of a recycling container collection system;
4. Implement by ordinance, resolution or administrative rule, an institutional purchasing policy;
5. Cooperate in reaching other regional goals as they are developed in yard debris collection, material recovery, and other resource recovery activities; and
6. Hire or designate staff to serve as a waste reduction coordinator.

~~Failure to submit a plan as required within the timelines noted here will cause the initiation of more stringent enforcement mechanisms by Metro.~~

Local governments may work cooperatively with other neighboring local governments to share staff, equipment and other resources. Such arrangements shall be documented by intergovernmental agreements submitted along with the individual local plan. Where staff is shared it shall be necessary to designate at least one contact person in the respective local government who will be familiar with the cooperative system.

Those activities that are contemplated for implementation in the subsequent five year period shall be noted in the current year as future projects with programmed completion times.

This report presents a model from which a local government can develop an annual ~~work~~ program to reduce, reuse, recycle, and recover material once destined for the landfill. It is based upon actual operating experience of recycling programs both in the Metropolitan Service District and in other states. The information guide provides a framework for municipalities to attain locally-stated recycling goals and is designed to help publicly or privately operated programs achieve maximum effectiveness and efficiency in their recycling efforts.

The standards that will be used as the primary evaluation criteria and must be adopted within the local ~~work plan program~~ are outlined in detail. The acceptability of each local annual ~~work program~~ will be determined by adherence to the standards. Failure to adopt these requirements will result in a substandard and therefore unacceptable local program. Each local government is asked to clearly outline in their program how and when each standard will be met. Plans which contemplate systems that do not adhere to specific standards must be thoroughly documented by the respective local government.

~~A Five Year Model Forecast of Local Government achievements that outlines probable major waste reduction accomplishments that will occur as a result of the local government plan is provided at the end of the Model ~~Work Waste Reduction Program~~ Section. This forecast is designed to demonstrate ~~expected actual~~ outcomes over a five year period as the standards are applied to each local environment. It serves to emphasize the incremental nature of the task ahead. The minimum requirements are met in Year 1 and other accomplishments follow.~~

~~An informational guide is ~~available~~ presented which provides a discussion of various waste reduction systems including drop-off centers, curbside recycling, yard debris composting, source reduction, purchasing policies, and commercial recycling. Several appendices provide summary data concerning waste reduction systems and institutional purchasing policy ordinances. A glossary is included to provide source reduction related definitions of terms found in the Model ~~Work Program~~ and Standards.~~

INTRODUCTION

Waste disposal is becoming an increasingly important public issue. Waste reduction is an essential component of solid waste management systems for each local government. This report is designed to provide Metropolitan area cities and counties with a guide to plan effective local solid waste reduction programs. It also sets down regional standards by which local government waste reduction programs will be evaluated by Metro.

The residential component of the municipal solid waste stream is commonly regulated through franchise and licensing agreements of local government and is the focus of the first year's work program. Commercial and industrial waste streams also provide significant opportunities for materials recovery. High-grade office paper and corrugated cardboard collection and recycling will be discussed in the waste consultation and commercial recycling sections.

This report is based on successful examples of illustrates several operational experiences of existing solid waste reduction programs that can serve as guides to local governments in the creation and/or expansion of their own local programs. Critical factors such as cost and waste stream composition vary considerably from city to city. This guide provides a framework for individual local governments to assess the economics and waste stream impact of specific local recycling and solid waste reduction programs.

Markets

~~Local market~~ Market conditions for recyclable materials are undoubtedly an the most influential factor in the scope and success of a recycling collection program. The availability of buyers for materials dictates which materials can effectively be included in a recycling program. Market price fluctuations will affect the financial and operational viability of a local program. ~~It~~ However, even under the the most favorable market conditions it is rare that any segment of the recycling system pays for itself. It must therefore be recognized that waste reduction programs require a financing system that extends beyond garbage collection fees charged by haulers.

The following considerations are essential to facilitating the and delivery of delivering secondary materials to market:

- ◆ The availability of secondary material markets.
- ◆ The current and historical value of those materials.

- ◆ Processing requirements such as color sorting, crushing, baling, grinding, acceptable contamination levels, etc. and transportation requirements.
- ◆ Quantity requirements which determine whether materials must be stockpiled until an adequate quantity is amassed or be shipped on an "as-collected" basis.
- ◆ Availability of long-term contracts that may include price floors and ceilings.
- ◆ Allowances for transportation and advertising costs.

Local governments can play an important role in helping arrange cooperative marketing strategies among the several private haulers in each regional wasteshed.

Separate collection of a portion of the waste stream is not, by itself, recycling. Those collected materials must be purchased, or accepted by industries that will process them for another end use. Although market development programs usually involve state and federal-level issues, local governments can play a critical role in "closing the recycling loop" by purchasing recycled-content materials and encouraging the use of these materials by local residents and businesses.

**REGIONAL
REDUCE, REUSE, RECYCLE, RECOVER
STANDARDS
YEAR 1
OF A FIVE YEAR PROGRAM**

1990 - 1995

REGIONAL REDUCE, REUSE, RECYCLE, RECOVER STANDARDS - 1990-1995

I. Administration and Coordination

- A.D Local governments shall have a direct voice in the formulation of standards through their respective wasteshed representatives.
- B.E Subsequent changes in these standards shall be the result of an initial consensus by the five wasteshed representatives in Washington County, Clackamas County, Multnomah County, Portland and West Linn.
- C.F Each local government shall employ or share a recycling coordinator who shall act as liaison between individual local government and the wasteshed representative as well as providing local representation to regional groups that are established to address new trends in waste management issues.
- ~~B. Local governments shall comply with the standards by utilizing several options including grants, loans, technical assistance and consultation service with assistance from Metro.~~
- D.E Each local government shall monitor its their waste reduction activities and report to its their wasteshed representative on each program in the local government by collecting hauler reports, by performing site visits and by compiling and providing copies of all local ordinances, resolutions, budgets and franchise or license agreements that demonstrate compliance with the standards.
- E.A Local governments shall exercise their authority under the franchise, license or permit system to regulate the type and quality of recycling collection service.

II. Curbside Programs

- A. Each local government shall provide weekly curbside collection of principle recyclable materials (excluding yard debris) through franchise or license agreements or other means. ~~at least weekly curbside collection of the principal recyclables in their wasteshed.~~
- B. Each local government shall provide collection of recyclables on the same day every week through franchise or license agreements or other means ~~collection of~~

~~recyclables on the same day every week~~ on in a consistent schedule.

- C. Each local government shall provide a container to each residential unit (single-family, duplex, triplex, fourplex and any unit that has direct curbside street level access) to be used for the weekly storage of recyclable materials that is at least equivalent to a 14 gallon single bin container through the franchise or license agreements or other means.
- D. All weekly programs shall be supported with local media advertising to promote recycling within the local government or hauler zone on at least a semi-annual basis.
- E. Local governments shall assist individual haulers develop an effective campaigns to promote their curbside programs that includes the following elements.
 - 1. Visible and attractive logos or signs attached or painted on all collection vehicles that promote the weekly curbside collection program and lists a telephone number to call for more information.
 - 2. All containers shall have the hauler name and telephone number printed on one side.
 - 3. Each curbside container shall display preparation methods and collection schedule for proper recycling.
 - 4. Each hauler shall carry check lists to be left with the containers in the event the recyclable material is not properly set out.
 - 5. The distribution of informational material on at least a semi-annual basis within the urban service area of each hauler zone.
 - 6. Participation in other promotional efforts including school visits, parades, community events and service organization activities.
- F. All equipment used by individual haulers for the collection of curbside recyclables shall be maintained in good operating condition.
- G. The cost of the containers, collection equipment, promotion, distribution and labor shall be a recognized cost for the purpose of rate reviews. The recycling

service cost shall be absorbed by individual users and added to the approved collection fee.

- H. Each curbside collection service provider shall maintain a complaint resolution system that utilizes 24-hour telephone answering. Complaints shall be resolved by the end of the next business day following the complaint.
- I. Each local government shall use standard reporting forms provided by Metro that will replace current DEQ reporting forms.
- J. Each local government shall participate in all survey and system measurement tasks on a regular basis.
- K. Each local government shall develop a rate structure for refuse collection that is based on volume and weight.
- L. Local governments shall comply with standards related to the type and quality of collection service as outlined in this document and shall amend franchise/license ordinances or agreements to incorporate the collection standards embodied in the Regional Reduce, Reuse, Recycle, Recover Standards.
- M. Each local government shall hold regular meetings with haulers in their jurisdiction to review program results and goals.

III. Commercial

- A. On an annual basis each local government shall complete at least ten commercial waste audits for or shall perform waste audits for at least one percent of the businesses each year in the commercial sector. The information gathered in this way shall be used designed to enhance high grade and building/construction material source separation and recycling.
- ~~B. All building/construction material disposal and all commercial routes shall be reviewed annually to encourage source separation where practical.~~
- CB. In cooperation with local service providers each local government shall encourage a route system that shall facilitate the aggregation of clean source separated loads. All building/construction material disposal and all commercial routes shall be reviewed annually.

- D. Each local government, with Metro assistance, shall make available lists of local and regional brokers of recyclable materials to their service providers and citizens.
- E. Where practical, building/construction material used and disposed of by the local government in public works applications shall be reduced, reused or recycled. It will be the responsibility of each local government to include in the annual work program submitted to Metro data on the effectiveness and extent of reduce/reuse/recycling activities in this area.
- F. Local government shall participate in regional plans to investigate alternative technologies that will be developed in succeeding years in the area of waste recovery and where applicable provide for the coordination and implementation of any such recovery system as deemed suitable by the region within the local system.
- G. Evaluate zoning ordinances and existing design review procedures and site plan review procedures and amend as necessary in order to facilitate the incorporation of recycling facilities at commercial facilities.

IV. Markets and Procurement

- A. Each local government shall develop programs to effect source reduction and in-house institutional recycling programs through an analysis of purchasing policies, office paper programs and other reduction techniques.
- B. Each local government shall implement a purchasing policy that provides a preference for recycled products or directly specifies recycled products.

V. Yard Debris

- A. As the regional yard debris plan is developed, each local government shall cooperate in the implementation of systems that match the regional plans and goals.
- B. Yard debris compost shall be used in parks, and at other public facilities and public works applications where soil amendments are used.
- C. As practical, local governments shall encourage the recycling and use of recycled products by contractors that are under the control or influence of the local

government through the use of proactive education and promotion programs.

- D. Each local government shall establish a program to assist residents in building, maintaining and using a home yard debris compost system.
- E. Local governments shall provide for the development and support individual household, properly managed, compost operations by determining that no exclusionary language exists in ordinances and resolutions of the local government; should exclusionary language exist, it shall be removed.

VI. Multi-family Residential

- A. Local governments shall develop a plan to install multi-material containers collection systems in multi-family locations in cooperation with the service provider and the property owner.
- B. Evaluate zoning ordinances and existing design review procedures and site plan review procedures and amend as necessary in order to facilitate the incorporation of recycling facilities at multifamily units.

MODEL WASTE REDUCTION WORK PROGRAM

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MODEL WASTE REDUCTION WORK PROGRAM

A detailed model waste reduction work program has been formulated to guide the local governments in preparing their own waste reduction program. This model work program sets forth major work tasks to be performed and the purpose, methodology and products of each task. ~~It is anticipated~~ Each city shall submit their program for review by the Waste Reduction Division at the Metropolitan Service District by July 1, 1990. Content will be evaluated to determine compatibility with the stated goals and objectives of the Regional Solid Waste Management Plan, and specifically the plan's Waste Reduction Chapter before any program is actually initiated. Each local government is encouraged to review all aspects of Metro's Regional Solid Waste Management Plan to better understand the rationale for the waste reduction tasks.

It is anticipated that each local government shall review the "Model Annual Waste Reduction Work Program for Local Government" with the appropriate local officials, service providers, and citizens. ~~By February 1990, Metro will contact each local government to determine if there are any questions or inconsistencies that need answers or clarification. After contacting each local government, Metro will hold open meetings in each watershed to again address questions regarding the development of the local government program. Throughout this early development phase Metro will designate a project manager who will be available to answer day-to-day questions about the model program and the standards. Finally, After the individual programs are submitted by July 1, 1990, Metro will maintain continuous contact with the local governments for review, revision and ultimate implementation of the individual programs.~~

It is acknowledged that there is great variability among the 27 local governments responsible for the implementation of the programs outlined in this Model Waste Reduction Work Program. Many local governments and haulers already have some elements of the program in place and have initiated planning to move into other more complex areas of the program. Those successes and anticipated programs should be reflected in the local government's plans as submitted by July 1, 1990.

~~Smaller~~ Other communities may not be as intimately involved in waste reduction as larger ones. For them it may be prudent to submit a plan that acknowledges a greater need to emphasize the fact finding, investigatory aspects of the model. However, every local government shall be expected to submit a plans that demonstrates adherence to regional goals with activities including the following:

- 1) identify revenue sources to finance the program;

- 2) implement weekly recycling collection in residential neighborhoods;
- 3) prepare and schedule the implementation of a recycling container collection system to every single family residential unit in the community;
- 4) implement by ordinance, resolution or administrative rule an institutional purchasing policy;
- 5) cooperate with other regional goals as they are developed in yard debris collection, material recovery, other resource recovery and intergovernmental participation; and
- 6) hire or designate staff to serve as a waste reduction coordinator. These minimums, when coupled with an overall awareness of the critical state of solid waste reduction systems in the region, will afford each local government with an excellent start toward a system that is regional in scope but controlled at the local level.

In future years these minimum standards will be maintained and, with each successive annual plan, will be augmented with more sophisticated programs. By the end of the first five years all local governments shall be in compliance with all Regional Solid Waste Management Plan standards.

~~Again, use the model as a guide to stimulate individual thoughts about specific local concerns. Metro staff will be available to assist each local government as necessary throughout the six month preparation period (January-June, 1990).~~

PLAN
ASSESS CURRENT SYSTEM

TASK 1
Inventory Existing Waste Reduction
Programs, Operations and Facilities

Purpose

To establish an information base to:

1. assess current and future services and operational needs of local waste reduction systems and services;
2. identify current facility needs and problems;
3. determine operating relationships among various haulers, public interest groups, the media, citizens and local officials involved in solid waste; and
4. compile a mailing list of service providers and industry contacts across the complete spectrum of waste reduction.

Methodology

Various fact collection approaches shall be taken to thoroughly document the operating characteristics of solid waste management services in the local governments. These include:

- ◆ Interviews with appropriate City/County staff and officials.
- ◆ Analysis of existing collection data and rates.
- ◆ Review of documents such as budgets, local ordinances, state law, franchise agreements, license agreements, regional work plans, industry data, and Metropolitan Service District standards and requirements.
- ◆ Review of pending and proposed state legislation.
- ◆ Site visits to all existing service providers to review equipment, service delivery methods and operational plans.
- ◆ Analysis of equipment inventories and existing facilities.
- ◆ Development of historical data from media sources and appropriate public documents about solid waste service providers to outline apparent trends in the activity.
- ◆ ~~Completion of a public facility waste audit.~~ waste audits at all major public facilities.

Product

The product of this initial work task will consist of written narrative and statistical profiles which describe:

1. Program objectives and service levels of local waste reduction service providers.
2. System capacity and trends in service provision.
3. Organizational structures and working relationships among solid waste management service providers.
4. Staffing, equipment and facility inventories and trends for all related systems.
5. Current maps outlining location, size and layout of existing waste reduction systems.

6. Waste Reports detailing waste generation from audits by type and quantity for all local public facilities.-- City Hall, Police, Fire, Library, park, and community centers.
7. Plans related to near and long-term strategies to change waste reduction systems by any of the relevant groups to comply with all waste reduction standards and requirements of the region.

ORGANIZE
IDENTIFY ISSUES

TASK 2

Identify and Review Major Local Planning
Issues That Which Can Affect Long-Term Facility Needs

Purpose

To identify and obtain agreement on key issues or factors that which will affect the type, size, routes, zones, location, cost and financing of new or expanded solid waste management systems.

Methodology

~~In order to assure that To make certain important solid waste planning issues are clearly identified and addressed considered which affect the long-term requirements for solid waste management systems the following steps will be taken:~~

- ◆ Analyze statistical data and trends accumulated in Task 1.
- ◆ Review programs in neighboring local governments for compatibility with cooperative systems.
- ◆ Evaluate trends and changes in waste reduction service delivery technology. services and systems.
- ◆ Identify alternative funding sources for programs.
- ◆ Document existing funding availability.
- ◆ Delineate any constraints on funding which may exist.
- ◆ Review land uses and zoning in the local waste shed that which may be affected by changes in waste reduction service systems.

Product

The product of this work task will be a written list of the planning issues that which must be resolved and factored into the

local waste reduction program. This issue list will address such factors as:

1. Potential changes in how waste reduction service systems might be delivered, and how the activities will be integrated with regional objectives.
2. Major political, policy, land use, zoning, site, financial and other constraints that which must be considered in developing a waste reduction program.
3. Public needs that which are not now adequately provided for by existing facilities and systems.
4. Waste reduction activities that can benefit from a regional cooperative approach.
5. Work plans to develop guidelines to encourage through the building permit and inspection process provisions for the storage and collection of recyclables in existing and new multi-family and commercial developments.

This issue list will be reviewed with local government staff, elected officials, service providers and citizens to ensure its validity and completeness.

FORECAST NEEDS

TASK 3

Forecast System and Equipment Needs for the Waste Reduction Systems

Purpose

To project system and equipment levels that which can be expected for each of the next five years and for a twenty year forecast for all waste reduction activities and facilities.

Methodology

System forecasts for waste reduction services will be based primarily on projected waste generation levels and recycling activities in the target period. Types and sizes of systems will be based on anticipated service requirements within each local government using regionally agreed to standards and requirements as a baseline guide. The specific method to be used to forecast needs for each waste reduction function include:

- ◆ Determine geographical area and route to be serviced by the service provider.

- ◆ Determine types and number of companies needed.
- ◆ Determine route schedules for recycling, garbage, and yard debris collection.
- ◆ Review special circumstances, if any, of the local government that may affect the system.
- ◆ Determine number of staff needed to monitor system based on anticipated workload and geographic area to be serviced.
- ◆ Determine minimum service levels for all waste reduction activities based on regional guidelines for individual service providers.
- ◆ Make provisions in all operational components for possible adjustments to reflect possible changes in standards and requirements in solid waste management systems.
- ◆ Determine how citizen complaints and adjustments will be handled.
- ~~◆ Determine response time for complaint resolution.~~

Product

The product of this third work task will be a series of tables and a narrative for waste reduction service providers which display:

1. Types and number of systems forecasted for the next five years and for the year 2010.
2. Types and numbers of vehicles, equipment and specialized support material projected for the period through the year 2010.
3. Types, number and size (by capacity) of waste reduction system companies for the period through the year 2010.
4. Service level guidelines and dispute resolution methods.

In addition the local government shall:

- ~~1. develop a report on the costs/benefits of a waste reduction system which embodies the standards and requirements promulgated by the regional government; and~~
- 2- prepare a written methodology for determining and validating waste reduction system needs in the future.

It should be noted that where options exist to consolidate local programs due to possible changes in service delivery needs, approaches, and operating practices, they should be proactively pursued by the effected local governments.

BUDGET

TASK 4 Project System Costs and Develop a Budget Plan

Purpose

To project waste reduction activity costs over the next 20 years on an annual basis for both private and public functions and facilities and reach agreement on budget expenditures and rate structures.

Methodology

Current system costs for waste reduction services will be based on data collected in Task 1 and projected system costs will be based on Task 3 forecasted service level requirements. Where both public and private systems exist, distinctions will be clearly outlined. Where a public role is forecast, the local government will budget accordingly. Where a private role is forecast, the rate structure needed to support the activity will be outlined. To make certain important budgeting and rate setting issues are clearly identified and considered the following steps will be taken:

- ◆ Analyze cost and rate data accumulated in Task 1.
- ◆ Establish waste reduction program budget review timelines with local elected officials.
- ◆ Develop FY 1990-91 budget program changes in accordance with regional standards and requirements.
- ◆ Review budget program changes with appropriate interest groups in the local government.
- ◆ Obtain approval of budget program changes from department heads, City Manager, and City Council.
- ◆ Coordinate the exchange of information between local governments and the local service providers.
- ◆ Forecast future budget and rate structure needs for FY 1991-1995.

Product

The product of this fourth work task will be an authorized waste reduction budget and rate structure which includes the following:

1. Provision of services to the local resident as outlined in the regional standards and requirements.
2. Staff to develop and implement the waste reduction program.
3. Means to pass through documented system costs to the solid waste generator.
4. Identification of a stable funding source.
5. A long-term budget forecast and rate structure.

IMPLEMENT

TASK 5

Implementation of the Local Waste Reduction Program

Purpose

To carry out the local waste reduction program in FY 1990-91 as outlined in Task 1-4 and 6.

Methodology

Several implementation tasks, activities and strategies need to be emphasized to make the local solid waste management plan operational. These include:

- ◆ Formulate timelines for specific tasks within the work plan ~~that delineate the expected products that will meet the standards set forth in this guide.~~ (See sample timeline attached in Appendix E.)
- ◆ Adopt by resolution a local the solid waste management plan that which shall acknowledge the established waste management hierarchy of reduce, reuse, recycle and recover.
- ◆ Passage of budget authority.
- ◆ Adopt appropriate enabling ordinances in the areas of solid waste management, purchasing, personnel, and zoning, building codes, and land use.
- ◆ Passage of specific ordinances to enforce anti-scavenging and flow control mandates.

- ♦ Develop periodic service provider meetings with specific agendas for solid waste management system activities.
- ♦ Develop contacts with solid waste industry leaders at both the front end manufacturing level and at the back end recycling/disposal level.
- ♦ Distribute individual recycling containers at residential units and in neighborhood zones.
- ♦ Support for periodic and frequent education and advertising to promote recycling. of the solid waste management system funded in an amount not less than \$1.00 per person per year in the service area.
- ♦ Hire or designate a solid waste management coordinator.
- ~~♦ Complete waste audit for local public facilities.~~
- ♦ Establish waste management hierarchy policy in all public facilities.
- ♦ Include reduction, reuse, recycling, and recovery in any local government mission statement related to solid waste management.
- ♦ Establish internal reporting procedures for City Manager's/Mayor's and/or City Council review on a quarterly schedule.
- ♦ Membership in solid waste associations active at the local, regional, state, and national level.
- ♦ Support for consideration of solid waste issues within current association memberships.

Product

The product of this fifth work task will be a solid waste management system that includes the following elements:

1. Recognition of the regional plan Regional Solid Waste Management Plan.
- ~~2. Local acceptance of the state, regional and national hierarchy of waste management standards.~~
- ~~3. Minimum service levels and standards compatible with the region.~~

42. Adherence to regional standards at the local level in solid waste management systems.

REVIEW

TASK 6

Ongoing Review and Control of Local Waste Reduction Program

Purpose

To establish a system to review, control, modify and supplement ~~solid waste management plan objectives~~ the Local Solid Waste Management Plan to assure compliance with local and regional goals.

Methodology

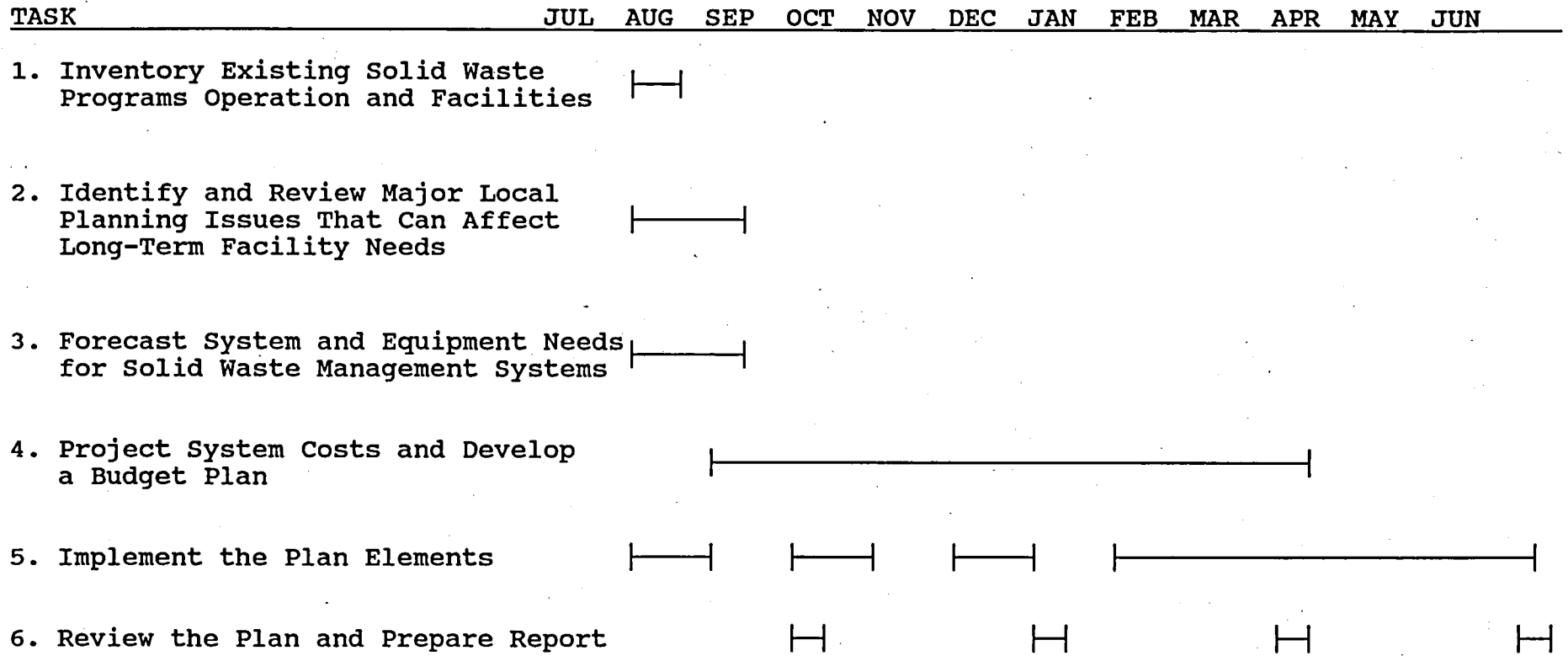
To ascertain that all facets of the ~~solid waste management plan~~ Local Solid Waste Management Plan are supporting or evolving toward the stated regional goals of waste reduction, reuse, recycling, and recovery the following monitoring devices will be established:

- ~~◆ All regional report requirements will be distributed internally to local government staff prior to final submission to Metro.~~
- ◆ A schedule of on-site system tours and inspections will be maintained.
- ~~◆ All local waste audits will be reviewed for effectiveness and functionality.~~
- ~~◆ Staff review of the solid waste budget and solid waste timelines to determine adherence to stated objectives.~~
- ◆ Samples of all promotional items shall be provided to Metro.
- ◆ All documentation, budget reports and resolutions concerning solid waste shall be provided to Metro.
- ◆ All required reports will be completed on time and subject to public review and distribution.
- ◆ The local government shall encourage and participate in Metro initiated site visits and audits and respond to all requests from state and regional agencies in a prompt, professional manner.

Product

The product of this sixth ~~work~~ task will be a dynamic solid waste management system. As such it will not be prone to system failure due to rapidly changing circumstances. It will be responsive to public needs at an appropriate cost borne by the system user. Most importantly the system will be compatible with regional plans and objectives and will function as a cooperative element of that regional system.

TIMELINE FOR LOCAL SOLID WASTE MANAGEMENT WORK PLAN FY 1990-91



A FIVE YEAR MODEL FORECAST
of Local Government Achievements

The five year model forecast presented below is an example of how a local government might choose to sequence its program over the five year planning period.

YEAR MAJOR WASTE REDUCTION ACCOMPLISHMENTS AS REFLECTED IN
EACH YEAR'S ANNUAL WORK PLAN

- | | |
|------------------|--|
| 1 FY 90-91 | <ul style="list-style-type: none">- A waste reduction coordinator responsible for the individual local government plan starts work.- All city buildings start office paper recycling programs.- The local government implements purchasing policies for recycled content and recyclable products.- A consistent and reliable funding mechanism is adopted.- All rates are regulated through either franchise or license agreement.- Weekly recycling collection is started.- Variable rate/mini can rates are incorporated in franchise license agreements.- Plans are completed for the provision of curbside recycling collection containers to each single family residence.- A system is developed to participate and cooperate with other regional waste management goals as they are formulated and to make timely reports to Metro.- Second year work plan is written and submitted on time. <hr/> |
| 2 FY 91-92 | <ul style="list-style-type: none">- Waste audits for at least one percent of the businesses in the community are completed.- Curbside containers are distributed.- Regional yard debris plans are incorporated into the local operating system.- Intra-regional agreements are authorized to share program administration and facilities.- Multi-family collection containers are distributed.- Third year Work Plan is written and submitted on time. <hr/> |

~~The local government is in compliance with all curbside standards.~~

3

- Waste audit program becomes a regular service provided by the local government in a public-private partnership agreement.

FY

92-93

- All generators are source separating clean loads for commercial collection.

- Plastic collection at curbside is started.

- Local garden association achieves 50 percent yard debris reduction with individual compost bin program assisted by Metro and local government.

- Public works department completes phased-in purchasing, reclamation and recycling program for all city properties, the fleet and streets applications.

- Fourth year Work Plan is written and submitted on time.

- All buildings/construction material for disposal in the local area is directed to recycling facilities for reuse or recycling.

4

- Toxic source reduction becomes a part of the waste audit system.

FY

93-94

~~All franchise agreements are amended to reflect regional requirements in solid waste management.~~

- Next phase of the yard debris regional plan is adopted.

-Fifth year Work Plan is written and submitted on time.

- A five year report is written and distributed.

5

- Next five year forecast is completed.

FY

94-95

- Intra-regional agreements are renewed following and intergovernmental strategy session.

~~All new construction has recycling centers built in; all old structures have been successfully retrofitted.~~

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STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 90-1246 FOR THE PURPOSE OF ADOPTING THE ANNUAL WASTE REDUCTION PROGRAM FOR LOCAL GOVERNMENT AND THE "METRO CHALLENGE"

DATE: April 2, 1990

Presented by: Debbie Gorham
Steven Kraten

BACKGROUND

The Metropolitan Service District is bound by a Department of Environmental Quality Compliance Order to attain minimum waste reduction standards either by implementing a certification program or through other programs that meet or exceed those standards. In lieu of certification, Metro has formulated a Regional Solid Waste Management Plan that provides each of the region's 27 jurisdictions with the opportunity to, in turn, develop its own Local Government Waste Reduction Program provided that it complies with the Regional Plan.

INTRODUCTION

The Annual Waste Reduction Program For Local Government is a comprehensive program plan that has undergone intensive staff review. The document sets forth a five-year plan for local governments to follow in implementing their own waste reduction programs. Included is:

1. A set of standards consistent with the regional waste reduction hierarchy of Reduce, Reuse, Recycle, and Recover.
2. A Model Work Program that explicitly describes how to accomplish the tasks involved in implementing a waste reduction program, and
3. A five year model forecast that lists anticipated waste reduction accomplishments for each year of the program.

In formulating an Annual Waste Reduction Program for local governments to use as a guide and by providing funding to get these programs off the ground, Metro is issuing a challenge to itself and to all local governments inside the Metropolitan Service District boundaries to achieve the goal of a 50 percent recycling rate by the year 2000 and 56 percent by the year 2010. Meeting this goal and maintaining the region's position as a leader in solid waste management will require the cooperation of all the local governments.

In order to facilitate the adoption of a waste reduction program for each of the region's 27 local governments, Metro will allocate \$681,000 in grant funds for the "Metro Challenge". The basis for the \$681,000 figure is a Waste Reduction staff estimate of savings from avoided landfill disposal costs the region will

realize if waste reduction goals are attained. Since the Department has a goal of "revenue neutral" rates, the disposal cost that Metro avoids through waste reduction will not produce a surplus of revenue. Therefore, the "Metro Challenge" will be funded through a budget line item and as a part of the rate charged on tons of waste delivered to Metro disposal facilities. The Waste Reduction Division's proposed fiscal year 1990-91 budget also contains an additional \$502,000 in matching grant funds intended to offset local government program costs for residential curbside and multi-family containers.

FACTUAL BACKGROUND AND ANALYSIS

In formulating a plan to allocate "Metro Challenge" money among local governments the criteria included equity, flexibility, and administrative efficiency. Key features of the "Metro Challenge" are an allocation based on population and the option that local governments may either administer their own programs or to work cooperatively with their wastesheds or other local governments in implementing joint programs.

Metro will distribute funds to each county or city following receipt of a first year's Annual Waste Reduction Program that complies with the Annual Waste Reduction Program For Local Governments. In order to be eligible for funding, requests must be received by Metro no later than September 1, 1990.

Two Options

The individual cities within each of the three county wastesheds will have two options to fund and manage their waste reduction programs. Option one is for a city to formulate its waste reduction program in conjunction with other cities or with its wasteshed which would then take on major responsibility to plan, implement, and administer that jurisdiction's program either in part or in whole. There are several advantages to this approach. The uniformity of programs across a wider geographic area provides cost savings to haulers whose franchises may encompass parts of several jurisdictions. It also facilitates the flow of information, makes the program easier for residents to understand, and will likely elicit higher participation rates. Another advantage is the technical economy of scale that may be realized if jurisdictions pool resources to gain access to more cost effective technologies and ways of organizing their recycling systems. Pecuniary economies may be realized through quantity discounts on procurement of supplies with recycled content. Cooperation of local governments through their wastesheds can also be expected to result in greater administrative efficiency.

Alternatively, jurisdictions may opt to receive a "Metro Challenge" grant directly by submitting their program to Metro and assuming the responsibility to plan, implement, and administer the waste reduction program on their own. Local

governments that choose this option will report their progress directly to Metro.

As explained above, funds will be allocated to each of the five wastesheds based on population. Within the three county wastesheds any city that opts to administer its own individual program will receive a share of its wasteshed's allocation according to a formula that is based on population but provides for a minimum allocation of \$1,500. For very small communities such as Rivergrove (population 335), Johnson City (population 480), and a few others, most of the model program provisions are not applicable and programs will not extend much beyond residential curbside recycling.

Administration

A logical first step in the process is for representatives of the local governments to meet with their wasteshed representatives to explore the options and to agree upon a course of action. Metro will make funds available to the wastesheds through the county or city agencies that administer the wastesheds (employ the wasteshed representatives) upon receipt of a program acceptable to each city. Metro will work cooperatively with both wasteshed representatives and local governments to assure that each program conforms to the guidelines set forth in the Annual Waste Reduction Program. Metro will report annually to the DEQ on the progress of each local government's waste reduction plan.

Attachment A illustrates the allocation of "Metro Challenge" funds.

EXECUTIVE OFFICER RECOMMENDATION

The Executive Officer recommends approval of the Annual Waste Reduction Program for Local Government and the "Metro Challenge" by adoption of Resolution No. 90-1246.

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SOLID WASTE COMMITTEE REPORT

RESOLUTION NO 90-1246, FOR THE PURPOSE OF ADOPTING THE ANNUAL WASTE REDUCTION PROGRAM FOR LOCAL GOVERNMENT AND THE "METRO CHALLENGE"

Date: April 18, 1990

Presented by: Councilor Hansen

Committee Recommendations:

The Solid Waste Committee voted 3 to 0 to recommend Council adoption of Resolution No. 90-1246. Voting: Councilors Hansen, Buchanan and Wyers. Absent: Bauer and DeJardin. This action taken April 17, 1990.

Committee Discussion/Issues:

Solid Waste Staff highlighted the Annual Waste Resolution Provision for Local Government. In lieu of a certification program, Metro has a solid waste plan that provides each of the local governments an opportunity to develop its own waste reduction program provided it complies with the Regional Plan.

In order to facilitate the adoption of a waste reduction program for each of the region's 27 local governments, Metro will allocate \$681,000 in grant funds. Metro is issuing a challenge to itself and the local governments to achieve this goal of a 50 percent recycling rate by the Year 2000.

The basis of the \$681,000 in grant funds is the estimated savings from avoided landfill disposal costs the region will realize if the waste reduction goals are attained.

The "Metro Challenge" allocations are based on population. Funds will be distributed to a local government following receipt of a waste reduction program that complies with the Annual Waste Reduction Program for Local Governments.

The Solid Waste Committee asked staff when the region would see the results of the Annual Waste Reduction Program for local governments. Staff estimated that it would take 5-7 years to reduce waste by 11%.

There were no further questions or issues raised. The Committee noted that this program had been discussed before the Budget Committee.

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