



**METRO**

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

# Agenda

Meeting: SWPAC  
Date: May 27, 1986  
Day: Tuesday  
Time: 12:00 NOON  
Place: Metro Bldg., 2000 SW 1st, Room 330

12:00	Meeting called to order Approval of May 12th minutes Announcements
12:10	Certification
1:10	Rate Review Report

SOLID WASTE POLICY ADVISORY COMMITTEE

SWPAC

May 12, 1986

Committee Members Present: Kathleen Cancilla, Shirley Coffin, Robert Harris, Dick Howard, George Hubel, Teresa DeLorenzo, Gary Newbore, Mike Sandberg, Michael Pronold, Bruce Rawls, Pete Viviano, Ruth Selid for City of Portland, Ken Spiegle for Clark Cty

Committee Memebers Absent: Carolyn Browne, Ed Gronke, Craig Sherman

Guests: Bob Brown, DEQ; Chuck Sandborg and Don Seep, St.Vincent DePaul; Jim Kirksey, Goodwill; Karen DeVoll, Goodwill; Doug Plambleck, Rate Review

Staff Present: Doug Drennen, Dan Durig, Debbie Allmeyer, MJ Aman, Pat Vernon, Wayne Rifer, Rich McConaghy, Dennis Mulvihill, Becky Crockett, Steve Rapp

AGENDA ITEM

Approval of Minutes

The meeting was called to order at 12:03 by chairperson Teresa DeLorenzo.

MOTION

Shirley Coffin moved to approve the minutes of the 4/14/86 minutes as written.

Seconded by Gary Newbore. Carried unanimously

Mary Jane Aman, staff co-ordinator for SWPAC, announced solicitation in process for two members of the Rate Review Committee. Individuals needed: 1 CPA with government budgeting experience preferrable, and one local government person. If members can recommend anyone for these positions, please call Mary Jane at Metro.

AGENDA ITEM

Rate Incentives

Rich McConaghy discussed Metro approach to rate incentives. The purpose is to provide incentive for people to source separate and recycle. The rate structure at St. Johns is presently \$14.38 per ton ( there are about 8 cubic yards in a ton). This amount is made up of:

- 7.86 base rate for burying waste, landfill operating cost
- 2.04 user fee, goes for waste reduction program and Solid Waste Planning and Administration

- 2.98 regional transfer charge, goes for CTRC/WTRC operations
- .50 Rehabilitation and Enhancement for St. Johns per SB662
- 1.00 paid to DEQ for landfill siting
- 3.00 Convenience charge, only at CTRC

Incentives need to be adopted to encourage source separation. The Rate Incentive package will go to Council for review on May 15th. With the help of SWPAC, the Rate Review Committee, local governments and the Haulers, the package will be fine tuned before returning to Council. In September, the Council will adopt rates for next year to include rate incentives.

Certification Rate Incentives: Staff suggests a differential rate to encourage people to participate in recycling, a different rate is paid if waste is hauled from an uncertified area (eg. \$14.38 vs. \$21.38). The first year certification is synonymous with SB405 requirements.

Materials Processing Rate Incentives: Presently the Oregon Processing and Recycling Center (OPRC) is a prototype for materials processing centers. They recover and recycle whatever they can from the waste stream that goes thru their facility. Difference between tip fees at the Landfill and OPRC presently \$1.00-2.00. May need to utilize a greater differential to encourage high grade loads. The amount of high grade loads available will be determined after the Waste Composition study is completed in November or December.

Rate Incentive for Reuse Organizations: Incentive for non profit reuse organizations.

Jim Kirksey of Goodwill and Don Seep of St. Vincent DePaul asked for endorsement of the proposal to work out a rate incentive for organizations such as theirs. They feel relief is justifiable since their organizations provide a service to the community that would otherwise have to be provided by the government.

Yard Debris Incentives: St. Johns setting up a processing facility to make a soil amendment from yard debris. Want to encourage source separated yard debris. Flat Rate Incentive: \$2.04 going for waste reduction programs.

Public Recycling Rate Incentive: Continued waiver of minimum charge for people bringing in separated recyclables with their waste.

George Hubel: If one recycles at a recycling facility, do they get a break at the landfill?

Rich McConaghy: Considering a voucher system, however nothing has been developed yet.

AGENDA ITEM

Resource Recovery

Doug Drennen, Metro Engineer/Analysis Manager, asked for SWPAC's endorsement of Ordinance 86-201 for Implementation of Alternative Technology

Projects. Council is willing to pay a certain amount over and above the cost of landfilling for alternative technology, realizing there is a limit that can be paid, Council's present assesment of an appropriate figure is 20% above the cost of a system with just landfilling. It is important to get SWPAC's response on this item to complete the response package submitted to DEQ.

Teresa asked for members thoughts on the Ordinance for presentation to the Council on May 15th.

Pete Viviano: Criteria being followed will keep interest alive, think ordinance is in best shape it could be

Shirley Coffin: Need to maximize flexibility by not locking in on anything too large. Better to be too low, than too high on percentage

Robert Harris: Metro should make it so a project is workable even if it means going higher.

Gary Newbore: Whether this needs to be an amendment or a resolution is questionable. 20% is a good target

Mike Sandberg: Should be less than 20%

Bruce Rawls: Need to adjust percentage down

Michael Pronold: agrees with setting percentage lower

George Hubel: Present value should be done on both alternative technology and base system for comparison

Dick Howard: Feels funding should not come from tax base

Kathy Cancilla: Don't rule out landfilling in an attempt to find something else. Consider consumers pocket also.

Meeting adjourned at 1:43

NEXT MEETING: Tuesday, May 27, Noon

Submitted by : Pat Vernon

## MEMORANDUM

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**DATE:** May 21, 1986

**TO:** Solid Waste Policy Advisory Committee

**FROM:** Wayne Rifer

**REGARDING:** Certification Units -- Background and Guidelines Piece

Attached is the material which will serve as the basis for the certification discussion of the meeting on May 27. Please come prepared to discuss the issues involved.

If it should be of any help, your chair has observed that the attached piece was "found to be clearer on more than one reading."

This document has gone through the following process:

1. staff drafting and review
2. review with amendments by the SWPAC Certification Units Subcommittee -- Delyn Kies, Dave Phillips, and Kathy Cancilla
3. review with amendments by SWPAC chairperson

Recommended process for adoption:

1. review by SWPAC -- May 27
2. presentation of appropriate summary document for review by local governments and collection industry
3. adoption by SWPAC -- June 16.

Also at the June meeting, SWPAC will discuss certification policy issues, many of which are raised in this piece, for passage to Metro Council for adoption.

KEY ISSUE SUMMARY  
CERTIFICATION UNITS -- BACKGROUND AND GUIDELINES

To assist SWPAC in Review and Discussion

- \* A principle from the Waste Reduction Program which is reflected in the proposed approach is that the certification program should be compatible with and accommodate the diverse methods of regulating solid waste in the region and that the local government process for self-determination of solid waste regulation should be maintained (WRP Framework page 7).

The Certification procedures should therefore provide maximum flexibility to local jurisdictions (page 2, para.7), while being fair and equitable to haulers and the public rate payers (page 2, para. 5).

Certification standards should be:

- objectively and readily measurable (page 1, para. 3)
- require only efforts which are cost effective (page 1, para. 4)

Certification units will be developed by jurisdictions following the setting of yearly certification standards (page 2, para. 5).

The purpose of those units is to allow local governments to distinguish parts of the jurisdictions which are participating in the program from parts which are not (page 2, para. 6).

It is anticipated that generally units will be the entire jurisdiction (page 2, para. 8).

Units will be evaluated for certification based on effort (actions) rather than results (page 3, para. 2).

Units may be adjusted at the request of the local government (page 3, para. 5).

The units must provide for unambiguous identification of the hauling companies included within them (page 3, para. 6).

Any type of entity may be used as a unit with SWPAC approval (page 5, para. 2).

Metro will provide for hearings for waste collectors who believe that they meet certification standards even though their unit is uncertified (page 4, para. 2).

Rate benefits should accrue to whoever provides the required service (page 4, para. 5).

CERTIFICATION UNITS -- BACKGROUND AND GUIDELINES

BACKGROUND

Metro's program for certification of local collection services will utilize disposal rate incentives to encourage the participation of local governments, the collection industry, and waste generators in programs which will achieve the State mandated goal of substantial reduction of waste going to landfills.

In order to accomplish the state goal and to increase recovery of recyclable materials in an economically feasible manner, it is necessary to develop methods to keep certain types of processible waste separate from mixed waste. Thus actions by the generator and collector of waste are essential to a cost effective waste reduction program.

To this end, Metro will work closely with local government officials and waste collectors to develop yearly certification standards which will be effective in encouraging waste reduction efforts, which are objectively and readily measurable, and which are feasible and fair.

These standards will require that local jurisdictions and collection services, in order to enjoy the benefits of being certified, institute certain programs. Only programs which are determined to be cost effective will be required. Nothing in the certification program, nor in any other portion of the Waste Reduction Program, will involve efforts which are not determined to be both technically and economically feasible.

The certification standards will apply to either:

1. Actions which must be taken by the local jurisdiction as a whole; for example: modification of franchises or contracts in order to require the providing of certain promotion and education efforts, yard debris collection, weekly curbside collection, or other waste reduction services.
2. Actions which must be taken by individual service providers (e.g., garbage collectors or recycling service contractors) to meet program requirements; for example: redesign of commercial collection routes to generate high-grade loads of waste.

## WASTE REDUCTION THEMES

Three reduction themes will be the focus of certification standards. These are areas where actions taken by generators and collectors of waste can prevent recoverable materials from being contaminated by mixed waste, and thus destroying the economic feasibility of processing.

1. the separation of yard debris from the waste stream, with emphasis on the delivery of yard debris to processing facilities (other Metro waste reduction programs will address the development of processing and marketing capacities),
2. the generation of high-grade commercial loads of waste which can be processed for recovery of recyclable materials, and
3. the optimization of the effectiveness of residential source separation and curbside collection programs.

## CERTIFICATION UNITS

Following the determination of standards for each year, local jurisdictions will be requested to develop and propose to Metro a set of certification units which will be the basis for applying and measuring conformity with the standards. The units will help to assure that the certification program is administered equitably.

The certification units will allow local governments to distinguish different parts of the jurisdiction, some of which may be in compliance with standards and some of which may not. Thus, waste collectors which participate in the program will not lose the rate benefits which they deserve due to the lack of cooperation of other collectors in the jurisdiction.

These guidelines for certification units are intended to provide the maximum amount of flexibility for jurisdictions in the region which have widely differing arrangements for regulating the collection of solid waste. Many of these arrangements have been anticipated in these guidelines, and others may require flexibility and responsiveness by SWPAC in approval of units.

It is expected that generally certification units will be the jurisdiction as a whole since the required services will usually be provided on a jurisdiction-wide basis. The ability to designate units, however, will allow the local government to separate off individual portions of the jurisdiction.



Standards which require action by the local government will be applied uniformly to all units within the government's jurisdiction. A unit will be determined to be certified only if all actions required of the local government have been complied with, as well as actions required of the collection services in the certification unit.

Jurisdictions and units will be evaluated for certification based on the actions which they take to meet the standards of the program. They shall not be evaluated based upon performance factors which are beyond their control, e.g., the material recovery rate of a program which depends on the participation of waste generators.

#### DESIGNATION OF UNITS

Following the adoption of certification standards by the Metro Council, local jurisdictions will be responsible for proposing to Metro the units which would best serve their waste collectors in meeting those standards. The jurisdiction shall be responsible to see that the units which they propose provide equity in the evaluation of certification compliance.

Proposed units will be submitted to the Metro Solid Waste Policy Advisory Committee for review and approval. If the Committee determines that the units proposed would not be administratively feasible, they may request changes and send them back to the jurisdiction for reconsideration. If a jurisdiction fails to propose units, the jurisdiction as a whole shall be designated as the certification unit.

Each jurisdiction shall have only one set of certification units at any time. However, since adjustments in those units may be desired by the jurisdiction for different programs which they develop, those units may be changed over time. When all units meet an earlier set of standards, the jurisdiction may propose to Metro an adjustment in the certification units. These requests for adjustments will be acted on by SWPAC.

The certification units must permit easy and unambiguous identification, by the local jurisdiction and by Metro, of the hauling companies which are included -- for the purpose of applying rate benefits. If a single hauler operates within more than one unit, the portion of that company's total waste which is collected from each unit must be identified.

If, for example, the local government chooses to provide a service within a unit which has different geographic boundaries than both the jurisdiction and the collection territories of individual collectors, then the jurisdiction must determine which collectors operate in that unit and what part of their total waste is generated from within that unit.

## THE CERTIFYING OF UNITS

Each certification unit will be evaluated annually by Metro as to whether its programs meet the certification standards. The evaluation will be based on an annual certification submittal by the local government within which the unit resides and on evaluations by Metro staff. Metro's Solid Waste Policy Advisory Committee will recommend that a unit be certified to the Metro Council which will make the final decision. Any decision may be appealed for reconsideration to the Solid Waste Policy Advisory Committee, and, at the Council's discretion, to the Metro Council.

If an individual collector within a unit which is not certified has cause to believe that he/she is providing the required waste reduction services, that collector may either:

1. apply to the jurisdiction to be designated as a separate certification unit, or
2. apply to Metro for a hearing to demonstrate that the required services are being provided to his/her customers.

If a collector applies to Metro for such a hearing, SWPAC may elect to grant such hearing. SWPAC may, based upon that hearing, recommend to the Metro Council that the individual collector be granted the certified hauler disposal rate.

## WASTE COLLECTORS AND RATE BENEFITS

When a unit is certified, the collectors which operate within that unit will receive rate benefits at the disposal facility according to the amount of garbage which they collect in that unit. Those benefits will be credited to the collectors' accounts on a monthly basis.

The benefits of being certified therefore accrue directly to the waste hauler and, ultimately, to the customer. Local governments will have the incentive to cooperate with the program in order to fulfill their responsibilities to provide the most cost-effective solid waste service to the public.

In order for the rate benefits to provide the greatest incentive for waste reduction, those benefits should accrue to whoever it is who develops and implements the waste reduction programs. That will in some cases be the hauler and in others the waste generator. The local jurisdiction should monitor and regulate this in their system, especially as disposal rate incentives are reflected in customer service rates.

## CERTIFICATION UNIT GUIDELINES

1. Certification units should be designed by the local jurisdiction to provide equity in the evaluation of units for certification and in the granting of rate benefits. A cooperating waste collector should not be penalized due to the non-cooperation of another.
2. Any entity (a geographic area, a hauler service area, a corporate body, commercial and residential service routes, etc.) may be utilized by local jurisdictions to define unit boundaries. SWPAC must determine that the proposed units are administratively feasible.
3. Each jurisdiction shall have one set of units at any time. Those units may be modified through request to Metro's Solid Waste Policy Advisory Committee.
4. A jurisdiction may wish to adjust units in order to meet new standards, from year to year. When all units meet an earlier set of standards, the jurisdiction may propose to Metro an adjustment of the certification units.
5. The units must permit easy and unambiguous identification of the hauling companies which are included.

## REPORTING REQUIREMENTS

Each jurisdiction will be responsible for identifying, on an annual basis:

1. the certification units within its boundaries,
2. the collectors which operate within each unit, and
3. the portion of each collector's waste which is collected within the unit.

Each collector which operates within the three county region will be responsible for identifying, also on an annual basis,

1. the jurisdictions within which they operate, and
2. the portion of their waste which is collected from each jurisdiction.

Each jurisdiction will be responsible for submission to Metro of all necessary materials in support of the certification evaluation for each unit within its jurisdiction.

## CERTIFICATION AND LOCAL REGULATION OF COLLECTION SERVICES

Several variations exist within the Metro region as to how collections services are regulated by the local governments. In most jurisdictions collectors are provided a franchise which includes performance conditions. In other jurisdictions collection services are competitive and operate with only a permit.

The certification program does not necessitate franchising or any other specific control of competition in the system. In order for all units within a jurisdiction to be certified, only the following conditions must exist:

1. There must exist a mechanism for the local jurisdiction to cause to be provided the waste reduction services which are required for certification. Depending on which services are required (which will be defined in yearly certification standards), this could be done through performance conditions of collectors, through voluntary commitments of collectors to provide the service, or through arrangements independent of the collectors (e.g., contracts or direct municipal programs).
2. There must exist a reporting or monitoring system so that the local jurisdiction can provide the information to Metro as required in "reporting requirements" above.



# METRO

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

FYI

May 12, 1986

To Members of the Tri-County Council;

The Metropolitan Service District has developed, in response to SB 662 of the 1985 Legislative Assembly, a program to reduce waste in the Portland metropolitan region. In order to achieve waste reduction goals cost-effectively, certain efforts must be undertaken through a partnership of Metro, local jurisdictions and the private collection industry. To this end, the Waste Reduction Program includes a program for certification of local collection services.

It is the intention of the Metro Council and staff that the objectives, procedures and standards of this program be developed in full cooperation with local jurisdictions and the industry.

I am writing to ask your help in designing a fair, effective and economically feasible certification program. Discussions which our staff has held with representatives of the industry have indicated that the Tri-County Council would be the best body to act as a spokesperson of the industry on the certification program.

Speaking for the Metro Council, I therefore formally request that the Tri-County Council provide direct and continuing advice to Metro's Solid Waste Policy Advisory Committee (SWPAC) and to the Metro Council on behalf of solid waste collectors regarding the development and administration of the certification program. The Council requests that the Tri-C, in this capacity, help to assure that the certification standards which are developed to meet the program goals are practical and implementable by the collection industry.

We hope that you will work closely with our staff and SWPAC to find ways that the certification program can be made to work and to achieve the waste reduction goals.

Sincerely Yours,

  
Richard Waker

Presiding Officer  
Metro Council

**Metro Council**

Richard Waker  
Presiding Officer  
District 2

Jim Gardner  
Deputy Presiding  
Officer  
District 3

Bob Oleson  
District 1

Corky Kirkpatrick  
District 4

Tom DeJardin  
District 5

George Van Bergen  
District 6

Sharron Kelley  
District 7

John Frewing  
District 8

Hardy Myers  
District 9

Larry Cooper  
District 10

Marge Kafoury  
District 11

Gary Hansen  
District 12

Executive Officer  
Rick Gustafson

MEMORANDUM

DATE: May 15, 1986

TO: Metro Council

FROM: SWPAC

RE: Response to Ordinance 86-201

SWPAC supports adoption of this ordinance and believes that it is a reasonable document given the current level of knowledge regarding alternative technology options for the area. The Committee appreciates that Metro is making every effort to select the best criteria for evaluating the alternative technology option.

The Committee prefers that ultimately a lower than 20% premium be placed on the alternative technology option.

The Committee favors a smaller, more manageable alternative technology option and particularly supports the concept that project(s) will maximize flexibility by minimizing capital costs and limiting construction time.

The Committee wants strong project and economic guidelines established for the alternative technology project that challenge Metro to seek the best, most cost effective option in a timely manner, including the possibility that this option could be the no alternative technology option.

COMMITTEE MEETING TITLE: SWPA

Date: May 27

NAME	AFFILIATION
Teresa M DeLorenzo	Mult Co Public
Kathy Cannella	Collection Industry
Wayne Rifer	Metro
Dick Howard	Mult Co
Ed Cronke	Waste Recycle Cashman Co
CRAIG SHERMAN	WEYERHAEUSER
BOB BROWN	DEQ
GARY NEWBORN	LANDFILLS
Dave Phillips	Cashman County
Michael Arnold	Multnomah County
Mika Sandberg	Washington City
Rich McConaghy	Metro staff