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METRO

Agenda

MEETING: METRO COUNCIL WORK SESSION MEETING
DATE: March 23, 2004
DAY: Tuesday
TIME: 1:00 PM
PLACE: Metro Council Chamber

CALL TO ORDER AND ROLL CALL

- | | | | |
|----------------|-----------|---|-----------------|
| 1:00 PM | 1. | DISCUSSION OF AGENDA FOR COUNCIL
REGULAR MEETING, MARCH 25, 2004 | |
| 1:15 PM | 2. | REGIONAL SOLID WASTE MANAGMEENT PLAN
KEY ISSUES | Matthews |
| 2:15 PM | 3. | REGIONAL SOLID WASTE CONTINGENCY PLAN | Barrett |
| 2:45 PM | 4. | CITIZEN COMMUNICATION | |
| 2:55 PM | 5. | CHIEF OPERATING OFFICER COMMUNICATION | |
| 3:05 PM | 6. | COUNCILOR COMMUNICATION | |

ADJOURN

REGIONAL SOLID WASTE MANAGEMENT PLAN KEY ISSUES

Metro Council Work Session
Tuesday, March 23, 2004
Metro Council Chamber



Regional Solid Waste Management Plan Update

SUMMARY REPORT OF STAKEHOLDER MEETINGS- PHASE ONE

Introduction

The public involvement activities for the Regional Solid Waste Management Plan (RSWMP) update will take place between January, 2004 and August, 2005 when Metro Council will take action on the final draft 2005 – 2015 Regional Solid Waste Management Plan. Stakeholder and public input are designed to play a large role in shaping the issues and content included in the final recommended plan. Specific public involvement activities include:

- Phase One (January, 2004 to March, 2004) -- Focus group-style meetings to identify and narrow a list of regional issues, and reporting to the Solid Waste Advisory Committee (SWAC) and Metro Council
- Phase Two (March, 2004 to May, 2004) – Stakeholder meetings, public meetings and survey to collect input on identified issues, approaches and trade-offs identified in Phase One
- Phase Three (September, 2004 to January, 2005) – Stakeholder comments on the draft plan
- Phase Four (February, 2004 to August, 2005) – Public hearings with Metro Council on final draft plan

Cogan Owens Cogan, LLC (COC) was hired by Metro to facilitate meetings, provide summaries and advise on incorporating public interests in all four phases of the process. The purpose of Phase One for the RSWMP update is to give a cross-section of stakeholders from the regional solid waste community and the general public the opportunity to express their particular interests. COC and Metro staff met with a sample of stakeholders between February 18 and March 8, 2004. Focus group meetings included representatives from the national industry, local industry, local government, recycling facilities, end-use markets and environmental groups/recycling experts. Focus groups with the general public will take place in the next several weeks. Six two-hour meetings were held using a similar format, set of questions, displays and handouts at each session. Meeting topics were divided into six subject categories and specific questions were asked for each topic:

- Topic 1 - Current RSWMP Vision and Goal
- Topic 2 - Current RSWMP Goals and Objectives
- Topic 3 - Solid Waste System Diagram and Services
- Topic 4 - Solid Waste System Concerns

- Topic 5 - Potential Regional Issues
- Topic 6 - Service Providers/Citizen Roles

Stakeholder groups were intentionally small (less than 10 people) in order to accommodate a focus group-style setting which fosters recommendations, comments and concerns about regional issues and the current RSWMP. All stakeholders will be asked for comments on work to-date as the public involvement process moves into Phase Two later this spring.

These focus group-style meetings gave stakeholders an opportunity to speak candidly about the current RSWMP and to identify critical issues for the 2005 – 2015 Plan. Two methods were used to solicit comments during this phase of the RSWMP update process – the meetings themselves, and comment forms distributed at the end of each meeting. Participants were encouraged to submit additional comments to COC staff. Summarized results of the meetings and comment forms follow. *Italicized text is the Vision, Goals and Objectives from Chapter 5 – Regional Solid Waste Management Plan, 1995 – 2005 appropriate to each topic section.*

Topic 1 - Current RSWMP Vision and Goal

This section was designed to explore whether or not the current RSWMP Vision and Goal still resonate with solid waste industry stakeholders. Questions asked include:

- Are the current plan's vision and goal still relevant?
- If not, tell us which components you think are no longer relevant and why.

The vision of this plan can be summarized as follows:

Solid waste is viewed by citizens of the region as a resource to be managed. We understand that the conservation of natural systems – soil, water, air and biological diversity – sustain both economic prosperity and life itself and that the protection of our natural systems requires changes in consumption of resources. In order to build a sustainable future together, we recognize the link between integrated waste management and the conservation of resources as an integral part of the regional decision-making process.

The overall goal of the RSWMP is:

Continue to develop and implement a Solid Waste Management Plan that achieves a solid waste system that is regionally balanced, environmentally sound, cost-effective, technologically feasible, and acceptable to the public.

Five out of six groups recommend altering the first sentence in the vision. Specifically, they said the word “resource” needs clarity. For example, some waste has value as a commodity or resource while other waste is toxic and is not considered a resource. Furthermore, the “citizens of the region” may not view solid waste as a resource at all. They may view solid waste as recycling or garbage. One group suggests deleting the first sentence altogether.

All six groups generally agree that the remaining wording is acceptable, except where identified below. Some stakeholders say they played a large role in creating the vision and goal during the last RSWMP update process and that the vision and overall goal still represent the solid waste community's values.

Additional recommendations mentioned at least once include: add specific ideas about what really needs to happen to achieve the goals (be realistic); tie the vision into Metro and State sustainability goals and executive orders on sustainability; the words "life itself" are over dramatic; the words "life itself" need to remain so human health is covered in the vision; clarify the words "regionally balanced"; ensure the vision reflects the benefits to all stakeholders in the region including households, commercial enterprises and industry; and, strengthen the overall goal -- it should require maximizing recycling and be more ambitious overall.

One stakeholder group recommends including "conservation of resources" and "avoidance of toxics" as guiding principles for the plan. They would like recognition of moving toward zero waste and zero persistent toxics as a long-term goal. This goal can be tied to the recently passed Metro sustainability goals. They also suggest adding diversion goals for toxics and pollution that go further than having a basis on weight alone. For example, even though a large amount of mercury is found in the solid waste system, even small quantities can be harmful.

Topic 2 - Current RSWMP Goals and Objectives

Next, the 16 current RSWMP goals and associated objectives were reviewed by each group. They were asked:

- Do these still make sense?
- Do they describe the type of system we value or strive to create? If not, why not?
- Is there an emphasis you want toned down or increased?
- Is there anything missing from this list?

Specific recommendations for each identified goal or objective are listed below. The associated goal or objective is shown in italics above the comments.

Goal 1 - The Environment. Solid waste management practices that are environmentally sound, conserve natural resources and achieve the maximum feasible reduction of solid waste being landfilled are implemented by the region.

One group identifies the word "feasible" as subjective. It recommends adding a clarifying sentence stating that feasibility is subjective and that the topic is an ongoing dialog.

Another group asks that collection and transportation of solid waste be identified as having its own set of environmental impacts. Recognition of this impact makes a connection between statewide sustainability goals for fleets and the solid waste and recycling hauling trucks. An objective could be added that describes designing a collection and disposal system to reduce impact on the environment. One result would be maximizing the efficiency of routing and the location of transfer stations, MRFs and recycling centers.

One response from a comment form suggests adding the words "avoid pollution" after "natural resources".

Objective 1.1. The guiding policy for waste management in the region is based on the following priorities:

- *Reduce the amount of solid waste generated*
- *Reuse material for the purpose for which it was originally intended*

- *Recycle material that cannot be reused*
- *Compost material that cannot be reused or recycled*
- *Recover energy from solid waste that cannot be reused, recycled or composted as long as the energy recovery facility preserves the quality of air, water and land resources*
- *Dispose of, by landfilling, any solid waste that cannot be reused, recycled, composted or from which energy cannot be recovered.*

Three groups recommend allowing flexibility for new technologies in the hierarchy described in this objective. Two provided examples from the compost market. For example, energy recovery from compostable materials prior to delivery back into the soil is an emerging technology. Another recognizes the market for compost is becoming saturated. There are other uses for wood products such as in the hog fuel market. As the objective is currently interpreted, some jurisdictions maintain wood cannot be used for hog fuel because it must be composted. One stakeholder recommends changing the compost line to read, "It is acceptable to compost material as long as the compost recovery facility preserves the quality of air, water and land resources." Another group recommends prioritizing the hierarchy detailed in this objective.

One comment form response suggests adding the following new objectives:

To assure that human activity does not degrade the natural systems that support it, the region's long-term goal will be zero waste disposed or incinerated.

To assure the long-term health of humans and other living organisms, the region shall move toward a long-term goal of zero persistent bio-accumulative toxins.

Goal 2 - Education. Residents and businesses of the region are knowledgeable of the full range of waste management options, including waste prevention and reduction, that are available to them.

Five groups support this goal. One group made no comment. Recommendations mentioned at least once include: add public officials to the list; add education of haulers to the list; redirect some education funds directly to the industry; clarify the message in education programs so that the general public recognizes there are costs associated with implementing new programs; educate the public on commingling and its benefits; modify messages about recyclable materials to be consistent across the region (for example, Metro recycles Styrofoam once per year, but haulers don't pick it up as a recyclable on a regular basis); recognize private industry as having a large stake in recycling education; and consult private industry staff about programs.

Objective 2.1. Provide for public education regarding the costs and benefits of alternative waste management practices in a coordinated fashion such that duplication is avoided and consistent information is provided to the public.

No specific comments were made on objective 2.1.

Objective 2.2. Involve the public in five-year updates of the Regional Solid Waste Management Plan. More frequent Plan revisions may be made as conditions warrant.

One comment form response recommends changing the objective to read, "Provide for public education that expands awareness of opportunities to reduce, reuse, recycle, and compost waste

and motivates the public and waste management personnel to sort materials in a way that assures their highest use.”

Objective 2.3. Standardize waste reduction services within the region to the extent possible to minimize confusion on the part of residents and businesses and construct cooperative promotion campaigns that cross jurisdictional boundaries.

No specific comments were made on Objective 2.3.

Goal 3 - Economics. The costs and benefits to the solid waste system as a whole are the basis for assessing and implementing alternative management practices.

One group says this goal is based on a “one-size-fits-all” premise, which is a disincentive for competition among private operators.

One comment form response further explains this opinion. It says, a substantial percentage of the revenue generated in the solid waste system should be used for only solid waste activities. A cap on all solid waste revenue, maybe 75 percent, should be used only for the actual cost of collection, transfer, transport, disposal and recycling of the solid waste generated in the metro region. The remaining 25 percent of solid waste revenue could be used for all the fees and taxes collected by Metro through the solid waste system.

It is a significant concern to the private sector owners and operators in Metro’s solid waste system that they are becoming tax collectors for non-solid waste causes. This limits the ability of privately owned solid waste companies to recover the true cost of services in the ratemaking processes of local governments (city and county).

Objective 3.1. System cost (the sum of collection, hauling, processing, transfer and disposal) is the primary criterion used when evaluating the direct costs of alternative solid waste practices rather than only considering the effects on individual parts of the system.

No specific comments were made on Objective 3.1.

Objective 3.2. The economic and environmental impacts of waste reduction and disposal alternatives are compared ‘on a level playing field’ so that waste reduction alternatives have an equal opportunity of being implemented.

Two groups commented on this objective. One group says the objective is ambiguous. It is increasingly important to recognize that each material does not need to pay for its own recovery or reuse. For example, food waste recovery should be viewed as part of the integrated system, not just a program unto itself. Another group asks how the “level playing field” is determined. How will economic impacts of decisions be decided if the decision helps one sector but hurts another?

Objective 3.3. After consideration of technical and economic feasibility, Metro will support a higher system cost for waste reduction practices to accomplish the regional waste reduction and recycling goals.

One group placed emphasis on keeping this objective.

Objective 3.4. Government and private industry will work cooperatively to identify, explore and confirm the cost and reliability of emerging solid waste technologies.

Five out of six stakeholder groups voice concern that the plan is not flexible enough to allow room for emerging technologies.

Objective 3.5. Implement a system measurement program to provide data on waste generation, recycling and disposal sufficient for informed decision-making and planning.

No specific comments were made on Objective 3.5.

Goal 4 - Adaptability. A flexible solid waste system exists that can respond to rapidly changing technologies, fluctuating market conditions, major natural disasters and local conditions and needs.

Two groups commented on this goal. One group uses glass to exemplify how the plan does not encourage adaptability. Ten years ago the perceived best use for recycled glass was for a bottle. Today, the value of recycled glass has decreased and it is available for a variety of other uses. The industry is always changing. Metro needs to have a better recognition and utilization of this goal. Another group thinks other goals in this section emphasize back end responses to waste recovery. This goal should promote the flexibility to develop front end programs and solutions.

Objective 4.1. Implement an integrated mix of waste management practices to provide for stability in the event that particular alternatives become viable.

One group points out this sentence need clarification or removal. The way it is written could mean that as technology changes, Metro should present alternatives and help stabilize the solid waste community. Another way to interpret it is that Metro should ensure stability to businesses so that, as new technology arrives, they will not go out of business.

Objective 4.2. Government regulation is the minimum necessary to ensure protection of the environment and the public interest without unnecessarily restricting the operation of private solid waste businesses.

Five groups commented on this objective. Four groups strongly emphasize the conflict that arises when Metro works as an operator and regulator within the solid waste industry. Industry group representatives felt strongly that Metro should act as a regulator, not as an operator. Other comments include:

- Metro as an operator inhibits true supply and demand potential (e.g. Metro controls tipping fees)
- Metro inserts a hybrid economic factor into the system and becomes a competitor as well as a regulator
- Metro should not try to impose regional economic goals because specific economic goals for each jurisdiction vary as do the prices charged for the same service
- Metro's role should be to regulate quality of facilities, not whether they should be permitted to operate

- Metro has become the rate setter for the region and relies on funding from its operations to support programs. When Metro bonds are paid off in 2009, functioning as an operator should cease.

One group says Metro's regulations should not be more strict than the State's (e.g. composting facilities).

One comment form response provides additional comment saying there are 39 privately owned facilities processing solid waste generated in the metro region. In 1995, there were only two privately owned facilities processing solid waste generated in the metro region.

Objective 4.3. Facilities that handle, process, buy and sell source-separated recyclables remain in private ownership in order to maintain greater flexibility to rapidly respond to changing market conditions.

One group says if Metro were to move into material recovery, this objective would be in conflict.

Objective 4.4. Integrate local solid waste solutions into the solid waste management system.

Four groups emphasize the need to act regionally. Local governments should have the right to act independently, but there should be some connectivity. There was disagreement within and among groups on whether all jurisdictions should be required to offer the same services.

Objective 4.5. Solid waste facilities may be publicly or privately owned, depending upon which best serves the public interest. A decision on ownership of transfer and disposal facilities shall be made by Metro on a case-by-case basis.

Two groups recommend changes in this objective. One group suggests there be objective criteria created for deciding on ownership of transfer and disposal facilities. The criteria should define public interest and be made available before, not during, permitting decisions. The other group says this is an excellent plan objective, but it is not followed by Metro staff. For example, it appears Metro staff believes the public's best interest is served by using public facilities, not private facilities. It also appears Metro Council and staff do not want new private facilities built in the region. This is a longstanding regional issue.

Objective 4.6. Metro shall encourage competition when making decisions about transfer station ownership or regulation of solid waste facilities in order to promote efficient and effective solid waste services. Metro shall consider whether the decision would increase the degree of vertical integration in the regional solid waste system and whether that increase would adversely affect the public. Vertical integration is the control by a private firm or firms of two or more of the primary functions of a solid waste system - collection, processing, transfer and hauling and disposal.

Five groups commented on aspects of this objective. Most express concerns about the use of the term "vertical integration." Some groups say vertical integration affects the ability of small companies to compete in the marketplace, while other groups say vertical integration is an industry trend and that competition does exist within and between vertically integrated companies. Comments include:

- The term is outdated and should be removed from the objective
- The term has been reviewed by the legal system and should not be used in the plan
- Competition exists between vertically integrated companies
- There is concern that the national companies will dominate the market, particularly with transfer stations, if there are no public facilities. The reality is there are enough restrictions in place that this shouldn't be a concern.
- One opinion is vertical integration reaches a threshold where all affected parties "suffer." The decision point could be when service delivery becomes an issue and the customer suffers.
- The national trend is to move toward national garbage companies. Vertical integration is here to stay. The real issue to discuss is how to manage this trend.
- Is the language in the objective strong enough to protect the system against ill effects from vertical integration?

Goal 5 - Performance. *The performance of the solid waste system will be compared to measurable benchmarks on an annual basis.*

No specific comments were made on Goal 5 during stakeholder meetings. One comment form response suggests ensuring benchmarks are based on real data. Benchmarks should be included in the updated RSWMP. Another comment form recommends adding an objective that reads, "Metro shall make public the region's progress toward meeting the benchmarks on an annual basis."

Goal 6 - Plan Consistency. *The Regional Solid Waste Management Plan shall be integrated with other Metro, state, local government, community and planning efforts and shall be consistent with existing Metro policies for managing solid waste.*

Objective 6.1. *The RSWMP shall be consistent with the adopted Region 2040 Plan and the Regional Framework Plan, when it is adopted.*

Objective 6.2. *The RSWMP shall be consistent with the State of Oregon Integrated Resource and Solid Waste Management Plan.*

No specific comments were made on Goal 6 – Plan Consistency, or Objectives 6.1, 6.2.

Objective 6.3. *Each city and county shall provide appropriate zoning to allow planned solid waste facilities or enter into intergovernmental agreements with others to assure such zoning. Whether by outright permitted use, conditional use or otherwise, appropriate zoning shall utilize only clear and use objective standards that do not effectively prohibit solid waste facilities.*

One group identifies this objective as difficult to support in some cases. For example, if the region chooses to site an organics facility in Gresham, city officials would have to disagree.

The last sentence in this objective has a typo. See, "...only clear and use objective...".

Objective 6.4. *Metro and local governments shall work together to ensure that solid waste facilities and services are positive contributions to the region.*

a. For any community providing a solid waste "disposal site," as defined by ORS 459.280, Metro shall collect a fee to be used for the purpose of community enhancement.

b. Solutions to the problems of illegal dumping and to other adverse impacts caused by changes in the waste management system shall be cooperatively developed.

No comments were made on Objective 6.4.

Comments from one group on 6.4a suggest the need to further define or clarify "community enhancement."

No comments were made on Objective 6.4b

c. To the extent that tonnage limits and other locally imposed restrictions would prevent Metro from fully using its facilities to carry out this Plan, Metro reserves its authority to override such restrictions, after receiving public comment, by action of its council.

Comments from one group on 6.4c are that this objective undercuts the ability of a facility to operate at 100% capacity. For example, DEQ says the Wilsonville site can handle 190,000 tons, but a Metro regulation says it can only handle 100,000 tons. As a result, the owner is operating at approximately 50% capacity.

Objective 6.5. *The RSWMP shall be recognized through city and county comprehensive plan policies and ordinances governing the siting, permit review and development standards for solid waste facilities.*

No specific comments were made for Objective 6.5.

One comment form response recommends adding an objective that reads, "Local land use plans shall assure that land is provided for compost facilities."

Goal 7 - Regional Waste Reduction Goal. *The regional waste reduction goal is to achieve a recovery rate of 62% as defined by state statute by the year 2005. Per capita disposal rates and reductions in waste generated attributable to waste prevention programs are also acknowledged to be key waste reduction indicators.*

Five groups addressed this goal. All recommend the new waste recovery goal be set using a rational basis, but the recommended new recovery goal varied by group. One group wants to see the recovery rate goal raised "substantially" or "significantly." They say the goal should be a stretch in order to encourage progress. They emphasize what is technically feasible today should not be a principle used to determine a goal for the future. The planning process should articulate a specific process for determining the goal.

Another group recommends a timeframe associated with the 62% goal be inserted as well as any future recovery rate goals. The new goal should be economically viable and environmentally ambitious. The third and fourth groups say that the goal is voluntary and Metro should not imply the State is forcing

the 62% goal. They say, according to *Waste News*, the statewide recovery rate is 45%. This region is already exceeding performance by the state as a whole by recovering 54%. By trying to reach the 62% goal, haulers are forcing businesses to recycle, but businesses respond by saying it affects the bottom line. There is concern that the shift to mandated recycling is already taking place without receiving input from the general public. The San Francisco food waste program is subsidized by huge rate increases.

Another group says the incremental cost of recovering the remaining 8% is very high. They said it may be cheaper to landfill. In some cases, trying to reach the goal may put local industry out of business. For example, if the City of Portland decides to send food waste along with yard debris to Eastern Oregon, the local compost companies will go out of business. The goal is arbitrary and should be reevaluated.

One comment form response recommends changing the recovery rate to 75% by 2015, adding San Francisco's goal is 75% by 2020. Another response adds that Metro's recovery rates for privately owned local transfer stations restrict these facilities in the effort to increase the region's waste recovery goal.

Goal 8 - Opportunity to Reduce Waste. Participation in waste prevention and recycling is convenient for all households and businesses in the urban portions of the region.

Three groups say this goal should be tied to Goal 2 – Education. Waste reduction must be convenient for the generator.

One group recommends adding more uniform standards to the region with regard to recycling. For example, yard debris requirements vary by jurisdiction. This confuses the customer.

Goal 9 - Sustainability. Secondary resource management is a self-sustaining operation.

All groups generally support this goal. Three groups commented on this goal. One group wants "secondary resource management" to be clarified. Another says the purpose of this goal is to provide a willingness to review what makes sense to collect. For example, glass is now worth 25% of what it was worth 20 years ago. Suggested additions to the language include:

- Review the long-term potential of collecting materials.
- The goal is to collect and process materials that will not impede the process for the remaining materials. Those that serve a true benefit should not be deterred by the rest of the system. For example, the collection of glass could impede the collection of other materials in the future. Glass mixed with paper clogs the mills and now facilities struggle to find a place to take the paper.

A third group says the goal should be rewritten to include concepts of sustainability as a whole, instead of only sustainability of the solid waste system. Metro's sustainability goals should be incorporated into the plan as well.

Objective 9.1. Include both direct and indirect costs in the price of goods and services such that true least-cost options are chosen by businesses, governments and citizens when making purchasing decisions.

No specific comments were made on Objective 9.1.

Objective 9.2. Develop markets for secondary material that are stable and provide sufficient incentive for separation of recoverable material from other waste and/or the post-collection recovery of material.

Two groups say the language in this objective is unclear. What does “develop markets” mean? One group says it should be a goal of the plan, not Metro, to develop markets.

Objective 9.3. Support an environment that fosters development and growth of reuse, recycling and recovery enterprises.

No specific comments were made on Objective 9.3 during stakeholder meetings. One comment form response recommends adding the word “composting” after the word “recycling”.

Goal 10 - Integration. Develop an integrated system of waste reduction techniques with emphasis on source separation, not to preclude the need for other forms of recovery such as post-collection material recovery.

One group says recovery emphasis is no longer on source separation. The industry is moving toward commingling.

Goal 11 - Accessibility. There is reasonable access to solid waste transfer and disposal services for all residents and businesses of the region.

Five groups commented on this goal. Two groups say that this is not a reasonable goal as long as Metro is an operator and a regulator. Three other groups say Washington County does not have reasonable access because their haulers have to travel longer distances to transfer stations.

One comment form response adds, Metro’s regulations and ordinances relating to service areas and tonnage limitations are contrary to this goal’s objectives.

Objective 11.1. Extend and enhance the accessibility of the infrastructure already in place for the management of the waste stream for which the RSWMP is responsible. These responsibilities include all wastes accepted by general- and limited-purpose landfills, construction and demolition wastes, household hazardous waste and hazardous waste from conditionally exempt generators.

No specific comments were made on Objective 11.1.

Objective 11.2. Provide reasonable access through new transfer or reload facilities if it becomes evident that waste reduction practices and existing transfer and disposal infrastructure will be unable to keep pace with the future demand for disposal services.

One group recommends deleting, “if it becomes evident that waste reduction practices and existing transfer and disposal infrastructure will be unable to keep pace with the future demand for disposal services,” arguing that the market should decide.

Goal 12 - Recovery Capacity. *A regionally balanced system of cost-effective solid waste recovery facilities provides adequate service to all waste generators in the region.*

Comments from two groups on tonnage caps include:

- Tonnage limitations make maximizing recovery difficult.
- Recovery rate limitations are placed on the private operator and not the public operator.
- Tonnage caps should be linked to capacity. Currently, the limit is based on volume, which is artificially created by Metro volume limits.

One comment from response adds, Metro's regulations and ordinances relating to recovery rates for local transfer stations and tonnage limitations are contrary to this goal's objectives.

Goal 13 - Toxics Reduction. *Protect the environment, residents of the region and workers who collect, transport, process and dispose of waste by educating residents of the region on methods eliminating or reducing the risks arising from hazardous materials.*

One group says toxic reduction has been handled well. Metro has a strong household hazardous waste program.

Objective 13.1. *Manage hazardous waste based on the Environmental Protection Agency's hierarchy of "reduce, reuse, recycle, treat, incinerate and landfill."*

No specific comments were made on Objective 13.1.

Objective 13.2. *Educate residents of the region about alternatives to the use of hazardous products, proper use of hazardous products, how to generate less hazardous wastes and proper disposal methods for hazardous waste.*

One group suggests adding educate "manufacturers of the products we consume" to the goal, and also adding "work toward the development of policies and programs that move toward the front-end development of products."

Objective 13.3. *Provide convenient, safe, efficient and environmentally sound disposal services for hazardous waste that remains after implementing prevention and reuse practices.*

No specific comments were made on Objective 13.3.

Goal 14 - Disaster Management. *In the event of a major natural disaster such as an earthquake, windstorm or flood, the regional solid waste system is prepared to quickly restore delivery of normal refuse services and have the capability of removing, recycling and disposing of potentially enormous amounts of debris.*

One group recommends deleting the word "natural" to allow for acts of war or terrorism.

Another group asks for Metro staff to communicate any current disaster plans to the hauling community. Does a disaster plan exist?

Objective 14.1. Provide both accurate and reliable information for use in predicting the consequences of a major disaster and an inventory of resources available for responding to and recovering from disasters.

Objective 14.2. Develop a phased response plan that coordinates emergency debris management services and maximizes public health and safety. Facilities and Services Goals and Objectives

Objective 14.3. Develop a recovery plan that maximizes the amounts of materials recovered and recycled and minimizes potential environmental impacts.

Objective 14.4. Provide for innovative and flexible fiscal and financial arrangements that promote efficient and effective implementation of response and recovery plans.

Objective 14.5. Ensure the coordination and commitment of local, state and federal governments and the private sector.

No specific comments were made on Objectives 14.1 – 14.5.

Goal 15 - Facility Regulation. Metro's methods for regulatory control of solid waste facilities will include a system of franchising, contracting, owning and/or licensing to ensure that disposal and processing facilities are provided and operated in an acceptable manner.

Three groups commented on this goal. Two groups recommend removing "owning" from the goal. One recommends Metro not own any facilities by 2015. A third group recommends adding "rate regulation." If Metro discontinues operating facilities, it should regulate private-sector fees.

One comment from response adds, Metro should not duplicate the solid waste regulatory efforts of cities (land use authority and rate making) or the DEQ (permit authority).

Goal 16 - Revenue Equity and Stability. To ensure that the Metro solid waste revenue system is adequate, stable, equitable and helps achieve the goals of the Regional Solid Waste Management Plan.

Objective 16.1. Charges to users of Metro-owned disposal facilities will be reasonably related to disposal services received. Charges to residents of the Metro service district who may not be direct users of the disposal system should be related to other benefits received.

No specific comments were made on Goal 16 or Objective 16.1.

Objective 16.2. There will be sufficient revenues to fund the costs of the solid waste system.

Two groups recommend more clearly defining how revenue generated by solid waste is distributed. One group recommends modifying this objective so recycling and recovery system programs are funded. Another group recommends limiting the percentage of funds that can go to programs outside the solid waste system. They point out that 46% of the tipping fee is used for transportation, transfer and disposal of solid waste. The remainder is spent outside the solid waste system. This puts the private operator at a disadvantage.

Objective 16.3. The revenue system will help the region accomplish management goals such as waste reduction and environmental protection.

One group asks if the meaning of "revenue system" is meant for the region or the entire watershed. Another recommends strengthening the language. Evidence in San Francisco, Seattle and throughout Europe shows higher tipping fees promote higher recovery rates.

Topic 3 - Solid Waste System Diagram and Services

This section was designed to solicit response to a solid waste system diagram created to describe the flow of garbage and recyclables from generators through the solid waste system to disposal or reuse sites. It may be used for sessions with the general public and people less familiar with the solid waste system. Stakeholders were given a copy of the diagram to review and discuss. Many chose to write comments and additions directly onto the sheet provided. All six groups made recommendations on how to clarify the diagram. Comments include adding icons for collection, transfer stations, transportation and end use markets. Detailed comments on the diagram are included in Appendix C.

One question on the Comment Form asked participants the following, "Using a scale of 1 to 5 (1, poor; 5 excellent), how would you rate the current solid waste system and services?" All respondents answered with 3.

Topic 4 - Solid Waste System Concerns

This section was designed to give participants an opportunity to voice concerns about the system in general. Questions asked include:

- Do you have any comments on the all or part of the system?
- How are your identified concerns a regional issue?
- How does the concern get in the way of our region's ability to reach the RSWMP vision and goal?

Numbers in parentheses refer to the number of times each topic was mentioned throughout the focus group process. Solid waste system concerns include:

- The recovery goal should be reevaluated. (5)
- Metro should be a regulator not an operator. Review the goals with this in mind. (4)
- Is recovering food waste cost-effective and appropriate? Food waste will be a very expensive recovery program. While determining whether this is viable, food processors and restaurants should be consulted. Yard debris composting businesses will be affected by the decision. If food waste contaminates yard debris, a number of companies will be put out of business because current law limits their ability to process the yard debris. (4)

- The plan is neither used nor implemented by staff at Metro, especially mid-level managers. (2)
- Lobbyists, particularly those working for large companies, may have unfair influence on decision-makers. (2)
- Add diversion goals for toxics and pollution that go further than having a basis on weight alone. (2)

Concerns listed below were mentioned once and are separated into the categories Plan (recommended revisions, clarifications, specific concerns, overarching philosophies), System (comments/concerns on the solid waste system and players within it) and Rates/Funding (rate-setting, economic incentives).

Plan:

- Goals 5, 7, 8, 9, 10, 12, and 15 contain no objectives. An objective should be written for each goal.
- Consider prioritizing the goals or indicate the goals that will take a higher priority.
- Throughout the Plan, note where there are intersections between transportation and solid waste planning. This will result in greater stakeholder involvement.
- The more segmented the waste stream is, the higher the cost to recover, the more difficult to regulate, and the greater the impact to the environment. This should be considered while updating the Plan.
- Add "customer service" to the goals.
- Has anyone asked the public what/if they are willing to pay to achieve the 62% goal?
- Move away from pipeline thinking. The trend for waste management is in upstream management and design of products.
- Integrate Metro resolution of five long-term sustainability goals in the RSWMP.
- The facilities and parks that Metro operates should have a commitment to reuse and recover waste material as much as possible. For example, the Zoo should be using compost and the Convention Center should have an outstanding recycling plan.
- Discussion about the RSWMP update must include citizens to prevent it from becoming an industry-serving plan. The solid waste industry is a service provider. Fees come from citizens and businesses.
- The Plan should be structured like a Functional Plan, with specific targets for each jurisdiction. The Plan should be enforceable. Require intergovernmental agreements and have Metro disperse money based on movement toward specific goals.
- What happens if the goals are not met? Set benchmarks along the way. Metro should be the enforcer. Tie contingency to specific actions if the goals are not met.
- Metro goals should align with DEQ and surrounding jurisdictions.

System:

- Metro's actions appear to focus on providing support for ease of collection and increasing diversion of materials, instead of sustaining the quality of the materials being recovered. As efforts to divert more materials increase, the quality of those materials recovered

decreases. As commingling increases, recovering materials for end use markets costs more in infrastructure and equipment. The result could be a shift to using raw materials, if the cost of recovering used materials becomes too high.

- Provide equal access to the system, regardless of location.
- Provide equal availability to facilities for the public.
- As consolidation of facility and transfer operations occurs, maintain equal access, equity, rates, customer service and environmental protections.
- Metro should take a leadership role in recycling trends such as electronic products and tires.
- Deliver consistent messages to the rate payer. For example, yard debris used to accept wood pieces, now it does not. This is confusing.
- Is the system allowing materials to be used for the highest and best use?
- The quality of material being recovered is a concern. Commingling affects the quality of recovered materials and should be evaluated.
- Currently, Metro's focus appears to be on stimulating the household recycler instead of finding end uses for materials recovered.
- The markets for materials fluctuate, which should be accounted for by Metro's fees. For example, if the price of cardboard goes down enough, it will not be separated. Instead it is sent to the landfill. Is it possible for Metro to adjust its fees as market values rise and fall?

Rates/Funding:

- How are Enhancement Funds being considered? How are they being adjusted? Is compensation adequate? Is the enhancement program fair and consistent for all parts of the region?
- Create rate equity between Metro and other facility operators. There should be a shift to taxing on every ton.
- The system is mature enough to handle building additional stations.
- Metro should charge excise taxes on each ton.
- Metro artificially sets the fees for the whole region. Each time the tip fee increases at the Metro facility, other MRF fees go up as well. The situation is comparable to a non-unionized company competing with a union company for business.
- Create an economic incentive for haulers to keep recyclables separate from garbage.

One comment form response makes the point that haulers are the driving force behind recovery. They should have economic incentives for attaining the goals set forth in the Plan. The participant is not advocating for incentives, just pointing out that the hauler has great control over whether materials are sent to a MRF or transfer station.

Topic 5 - Potential Regional Issues

In this section, a set of potential regional issues generated by Metro staff was distributed to stakeholders for review and comment (see Appendix A of this report). Stakeholders were asked their opinions about whether any of these issues should or should not be considered for further discussion as

the Regional Solid Waste Management Plan is updated. Numbers in parentheses refer to the number of times each topic was mentioned. No number indicates the topic was mentioned once.

1. Maintain the public/private transfer mix? Stakeholders agree this should remain an issue. Comments and additional questions on this issue include:

- Should Metro continue to be a regulator and operator in the system? (3)
- Metro should establish rates, not influence ownership. (2)
- Are the growing solid waste needs in the Boring/Damascus area being addressed?
- The system should remain the way it is, with public and private transfer mix.

2. Add more capacity? Stakeholders do not agree this should be a major issue for discussion. Most say capacity is not an issue. Some stakeholders feel the question should be about accessibility instead of capacity. Additional comments and questions include:

- The region generates 1.2 million tons of material per year and has capacity for 2.5 million tons per year. The demand for capacity will not double by 2015.
- There are five landfills in the region. There is plenty of capacity.
- Who controls the flow of waste?
- Is access for services the best it can be?
- What criteria should determine whether more capacity in certain areas is needed? Some materials such as compost may not be oversupplied.

3. Implement "required recycling"? Stakeholders agree this is a good issue for discussion. Additional comments and questions include:

- Should the region take advantage of existing infrastructure before going to required recycling? Currently the infrastructure is underutilized.
- Are people willing to pay for increased recovery rates?
- An organics program may remove 10,000 tons per year, which is not very much.
- Has job site or MRF separation been fully utilized?
- Should there be different or additional programs? If so, at what cost?
- Is offering organics the best choice, or is increasing recovery rates under current programs best?
- What are the tests to decide if different or additional programs should be added?
- Does the recovery rate goal need to be reached? This should be a tool to manage reaching the goal.

4. Stronger emphasis on "front-end"? Stakeholders agree this should remain an issue. Additional questions and comments include:

- Metro should take a role in identifying front-end solutions and become an advocate for these choices. Some products such as oil, tires and bottles have successfully transitioned to front-end payments. We can't continue to subsidize recycling. At some point the cost needs to move to the front end. There should be a tax on virgin products such as paper, for example.
- How would this effort affect other parts of the state?
- How will reduction in total tonnage be determined if front end programs go into place?
- It is very difficult to show quantifiable results for this type of work.
- What type of burden will this place on generators?

5. Factor environmental benefits into program cost/benefit analyses? Stakeholders do not agree this should be a major issue for discussion. Some stakeholders argue that this continues to be an issue needing discussion, others say that the science supporting these efforts are debatable, therefore, discussion should stay with quantifiable issues. Additional comments and questions include:

- Is the public willing to pay a premium to achieve environmental benefits? (3)
- What is the true cost of implementing these programs? For example, composted material creates and emits greenhouse gases, but methane from landfills is controlled. How will a decision be made on the better program?
- Some recycling may not make sense.
- At what point do economic and environmental impacts collide?

6. Lead to where in the future? Four stakeholder groups recommend this remain a topic for discussion. The other two groups recommend altering the question. One group recommends changing the question to, are we doing the best we can? Another group recommends changing the question to, should the region continue to be a leader? Additional comments and questions include:

- This question appears to emphasize toxicity over solid waste.
- Given the maturity of the solid waste system, is it better to expand into new programs or focus on making existing programs better?
- What programs should we take the lead on in the future?

Additional Issues Recommended

After reviewing and commenting on Metro staff's list of potential regional issues, the stakeholder groups then offered potential regional issues they would like to see addressed in the Plan update. These include:

Plan Enforcement - How can the plan be structured to ensure the goals are met? What recourses are available if goals are not met? How do we maintain a system that accomplishes all of the goals? (2)

Behavior Change - Future emphasis for the recovery rates and the industry is in education and changing behavior. We have already targeted the "low-hanging fruit" of residential services, but more opportunities remain for increasing waste recovery. How do we motivate businesses to increase recovery? The biggest potential for increasing recovery is with businesses, office buildings and industry. The RSWMP goals call for consistency, but there is no consistent educational message throughout the region. Haulers could be an asset. They are tremendous sales people and educators, but they aren't taken advantage of in this respect. What can be done to mobilize this resource?

Metro Decision-Making - Is Metro internal decision-making open enough? Is the Metro system too prone to influence from lobbyists and other interest groups?

Regulation - We are moving toward deregulation in many industries. Does the system benefit from less or more regulation? Who should do the regulating: government or the private industry? How best is the system managed? How best do we equalize the way materials are regulated?

Sustainability - Should the solid waste management system be considered part of the larger sustainability question? How best could solid waste goals be integrated with overall sustainability goals? Should the message be, we do not create garbage, we create recycling?

One comment form makes recommendations for three additional regional issues. These include:

- **Commingling.** What extent of commingling is consistent with long-term recycling goals? What standards should be required? For example, I believe that the public's dissatisfaction with the commingling collection of recyclables comes from the lack of standards for haulers. The local government asks the public to sort in a certain way, but the hauler may mix almost everything in his truck. The local governments should decide on the ideal system and require their haulers to keep recycling streams separate on their trucks. The requirements should be consistent throughout the region.
- **Disposal bans.** Which materials should be banned from the landfill in order to reach the recovery goal?
- **Government purchasing requirements.** What should Metro and local governments be required to do to close the loop and create demand for recycled and non-toxic materials? For example, governments could be required to purchase composted yard debris, re-refined motor oil, non-chlorine bleached paper with a minimum of 30% post-consumer recycled content, supplies that are not individually wrapped, computers without lead, mercury, or bromated flame retardants.

Topic 6 - Service Providers/Citizen Roles

This section was designed to query stakeholders on what questions to ask ratepayers or the general public about the solid waste system in general and the Regional Solid Waste Management Plan. Numbers in parentheses refer to the number of times each topic was mentioned. No number indicates the topic was mentioned once. Recommended questions include:

- If you desire a certain program or service, how much are you willing to pay for it? (4)

- What services are missing (e.g., e-waste)? (2)
- Are there differences in your work and home recycling habits? If so, what are the differences and why do they exist? (2)
- What motivates you the most to recycle or reuse (e.g., monetary incentives, the recovery goal, other)? (2)
- What kind of system do you want?
- What are the best and worst parts of the system?
- Is the best system being made available to all residents in the region?
- Are system costs equitable?
- When you participate in recycling programs, what are your expectations?
- How much are you willing to do in terms of preparation for recycling? What motivates you to act in this way?
- Are there inexpensive ways to encourage greater individual recycling?
- Do you know what you can and cannot recycle (e.g., commingling)?
- Has recycling increased since you began commingling?
- Do you think businesses should do a better job of recycling?
- Are there too many conflicting messages regarding waste and recycling, or would more education be helpful?
- If given a can for organics and yard waste, would you participate? What if you had an in-house container?
- How difficult is the process for finding out where to dump or recycle materials?
- Who should be responsible for reclaiming waste (e.g., the store, the producer, the government)?
- Do you know what our region's recovery goal is? What are your thoughts about it?

Conclusions and Next Steps

Throughout the RSWMP update process, stakeholder and public input are designed to play a large role in shaping the issues and content included in the final recommended plan. As the first phase of the process, Cogan Owens Cogan and Metro staff met with a sample of stakeholders between February 18 and March 8, 2004. Focus group meetings included representatives from the national industry, local industry, local government, recycling facilities, end-use markets and environmental groups/recycling experts.

The most pronounced issues brought up during stakeholder group meetings to date are summarized below. Issues are divided into two categories – Current RSWMP and Potential Regional Issues.

Current RSWMP

This section summarizes stakeholder comments that were either shared by three or more groups (50% or greater) regarding specific elements of the vision, goals or objectives contained in the current RSWMP; or areas of significantly differing viewpoints.

VISION: Five out of six groups recommend altering the first sentence in the vision. Specifically, they said the word “resource” needs clarity. The major concern relates to differing definitions between groups about what materials are actually considered a “resource” as well as concern that citizens of the region do not consider solid waste a resource, but rather as “garbage” or “recycling”.

WASTE REDUCTION HIERARCHY: Three groups recommend allowing flexibility for new technologies in the hierarchy described in this objective. The overarching concern regards new energy recovery technologies having a place in the regional marketplace.

EDUCATION: Five groups made comments in support of this goal. Generally the groups would like to see an expansion of education activities.

EMERGING SOLID WASTE TECHNOLOGIES: Five out of six stakeholder groups voice concern that the plan is not flexible enough to allow room for emerging technologies. Again, emerging technologies for energy was frequently mentioned.

GOVERNMENT REGULATION: Five groups commented on this objective. Four groups strongly emphasize the conflict that arises when Metro works as an operator and regulator within the solid waste industry. Three groups recommend Metro work toward becoming a regulator only.

INTEGRATE LOCAL SOLID WASTE: Four groups emphasize the need to act regionally. Local governments should have the right to act independently, but there should be some connectivity. There was disagreement within and among groups on whether all jurisdictions should be required to offer the same services.

COMPETITION: Five groups commented on aspects of this objective. Most express concerns about the use of the term “vertical integration.” Some groups say vertical integration affects the ability of small companies to compete in the marketplace, while other groups say vertical integration is an industry trend and that competition does exist within and between vertically integrated companies.

REGIONAL WASTE REDUCTION GOAL: Five groups addressed this goal. All recommend the new waste recovery goal be set using a rational basis, but the recommended new recovery goal varied by group. One group wants to see the recovery rate goal raised “substantially” or “significantly.” Others recommend the recovery goal be decreased by varying amounts. No specific percentages were recommended during meetings, but all five groups strongly recommend the goal change.

OPPORTUNITY TO REDUCE WASTE: Three groups say this goal should be tied to Goal 2 – Education, emphasizing the need to continue education programs. Generally they agreed that waste reduction must be convenient for the generator.

SUSTAINABILITY: All groups generally support this goal. Some groups want the goal expanded or clarified.

ACCESSIBILITY: Five groups commented on this goal. Two groups say that this is not a reasonable goal as long as Metro is an operator and a regulator. Three other groups say Washington County does not have reasonable access because their haulers have to travel longer distances to transfer stations.

FACILITY REGULATION: Three groups commented on this goal. Two groups recommend removing “owning” from the goal. One group recommends Metro not own any facilities by 2015. A third group recommends adding “rate regulation”.

Potential Regional Issues

This section highlights comments made on potential regional issues. Potential regional issues were gathered in two ways. Stakeholders were asked to generate a list of solid waste community and regional concerns. They were also asked to review and comment on a list of six potential regional issues generated by Metro staff. Numbers in parentheses refer to the number of times each topic was mentioned.

Comments generated by more than one stakeholder group on potential regional issues include:

- The recovery goal should be reevaluated. (5)
- Metro should be a regulator not an operator. Review the goals with this in mind. (4)
- Is recovering food waste cost-effective and appropriate? Food waste will be a very expensive recovery program. While determining whether this is viable, food processors and restaurants should be consulted. Yard debris composting businesses will be affected by the decision. If food waste contaminates yard debris, a number of companies will be put out of business because current law limits their ability to process the yard debris. (4)
- The plan is neither used nor implemented by staff at Metro, especially mid-level managers. (2)
- Lobbyists, particularly those working for large companies, may have unfair influence on decision-makers. (2)

Comments made by stakeholder groups about the staff-generated potential regional issues include:

1. **Maintain the public/private transfer mix?** Stakeholders agree this should remain an issue.
2. **Add more capacity?** Stakeholders do not agree this should be a major issue for discussion. Most say capacity is not an issue. Some stakeholders feel the question should be about accessibility instead of capacity.
3. **Implement "required recycling"?** Stakeholders agree this is a good issue for discussion.
4. **Stronger emphasis on "front-end"?** Stakeholders agree this should remain an issue.
5. **Factor environmental benefits into program cost/benefit analyses?** Stakeholders do not agree this should be a major issue for discussion. Some stakeholders argue that this continues to be an issue needing discussion, others say that the science supporting these efforts are debatable, therefore, discussion should stay with quantifiable issues. Three groups ask the question, is the public willing to pay a premium to achieve environmental benefits?
6. **Lead to where in the future?** Four stakeholder groups recommend this remain a topic for discussion. The other two groups recommend altering the question. One group recommends changing the question to, are we doing the best we can? Another group recommends changing the question to, should the region continue to be a leader?

Additional issues recommended by stakeholders after reading the Metro generated list include:

Plan Enforcement - How can the plan be structured to ensure the goals are met? What recourses are available if goals are not met? How do we maintain a system that accomplishes all of the goals? (2)

Behavior Change - Future emphasis for the recovery rates and the industry is in education and changing behavior. We have already targeted the "low-hanging fruit" of residential services, but more opportunities remain for increasing waste recovery. How do we motivate businesses to increase recovery? The biggest potential for increasing recovery is with businesses, office buildings and industry. The RSWMP goals call for consistency, but there is no consistent educational message throughout the region. Haulers could be an asset. They are tremendous sales people and educators, but they aren't taken advantage of in this respect. What can be done to mobilize this resource?

Metro Decision-Making - Is Metro internal decision-making open enough? Is the Metro system too prone to influence from lobbyists and other interest groups?

Regulation - We are moving toward deregulation in many industries. Does the system benefit from less or more regulation? Who should do the regulating: government or the private industry? How best is the system managed? How best do we equalize the way materials are regulated?

Sustainability - Should the solid waste management system be considered part of the larger sustainability question? How best could solid waste goals be integrated with overall sustainability goals? Should the message be, we do not create garbage, we create recycling?

Next Steps

This draft summary of stakeholder meetings will be reviewed by focus group participants and by members of SWAC prior to the Metro Council work session on March 23, 2004.

Focus group participants should contact Cogan Owens Cogan directly if they feel any of their comments were not captured accurately or fully in this draft report. Contact information is included at the end of this report.

Following Metro Council review, staff and consultants will execute additional stakeholder meetings, meetings with the public and a survey to collect input on identified issues, approaches and trade-offs gathered during stakeholder meetings.

Stakeholder comments on the draft 2005 - 2015 RWSMP are planned to be solicited between September, 2004 and January, 2005.

Appendix A – Meeting Handouts

Sample Agenda



SAMPLE

Regional Solid Waste Management Plan Update
Stakeholder Meeting – Phase One

NATIONAL INDUSTRY

Wednesday, February 18, 2004
Metro Regional Center, Room 375
600 NE Grand Avenue

7:30 – 9:30 am

AGENDA

- | | | |
|-------------|--|--|
| 7:30 | Welcome/ Introductions/Purpose of Meeting | Arnold Cogan,
Cogan Owens Cogan |
| 7:45 | Group Discussion <ul style="list-style-type: none">- Current RSWMP Vision and Goal- Current RSWMP Goals and Objectives- Solid Waste System diagram and services- Solid Waste System concerns- Potential Regional issues- Service providers/citizen roles | All |
| 9:20 | Next Steps <ul style="list-style-type: none">- Comment Forms- Meetings with other stakeholder groups- Public Questionnaire | Arnold Cogan |
| 9:30 | Adjourn | |

Regional solid waste management plan (1995-2005)

Adopted by the Metro Council November 1995

Vision

"Solid waste is viewed ... as a resource to be managed ... protection of our natural systems requires changes in consumption of resources ... In order to build a sustainable future ... we recognize the link between integrated waste management and the conservation of resources ..."

Overall goal

"... a solid waste system that is regionally balanced, environmentally sound, cost-effective, technologically feasible and acceptable to the public."

System-wide goals

- Goal 1 – The environment
- Goal 2 – Education
- Goal 3 – Economics
- Goal 4 – Adaptability
- Goal 5 – Performance
- Goal 6 – Plan consistency

Waste reduction goals

- Goal 7 – Regional waste reduction goal
- Goal 8 – Opportunity to reduce waste
- Goal 9 – Sustainability
- Goal 10 – Integration

Facilities and services goals

- Goal 11 – Accessibility
- Goal 12 – Recovery capacity
- Goal 13 – Toxics reduction
- Goal 14 – Disaster management
- Goal 15 – Facility regulation

Metro revenue system goal

- Goal 16 – Revenue equity and stability

Potential Regional Issues

DRAFT

Potential regional issues for 2005 – 2015

Prepared by Metro staff

February 17, 2004

This set of “potential regional issues” generated by Metro staff is to be used in discussions with stakeholders participating in public involvement activities that support the Regional Solid Waste Management Plan update. Stakeholders will be asked their opinions about whether any of these issues should – or should not – be considered for further discussion as the Regional Solid Waste Management Plan is updated.

This list reflects concerns commonly expressed by solid waste system stakeholders in meetings and in conversation with Metro staff and elected officials. This list is not intended to pre-empt input generated by stakeholders during public involvement activities.

1. Maintain the public/private transfer mix?

The region has a mix of public and private transfer facilities. Should that mix be maintained in the future? Are there different roles for publicly and privately-owned transfer facilities?

2. Add more capacity?

The region has an oversupply of processing and transfer capacity. What criteria should determine whether more capacity is added to the system? Are there still areas of the region that are underserved by processing or transfer capacity? How should underserved areas be identified and addressed?

3. Implement “required recycling”?

The “opportunity model” of voluntary recycling is unlikely to get the region to the 62% state waste reduction goal for 2005. Would a policy shift to “required recycling” for certain sectors enable the region to achieve its 2009 statutory goal of 64%? What are the associated costs and benefits of such policies?

4. Stronger emphasis on “front end”?

The state largely measures progress in local wastesheds by tons recovered. Nevertheless, some suggest the region should place even greater emphasis on preventing the generation of waste and toxicity. Are there greater environmental benefits to such a shift? How would prevention performance be measured? How would such a shift impact the region’s efforts to achieve the statutory waste reduction goals in 2005 and 2009? What resources can the region commit to prevention?

5. Factor environmental benefits into program cost/benefit analyses?

On a strict cost comparison basis, landfilling is often cheaper than recycling, depending on the material. The current RSWMP states, however, that "After consideration of technical and economic feasibility, Metro will support a higher system cost for waste reduction practices . . ." Should quantifiable environmental benefits (e.g., reduced greenhouse gases) also be given weight in determining costs and benefits of proposed waste reduction practices vs. disposal?

6. Lead to where in the future?

The Portland metropolitan region has been a national leader in reducing the amount and toxicity of solid waste. This is evidenced by a regional recovery rate of over 50%, policies ranging from variable can rates to minimum recovery requirements at MRFs, programs such as latex paint recycling and household hazardous waste collection, and on-going education to create a high level of awareness and participation. Over the next ten years, what path should the region chart if it is to continue demonstrating leadership in the resource conservation and waste management arenas?

Comment Form



**Regional Solid Waste Management Plan Update
Stakeholder Meetings – Phase One**

COMMENT FORM

A summary of the comments you provide here will be included with a summary report on stakeholder involvement for the Regional Solid Waste Management Plan (RSWMP) update process. Your specific comments will remain anonymous.

1. Current Vision and Goal

Do you have any additional comments to provide on the vision or goal of the current RSWMP that we reviewed during this meeting?

2. Current Goals and Objectives

Do you have any additional comments to provide on the 16 goals and/or related objectives of the current RSWMP reviewed during this meeting?

3. Solid Waste System Diagram and Services

The solid waste system is designed to support the RSWMP vision and goals. Using a scale of 1 to 5, how would you rate the current solid waste system and services?

On a scale of 1 to 5 (1, poor; 5 excellent), what is your opinion? (Circle one)

1 2 3 4 5

Comments about the system or diagram:

4. Solid Waste System Concerns

Do you have any additional comments to provide about concerns raised during this meeting on the current solid waste system and services?

5. Potential Regional Issues

Based on the issues identified during the meeting, do you have any further thoughts?

6. Service Provider/Citizen Roles

Do you have any comments or questions beyond what has already been discussed?

7. Additional Comments

Please provide any additional comments below.

8. Other Parties

Are there any other individuals or organizations you think we should contact as the study progresses, and why? If so, please list them here with phone number or e-mail address.

9. Date

Please provide the date you attended the stakeholder meeting (name and affiliation are optional).

Date:

Name/Title:

Company or organization:

10. Session Evaluation

On a scale of 1 to 5 (1, poor; 5 excellent), how would you rate this stakeholder session?
(Circle one)

1 2 3 4 5

Comments:

Appendix B – Stakeholder List

Participating stakeholder groups and representatives include:

1. National Industry

Ray Phelps, Allied Waste; Dean Kampf, Waste Management; and Eric Merrill, Waste Connections

2. Recycling Facilities

Andy Kahut, KB Recycling, Inc; and Jeff Murray, Far West Fibers, Inc.

3. Local Industry

Mike Leichner, Pride Recycling; Mike Miller, Gresham Sanitary; Steve Schwab, Sunset Garbage; and David White, Oregon Refuse

4. Local Governments

Mark Altenhofer, Washington County; Sarah Jo Chaplen, City of Hillsboro; Judy Crockett, City of Portland; Joann Herrigel, City of Milwaukie; Scott Keller, City of Beaverton; Nancy Krausher, City of Oregon City; Matt Korot, City of Gresham; Susan Ziolk, Clackamas County

5. Environmental Groups/Recycling Experts

Wayne Rifer, Rifer Environmental; Jeanne Roy, NW Earth Institute; and Jerry Powell, Resource Recycling Magazine

6. End Use Markets

Bob Dolphin, Owens-Illinois; Wendy Fisher, Compost Council of Oregon; John Lucini, SP Newsprint and SP Recycling; Warren Rosenfeld, Calbag Metals; Dan Walsh, NW Wood and Fibers

Appendix C – Solid Waste System Diagram and Comments

Specific comments made during stakeholder meetings are shown below. Words in parentheses describe the recommended icon for the particular addition. The Solid Waste System Diagram handout follows this text.

Recommended additions to the Solid Waste System Diagram include:

- Before the generator icon add yard debris (bin), compost (bin or pile) and waste reduction activities (reducing junk mail, buying used, reducing packaging, etc.)
- Between trash can icon and landfill icon add collection (truck) and transfer station (building)
- Between dry waste icon and landfill icon add dirty MRF (building)
- Between recycling bin icon and clean MRF icon add collection (truck)
- From yard debris (bin) add collection (truck) and processor (building or mound of compost) and end market (garden)
- After clean MRF add end market (store)
- After generator add hazardous waste (toxic sign), processor (building) and end market (incineration or markets)

Recommended changes include:

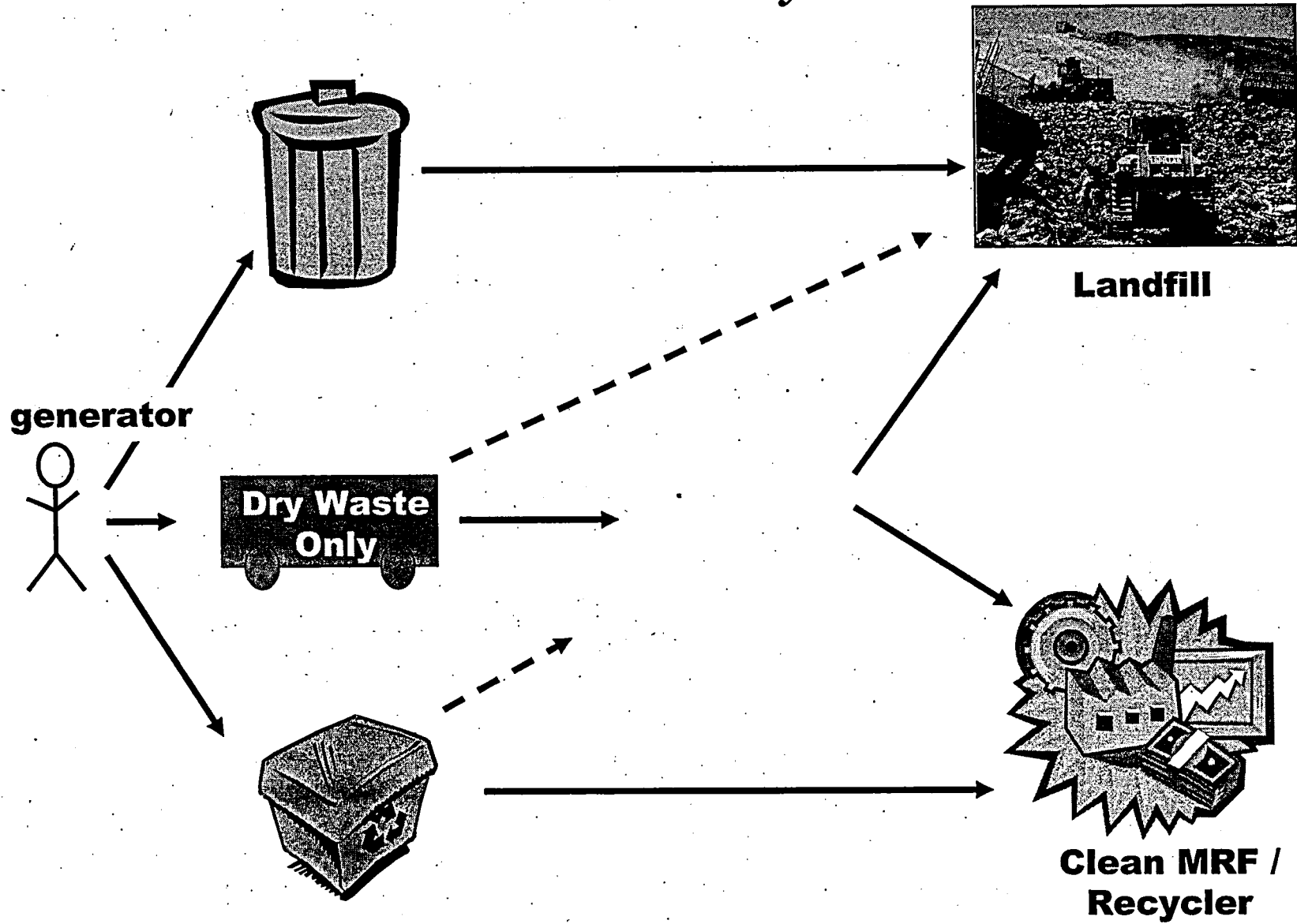
- Change the word generator to “producer of materials”
- Make the new end market icons and the landfill along the same column

Recommended changes to the Explanation of Solid Waste System Diagram include:

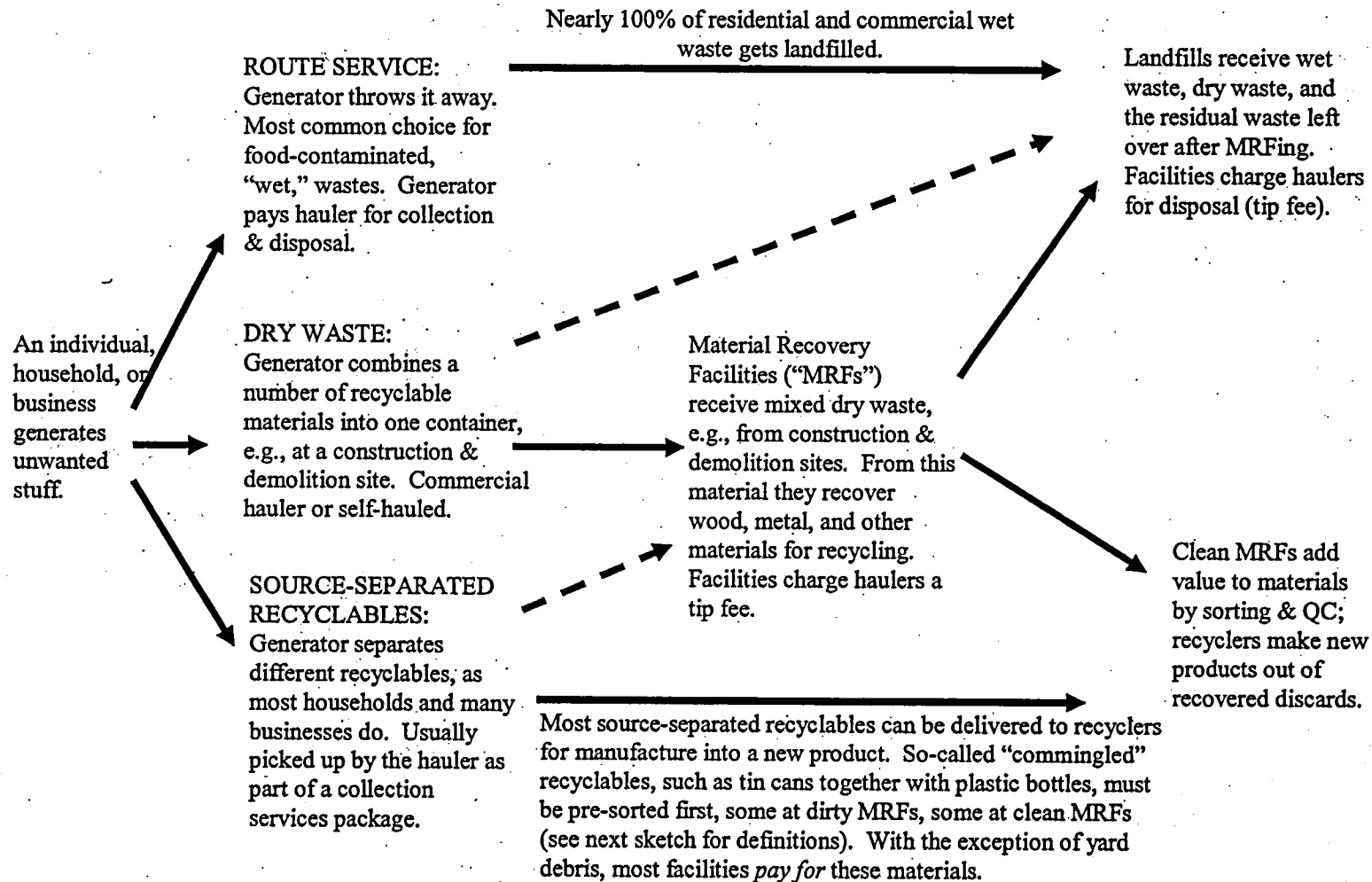
- Dry Waste: Clarify this description. One suggestion for the first sentence is, “Generator combines a number of recyclable materials and dry solid waste into one container.”
- The section describing commingling could say, “Most source-separated recyclables can be commingled and delivered to recyclers for manufacture into a new product. So-called commingled recyclables must be pre-sorted first, some at dirty MRFs, some at clean MRFs. With the exception of yard debris, most facilities pay for these materials, which helps to offset a portion of the program fees.”

Clarify the section describing clean MRFs.

The Solid Waste System



Explanation of Solid Waste System Sketch



Appendix D – Additional Parties

Comment Forms asked participants to provide other individuals or organizations they thought should be contacted as the study progresses. Suggestions include:

- Recycling operations from major integrated pulp and paper companies such as Smurfit Stone Recycling and Weyerhaeuser Recycling.
- Paper manufacturers that use a high percentage of recyclables recovered in the Metro region such as Blue Heron Paper Company, Oregon City; Georgia Pacific, City of Halsey; Weyerhaeuser Paper Company, cities of Albany and Springfield.
- Oregon Environmental Council
- OSPIRG

For information about this report, contact Pam Pickens or Arnold Cogan
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Portland, OR 97205-3111
503-225-0192
Fax. 503-225-0224

Agenda Item Number 3.0

REGIONAL SOLID WASTE CONTINGENCY PLAN

Metro Council Work Session
Tuesday, March 23, 2004
Metro Council Chamber

METRO COUNCIL

Work Session Worksheet

Presentation date: March 23, 2004

Time:

Length: 30 minutes

Presentation title: RSWMP Contingency Plan Next Steps

Department: Solid Waste & Recycling

Presenters: Lee Barrett and Michael Hoglund

ISSUE & BACKGROUND

In August 2003, the Regional Solid Waste Management Plan (RSWMP) Contingency Plan Work Group was convened to evaluate and recommend required recycling policies that could be implemented in the region if progress toward the 2005 regional waste recovery goal of 62 percent is not adequate.

In December 2003, the work group completed its work and recommended to Metro Council a contingency plan consisting of four strategies to increase recovery in the construction and demolition, commercial and organics sectors.

Metro Council directed Solid Waste and Recycling Department (SW&R) staff to present the contingency plan strategies to the Metro Policy Advisory Committee (MPAC) for consideration. MPAC was asked to provide feedback on the contingency plan's two primary strategies:

- **Contingency Strategy #1** – Metro should require all construction and demolition loads from the region to be processed before landfilling.
- **Contingency Strategy #2** – Metro should require all local governments to adopt mandatory recycling requirements that require the recycling of specific materials. Metro should provide funding for the expansion of business recycling assistance and outreach programs to jurisdictions that have adopted mandatory recycling.

MPAC was supportive of the next steps outlined by SW&R staff to further develop Contingency Strategies #1 and #2, including refining the technical analysis on the cost implications and tonnage estimates and working with stakeholders to develop program details. MPAC would like SW&R staff to report back upon the completion of the next steps.

Recommendations and feedback from MPAC included:

- **Outreach to businesses and city and county councils** – Metro should work with local governments and businesses to develop the program details of a mandatory recycling program.
- **Support for recycling assistance funding** – Metro should continue to provide funding support for the business recycling assistance program.

- **Mandatory processing of C&D loads cost impacts** – Metro should provide information on the cost impacts of mandatory processing requirements on haulers and ratepayers.
- **Mandatory business recycling requirements cost impacts** – Metro should increase information on the cost impacts of mandatory recycling requirements on businesses.

OPTIONS AVAILABLE

N/A

IMPLICATIONS AND SUGGESTIONS

Staff is soliciting guidance and suggestions from Council on how to proceed with the development of the contingency plan. Based on MPAC and local government solid waste staff feedback, staff suggests focusing on the development of Contingency Strategies #1 and #2. Additional analysis and outreach will be necessary to implement each of the proposed strategies. *Attachment A outlines potential implementation steps pertaining to Contingency Strategies #1 and #2.*

Council may wish to instruct staff to draft a resolution directing work groups to develop the program details of Contingency Strategies #1 and #2 and report back to Council. A resolution directing the further development of the recommended policies will provide an opportunity for the public to comment on the contingency strategies. Convening two work groups to outline the program details of mandatory C&D processing and business recycling requirements will address questions raised by local governments and stakeholders. Council may elect to accept, modify or reject the recommended contingency strategies based on the results of the work groups.

QUESTION(S) PRESENTED FOR CONSIDERATION

- Are the potential implementation steps outlined in Attachment A complete?
- Should staff draft a resolution that would direct staff work to proceed with the implementation steps of the contingency strategies?

LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION __ Yes **X** No
DRAFT IS ATTACHED __ Yes **X** No

SCHEDULE FOR WORK SESSION

Department Director/Head Approval *MH gm*
 Chief Operating Officer Approval _____



Contingency Plan Implementation

Target Sector	#	Recommended Strategy	Potential Implementation Steps
Building Industry	1	Metro should require all construction and demolition loads from the region to be processed.	<ul style="list-style-type: none"> • Council directs staff to refine technical analysis including evaluating the costs, benefits and tonnage estimates. • Council directs staff to convene a work group to develop program details including an operational definition of C&D loads, recovery level requirements and enforcement measures. • Council directs staff to revise regulatory instruments to include a mandatory recovery requirement. • Council directs staff to submit a change order for Metro transfer station facilities to require additional recovery from C&D loads.
Commercial	2	Metro should require local governments to adopt mandatory business recycling requirements that require the recycling of specific materials. Metro provides funding for the expansion of business recycling assistance and outreach programs to jurisdictions that have adopted mandatory recycling according to the specified conditions.	<ul style="list-style-type: none"> • Council directs staff to refine technical analysis including evaluating the costs, benefits and tonnage estimates. • Council directs staff to work with local governments and businesses to develop standards for increased business recycling and seek MPAC comments and recommendations. • Council approves budgetary add-package for additional recycling assistance and outreach funding.

A G E N D A

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METRO

Agenda

MEETING: METRO COUNCIL REGULAR MEETING
 DATE: March 25, 2004
 DAY: Thursday
 TIME: 2:00 PM
 PLACE: Metro Council Chamber

CALL TO ORDER AND ROLL CALL

1. INTRODUCTIONS

2. CITIZEN COMMUNICATIONS

3. AUDITOR COMMUNICATION
 ▪ Report on Financial Statement Audit

4. CONSENT AGENDA

4.1 Consideration of Minutes for the March 18, 2004 Metro Council Regular Meeting.

5. ORDINANCES – SECOND READING

5.1 **Ordinance No. 04-1037**, For the Purpose of Amending Metro Code Chapter 7.01 to Repeal the Sunset Date for Additional Excise Tax Dedicated to Regional Parks and Greenspaces Programs. Monroe

5.2 **Ordinance No. 04-1042**, For the Purpose of Amending Metro Code Chapter 5.02 to Amend Disposal Charges and System Fees (PUBLIC HEARING ONLY, NO FINAL ACTION). McLain

5.3 **Ordinance No. 04-1043**, For the Purpose of Amending Metro Code Chapter 5.03 to Amend License and Franchise Fees; and Making related changes to Metro Code Chapter 5.01. (PUBLIC HEARING ONLY, NO FINAL ACTION). McLain

5.4 **Ordinance No. 04-1046**, For the Purpose of Amending Ordinance No. 02-969B in order to Change a Condition on Addition of Study Area 59 (Sherwood) to the Urban Growth Boundary; and Declaring an Emergency. McLain

6. RESOLUTIONS

6.1 **Resolution No. 04-3432**, For the Purpose of Authorizing the Chief Operating Park to issue a non-system license to Gray and Company for delivery of putrescible solid waste to the Riverbend Landfill.

7. CONTRACT REVIEW BOARD

7.1 **Resolution No. 04-3437**, For the Purpose of Awarding a Sole Source Personal Burkholder Services Agreement Contract No. 925542 to Keith Lawton for Model Analysis, Technical Assistance and Advice in the Calibration Validation and Implementation of Transims at Metro.

7.2 **Resolution No. 04-3438**, For the Purpose of Modifying and Extending the Monroe Lease Agreement between Metro and Simex, Inc. Contract No. 924826.

8. CHIEF OPERATING OFFICER COMMUNICATION

9. COUNCILOR COMMUNICATION

ADJOURN

Television schedule for March 25, 2004 Metro Council meeting

<p>Clackamas, Multnomah and Washington counties, Vancouver, Wash. Channel 11 -- Community Access Network www.yourtv.org -- (503) 629-8534 Thursday, March 25 at 2 p.m. (live)</p>	<p>Washington County Channel 30 -- TVTV www.yourtv.org -- (503) 629-8534 Saturday, March 27 at 7 p.m. Sunday, March 28 at 7 p.m. Tuesday, March 30 at 6 a.m. Wednesday, March 31 at 4 p.m.</p>
<p>Oregon City, Gladstone Channel 28 -- Willamette Falls Television www.wftvaccess.com -- (503) 650-0275 Call or visit website for program times.</p>	<p>West Linn Channel 30 -- Willamette Falls Television www.wftvaccess.com -- (503) 650-0275 Call or visit website for program times.</p>
<p>Portland Channel 30 (CityNet 30) -- Portland Community Media www.pcatv.org -- (503) 288-1515 Sunday, March 27 at 8:30 p.m. Monday, March 28 at 2 p.m.</p>	

PLEASE NOTE: Show times are tentative and in some cases the entire meeting may not be shown due to length. Call or check your community access station web site to confirm program times.

Agenda items may not be considered in the exact order. For questions about the agenda, call Clerk of the Council, Chris Billington, 797-1542. Public Hearings are held on all ordinances second read and on resolutions upon request of the public. Documents for the record must be submitted to the Clerk of the Council to be considered included in the decision record. Documents can be submitted by email, fax or mail or in person to the Clerk of the Council. For assistance per the American Disabilities Act (ADA), dial TDD 797-797-1804 or 797-1540 (Council Office).

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**Regional Solid Waste Management Plan Update
Public Involvement – Phase One**

POTENTIAL REGIONAL ISSUES SUMMARY

The purpose of Phase One for the RSWMP update is to give a cross-section of stakeholders from the regional solid waste community and the general public the opportunity to express their particular interests. Cogan Owens Cogan, LLC (COC) and Metro staff met with a sample of stakeholders between February 18 and March 8, 2004. Focus group meetings included representatives from the national industry, local industry, local government, recycling facilities, end-use markets and environmental groups/recycling experts. Focus groups with the general public will take place in the next several weeks. Six two-hour meetings were held using a similar format, set of questions, displays and handouts at each session. One result of these meetings is a list of potential regional issues.

At the March 15, 2004 Solid Waste Advisory Committee meeting, SWAC members reacted to the potential regional issues list identified by focus group participants to date and generated a new list of key regional planning issues of their own. The following table summarizes the potential regional issues identified in both processes and identifies overlap between focus group participant lists and the SWAC generated list.

Potential Regional Issue ¹	Focus Group ² Participants 6 meetings total (25 participants)	SWAC ³ 16 members participating	General ⁴ Public	Businesses ⁵
Reevaluate the regional waste reduction goal <i>Understand how/why the goal is set</i> <i>Goals and objectives throughout the plan are connected to this goal</i> <i>Diversion isn't the only measurement</i>	5	13		

Potential Regional Issue ¹	Focus Group Participants ² 6 meetings total (25 participants)	SWAC ³ 16 members participating	General Public ⁴	Businesses ⁵
Implement required recycling policies <i>Provide a clearer statement of the economic issues</i> <i>Is the current infrastructure underutilized?</i> <i>Is it affordable?</i> <i>Is recovering food waste an appropriate program?</i>	4	13		
Metro as an owner and regulator causes conflict <i>Maintain public/private transfer facility mix</i> <i>Current system results in Metro protecting its role as an owner</i> <i>Metro should establish rates, not influence ownership</i>	4	12		
Sustainability <i>What are the costs of achieving it?</i> <i>Use the Governor's Sustainability Executive Order as a guideline</i> <i>Incorporate Metro's sustainability goals into the plan</i>	6	6		
Increase emphasis on front-end approaches to toxicity and waste prevention <i>Metro should take a role in identifying front-end solutions and become an advocate for these choices</i> <i>What type of burden will this place on generators?</i>	6	5		
Accessibility goal is not being achieved <i>Some areas lack accessibility</i> <i>Metro as an operator affects achieving this goal</i> <i>Facility access in the region and ability to achieve waste reduction goals are connected.</i>	5	5		

Potential Regional Issue ¹	Focus Group Participants 6 meetings total (25 participants) ²	SWAC ³ 16 members participating	General Public ⁴	Businesses ⁵
Improve consistency of local waste reduction programs in the region <i>Some areas lack accessibility</i> <i>Metro as an operator affects achieving this goal</i>	4	3		
Allow flexibility for emerging solid waste technologies <i>The current plan is not flexible enough to encourage/allow emerging technologies (e.g. energy production from recovered materials)</i>	5	1		

1 - Italicized comments provide a sample of recommended discussion topics generated by various stakeholder groups and SWAC members. They are not necessarily comments agreed upon by the both groups as a whole.

2 – Of the six focus groups, the number shown refers to how many groups had raised or agreed to the issue shown.

3 – Numbers shown reflect the number of SWAC members present who concurred with the issue.

4 – Results to be obtained from focus group(s) of a randomly selected sample of ratepayers.

5 – Results to be obtained from a focus group of small to large businesses.

Key Issues Identified in 1995

Regional Waste Reduction

What level of waste reduction can be achieved?

How much should the region spend on new waste reduction practices and how should the costs be allocated?

How should responsibility for waste be allocated between consumer and manufacturer

Service Provision – Transfer Stations

Can the three existing facilities meet the future demand for transfer services in the region?

Under what conditions would the region be willing to make the financial investment in additional transfer stations or other means to provide more uniform levels of service?

If no new transfer stations are constructed, what methods are available for maintaining reasonable service levels at existing facilities?

Service Provision – Other Facilities

How should recovery facilities for mixed waste be managed within the solid waste system?

Will private initiative provide an adequate level of recovery capacity for mixed dry waste?

If recovery of food and other non-recyclable organic waste is a regional priority, what services will be provided by the public and private sectors?

Given recent siting difficulties among yard debris facilities, should yard debris be more strongly regulated?

Revenue Equity and Stability

What funding mechanisms are available as alternatives to the tip fee for costs not associated with transfer and disposal?

Collection Technology Changes

How likely are co-collection or other new technologies to emerge in the region?

What type of economies could be realized with new technologies such as co-collection?

How could development of these systems be coordinated to ensure the lowest total cost to regional ratepayers?

Comments generated at Metro Council work session
Tuesday, March 23, 2004

- How have changes in the industry (e.g., vertically integrated companies) affected the system overall?
- How would a privatized system provide services considered to be “in the public interest” (e.g., household hazardous waste collections)?
- How should Metro be involved in supporting markets for recyclable materials?
- What are minimum sustainability goals to be considered?
- What financial tools can be used to make (help reach?) the best sustainability goals? Where do we want to invest our dollars and efforts?
- Does the region still have a commitment to a recycling goal? Is there an interest in encouraging other behaviors that may affect reaching the goal (e.g., alternative purchasing habits, packaging, repacking)?
- Is there a way to measure production of waste per person per capita and use the data in educational and outreach efforts?
- How do costs (of services) on a per person basis affect system-wide costs? Will costs per person affect peoples’ consumption and disposal or recycling habits?
- If the Bottle Bill is revisited by the Legislature, should Metro be ready with a policy preference to weigh in on the issue?
- Metro should have a responsibility to industry/markets to ensure the system works in a “healthy” way – even if it raises a conflict for Metro’s role in the system.
- Economics, costs – How to provide the lowest cost services to ratepayers?
- Relationship between the cost of disposal and the rate of recycling. How do fee changes affect the system?
- Incentives and caps – how are these tools working (e.g., changes in miles traveled by haulers to dump loads)?
- Transportation issue – What is the efficiency of hauling garbage in trucks (versus by barge or rail)?
- Using fees for other regional services – How do these costs get passed onto rate payers? How comfortable are rate payers with Metro taxing the system to pay for other services?
- Regarding the transfer station bonds coming due – What are the benefits/drawbacks to having Metro continue to be an operator?
- What is the affect of across-the-board recycling efforts on natural resources? Should there be a hierarchy of products to recycle (renewables versus non-renewables)?
- Importance of consistency in services being provided and maintained by public facilities.
- What are the trade-offs between investing solid waste system revenues (profits?) into Parks services versus organics programs, for example?