



METROPOLITAN SERVICE DISTRICT
527 S.W. HALL ST., PORTLAND, OR. 97201, 503/221-1646

MEMORANDUM

Date: December 29, 1980
To: Solid Waste Policy Alternatives Committee
From: Dennis O'Neil *DMO*
Regarding: Next SWPAC Meeting

The next SWPAC meeting will be January 19, 1981.

DO:bb

SOLID WASTE POLICY ALTERNATIVES COMMITTEE

December 22, 1980

ATTENDANCE

Members

Bill Culham
Shirley Coffin
Mike Sandberg
Bob Rieck
John Trout
Howard Grabhorn
Bob Harris
Jim Cozzetto
Harold LaVelle

Staff

Merle Irvine
Norm Wietting
Doug Drennen
Dennis O'Neil
Judy Roumpf
Wayne Coppel
Patti Polly
Bev Bailey

Guests

Dean Gisvold, Hardy, McGwen, Weiss,
Newman & Faust
Bruce Walker, City of Portland
Kent Meyer, Clark County, Washington
Lee Zittenfield, Attorney at Law
Gary Newbore, Riedel International

Mr. Bill Culham called the meeting to order and wished the staff a Merry Christmas. One item was on the agenda for action, the Disposal Franchise Ordinance. The committee decided to go through the Ordinance page by page.

"Solid waste" is defined on page two and "waste" is defined on page three. What is the difference? One is intended to compliment the other one and provide further specificity in the definition. "Solid waste" is always used in the Ordinance. There was still confusion about the two definitions. It was decided to defer discussion about "solid waste" and "waste" until the committee had gone through the whole Ordinance.

There was a question on Section 2, sub section 19, "that part of a business licensed under ORS 481.345". What does that refer to? Dean Gisvold would check on this. Dean Gisvold suggested that Section 2, sub section 21 Transfer Stations be changed to delete the sixth line "made available for general public use" and to insert "use by more than one person".

Section 3, Merle explained how rate preferences could be prevented. Concerning Section 4, subsection 3, what is the relationship between the franchise and a collector who collects garbage within the district, but disposes of it outside the district? Is that collector subject to being franchised under this? Merle said that the district doesn't franchise the collector because that is handled by the local jurisdiction.

Section 5; Exemptions

The committee had problems with Section 5 sub section (f), again with the definition of waste. After a lengthy discussion on Section 5, sub section (2), Bob Rieck moved that Section 5, sub section (2) be stricken from the Franchise Ordinance. Motion seconded by Mr. Harris.

Roll vote:

Mr. Culham: No
Mr. Cozzetto: absent
Mr. Cooper: absent
Mr. Grabhorn: Yes
Mr. Harris: Yes
Mr. Howard: absent
Mr. LaVelle: No
Ms. Coffin: Yes
Mr. Phillips: absent
Mr. Rosenfeld: absent
Mr. Sandberg: absent
Mr. Trout: No
Mr. Rieck: Yes

The committee did not suggest any change in Section 6.

Mr. LaVelle's attorney covered the material in his hand-out, please see attachment A.

Harold LaVelle moved to include after Section 8, subsection 2, language that is in the present Code 4.02.100(c). John Trout seconded the motion.

Roll vote:

Mr. Cooper: absent
Mr. Cozzetto: absent
Mr. Culham: Yes
Mr. Grabhorn: Yes
Mr. Harris: Yes
Mr. Howard: absent
Mr. LaVelle: Yes
Ms. Coffin: Yes
Mr. Phillips: absent
Mr. Rosenfeld: absent
Mr. Sandberg: absent
Mr. Trout: Yes
Mr. Rieck: Yes

Mr. LaVelle's attorney suggested that Section 8, subsection (4a) be dropped. He also argued that Section 8, subsection (5) is like Section 5, subsection (2) and that there should be an addition of appeal. The difference between the two was clarified.

The committee then skipped over to Section 19, subsection (5b). Some members suggested that an addition be made to "made not more than once every three months." in effect that a hearing can be held at the discretion of the franchisee, when notification that a diversion of waste is to take place, without being under the limit to the once every three months rate review.

The committee then noted that there wouldn't be motions as the meeting had lost the quorum.

Harold LaVelle's attorney suggested that "grounds" be defined in Section 9, subsection (2).

Gary Newbore expressed concern over Section 9, subsection (1) over the life of the site being re-evaluated.

Harold LaVelle's attorney argued that the word "different" in Section 10, subsection (3) be changed to "longer", assuring that, if a franchise is sold, it is sold with the same number of years remaining and not less. The committee disagreed on the grounds that franchise term could change in more than one way. The chairman asked the committee if Section 10, subsection (3) should be kept or not. The committee voiced that Section 10, subsection (3) should be kept. Also under Section

10, subsection (1), there should be wording added to the effect that permission for transferring franchises should not be unreasonably withheld.

Harold LaVelle's attorney suggested that Section 11, sub section (1) be broadened so that the right of appeal should be included for all actions taken by the Executive Officer. Harold LaVelle's attorney asked for specified limited time for deciding whether to grant a variance under Section 12.

Harold LaVelle's attorney asked questions about Section 13 subsection (8). What is the State's or Metro's responsibility, if they specifically pick a design, or product that does not work? Staff indicated that this would be referred to legal council. Also on Section 13, subsection (2), Harold LaVelle's attorney disagreed with the "...May discontinue service only upon ninety (90) days prior written notice...". If the operator was operating at a substantial loss, then he should be allowed less notice, or to raise his rates.

At this point Bill Culham, Chairman, announced that there was little time left and asked Gary Newbore if he had any specific comments. The following is a listing of Mr. Newbore's comments:

Section 13 subsection (10), "...based on District guidelines and...". He wants to know what District guidelines are.

Section 19 subsection (4). He would like to see (d) ammended to exclude the words "exclusive of any capital investment in the franchise."

Section 20, subsection (1). After the words "ten days" he would like to see the words added, "or such other extended term as may be reasonable to correct the violation."

Section 20, subsection (4), should be word in there like "reasonable notice", staff indicated that this would be passed on to the legal council.

Section 20, subsection (5), "prior franchisee for the fair market value, as determined by the District...". Mr. Newbore indicated that fair market value, in his opinion, should not be determined by the District. In other words, whatever the market will bear, should be the franchise value.

John Trout stated that the collection industry wants another section added which prohibits anyone with an interest in a collection business from having a disposal franchise.

Mr. Newbore made one last point, on Section 21, as on Section 20, subsection (5) above, that the District should also pay fair market value.

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The committee concluded that the rest of the Franchise Ordinance would be completed at the next Solid Waste Policy Alternatives Committee meeting and adjourned at 3:30 p.m.

SOLID WASTE POLICY ALTERNATIVES COMMITTEE
RECOMMENDED CHANGES TO WASTE REDUCTION PLAN

Findings and Recommendations

Findings

- . The waste reduction goal as proposed by the Waste Reduction Task Force does not appear to be attainable given the 10 assumptions listed and the programs outlined.
- . By adopting the Waste Reduction Plan, Metro makes a commitment to take responsibility for waste reduction management in the region.
- . To be in compliance with the rules of S. B. 925, Metro must adopt both short- and long-term goals.
- . It is estimated that the programs proposed by the WRTF, if implemented, would reduce the residential and commercial solid waste quantities 10 to 12 percent by 1985.
- . It is estimated that the goal proposed by the WRTF, if attained, would reduce the residential and commercial solid waste quantities 81 percent by 1985.
- . If the proposed goal for reducing the residential and commercial waste was attained through materials recovery, the remaining residential and commercial waste would be reduced by 62 percent following processing in the resource recovery facility currently proposed by Metro.

Recommendations

- . The goal proposed in the Waste Reduction Plan should include the following short-term and long-term elements:
 - Long-term -- Reduce the amount of solid waste [generated] disposed by 83 percent:
 - .. by assuring the handling, processing and reclamation of all separated yard debris;
 - .. by reducing the residential and commercial solid waste by 30 percent through the recovery of all available recyclable materials; and
 - .. by reducing the remaining residential and commercial processible solid waste by 75 percent through resource recovery.

Short-term -- Reduce the amount of solid waste [generated] disposed by 56 percent (in 1985):

- .. by assuring the handling, processing and reclamation of 40 percent of all reported yard debris;
 - .. by reducing the residential and commercial solid waste 2 percent per year by recovering one-third of all available recyclable materials (approximately doubling the amount of recyclable materials currently being recovered);
 - .. by reducing the remaining residential and commercial processible solid waste by 66 percent through resource recovery.
- . The program outlined in the Waste Reduction Plan should include the resource recovery project.

Waste Reduction Goal

The goal proposed in the Waste Reduction Plan is based on 10 assumptions. If the goal proposed is to be attained, then the following assumptions should be added to the existing list:

- . Metro receives collection authority and regionwide on-route collection of source separated recyclables and brush is mandated.
- . Participation in recycling programs reaches 75 percent by 1985.
- . The 644,000 tons per year resource recovery facility will be operational by 1985.

6. WASTE REDUCTION POLICY STATEMENT

In order to reduce the amount of solid wastes generated and to reclaim waste materials, a Metro waste reduction policy is required. For consideration by the regional government, a policy statement is provided:

Waste Reduction Policy Statement

The Metro waste reduction policy includes seven elements:

Element 1: Waste generators possess the primary responsibility for waste reduction.

The regional government should undertake activities which encourage commercial, industrial, and residential waste generators to reduce volumes and reclaim materials, thereby alleviating the problems created by solid waste disposal.

Element 2: The resources of private industry and local governments should be utilized to reduce waste volumes.

Local municipalities and private industry - particularly the waste management industry - should assume a major responsibility for waste reduction; their involvement in reduction activities is critical to the success of the program.

Element 3: The use of incentives for waste reduction is preferred over the use of regulations.

The effort to reduce waste volumes should occur in an environment where the benefits are apparent and specific. The potential for wastes reduction is greater where positive forces exist; if incentives are ineffective in reducing waste volumes, mandatory measures should be adopted. These measures may require an expansion of Metro's present authority.

Element 4: The full costs of disposal should be the basis for disposal rates; the basis for incentives for waste reduction should be reduced landfill dependence [volume] and [disposal cost savings] a positive economic impact.

In addition to natural resource and energy savings, the diversion to useful processes of materials from the regional waste stream results in landfill volume [and cost] savings and a reduction in the increase of disposal costs. The use of economic incentives should be based upon these savings; the lowering of the volume of wastes through reducing waste generation or by recycling should result in economic benefit to waste generators and recyclers.

Element 5: The reduction in the amount of solid waste generated is [preferred] the highest and best use of resources over other solid waste management options.

Solid waste volumes can be reduced without significantly impacting the quality of life. The costs involved in storing, handling, collecting, processing, and disposing of solid waste [can be decreased] has a positive economic impact through a reduction in waste generation.

Element 6: Waste recycling and reuse [are preferred] is the best use of solid wastes over the mechanical processing or landfilling of wastes.

General purpose landfills represent a poor land use for recyclable materials. For example, general environmental degradation [of waterways] can occur from the disposal on land. The processing and use of solid waste as an energy product involves specific technological and economic risks. In addition, both landfilling and resource recovery result in the loss of materials, adding to the depletion of natural resources. The reuse and recycling of waste materials generates greater energy savings than from mechanical processing.

Element 7: The mechanical processing of solid wastes for the recovery of energy and materials is [preferred over] a better use than disposal.

As noted above, landfills can create [serious] environmental degradation. In addition, disposal facility siting is a lengthy and difficult process. Future sites are likely to be located outside of population centers, thereby increasing disposal costs. Many of the materials in the waste stream which cannot be reclaimed can be burned to produce steam, a marketable energy resource.

WC:ss
1260B/176

**PRELIMINARY REPORT
WASTE REDUCTION IMPLEMENTATION PLAN AND
BUDGET ESTIMATE**

**November, 1980
Prepared by Solid Waste Department**

PRELIMINARY REPORT
WASTE REDUCTION IMPLEMENTATION PLAN
AND BUDGET ESTIMATE

On November 11, 1980, the Regional Services Committee directed Solid Waste staff to:

- . outline a budget for each task element recommended by the Waste Reduction Task Force;
- . provide general approach and scope of each task element;
- . assess waste reduction and economic impact for each task element and relate to proposed goal(s).

Although Resource Conservation Consultants and Solid Waste staff have estimated (\$2.3 and \$3.0 million, respectively) the level of effort to attain the short-term goal from now until 1985, it is realistic to question whether either estimate would actually attain the goal given Metro's existing authority. At best, we can only estimate waste reduction through the operation of recycling facilities. Therefore, the programs and budgets highlighted in this summary report will enable Metro to work toward attaining both short- and long-term goals.

Involvement Strategies and System Objectives

The Task Force proposed four waste reduction projects -- each containing several task elements. For clarification, system objectives and involvement strategies were developed to categorize the task elements outlined. The system objectives will be fulfilled through the implementation of task elements according to the various involvement strategies:

Involvement Strategies

Promotion and Education

Technical Information Assistance

Financial Assistance
- Direct
- Indirect

Legislative Assistance

System Objectives

Curbside Collection Development (residential)

Recycling Facilities Development

Building Materials Recovery

Institutional, Commercial, Industrial Materials Recovery

Materials Market Development

Packaging Reduction

Waste Reduction Program Financing

Yard Debris Recovery

Table 1 contains the task elements considered by the Task Force in relation to Metro's Involvement Strategies and System Objectives. Table 2a and 2b contains the budget estimates for implementing the proposed technical task elements. The Promotional/Educational budget estimates are in Table 3.

The following section contains general approaches of the waste reduction effort including budget and staffing estimates. In arriving at the budget and staffing estimates, the following assumptions apply:

- Ten percent annual inflation factor for personnel.
- Personnel cost estimates includes 25 percent for fringe benefits.
- All capital expenditures eligible for the Department of Environmental Quality (DEQ) 70:30 loan/grant.
- Revenues from SE/Beaverton Centers based on recovery rate of 1000 tons/year at each facility.
- Revenues from other recycling facilities based on recovery rate of 500-600 tons/year at each facility.
- Mobile Center estimates include funding for monthly projects.
- Mobile Center operation estimates based on one location in first year, eight locations from second through fifth year, one pick-up per week. First year, eleven monthly projects would be supported, then reduced to four for the remaining five years.
- Recycling Grant Program (\$50,000) occurs for five years.
- Beaverton/SE/St. Johns Recycling Centers operate for five years.
- Phase I Resource Recovery (Clackamas Refuse/Recycling Station operational in 1982.
- East/Westside Transfer Stations operational in 1983.
- Current Metro recycling budget of \$143,000.
- 1.00 FTE which is currently budgeted is assumed budgeted for five years.
- Estimates for recycling at Metro disposal facilities are for minimal projects, i.e., no structures.
- Curbside collection promotion program budget estimate assumes 100,000 residences.

TABLE 2a Technical Task Elements - Budget Estimate

WASTE REDUCTION PROGRAM-BUDGET ESTIMATE

TASKS-TECHNICAL	1st-YEAR			2nd-YEAR			3rd-YEAR			4th-YEAR			5th-YEAR			5-YEAR TOTAL			
	FTE	CAP	OP	FTE	CAP	OP	FTE	CAP	OP	FTE	CAP	OP	FTE	CAP	OP	FTE	CAP	OP	
TASK T-1																			
<u>Assist Development of Curbside Collection</u>																			
Personnel																			
Environmental Technician	.50		11,600	.50		12,800	.50		14,000	.50		15,400	.50		16,900				70,700
Legal Assistance			4,000																4,000
Total Technical	.50		15,600	.50		12,800	.50		14,000	.50		15,400	.50		16,900				74,700
Current Budget/Revenue/Grants	-																		
Program Total (net)	.50		15,600	.50		12,800	.50		14,000	.50		15,400	.50		16,900				74,700
TASK T-2																			
<u>Produce Economic Incentive Information</u>																			
Personnel																			
Environmental Technician	.25		5,800	.25		6,400													12,200
Grant Administrator	.50		11,600	.25		5,800	.25		6,400	.25		7,000	.25		7,700				38,500
Recycling Grants			50,000			50,000			50,000			50,000			50,000				250,000
Total Technical	.75		67,400	.50		62,200	.25		56,400	.25		57,700	.25		57,700				300,700
Current Budget/Revenues/Grants			CB50,000 R 7,000																57,000
Program Total (net)	.75	-	10,400	.50		62,200	.25		56,400	.25		57,000	.25		57,700				243,700
TASK T-3																			
<u>Develop Model Ordinance</u>																			
Personnel																			
Environmental Technician	.10		2,300																2,300
Total Technical	.10		2,300																2,300
Current Budget/Estimated Revenue																			
Program Total (net)	.10		2,300																2,300

*FTE-Full Time Equivalent CAP-Capital Costs OP-Operational Costs CB-Current Budget R-Revenues G-Grants (EPA-DEQ)

TABLE 1 Waste Reduction Program Outline

SYSTEM OBJECTIVES

Involvement Strategies	Curbside Collection Development (Residential)	Recycling Facilities Development	Building Materials Recovery	Institutional, Commercial, Industrial Materials Recovery	Materials Market Development	Packaging Reduction	Waste Reduction Program Financing System Development	Yard Debris Recovery
Promotion & Education	Task T-11 Task P-3 Task P-4	Task T-11 Task P-4 Task P-5 Task P-6	Task T-11 Task P-4 Task P-7	Task T-11 Task P-4 Task P-7	Task T-11 Task P-4	Task T-11 Task P-4		Task T-11 Task P-1 Task P-1
Technical Information Assistance	Task T-1 Task T-11	Task T-4 Task T-5 Task T-11	Task T-8 Task T-11 Task T-2	Task T-8 Task T-9 Task T-10 Task T-11 Task T-12	Task T-6 Task T-11	Task T-11	Task T-7	
Financial Assistance:	Task T-2	Task T-2 Task T-4 Task T-5	Task T-2	Task T-9 } Metro In Task T-10 } house pro- grams Task T-2	Task T-2		Task T-7; Metro In-house program	
Direct								
Indirect	Task T-2	Task T-2 Task T-4 Task T-5	Task T-2 Task T-8	Task T-2	Task T-2			
Legislative Assistance	Task T-3	Task T-5	Task T-8	Task T-8	Task T-6	Task P-4		

TASKS-TECHNICAL

TASK T-4

Provide Recycling at
Metro Disposal Sites
and Develop Drop Centers

	1st-YEAR			2nd-YEAR			3rd-YEAR			4th-YEAR			5th-YEAR			5-YEAR TOTAL			Tons Recovered
	FTE	CAP	OP	FTE	CAP	OP	FTE	CAP	OP	FTE	CAP	OP	FTE	CAP	OP	FTE	CAP	OP	
Personnel																			
Engineer	.20		5,400	.20		5,900	.35		11,200	.35		12,400	.35		13,600				48,500
Facilities																			
Beaverton		65,000	38,000			38,000			38,000			38,000			38,000		65,000	190,000	5,000
Southeast		15,000	55,000			55,000			55,000			55,000			55,000		15,000	275,000	5,000
St. Johns Landfill		10,000	25,000			25,000			25,000			25,000			25,000		10,000	125,000	2,800
Phase I Resource Recovery					20,000	20,000			20,000			20,000			20,000		20,000	80,000	2,800
Eastside Transfer Station								20,000	25,000			25,000			25,000		20,000	75,000	2,800
Westside Transfer Station								20,000	25,000			25,000			25,000		20,000	75,000	2,800
Total Technical	.20	90,000	123,400	.20	20,000	143,900	.35	40,000	199,200	.35		200,400	.35		201,600		150,000	868,500	21,200
Current Budget/Revenues/ Grants		CB54,000 G 27,000	CB39,000 R 75,000 G 5,400		66,000	R124,500		612,000	R132,000			R132,000			132,000		99,000	639,000	
Program Total (net)	.20	9,000	4,000	.20	14,000	19,400	.35	28,000	67,200	.35		68,400	.35		69,600		51,000	228,600	21,200

TASK T-5

Encourage Mobile Centers

Personnel																			
Engineer	.10		2,700	.10		3,000	.10		3,300	.10		3,600	.10		4,000				16,600
Equipment/Operation																			
		10,000	60,000		40,000	60,000			60,000			60,000			60,000		50,000	300,000	
Total Technical	.10	10,000	62,700	.10	40,000	63,000	.10		63,300	.10		63,600	.10		64,000		50,000	316,600	
Current Budget/Revenues/ Grants		63,000	R18,400		612,000	R77,000			R77,000			R77,000			R77,000		615,000	R326,400	
Program Total (net)	.10	7,000	44,300	.10	28,000	R14,000	.10		R13,700	.10		R13,400	.10		R13,000		35,000	R 9,200	3,000

TASKS-TECHNICAL

TASK T-6

Market Development Assistance
and Develop Joint Marketing
Strategies

Personnel

Economist/Market
Development Analyst

Consulting Services

Equipment/Travel

Total Technical

Current Budget/Revenues/
Grants

Program Total (net)

TASK T-7

Financing System
Development

Personnel

Development Analyst

Total Technical

Current Budget/Revenues/
Grants

Program Total (net)

TASK T-8 Promote
Industrial and Building
Material Recovery
Personnel

Environmental Technician

Total Technical

Current Budget/Revenues/
Grants

Program Total (net)

	1st-YEAR			2nd-YEAR			3rd-YEAR			4th-YEAR			5th-YEAR			5-YEAR TOTAL		
	FTE	CAP	OP	FTE	CAP	OP	FTE	CAP	OP	FTE	CAP	OP	FTE	CAP	OP	FTE	CAP	OP
Economist/Market Development Analyst	.50		11,600	.50		12,800	.50		14,100	.50		15,600	.50		17,200			71,300
Consulting Services			15,000			15,000			15,000			15,000			15,000			75,000
Equipment/Travel			3,500			3,500			3,500			3,500			3,500			17,500
Total Technical	.50		30,100	.50		31,300	.50		32,600	.50		34,100	.50		35,700			163,800
Current Budget/Revenues/ Grants			-			-												
Program Total (net)	.50		30,100	.50		31,300	.50		32,600	.50		34,100	.50		35,700			163,800
Development Analyst	.50		11,600															11,600
Total Technical	.50		11,600															11,600
Current Budget/Revenues/ Grants			64,600															64,600
Program Total (net)	.50		7,000															7,000
Environmental Technician	.10		2,300	.10		2,500	.10		2,800	.10		3,100	.10		3,400			14,100
Total Technical	.10		2,300	.10		2,500	.10		2,800	.10		3,100	.10		3,400			14,100
Current Budget/Revenues/ Grants																		
Program Total (net)	.10		2,300	.10		2,500	.10		2,800	.10		3,100	.10		3,400			14,100

TASKS-TECHNICAL

TASK T-9

Develop Metro Procurement Policy

Personnel

Environmental Technician

	1st-YEAR			2nd-YEAR			3rd-YEAR			4th-YEAR			5th-YEAR			5-YEAR TOTAL		
	FTE	CAP	OP	FTE	CAP	OP	FTE	CAP	OP	FTE	CAP	OP	FTE	CAP	OP	FTE	CAP	OP
Environmental Technician	.10		2,300															2,300
Total Technical	.10		2,300															2,300
Current Budget/Revenues/Grants			62,300															62,300
Program Total (net)	.10		0															0

TASK T-10

Conduct Office Paper Recycling Program

Personnel

Environmental Technician

Environmental Technician	.10		2,300															2,300
Total Technical	.10		2,300															2,300
Current Budget/Revenues/Grants			62,300															62,300
Program Total (net)	.10		0															0

TASK T-11

Recycling Switchboard

Personnel

Technical Assistant

Environmental Technician

Technical Assistant	2.00		34,500	2.00		38,000	2.00		41,800	2.00		46,000	2.00		50,600			210,900
Environmental Technician	.10		2,300	.10		2,500	.10		2,800	.10		3,100	.10		3,400			14,100

Equipment

Telephone Installation

Annual Rate
(80 hrs. @ \$16/hr.)
Contract Services

Total Technical

Current Budget/Revenues/Grants

Program Total (net)

Telephone Installation			500															500
Annual Rate (80 hrs. @ \$16/hr.) Contract Services			2,400			2,600			2,900			3,200			3,500			14,600
Total Technical	2.10		41,000	2.10		43,100	2.10		47,500	2.10		52,300	2.10		57,500			241,400
Current Budget/Revenues/Grants			-			-												
Program Total (net)	2.10		41,000	2.10		43,100	2.10		47,500	2.10		52,300	2.10		57,500			241,400

TABLE 2b Technical Task Elements - Budget Summary

TASK-TECHNICAL	1st-YEAR			2nd-YEAR			3rd-YEAR			4th-YEAR		5th-YEAR		5-YEAR TOTAL		Tons Recovered
	FTE	CAP	OP	FTE	CAP	OP	FTE	CAP	OP	FTE	OP	FTE	OP	CAP	OP	
Total Personnel (Includes 1.0 FIE Coordinator)	6.95		136,300	5.00		119,700	4.90		126,400	4.90	136,200	4.90	146,800		665,400	
Total Equipment/ Operation		100,000	116,400		60,000	254,100		40,000	304,400		304,700		305,000	200,000	1,284,600	
Total Consulting			20,300			15,000			15,000		15,000		15,000		80,300	
Total Technical (Gross)		100,000	273,000		60,000	388,800		40,000	445,800		455,900		466,800	200,000	2,030,300	
Current Budget	1.00	54,000	112,100	1.00		25,400	1.00		27,900	1.00	30,700	1.00	33,800	54,000	229,900	
Potential Revenues from Materials			93,400			201,500			209,000		209,000		209,000		921,900	30,200
Grants (EPA and DEQ)		30,000	20,000		18,000			12,000						60,000	20,000	
TOTAL TECHNICAL (net)	5.95	16,000	47,500	4.00	42,000	161,900	3.90	28,000	208,900	3.90	216,200	3.90	224,000	86,000	858,500	30,200

TABLE 3 Promotion/Education Task Elements - Budget Estimate

TASKS-PROMOTION AND EDUCATION	1st-YEAR		2nd-YEAR		3rd-YEAR		4th-YEAR		5th-YEAR		5-YEAR TOTAL	
	FTE	MATERIALS/ SERVICES	FTE	MATERIALS/ SERVICES	FTE	MATERIALS/ SERVICES	FTE	MATERIALS/ SERVICES	FTE	MATERIALS/ SERVICES	FTE	MATERIALS/ SERVICES
TASK P-1												
<u>Educate Citizens in Home Composting</u>												
Workshop Materials				2,000		1,000		2,000		1,000		
Fact Sheets (two sided; 8½ x 11; 100,000 copies)		1,800		900		900		1,800		900		
Radio production, free airplay		1,000		500		500		500		500		
TV-PSAs, production, free air		7,500		7,500								
Posters-printing and distribution (2000 x \$75 each)				1,500		1,000		1,000		1,000		
TOTAL MATERIALS/SERVICES		10,300		12,400		3,400		5,300		3,400		
Information Specialist	.1	2,104	.15	3,472	.15	3,819	.2	5,602	.2	6,162		
TASK TOTAL		<u>12,404</u>		<u>15,872</u>		<u>7,219</u>		<u>10,902</u>		<u>9,562</u>		<u>55,959</u>
TASK P-2												
<u>Promote Private Collection of Yard Debris, Neighborhood Projects, Central Processing System</u>												
Bus Ads (400 interior @ \$3; 100 exterior @ \$15)				2,700				2,700				
Radio-production, free air, several spots				3,000		500		500		500		
TV-PSA, production, free air				8,000		1,000		1,000		1,000		
Leaflets (two sided; 8½x11; 100,000 copies)		1,800		1,800		1,800		1,800		1,800		
TOTAL MATERIALS/SERVICES		1,800		15,500		3,300		6,000		3,300		
Information Specialist	.1	2,104	.2	4,630	.1	2,546	.1	2,801	.1	3,081		
TASK TOTAL		<u>3,904</u>		<u>20,130</u>		<u>5,846</u>		<u>8,801</u>		<u>6,381</u>		<u>45,062</u>
TASK P-3												
<u>Promote Multi-Material Collection Systems (100,000 Residences)</u>												
Mailing-printing and distribution (50,000)		6,000		12,000		12,000		12,000		12,000		
TV-PSAs, production, free air		7,500		15,000		1,000		1,000		1,000		
Radio-production, free air				1,000		500		500		500		
Newspaper (½ page, monthly)				18,000		18,000		18,000		18,000		
Bus Ads (500 @ \$4)				2,000								
TOTAL MATERIALS/SERVICES		13,500		48,000		31,500		31,500		31,500		
Information Specialist	.05	1,052	.2	4,629	.2	5,092	.2	5,602	.2	6,162		
TASK TOTAL		<u>14,552</u>		<u>52,629</u>		<u>36,592</u>		<u>37,102</u>		<u>37,662</u>		<u>178,537</u>

TASK P-4

Develop and Distribute
Education/Promotion Materials
or Packaging Controls, Switch-
board, and General Recycling

Packaging Controls

Educational Materials
Printing and Distribution
(two sided; 8½ x 11;
100,000 copies)
Display
Travel
TOTAL MATERIALS/SERVICES
Information Specialist
PROGRAM TOTAL

Switchboard

Radio production, free
air
TV-2 PSAs, production,
free air
Newspaper (\$2.29/line,
10 lines, daily paper)
TOTAL MATERIALS/SERVICES
Information Specialist
PROGRAM TOTAL

General Recycling

Meetings
Travel
Legal Notices
Training
Educational Materials
Display
Video Tape Production
Printing and Distribution
of Fact Sheets (2 sided,
8½ x 11) 100,000 copies
TOTAL MATERIALS/SERVICES
Information Specialist
PROGRAM TOTAL

TASK TOTAL

	1st-YEAR		2nd-YEAR		3rd-YEAR		4th-YEAR		5th-YEAR		5-YEAR TOTAL	
	FTE	MATERIALS/ SERVICES	FTE	MATERIALS/ SERVICES	FTE	MATERIALS/ SERVICES	FTE	MATERIALS/ SERVICES	FTE	MATERIALS/ SERVICES	FTE	MATERIALS/ SERVICES
		2,000		2,000		2,000		2,000		2,000		
		1,800		1,800		1,800		1,800		1,800		
		2,000		500		500		500		500		
		1,000		1,000		1,000		1,000		1,000		
		6,800		5,300		5,300		5,300		5,300		
.3		6,313	.25	5,787	.25	6,366	.25	7,002	.25	7,702		
		<u>13,113</u>		<u>11,087</u>		<u>11,666</u>		<u>12,302</u>		<u>13,002</u>		<u>61,170</u>
		1,000		500		500		500		500		
		15,000		1,000		1,000		1,000		1,000		
		8,359		4,000		4,000		4,000		4,000		
		24,359		5,500		5,500		5,500		5,500		
1		2,104	.05	1,157	.05	1,273	.05	1,400	.05	1,540		
		<u>26,463</u>		<u>6,657</u>		<u>6,773</u>		<u>6,900</u>		<u>7,040</u>		<u>53,833</u>
		500		500		500		500		500		
		1,000		1,000		1,000		1,000		1,000		
		2,000		2,000		2,000		2,000		2,000		
		500		500		500		500		500		
		2,000		1,500		1,500		2,000		1,500		
		2,000		500		500		500		500		
		20,000										
		1,800		1,800		1,800		1,800		1,800		
		29,800		7,800		7,800		8,300		7,800		
.3		7,313	.2	4,629	.25	6,366	.3	8,402	.3	9,243		
		<u>36,113</u>		<u>12,429</u>		<u>14,166</u>		<u>16,702</u>		<u>17,043</u>		<u>96,453</u>
		<u>75,689</u>		<u>30,173</u>		<u>32,605</u>		<u>35,904</u>		<u>37,085</u>		<u>211,456</u>

TASKS-PROMOTION AND EDUCATION		1st-YEAR		2nd-YEAR		3rd-YEAR		4th-YEAR		5th-YEAR		5-YEAR TOTAL			
	FTE	MATERIALS/ SERVICES		FTE	MATERIALS/ SERVICES		FTE	MATERIALS/ SERVICES		FTE	MATERIALS/ SERVICES		FTE	MATERIALS/ SERVICES	
TASK P-5															
<u>Promote Drop-Off/ Mobile Centers</u>															
Drop-off--2 Sites															
Supplies/Equipment		300		150		150		150		150		150			
Printing (5000)		400		200		200		200		200		200			
Travel		120		60		60		60		60		60			
Postage		100		50		50		50		50		50			
Radio-Production, Free Air		3,000		500		500		500		500		500			
			3,920		960		960		960		960				
Mobile--2 Sites															
Supplies		150		600		375		375		375		375			
Printing (2500)		200		800		500		500		500		500			
Travel		60		240		150		150		150		150			
Postage		50		200		125		125		125		125			
Posters (500 x \$.75 each)		375		1,500		500		500		500		500			
TOTAL MATERIALS/SERVICES			835		3,340		1,650		1,650		1,650		1,650		
Information Specialist			4,755		4,300		2,610		2,610		2,610		2,610		
	2		4,209	.25	5,787	.1	2,546	.1	2,801	.1	2,801	.1	8,081		
TOTAL TASK			8,964		10,087		5,156		5,411		5,691		35,309		
TASK P-6															
<u>Promote Recycling at Disposal Sites and Consumer Economic Incentives</u>															
Newspaper (\$2.29/line, 20 lines, weekly)															
		2,382		2,382		2,382		2,382		2,382		2,382			
Posters-Printing and Distribution (2000 x \$.75)															
		1,500		1,500		3,000		500		500		500			
Leaflets (two sided, 8½ x 11, 50,000 copies)															
		900		1,350		2,700		1,800		1,800		1,800			
TOTAL MATERIALS/SERVICES			4,782		5,232		8,082		4,682		4,682		4,682		
Information Specialist			2,104	.05	1,157	.2	5,092	.1	2,801	.1	3,081		3,081		
TASK TOTAL			6,886		6,389		13,174		7,483		7,763		41,695		

TASKS-PROMOTION AND EDUCATION	1st-YEAR		2nd-YEAR		3rd-YEAR		4th-YEAR		5th-YEAR		5-YEAR TOTAL	
	FTE	MATERIALS/ SERVICES	FTE	MATERIALS/ SERVICES	FTE	MATERIALS/ SERVICES	FTE	MATERIALS/ SERVICES	FTE	MATERIALS/ SERVICES	FTE	MATERIALS/ SERVICES
TASK P-7												
<u>Promote Commercial/ Industrial Recycling-Office Paper, Cardboard, Reusable Building Materials, Etc.</u>												
Travel		125		125		125		125		125		
Education Workshops		1,500		500		500		1,500		500		
Brochure (10,000, printing and materials)		2,500		500		500		500		500		
Mailing (4000)		3,200		1,600		1,600		1,600		1,600		
Newspaper (\$2.29/line, 20 lines, 4x/yr.)		1,000		1,000		1,000		1,000		1,000		
TOTAL MATERIALS/SERVICES		9,325		4,725		4,725		5,725		4,725		
Information Specialist	.25	5,261	.15	3,472	.2	5,092	.2	5,602	.2	6,162		54,814
TASK TOTAL		<u>14,586</u>		<u>8,197</u>		<u>9,817</u>		<u>11,327</u>		<u>10,887</u>		
GRAPHIC DESIGNER-- TOTAL SERVICES	.25	<u>4,534</u>	.25	<u>4,987</u>	.25	<u>5,486</u>	.25	<u>6,035</u>	.25	<u>6,638</u>		<u>27,680</u>
PROGRAM TOTALS	1.75	141,519	1.75	148,464	1.75	115,895	1.75	122,965	1.75	121,669		650,512

TABLE 4

WASTE REDUCTION PROGRAM: BUDGET SUMMARY

	1st YEAR		2nd YEAR		3rd YEAR		4th YEAR		5th YEAR		5 - YEAR TOTAL
	FTE		FTE		FTE		FTE		FTE		
Total Technical (gross)	6.95	373,000	5.00	448,800	4.90	485,800	4.90	455,900	4.90	466,800	2,230,300
Total Promotion/Education	1.75	141,500	1.75	148,400	1.75	115,900	1.75	123,000	1.75	121,700	650,500
Program Cost (Subtotal)	8.70	514,000	6.75	597,200	6.65	601,700	6.65	578,900	6.65	588,500	2,880,800
Resources*(Subtract)		143,400		219,500		221,000		209,000		209,000	1,001,900
Program Cost(Total)	8.70	371,100	6.75	377,700	6.65	380,700	6.65	369,900	6.65	379,500	1,878,900
Metro User Fee Required \$/Ton		.46		.46		.45		.43		.44	.45

*Received Grant from EPA Urban Policy Program
 Receive Grant from DEQ in amount of 30% of capital costs
 Revenue from sale of recycled material equals \$921,900 during 5-year period

**OBJECTION 1: TO ASSIST IN DEVELOPMENT OF (RESIDENTIAL) CURBSIDE
COLLECTION**

Approach

Since Metro does not have the authority over collection, the local jurisdictions would have to make commitments to have their franchised (or contracted) haulers implement multi-material recycling collection programs. Metro would actively participate in the process by offering various levels of assistance to those jurisdictions interested in implementing such programs. Initially, Metro would promote existing multi-material collection programs and conduct an experimental program in one or two local jurisdictions to generate information for future policy-making in recycling collection.

Promotion and Education

Metro would assist in multi-material curbside collection by actively promoting local programs by providing the local jurisdictions franchised haulers and others participants of multi-material collection programs with flyers, mailers and brochures. Public service announcements, ads in local newspapers and neighborhood newsletters could include recycling collection activities occurring in the local jurisdiction(s). Metro community education staff could visit civic organizations and schools to educate citizens of the significance of on-going participation. In addition, the Recycling Switchboard would refer calls requesting recycling collection service to the appropriate contact.

Technical Information Assistance

Metro would supply the local jurisdiction with materials, market surveys, data base and collection equipment information through technical workshops and seminars. Metro would assist in designing the collection program to meet the needs of the local jurisdiction(s).

Financial Assistance

Direct--Metro's \$50,000 Recycling Grant Program would directly assist the collection program by giving the jurisdictions' the initial capital for securing equipment, drop-off centers, etc.

Indirect--Metro would inform the local jurisdictions of the availability of grants and tax credits from state and federal programs. Metro would give the jurisdictions having collection authority information on implementing differential collection rate programs as an incentive for recycling. Metro would work on developing differential disposal rate and diversion credit systems as incentives to recycling. In addition, Metro would offer to compensate haulers for dropping off materials at its disposal facilities, if appropriate.

Legislative Assistance

Metro would develop a model ordinance for use by local jurisdictions having collection authority. The ordinance would contain mechanisms for encouraging or requiring the collection of recyclables, whichever is appropriate. Sample language would be developed for incorporation into existing collection franchise ordinances. Seminars and workshops would be the forum for disseminating this information.

OBJECTIVE 2: TO ASSIST IN DEVELOPMENT OF RECYCLING FACILITIES

Approach

It is estimated that the two recycling centers (Beaverton and SE Portland) will be operational in 1981. Beyond these two facilities, the Task Force recommended developing centers at all Metro Solid Waste facilities. Mobile Centers using multi-section drop boxes are also proposed.

Promotion and Education

One of the highest priorities in the Waste Reduction Plan was to provide economic incentives for generators of waste to participate in recycling. A visible program was recommended at Metro's disposal facility so consumers could readily realize the savings in disposal costs to them if they did recycle. The budget was estimated for a program handling 60,000 private vehicles per year (St. Johns). Consumers who participate in other programs should be able to realize a positive economic impact by free recycling collection, variable can rate, etc. In addition, Metro would promote recycling at all Metro solid waste facilities.

Technical Information Assistance

Metro would actively manage its facilities and generate information on recycling facility operation and management, (i.e., mobile depots, recycling centers, monthly projects). This information will assist other jurisdictions/organizations in the start-up and operation of similar facilities. In addition, economic data will be generated and incorporated in feasibility analysis.

Metro would produce information on state and federal grant programs, available to eligible organizations.

Financial Assistance

Direct--Metro would provide direct funding support for all functions of the facilities including capital construction and operational costs. Revenues from the sale of materials will be generated to offset expenditures. Direct funding of drop-off facilities beyond the two currently proposed would have to be approved by Council on a case by case basis.

The Mobile Recycling Depot is essentially a drop-box designed to efficiently transport and unload a variety of materials. Each depot will have compartments for seven materials; (clear and green glass, newspaper, tin cans, corrugated, scrap paper, hi-grade paper). These compartments are designed for what Portland recycling's experience has shown is a usual mix of materials. The three minor materials (aluminum, kraft paper and amber glass) are handled in plastic lined boxes attached by hooks to the side of the depot.

Site maintenance and litter control is taken care of in a route vehicle which would visit each depot daily, and could service up to four depots per day. The service crew (one person) would empty boxes used for minor materials, sweep around depot and compact and sort material as needed. The depot will be covered by a flexible hinged lid to control litter.

Unloading material would be accomplished by driving a truck carrying the depot into a warehouse. Using a forklift and dumping box, each compartment would be emptied while on the truck and the contents would be put into a regular 30 cubic yard drop-box or baled for marketing. Handling is minimized.

Possible problems to be considered are as follows:

- Siting problems; there are conflicting opinions in the city zoning department concerning how regulations apply the drop-boxes (i.e., OMSI news boxes).
- Sections of depot may not fill as anticipated.
- Public cooperation in sorting and using proper compartments.

During the first year trial period with one depot, these problems will be worked out. If successful, seven more depots would be implemented by 1985.

Also in the first year, eleven monthly projects would be implemented and if successful, the number of projects funded would be reduced to four from the second through fifth year. A monthly project as currently proposed, is a temporary depot staffed by local neighborhoods or civic and school organizations. Currently, Portland Recycling provides the equipment, hauling, processing and technical assistance necessary for successful operations of several projects.

At this time, Metro does not plan to actively operate any recycling facility.

Metro's recycling grant/loan program could also directly benefit local jurisdictions, organizations (public, private, nonprofit) who want to start-up their own facilities.

At all disposal facilities managed by Metro, incentive programs would be implemented to induce the local citizens to recycle. Options include lowering disposal fees when citizen recycles specified amount of recyclables.

Indirect--Metro will offer financial incentives for local jurisdictions and organizations to start their own recycling facilities. These have yet to be developed.

Legislative Assistance

Metro will have to work with planning offices of local jurisdictions to implement mobile centers. This would pave the way for other organizations to implement similar facilities.

OBJECTIVE 3: TO SUPPORT/PROMOTE BUILDING MATERIALS RECOVERY

Approach

Currently, the Depot for Reusable Building Materials (partially supported by the Human Resources Council) visits buildings (residential, commercial, industrial) being demolished and recovers various materials for sale to the general public. Metro's role would be to expand the existing operation and/or promote the start-up of new operations.

Promotion and Education

Metro would conduct an organized promotion effort to support nonprofit organizations similar to the Depot.

Technical Information Assistance

Metro would work with the City of Portland to receive ongoing information on demolition permit applications. Metro would also request assistance of the private sector (construction and demolition firms) to get leads on buildings being renovated or demolished.

Financial Assistance

Direct--Metro's loan/grant program would be available to the Depot and other similar operations to assist in the purchase of equipment or additional warehouse space.

Indirect--Metro, through its economic incentive program would distribute grant and tax credit information to the Depot or other similar organizations. Other incentives developed in the first year would also assist in building materials recovery.

Legislative Assistance

Metro would work toward incorporating requirements in the demolition permit process.

OBJECTIVE 4: TO SUPPORT/PROMOTE INSTITUTIONAL, COMMERCIAL AND INDUSTRIAL MATERIALS RECOVERY

Approach

The majority of recycling has been accomplished through the efforts of the commercial and industrial sector. High grade office paper and cardboard are two of the most easily recyclable items (minimal processing and market available).

Although Metro's focus in this effort would be general promotion and education, Metro would also expand its office paper recovery program. In addition, Metro will develop an in-house procurement policy to encourage purchase of paper and other supplies and equipment containing reclaimed materials.

Promotion and Education

Metro will educate the business community that there is value in what they throw away. This will be accomplished by a thorough promotion of programs available. Annual workshops will be organized to inform businesses how to recycle. A brochure will be developed which describes a step-by-step process to set up the system. Metro will, through the Recycling Switchboard and other materials, promote the availability of recycling services to the public and private sector.

Technical Information Assistance

With Metro's development of its own office paper recovery program and procurement policy, and additional research of other similar projects will provide institutional and commercial establishments with the "how to" information needed to commence recovery programs.

Financial Assistance

Direct--If appropriate, Metro's Recycling Grant/Loan funds would be available to eligible businesses for capital type projects. Metro received a grant from the Environmental Protection Agency (EPA) to assist in the expansion of its own office paper recovery programs.

Indirect--Economic incentives, when developed would provide indirect financial assistance to enhance institutional, commercial and industrial projects. Metro would also promote State and federal tax credit and grant programs.

Legislative Assistance

Metro would support legislation which currently impede recycling and resource recovery.

OBJECTIVE 5: TO DEVELOP MATERIALS MARKETS

Approach

Secondary materials market development is a key element in waste reduction management. As such, Metro's involvement would be primarily in the technical assistance realm.

Promotional Education

Promotion will primarily be directed through the Recycling Switchboard.

Technical Information Assistance

Metro would inventory existing markets and develop market lists and trends. In addition, information will be generated to assist the (new) potential market in understanding operational and regulatory guidelines. Metro would also perform needs assessments for the recovery of new materials.

Financial Assistance

Direct--If appropriate, Metro's Recycling Grant Program would assist in the development of materials markets by providing funds for equipment which would create new markets or expand existing ones.

Indirect--Again, economic incentives, when developed, would increase the quantity of secondary materials generated and possibly create new markets and expand existing ones.

Legislative Assistance

If appropriate, Metro would support legislation which would enhance market development. Metro would assist the new market in zoning, licensing and permit and other regulatory requirements.

OBJECTIVE 6: TO REDUCE THE AMOUNT OF PACKAGING

Approach

The involvement strategy to fulfill this objective will be promotion and education through the development and distribution of informational materials.

Promotion and Education

Educating consumers and industry about wasteful packaging by developing materials for presentation would be the focus of Metro's involvement. This information would be available for promotion through the Recycling Switchboard.

Technical Information Assistance

Other than general information developed for promoting packaging reduction and supporting legislation, no technical information assistance is provided.

Legislative Assistance

Although Metro will not initiate packaging legislation, we will support specific legislation if found to be appropriate by the Metro Council.

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OBJECTIVE 8: TO SUPPORT/PROMOTE YARD DEBRIS RECOVERY

Approach

Metro is developing a regional program to divert yard wastes from landfills. The program stresses separation of woody yard wastes (shrub and hedge clippings, branches, limbs, brush, etc.) from mixed waste. Although a decision on whether to implement this program has not been made, Metro would education citizens in home composting of yard debris and other compostable organic material. Limited activity is expected in the first year except to aid cities who are instituting clean-ups or separated yard debris pick-up. The second year gears up for a large promotion campaign for either a regional yard debris recovery program or increased neighborhood or city based projects, depending upon program approval. Continual publicity is planned for the following years.

Promotion and Education

"How to" information would be distributed pertaining to backyard composting of green yard wastes (grass, leaves, weeds, twigs, etc.) and household food wastes in the first year. These items are easily diverted from disposal in a landfill and composted at the residence. Promotion activities will be initiated to increase awareness about composting and to advertise the available "how to" sheet. The second year activities coincide with the proposed yard debris recovery program with increased publicity, poster distribution, and compost bin construction workshops scheduled for interested groups. The third through fifth year programs depend on program participation, success of previous promotion and program continuation.

Technical Information Assistance

Other than general information provided for promotion and education, no involvement is anticipated until a program is implemented.

Financial Assistance

Direct--Funding for the regional program is not in this scope.

WC:bb
1232B/172

A G E N D A M A N A G E M E N T S U M M A R Y

TO: Regional Services Committee
FROM: Executive Officer
SUBJECT: Approval of the Solid Waste Transfer Plan

I. RECOMMENDATIONS:

- A. **ACTION REQUESTED:** Approve the proposed Solid Waste Transfer Plan for local government review and public participation. Subsequent to this program, Metro staff will then formulate and begin the siting process. As Metro receives comments from local governments, the revisions will be incorporated into the final Solid Waste Management Plan to be submitted to the entire Council in March, 1981.

- B. **POLICY IMPACT:** The adoption of this plan would authorize the Metro staff to proceed with the plan recommendations. This includes working with local governments on the development site criteria and the formulation of a siting process.

- C. **BUDGET IMPACT:** Adoption of this plan would permit the Metro staff to begin the public involvement process and to continue into preliminary design. These activities are currently budgeted in the Solid Waste Operating Fund. The preliminary analysis presented in the Solid Waste Transfer Plan indicates that approximately one dollar and sixty-three cents (\$1.63) per ton would have to be added to current disposal fees. This money would include only the capital cost to construct and to operate two facilities. It is exclusive of the costs to actually haul the material, since this depends on the exact location of the site itself. This plan is consistent with Metro's Five-Year Operational Plan.

II. ANALYSIS:

- A. **BACKGROUND:** The original Solid Waste Management Plan adopted by Metro in 1974, called for the construction of transfer stations to further enhance efficiency of solid waste disposal. The development of the Metro Solid Waste Transfer Plan began over one year ago. In conjunction with SCS Engineers, Metro studied various transfer station configurations. Using various sized facilities, ranging from 300 to 1200 tons per day, SCS Engineers developed transfer alternatives using up to six (6) transfer stations to service the area. After evaluating over 21 alternatives, they recommended that a total of five (5) solid waste receiving facilities (including resource recovery and St. John's Landfill) would optimize the hauling cost.

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- B. **ALTERNATIVES CONSIDERED:** Metro's solid waste engineering staff further examined the recommendations from the SCS Engineers report. The alternatives considered by Metro included the actual haul time and operating costs for either two or three transfer stations to service the area in addition to the resource recovery facility. An impact assessment was conducted as to the level of service provided by each of the alternatives, the cost to construct and operate the facilities, the haul time from each of the general locations, and the energy savings impact. Each alternative was compared to the no-build alternative as well as compared to each other.

Alternative 1 utilizes two transfer stations for flow control and haul cost reduction. The impact of the transfer was primarily dictated by transferring the material to the resource recovery facility proposed in Oregon City. In this alternative, the Willamette River serves as the major dividing line between the two service areas. The transfer stations will require good arterial access to Highway 217, Beaverton-Hillsdale Highway and the Sunset Highway. The east transfer station would also require arterial access primarily to I-84 and I-205. This alternative also considers that there would be direct haul to the Resource Recovery Facility. The analysis of the two station plan would indicate that in at least seven of the Metro Council districts, the cost is distinctly less to haul using transfer stations than the direct haul to the resource recovery. In areas of the five remaining Council districts, they would probably be most cost effectively served by directly hauling to the resource recovery facility. The ultimate impact of locating two transfer stations would indicate that over 89 percent of the Metro population is within 20 minute haul time to a facility.

Alternative 2 provides three transfer stations in addition to the direct haul to resource recovery. This alternative includes a large transfer station near the Portland Central Business District and two smaller transfer stations in the outer western and eastern portion of the districts. As in the previous alternative, Metro would recommend that any transfer station be located with good access to the major highway systems and arterial streets. The cost to implement the three transfer stations would require an additional two dollars fifteen cents (\$2.15) be added to the current disposal fees. This does not include the cost to haul as it cannot be determined until actual sites are located. In examining the impact of three transfer stations, approximately 94 percent of the Metro region is within a 20 minute haul time. The results indicate that at least nine of the metropolitan districts would be benefited by using the transfer stations rather

than direct haul. As in the previous alternative, the remaining areas would be better serviced by direct hauling to resource recovery facility.

C. **IMPACT ANALYSIS:** The main objective of the transfer plan is to construct transfer facilities which will:

1. Improve service levels by minimizing haul time.
2. Minimize the cost of solid waste collection for the Metro region.
3. Improve efficiency and save energy.
4. Enhance recycling efforts.

These objectives provide the generalized criteria by which Metro analyzed the impact of the transfer stations and compared the alternatives.

The service level impact was examined by comparing the level of service provided within a 20 minute haul time. Alternative 1, the two station plan, would service 89 percent of the region compared to 94 percent under the three station alternative. Both provide a significant improved level of service for the collection and disposal of solid waste.

Most significant to the plan is the cost to construct and operate these facilities. In examining the two alternatives, Metro determined that the additional cost per ton required for two transfer stations would be \$1.63. Alternative 2 would require an additional \$2.15 per ton be added to the current disposal rates. These additional costs are based on Metro imposing the uniform rates for all facilities in the region. Metro conducted a benefit cost analysis to determine if the incremental benefit of a third transfer station was cost effective and justified. The results indicate that the increased cost to operate a third station is not justified. Energy impact was also considered in this analysis. The results indicate that these plans save 10 percent and 13 percent total fuel to be consumed from two stations and three stations, respectively. Again an analysis was conducted to determine if the additional cost to operate the third station was justified from an energy savings standpoint. The results of this indicated that the price of gas would have to be \$9.50 per gallon to become equivalent to the savings in operations costs.

With regard to waste reduction impact, the transfer stations would include facilities for recycling.

D. **CONCLUSION:** Alternative 1 is the most cost-effective transfer system based on both operating and haul costs. The result is that while reducing commercial haul cost, Metro's operating costs are also minimized. Alternative 1 significantly improves service over the current situation. Though Alternative 2, utilizing three transfer stations, provides a slightly higher level of service (5 percent greater service within 20 minute haul), the cost per ton of Alternative 2 over Alternative 1 would be an additional 32 percent.

Both alternatives, while increasing haul efficiency, will save valuable energy. Alternative 1 could save over 51,000 gallons of fuel per year, or 2,750 barrels of oil. For Alternative 2, the energy savings realized is almost 80,000 gallons. In addressing the difference in energy savings between the two alternatives, Metro determined that the difference in operating cost is greater than the energy cost differences, giving a net cost savings with Alternative 1.

Both alternatives would enhance recycling and waste reduction efforts with the capability of directing waste to its proper disposition. The Waste Reduction Program would benefit from the location of recycling centers in conjunction with transfer stations to conveniently handle recyclable materials.

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1245B/188



METRO

METROPOLITAN SERVICE DISTRICT

527 S.W. HALL ST., PORTLAND, OR. 97201, 503/221-1646

MEMORANDUM

Date: January 12, 1981
To: Regional Services Committee
From: Merle Irvine, Solid Waste Director
Regarding: Action Requested Solid Waste Transfer Plan

As requested in December, 1980, staff recommends that the Regional Services Committee approve the Solid Waste Transfer Plan incorporating the supplemental report with the revised Summary and Recommendations (attached) for local government review and public participation. Subsequent to this action, Metro staff will formulate and begin the siting process for two transfer stations. As Metro receives comments from local governments, the revisions will be incorporated into the final Solid Waste Management Plan to be submitted to the entire Council in March, 1981.

MI:DD:bb

Attachment

SUMMARY AND RECOMMENDATIONS

The development of the Metro Solid Waste Transfer Plan began over a year ago. In conjunction with SCS Engineers, Metro studied various transfer station configurations. Using various-sized facilities ranging from 300 to 1,200 tons per day, SCS Engineers developed transfer alternatives using up to six transfer stations. After evaluating over 21 alternatives, they recommended that a total of five receiving facilities would optimize hauling costs.

Metro staff further examined the recommended SCS Engineers' alternative considering actual haul times and operating costs for two or three transfer stations. The results of this report clearly indicate that two transfer stations can cost-effectively serve the Metro region. The level of service received by constructing a third station did not prove to be cost beneficial, primarily because of the additional operating cost. Based on the information presented in this report, Metro staff recommends the following actions: (no priority ranking)

1. Develop simultaneously two solid waste transfer stations to service the Metro region in addition to Phase I Resource Recovery.
2. Of the two transfer stations, a station serving the western portion of the Metropolitan area should be given priority.
3. Locate the transfer stations to minimize the solid waste transportation system cost by:
 - a. Locating as close as possible to the centroids of solid waste generated in the Metro region.
 - b. Providing a 20-minute haul time for at least 80 percent of the solid waste generated in the Metro region.
 - c. Locating near major transportation corridors.
4. Consider locating a satellite facility in the Hillsboro/Cornelius/Forest Grove area if a 30 minute service is not provided by the selected site of the West Transfer Station.
5. Implement Phase I Resource Recovery Public Receiving and Recycling Center to be operational by June, 1982.
6. Size the Phase I Resource Recovery Public Receiving and Recycling Center to handle not more than 350 tons of solid waste per day.

Following a discussion by the Regional Services Committee regarding these recommendations, the Proposed Solid Waste Transfer Plan will be used in the overall Metro Solid Waste Management Plan and in the transfer station siting process. Metro staff will begin to develop preliminary design and operating procedures.

SUGGESTED CHANGES IN JANUARY 8, 1981
DISPOSAL FRANCHISE ORDINANCE

T. Anderson

- Section 1(22) "Transfer Station," omit "including but not limited to drop boxes made available for general public use."
- Section 1(22) After "disposal site" delete remaining language and add "excluding drop boxes used exclusively by owners or tenants of a single tax lot for their waste on that respective tax lot as shown on appropriate assessors map from Clackamas, Multnomah and Washington Counties."
- Section 5(1)(b) After "owned or operated" add "in whole or part" by the District.
- Section 5(2) Omit entire subsection.
- Section 5(2) After "sixty (60) days prior written notice" add "and after Council hearing" direct solid wastes away....
- Section 7(2)(a) Change the word "ordinance" to "franchise agreement." Add a period after the word "agreement" and delete the rest of the subsection. Replace deletion with new language stating the exact criteria for bonds.
- Section 7(g) After "such other information" insert "necessary to determine an applicant's qualifications"... as the Director may require.
- Section 8(6) Delete subsection.
- Section 8(6) Omit "or to carry out the other purposes of this ordinance."

Omit "Notice shall not be required" and insert "After contacting the franchisee" if the Executive Officer finds...buyer delay.
- Section 8(6) Define "public nuisance."
- Section 8(6) After end of subsection add sentence "Waste shall be taken proportionately from each franchised site."
- Section 9(1) After "The term for a new or renewed franchise shall be" omit remaining language and add "either the estimated site longevity or ten years, whichever is less."
- Section 11(1) Delete period after "delay" and insert "and the franchisee has refused to take corrective action."

Section 11(3) Create new subsection: "Any action of the Executive Officer or Director which adversely effects the operation of a franchisee may be reviewed by the Council at the request of the franchisee."

Section 13(8) Omit

Section 13(9) Omit

Section 13(11) Omit

Section 14 (1) (a) At end of subsection add new sentence:
"Facilities currently holding certificates shall be exempted from this requirement."

Section 16(6) Change "plan" to "program."

Section 19(3) After the last sentence in this subsection add a new sentence "A decision shall be made within 90 days of the submission of a complete application for a rate review requested by the franchisee."

Section 19(4) (d) After the word "investment" add a period and delete the rest of the subsection.

Section 20(1) After "~~ten (10) days~~" add "or such other extended time as may be determined reasonable by the District to correct the violation."

Section 20(4) After the word "without" add "formal" notice and without....

Section 20(5) After "is awarded to a new franchisee" add "or the District;" after "then the new franchisee" add "or the District;" change "may" to "shall."

Section 21 Omit the last sentence "If such purchase...any other intangible values."

Issues

-Metro should franchise its own facilities or at least make itself subject to accounting and rate setting provisions.

-District should reimburse franchisee for investment in the franchise if flow is cut off.

-District should guarantee minimum flow to franchisee for five years.

-Rates should include a special charge for items requiring special handling.

-Bond should be different for Metro owned and privately owned facilities.

TA:bb

ADDENDUM TO SOLID WASTE FRANCHISE ORDINANCE

(Revised 1/8/81)

- Section 5(1)(b): Add "in whole or in part" after "owned or operated".
- Section 5(2): Change "District" to "Executive Officer".
Change "sixty (60)" to ten (10)".
Add: "Any person or facility receiving said notice shall have the right to a contested case hearing before the Council pursuant to District Rule No. 79-3. The request for a hearing shall not stay action by the Executive Officer unless otherwise provided by the Executive Officer or Council."
- Section 7(2)(g): Delete "may require" and substitute "deems necessary to determine an applicant's qualifications."
- Section 8(6): Change "the District reserves the right" to "the Executive Officer may".
Change "sixty (60)" to "ten (10)".
Before the last sentence, insert: "Any franchise receiving said notice shall have the right to a contested case hearing before the Council pursuant to District Rule No. 79-3. The request for a hearing shall ~~not~~ stay action by the Executive Officer unless otherwise provided by the Executive Officer or Council."
Insert "or hearing" after "Notice" in the last sentence.
- Section 11(1): Delete period after "delay" and insert "and the franchise has failed to take corrective action as required by the Executive Officer."
- Section 11(2): Delete subsection and substitute: "Any applicant or franchisee adversely affected by any action of the Executive Officer shall

have the right to a contested case hearing before the Council pursuant to District Rule No. 79-3. The request for a hearing shall ~~not~~ stay action by the Executive Officer ~~unless otherwise provided by the Executive Officer or Council.~~ *the next scheduled Council meeting*

Section 13(8): Delete period after "franchise" and insert ", excluding intentional acts by the District."

Section 20(1): Delete "ten (10) days after receiving written notice from the Director" and substitute "the time specified by the Director after receiving written notice thereof."

Section 20(5): Change "may" to "shall".



METROPOLITAN SERVICE DISTRICT
527 S.W. HALL ST., PORTLAND, OR. 97201, 503/221-1646

MEMORANDUM

Date: January 12, 1981
To: SWPAC
From: Terilyn Anderson ^{TA}
Regarding: Draft Disposal Franchise Ordinance

Changes made in the draft Disposal Franchise Ordinance dated January 8, 1981 are:

1. The term "Solid Waste Management Plan" has been added to the definition section, Section 2(21).
2. The definition of waste has been changed. It is now the same definition currently in the solid waste code, Section 2(24).
3. The phrase "except those facilities described in Section 5(1)(a)" has been added to Section 5(2).
4. The final line in Section 7(3) is new.
5. Section 8(4) has been added.
6. The word "franchise" has been added in Section 8(5)(a) and the word "agreement" has been substituted for the word "contract."
7. The first line in Section 10(2) has been added.
8. The language following the word "necessary" in Section 12(2) is new.
9. Section 13(11) has been added.
10. The language after the word "necessary" in Section 16(1) is new.
11. In Section 16(6) after the word "administration" the word "implementation" has been added and the word "program" has been substituted for the word "plan."
12. In Section 19(4)(d) new language has been added after the phrase "capital investment in the franchise."
13. In Section 19(5) a colon has been inserted after "paragraph (3)" and the remaining language deleted.

Memorandum
January 12, 1981
Page 2

14. In Section 19(5)(a) the word "other" has been omitted.
15. In Section 19(5)(b) the word "six" has been substituted for the word "three."
16. Section 19(5)(c) has been added.
17. In Section 20(1) the word "shall" in the phrase "the Director shall make a recommendation to the Executive Officer" has been deleted and the word "may" has been added.

TA:bb

RECEIVED JAN 9 1981

SSI

Oregon Sanitary Service Institute

Sunnyslope Center
4729 Liberty Rd., S.
Salem, Oregon 97302

Phone 399-7784

Research
Standards
Service

January 8, 1981

Bill Young, Director
Department of Environmental Quality
Personal Delivery

Re: Outline for Technical Solid Waste Advisory Committee

Dear Bill:

OBJECTIVES

- (1) Keep those responsible for regulating and implementing solid waste management informed on key issues.
- (2) Work for maximum agreement on policy and legislative issues, minimize conflicts and misunderstandings.
- (3) Develop maximum support for united positions before EPA, DEQ, EQC, legislature and others.
- (4) Provide a nucleus of informed action people to work with special task forces on such issues as hazardous wastes and waste reduction.
- (5) Provide a wholesale communications level. Each member is responsible for informing the leaders or members in the organizations and for representing their positions and interests. This should reduce rather than increase staff time both at DEQ and within member organizations.

PROPOSED ORGANIZATIONS Representing those responsible for implementing solid waste management and the most direct public interest in it. Without checking directly with the organizations, my own recommendations for appointments would be:

- (1) Association of Oregon Counties. Gordon Fultz or Kess Cannon.
- (2) League of Oregon Cities. Mike Huston.

- (3) Associated Oregon Industries. Tom Donaca.
- (4) Association of Oregon Recyclers. _____ (Upcoming election).
- (5) Oregon Environmental Council. _____.
- (6) Metro. Merle Irvine.
- (7) Oregon Sanitary Service Institute. Roger Emmons and Angus MacPhee.
(Angus might also serve as alternate or technical assistant).
- (8) GRCDa. Jerry Carter.

PROPOSED MEETINGS

- (1) Place: DEQ in Portland or, where space is available in Salem, during session.
- (2) Frequency: On call except for first two mutual briefing sessions on legislation. Called by DEQ or 1-3 members.

IMMEDIATE CONCERNS

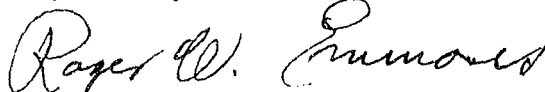
- (1) Federal-state-local-storage-collection-haulers -disposal sites-hazardous waste roles and hazardous waste legislation. This goes into general policy. Specific legislation and details would stay under current DEQ hazardous waste task force, hopefully with more input from the named organizations.
- (2) Legislation:
 - (A) Flow control. Marion County proposed Metro type legislation for counties. Involves franchises too.
 - (B) Energy contracts. Marion proposes counties and state have long-range authority.
 - (C) SB 925:
 - (1) State authority to fund waste reduction plans.
 - (2) DEQ report on effectiveness of SB 925 and recommended changes.
 - (3) Other?

Bill Young
Page 3
January 8, 1981

- (D) 100% loan authority under pollution bonds.
- (E) DEQ budget including staffing levels, priorities, shift to fees on disposal sites.
- (F) Financial assurance on disposal site closures. May include bonds, insurance, securities, surcharges or many approaches all leading to proper closure of disposal sites and post closure controls on erosion, leachate production and other.
- (G) Other legislation.

Discussion on this approach will be at GRCDA Tuesday, January 13th and Oregon Recyclers January 18th.

Respectfully submitted,



Roger W. Emmons, Executive Director

RWE:cf

CC: Jim Swenson, DEQ
Ernie Schmit, DEQ
Fred Bolton, DEQ
Lee Barrett, Portland Recycling Team and AOR
Chuck Kemper, R.A. Wright Engineering
Robert French
Gordon Fultz, Association of Oregon Counties
Kess Cannon, Association of Oregon Counties
Mike Huston, League of Cities
Tom Donaca, Associated Oregon Industries
Jerry Carter, GRCDA
✓ Merle Irvine, Metro
Norma Jean Germond, League of Women Voters
Angus MacPhee, Disposal Industries
OSSI Board of Directors and Alternates
John A. Charles, Ex. Director, Oregon Environmental Council

A G E N D A M A N A G E M E N T S U M M A R Y

TO: Metro Council
FROM: Executive Officer
SUBJECT: Waste Reduction Plan

I. RECOMMENDATIONS:

A. ACTION REQUESTED:

1. Adopt Waste Reduction Plan as proposed by the Waste Reduction Task Force and amended by Solid Waste Policy Alternatives Committee.
2. Direct Solid Waste staff to implement proposed Plan in phases--the first phase would include implementation of the following task elements in the first year:
 - continue implementing SE Portland and Beaverton Recycling Centers
 - partially fund Portland Recycling Team's existing three (3) drop centers and warehouse for one year
 - fund Portland Recycling Team's existing eleven (11) monthly projects for one year
 - operate Recycling Switchboard
 - promotion/education to highlight switchboard, drop centers, monthly projects, etc.
 - fund new technical assistance activities dealing with developing model ordinance for inclusion by local government's collection franchise system, administering Metro's economic incentive program (\$50,000 grant) and establishing Metro in-house recycling program
3. Authorize a contract with Portland Recycling Team to partially fund their warehouse and three (3) drop centers and eleven (11) monthly projects. In addition, authorize a management review committee to be established, consisting of a representative from Metro and the City of Portland to review Portland Recycling Team's management structure and function.
4. Authorize staff to notify the Department of Environmental Quality of Metro's intent to assume duties of the Recycling Switchboard on March 1, 1980.
5. Implementation of the first phase of the Plan beyond the funding for Portland Recycling is subject to the Coordinating Committee's review and recommendation.

- B. **POLICY IMPACT:** By adopting the Waste Reduction Plan, Metro makes clear commitments to:
1. Take waste reduction management responsibility in the region to assure the long-term attainment of maximum material recovery;
 2. Reduce solid waste two percent per year by recovering 100,000 tons of material in 1985 (approximately doubling the amount of recyclable materials currently being recovered).

The adoption of the plan is consistent with Metro's Five Year Operational Plan.

- C. **BUDGET IMPACT:** As currently proposed, the budget to implement the plan in the first year would be \$481,700. Of this total budget, \$359,000 would be funded by users fees, \$75,000 from material sales at Metro Recycling Facilities, \$20,000 from an Environmental Protection Agency (EPA) grant and \$27,000 from the Department of Environmental Quality's grant/loan program (assuming funds are available from State of Oregon General Fund). Detail budget and position request will be presented to the Council after being reviewed by the Coordinating Committee.

Based on current revenue estimates, an increase in user fees would not be required this year. Adequate Solid Waste contingency funds are available to support the proposed Waste Reduction Plan. Future funding mechanisms beyond the first year will have to be developed.

II. ANALYSIS:

- A. **BACKGROUND:** Historically, the responsibility for waste reduction management on a regional level was limited to planning high technology resource recovery. In terms of waste reduction through recycling, within the past year the Metro Council approved policies which would promote recycling through the:
1. Implementation of two recycling drop centers on a trial basis; and
 2. Implementation of a \$50,000 grant/loan program to fund recycling projects.

Although the promotion of waste reduction activities has been implied in prior drafts of the Solid Waste Management Plan, there was no outright commitment for Metro to take management responsibility for waste reduction in the region. However, Metro is required to implement a waste reduction program under S. B. 925 if State financial assistance is requested.

In April, 1980, the Metro Council appointed a citizen Task Force to investigate the full-range of policy and program options and to develop a plan of recommended courses of action to be undertaken by Metro. The Task Force met weekly from May through July, 1980, and was provided support by the Local Government and Citizens Involvement Department, Solid Waste Division and Resource Conservation Consultants.

Portland Recycling Team (PRT) has approached Metro requesting support of its recycling drop centers and monthly projects. Portland Recycling, which is experiencing serious financial problems, is the only organization in the region which provides as its prime function, drop center service, monthly projects and community education and promotion. In addition, it is a nonprofit, tax-exempt organization which has served the entire Metro area with multi-material recycling service for several years. Solid Waste staff has evaluated Portland Recycling's proposal as it relates to the Waste Reduction Plan and feels that temporary assistance to continue the existing level of household recycling is appropriate until the more efficient curbside collection systems are implemented.

- B. ALTERNATIVES CONSIDERED: Although landfilling has been the most cost-effective disposal alternative, resource recovery and recycling are becoming essential elements in solid waste management. The closure of two landfills within the next two years, and the higher costs experienced acquiring new landfill facilities, warrants a clear commitment to reduce the quantities of solid waste through resource recovery and recycling.

- C. CONCLUSION: Adoption of the proposed Waste Reduction plan as a priority element in the Solid Waste Management Plan.

WC:et
1465B/188

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ESTABLISHING) RESOLUTION NO.
A COMPREHENSIVE WASTE REDUCTION)
PLAN) Introduced by the Regional
Services Committee

WHEREAS, The Metro Solid Waste Management Plan (SWMP) outlines the general policy of supporting waste reduction through the implementation of resource recovery and recycling; and

WHEREAS, Senate Bill 925 requires Solid Waste Management authorities receiving State funding assistance to establish goals and submit a waste reduction program to the Department of Environmental Quality; and

WHEREAS, The Metro Council has directed a Waste Reduction Task force to develop waste reduction alternatives and recommend policies and goals for consideration; and

WHEREAS, The Regional Services Committee has reviewed the Waste Reduction Plan and supports the proposal as amended; now, therefore,

BE IT RESOLVED,

1. That the Metro Council adopts the proposed Waste Reduction Plan as amended by the Solid Waste Policy Alternatives Committee.

2. Direct Solid Waste staff to implement proposed Plan in phases--the first phase would include implementation of the following task elements in the first year:

- continue implementing SE Portland and Beaverton Recycling Centers
- partially fund Portland Recycling Team's existing three (3) drop centers and warehouse for one year
- fund Portland Recycling Team's existing eleven (11) monthly projects for one year
- operate Recycling Switchboard
- promotion/education to highlight switchboard, drop centers, monthly projects, etc.
- fund new technical assistance activities dealing with developing model ordinance for inclusion by local government's collection franchise system, administering Metro's economic incentive program (\$50,000 grant) and establishing Metro in-house recycling program

3. Authorize a contract with Portland Recycling Team to partially fund their warehouse and three (3) drop centers and eleven (11) monthly projects. In addition, authorize a management review committee to be established, consisting of a representative from Metro and the City of Portland to review Portland Recycling Team's management structure and function.

4. Authorize staff to notify the Department of Environmental Quality of Metro's intent to assume duties of the Recycling Switchboard on March 1, 1980.

5. Implementation of the first phase of the Plan beyond the funding for Portland Recycling is subject to the Coordinating Committee's review and recommendation.

ADOPTED by the Council of the Metropolitan Service District
this _____ day of _____, 1980.

Presiding Officer

WC/et
1482B/188