



METRO

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Agenda

Meeting: SWPAC
Date: November 17, 1986
Day: Monday
Time: 12:00 - 2:00 p.m.
Place: Conference Room 330

- 12:00 Meeting called to Order
Approval of October 20th Minutes
Need for Special Meeting in January
Announcements
Handout - Hazardous Waste Report
- 12:10 Briefing - Waste Reduction Program Overview -
Dennis Mulvihill
- 12:25 Briefing - Discussion of process to Codify
Certification Policies and Procedures and
Overview of Planning Authority - Wayne Rifer
- 12:50 Briefing - Discussion of Yard Debris Options -
Wayne Rifer
- 1:20 Briefing - WTRC Design - Dave Luneke
- 1:50 Field Trips
Staff Recommendation: Combine field trips
with briefings.
1. Grimms and McFarlane - briefing by Chuck
Geyer on yard debris (Nov. or Dec.)
2. Brooks site - briefing on Alternative
Technologies (January)
3. Final Landfill Sites - briefing by DEQ on
siting process (Feb/March)
- 2:00 Adjourn

Preview of December Agenda: (December 15, 1986)

- Briefing - Review of status of DEQ 405 Compliance Certification
- Briefing - Discussion of Recommendations for Certification Policies and Procedures Codification
- Briefing - Legislative Program
- Briefing - Rates and Financial Plan
- Briefing by DEQ on SB405
- Decision - Adoption of cost-effectiveness evaluation of Yard Debris collection options.

SOLID WASTE POLICY ADVISORY COMMITTEE

SWPAC

MINUTES OCTOBER 20, 1986

Committee Members Present: Teresa DeLorenzo, Kathy Cancilla, Shirley Coffin, Michael Pronold, Craig Sherman, Bruce Rawls, Dave Phillips, Dick Howard, Gary Newbore, Carolyn Brown

Committee Members Absent: Delyn Kies, Pete Viviano, Ed Gronke, Mike Sandberg, Robert Harris, George Hubel

Staff Present: Dennis Mulvihill, Yvonne Sherlock, Kathy Rutkowski, Norm Wietting, Becky Crockett, Robin Smoot, Chuck Geyer, Sandra Coats

Guests: Bob Brown, DEQ, Estle Harlan, OSSI

AGENDA ITEM

Approval of Minutes

The meeting as called to order at 12:00 noon by chairperson Teresa DeLorenzo.

A motion was requested for approval of the August 4, 1986 SWPAC minutes. It was pointed out that the guest at August's meeting from OSSI spells her name Estle Harlan.

MOTION

Shirley Coffin moved to approve the minutes of the 8/4/86 meeting as corrected.

Seconded by Gary Newbore.
Carried unanimously.

Teresa DeLorenzo covered the procedure for the meeting. Dennis Mulvihill prepared and included in the SWPAC Agenda Packet a Draft Schedule/Work Plan of items SWPAC will need to consider during the next 15 months, recognizing it may, indeed, change, especially once the legislature is in session. One of the purposes of this meeting is to review the schedule and make

evaluation and criteria procedures for the Yard Debris program and will be briefed on Alternative Technology and the Budget Process. (The budget is adopted in July.) At this point it is anticipated that March's agenda will remain as printed, as will the April agenda. Actually there are two Hazardous Waste Task Forces, one is developing a book on standards and the other developing recommendations on how to take care of Hazardous Wastes which are not in the household and which are not covered by state or federal regulations. Also there will be briefings on Budget and Legislative. In May the System Measurement briefing has to do with what's out in the waste stream - not just what it is composed of but also where it comes from. An added item in May should be the discussion of the June election for SWPAC leadership. In June the election of officers should be added to the agenda. July and August will remain as printed. In September SWPAC needs to begin looking forward to expiration of the term of committee members in January of 1988 and have a discussion on whether to start staggering memberships on the committee. Teresa DeLorenzo pointed out the committee may also need to discuss whether it would be best to have officers elected on a fiscal or calendar year basis, which may involve an ordinance change. In October SWPAC will need to discuss 1988 standards concurrently with reviewing local submittals. November will have no changes. Dennis stated that he felt that if the committee planned to follow the agenda they should be able to meet the deadlines and they will know, from their experience, what they don't know enough about.

Teresa DeLorenzo invited comments about the schedule. Shirley Coffin stated that she felt it was very helpful. Teresa - DeLorenzo suggested that each month a month be added so that it is always a 15-month schedule, or maybe it could be done quarterly.

Craig Sherman asked what SWPAC will do in the area of Hazardous Waste? Dennis Mulvihill discussed the fact that the legislature has to decide what they want to do with waste which comes from businesses that are not regulated and also with the household hazardous waste and the discussion took in the fact that perhaps efforts could be combined with the Poison Control Center in an effort to educate the public on hazardous wastes. Teresa DeLorenzo requested that SWPAC receive a copy of the final report from the first Household Hazardous Waste Task Force.

Dick Howard inquired about the few briefings on Alternative Technology and Recycling when they are the two big issues that will go on during the next year. Dennis Mulvihill stated that the briefings at the next meeting will give them a feel for the other programs they are doing, but unless there are major changes, the programs won't be discussed at SWPAC because a lot has already been decided, and he felt if there was going to be a problem area it's certification. With Alternative Technology, other than keeping SWPAC up on it, it's pretty much into the hands of elected leadership and their decision on how much they

are willing to spend to use what technology. SWPAC will be provided with an update briefing on AT.

Bruce Rawls inquired regarding the siting of the new landfill and it was decided that Bob Brown from DEQ would provide SWPAC with monthly updates on the process that is now going on. Mr. Rawls also wanted to know where we are as far as the Washington County Transfer Station? Dennis Mulvihill replied that at the November meeting there will be an update on WTRC (West Transfer and Recycling Center) and its design.

Kathy Cancilla requested input from DEQ on 405 standards which are germane to discussions on certification. It was suggested that perhaps SWPAC could have DEQ come and speak. Bob Brown stated they probably won't be able to respond until December.

AGENDA ITEM

FIELD TRIPS

It was noted that the September field trip was a success and committee members were asked if they had other special interests. They are as follows:

1. CTRC and WTRC
2. Yard Debris - Grimms/McFarlane
3. Three candidate sites for the landfill
4. Brooks Burner - Alternate Technology
5. Observe Collection methods

Rather than substituting the field trips for regular meeting, it was suggested that they be scheduled as special meetings and committee members will be notified a month ahead with regard to the scheduling of a field trip.

AGENDA ITEM

GUEST SPEAKERS

Teresa DeLorenzo asked the committee if there are any guest speakers they would like to hear during the next 15 months. Kathy Cancilla suggested that the Council needs to become more involved with SWPAC and suggested that SWPAC asked one councilor a month to attend a SWPAC meeting, thereby establishing a rapport between the committee and council. It was pointed out that if one councilor a month were invited, it would take more than a year for all to attend and perhaps two a month be invited to correspond to the subject matter that is being covered. Dennis Mulvihill will prepare a schedule for the next SWPAC meeting. Bob Brown from DEQ will also be scheduled to speak.

AGENDA ITEM

ELECTION OF OFFICERS

Discussion followed on the most logical time of year for SWPAC to change leadership - on a fiscal or calendar year basis and on staggering the terms for members. If it were on a calendar year basis, the leadership wouldn't change when a lot of other things are changing at Metro. At the present time all SWPAC members

Stream Data Form). Teresa DeLorenzo asked how survey takers will know the route the truck had covered and if there was some mechanism to check the route with the owner of the hauling company. Robin answered that they will go with what the driver responds as to where the garbage comes from, or information will be on the survey form to allow a check with the garbage company. Also, after sorting, it will be obvious where the load originated - whether residential or commercial. After the sampling is complete, samples will be weighed, the percent of the total waste stream they represent will be figured and five 15 pounds samples of both commercial and residential waste will be sent for analysis. A discussion followed on plastic waste. It was suggested they be categorized as packaging (food, drug, beverages), with milk jugs separate. Robin stated that the study will be conducted three to four times during the year, one week each, at Killingsworth (5-day sort); CTRC (Monday through Saturday sort); and St. Johns (Monday through Saturday sort). The full waste stream sort will be conducted three times but only the first sort (November 3) will be sent for lab analysis.

AGENDA ITEM

YARD DEBRIS PROGRAM

The briefing on the Yard Debris program was conducted by Chuck Geyer from the Solid Waste Department who stated that there are four parts to the program:

1. Marketing of yard debris - Metro is working on a six-year marketing plan.
2. General promotion and education through business ads, Radio and TV spots and a Spring Yard Debris campaign.
3. Collection processing site at St. Johns Landfill where they have cut the dumping fee to one-third for yard debris.
4. Certification program which is scheduled for discussion next month.

Presently there is a disc screen at the landfill to deal with the stockpiles of material we had been collecting since 1983. About 50% of the material composted have been contaminated with garbage. There have been some problems with the screen and adjustments are being made. We are again planning a Spring Composting campaign to bring in yard debris and buy yard debris products. As of this time Oregon City and Gladstone have the only organized Yard Debris hauling plans.

The meeting was adjourned at 1:35 p.m. and the next SWPAC meeting will be November 17, 1986.

MEMORANDUM

DATE: November 14, 1986

TO: SWPAC

FROM: Wayne Rifer

REGARDING: Codification of Certification Policies and Procedures

Metro's Legal Council has advised that, due to the legal and regulatory implications of the Certification Program for local jurisdictions and the hauling industry, the policies and procedures be adopted as portions of the Metro code.

Current Metro solid waste code consists of these sections:

- 5.01 Disposal Site Franchising
- 5.02 Disposal Charges and User Fees
- 5.03 Disposal Site Franchise Fee

A new section would be added, section 5.04, relating to waste reduction and specifically the certification program.

Subsections, adopted by Council ordinance, would address:

- Definitions
- Purpose
- Yearly Goals and Standards -- The code would provide for annual adoption by resolution
- Responsibility of Local Governments
- Guidelines
- Compliance Reports
- Certification Review, Evaluation, and Approval
- Waivers
- Appeals and Hearings.

An additional issue which will be addressed with Council in this process is the legal foundations for requirements to comply with certification standards.

This Code will be developed in a three step process.

Step 1: Brief the Council on codification, describe the purpose, what will be included in the code, and the schedule: SWPAC - Dec 15, Council - Dec 18.

Step 2: Council will adopt the first set of codes, which will build the basis for adoption of the yard debris standards: SWPAC - Jan meeting, Council - Jan 22.

Step 3: Additional sections of code will be adopted subsequently.

MEMORANDUM

DATE: November 11, 1986

TO: SWPAC

FROM: Wayne Rifer

REGARDING: Certification Program Issues

In the coming months you will be addressing several major certification program issues. In this memo I will describe the issues and the general process for dealing with them.

I. ADOPTION OF STANDARDS FOR THE COLLECTION OF YARD DEBRIS

The Waste Reduction Program states: "The [certification] standards for the second year [that's this year] will address collection systems for yard debris." Final Report, p.12. The yard debris goal reads: "To achieve maximum feasible reduction of yard debris currently being landfilled through the use of regional processing facilities and on-route collection of source separated yard debris." Work Plan, p.16.

The following process will be used to arrive at a set of yard debris collection standards:

- 1) A set of optional yard debris collection programs will be defined -- SWPAC November meeting (see yard debris collection options, enclosed).
- 2) An evaluation of the cost-effectiveness of each option will be conducted -- SWPAC December meeting.
- 3) Based on that analysis, standards for local programs will be written which can be met by cost-effective programs -- SWPAC January meeting.

II. CODIFY THE CERTIFICATION PROGRAM POLICIES AND PROCEDURES

We need to develop a set of Council resolutions and ordinances which will result in a new section of the Metro code relating to waste reduction and specifically the Certification Program. We will most likely be involved in this process through 1987, however, the framework and the initial ordinance must be approved before, or at the same time as, the yard debris standards.

The following process will be followed:

- 1) Define the legal issues and policies to be addressed -
- SWPAC November meeting
- 2) Prepare a briefing for Council -- SWPAC December meeting
- 3) Adoption of codification -- SWPAC January meeting

III. CERTIFY JURISDICTIONS UNDER SB405 STANDARD

The certifying of jurisdictions under SB405 will occur in response to the DEQ's review of wasteshed reports. It is projected that a report on the status of that review process will occur at the SWPAC December meeting.

METRO CERTIFICATION PROGRAM

**ALTERNATIVE METHODS FOR REMOVING
YARD DEBRIS FROM THE WASTE STREAM**

PURPOSE

The Metro Council has established a policy to accomplish maximum feasible reduction of yard debris in the waste stream, with an estimated goal of removing 75% of the yard debris, depending on technical and economic feasibility.

Options for collecting yard debris are coordinated with other yard debris reduction programs, namely, markets assistance and development, reduced disposal rate incentives, assistance to processors, and promotion and education.

Two distinct categories of yard debris generators are relevant to this effort:

1. those who have and use means of transporting yard debris to a disposal site, and
2. those who do not.

Yard debris from generators with transport capability is delivered to disposal facilities in commercial drop boxes or packer trucks, private self-haul vehicles, or commercial landscaper self-haul vehicles. This material can be diverted from the landfill to the processors through actions taken at the disposal site (rate incentives, convenience of facilities, disposal bans, etc.).

The specific task of the certification program is to develop collection systems to provide a service to that portion of the public which lacks (or does not use) transport capability. These members of the public may be residents of single or multi-family dwellings or grounds keepers of commercial/public establishments such as multi-family dwellings, office complexes, schools, etc.

OPTIONAL COLLECTION PROGRAMS

OPTION I: Regularly Scheduled On-Route Curbside Collection

Each household is provided regularly scheduled pickup of source separated yard debris at the curbside. The collection vehicle used is normally a rear loading packer truck with a one person crew. The collected material is then hauled to a yard debris processing center.

This collection method requires the generator to place the yard debris at the curbside in a plastic/paper bag, 30-gallon can, cardboard box or bundle, with a limit to the weight of any one container (e.g. 65 pounds). Tree trimmings are usually restricted in length (e.g. 4 foot maximum), and there may be a limit as to the total amount which can be left at any one time.

The service can be provided on a weekly, biweekly, or monthly basis. It could be provided on the same day as garbage collection or on some other well-advertised day. Additionally, it may be provided only during the peak yard debris season or year-round. The effects which the frequency of service have on customer convenience, extent of use of the service, street cleanliness, and program cost must be evaluated.

Contaminants can be handled by either the hauler at the point of collection, or at the processing center. This method has been combined with on-call collection service for large volumes.

Either funding method, and implementation options 1, 2, or 3, (see section on Methods of Implementation and Funding) would function well with this option. The incentives to use the system (versus putting it in the garbage) would be convenience of pick up and a lower charge.

Cities which have used or are using such a method include Gladstone, Oregon City, Lake Oswego and Portland.

OPTION II: On-Call Curbside Collection

On-call pickup is a collection method in which home owners contact a designated hauler for collection service. The hauler then schedules a curbside pickup by area once enough calls have been received.

A variety of vehicles are used to collect the material ranging from a packer truck to a pickup truck depending on the volumes regularly picked up.

The homeowner is usually required to prepare the material as in on-route collection. Incentives to use the system may be somewhat less due to the need for the customer to coordinate the placing of the yard debris on the curb with the collector's notification of pick-up.

Either funding method, and implementation options 1, 2, or 3, (see section on Methods of Implementation and Funding) could be used, though this option lends itself to service charges.

This method is used in Portland and West Linn.

OPTION III: Neighborhood Cleanups -- Scheduled Self-Haul to Central Collection Site

Typically this is a neighborhood cooperative effort which requires the organizing body to schedule an annual, biannual or quarterly campaign to provide citizens with an opportunity to clean their homes and yards and dispose of the yard debris and other wastes at collection sites conveniently located. The role of the city and/or refuse contractor is to provide the sites and necessary facilities. The city or contractor must then dispose of the material.

Clean-ups would be provided at peak seasons for generation of yard debris (and possibly Christmas trees), so the ability to get rid of the yard debris would be timely.

Volunteers such as neighborhood/service associations or paid workers are used to man the sites and to collect fees if they are charged. A portion of the costs are generally covered by the local jurisdiction. Either funding mechanism (see section on Methods of Implementation and Funding) would function well with this option.

Material preparation varies with contamination removal occurring at the site or not at all. Many neighborhood cleanups do not separate yard debris and mixed waste. In order to be considered as a yard debris reduction effort, this must occur.

This option will serve the public which lacks yard debris transport capability only if strong promotions, incentives, cooperative efforts, and/or means of transportation can be provided.

The incentives to participate are the timeliness of the event, convenience of the drop-off centers, much lower charge than landfilling, and community spirit.

The cities of Beaverton and Palo Alto (CA) have used this collection method.

OPTION IV: Unscheduled Self-Haul to Convenient Collection Site

Unlike the scheduled neighborhood cleanups, this method does not require residents to clean their yards on a particular day. It is therefore more convenient to the residents in that they choose when to clean their yards and dispose of the yard debris. The role of the city or refuse contractor is to provide the site(s) at a convenient location. The city or contractor must then dispose of the material.

The main advantage of this system is that it gives residents a flexible disposal option due to steady availability of the collection site. Either funding mechanism (see section on Methods of Implementation and Funding) would work for this option.

The collection site could either be a transfer point consisting of drop boxes or a conveniently located processing center. If an existing processing center (e.g. St. Johns landfill or one of the private facilities) is located conveniently within the jurisdiction, it may function as the collection site in this option. The site could also serve as a sale point for processed material, which could be used as part of an incentive program.

It is important to provide a mechanism to guarantee that households will deposit clean yard debris at the site.

This option will serve the target public (which frequently lacks yard debris transport capability) only if strong promotions, incentives, and/or means of transportation can be provided in the program.

This method is in use in West Linn which combines this center with on-call pickup.

OPTION V: Mobile Chipper Service

There are a number of tree service businesses in the Portland metropolitan area in addition to some public agencies which are currently operating a chipper service for various programs. Trailer-mounted brush chippers are usually towed behind a van. If the homeowner does not wish to retain the chipped material, the firm removes it.

Service is scheduled through the individual firms, or through an existing referral service run by several firms working together.

Either funding mechanism (see section on Methods of Implementation and Funding) could be used. The equipment and service could be provided either by a private vendor or publicly.

METHODS OF IMPLEMENTATION AND FUNDING

Optional Funding Methods

1. Fee for Service -- Charges could be levied only to customers who use the yard debris collection service. A monthly billing or a system of pre-purchased tags could be used.
2. General Public Support -- The program could be funded through public funds:
 - a. the municipal general fund or a special tax,
 - b. garbage collection fees paid equally by all garbage service customers, or
 - c. fees collected at the disposal site.

Implementation Options

1. A service provided by the garbage collector as part of his/her permit or franchise
2. A municipal contract with a private provider for the service
3. Direct government service
4. Volunteer program.

Draft
SWPAC Schedule/Work Plan

November 17, 1986

- Briefing - Waste Reduction program overview.
- Briefing - Discussion of process to Codify Certification Policies and Procedures and Overview of Planning Authority
- Briefing - Discussion of Yard Debris Options
- Briefing - WTRC Design

November or December

- Grimms and McFarlanes Field Trip - Briefing on Yard Debris

December 15, 1986

- Briefing - Review of status of DEQ 405 Compliance Certification.
- Briefing - Discussion of Recommendations for Certification Policies and Procedures Codification
- Briefing - Legislative Program.
- Briefing - Rates and Financial Plan
- Briefing by DEQ on SB405
- Decision - Adoption of cost-effectiveness evaluation of Yard Debris collection options

Early January, 1987 - Special SWPAC Meeting

- Decision - Adoption of Yard Debris Standards
- Decision - Adoption of Certification Codification

January 19, 1987

- Decision - Adoption of Yard Debris standards
- Discussion - Develop criteria and evaluation process for Yard Debris Program submittals.
- Briefing - Household Hazardous Waste program.

January, 1987

- Brooks site field trip - Briefing on Alternative Technology

February 16, 1987

- Decision - Adoption of evaluation and criteria for Yard Debris Program.
- Briefing - Alternative Technology.
- Briefing - Budget process.

February or March

- Final Landfill Sites field trip - Briefing by DEQ on siting process

March 16, 1987

- Briefing - System Measurement.
- Briefing - Legislative.
- Briefing - Budget.

April 20, 1987

- Discussion - 1988 Certification standards.
- Briefing - Hazardous Waste Task Forces.
- Briefing - Legislative.
- Briefing - Budget.

May 18, 1987

- Discussion - High Grade Load and other standards for 1988 certification.
- Briefing - System Measurement.
- Briefing - Process to be used for SWPAC Elections

June 15, 1987

- Decision - Adoption of High Grade Load and/or other standards for 1988 certification.
- Decision - SWPAC chair elections

July 20, 1987

- Discussion/Decision - Review local submittals for 1987 standards.
- Briefing - Budget

August 17, 1987

- Discussion/Decision - Review local submittals for 1987 standards.

September 21, 1987

- Discussion/Decision - Review local submittals for 1987 standards.
- Discussion - Changing SWPAC membership to staggered terms

October 19, 1987

- Discussion/Decision - Review local submittals for 1987 standards.

November 16, 1987

- Discussion/Decision - Recommend Certification of Jurisdiction to Council for 1987 standards.

Waste Reduction Program Components

Resource Recovery Systems

- On-route collection of recyclables (residential & commercial)
- Mechanical recovery of recyclables
- Energy recovery (incineration of mixed waste)
- Composting (mixed waste, yard debris)
- Reuse centers (landfill, transfer station)

Markets Assistance

- Stabilize, expand or create specific markets for recyclables

Research and Analysis

- System performance measurement
- Demonstration projects

Promotion - Information - Education

- Recycling Information Center
- Advertising campaign (multi-media)
- Community involvement activities
- Technical assistance

Development - Enforcement

- System design (franchising, functional plan, solid waste management plan)
- Rate setting
- Flow control
- Certification
- Grants, loans
- Legislation

11/17/86

Solid Waste Department

Engineering and Analysis

Engineering

- Alternative technology
- selection & acquisition
- Washington transfer & recycling center
- design & acquisition
- Methane
- selection & acquisition

Analysis

- Rates management
- Franchise management
- Data base management
- System measurement

Operations

Facilities Management

- St. Johns-management
- Clackamas transfer & recycling center
- management
- Washington transfer & recycling center
- operations, contract development
- Landfill-site acquisition & development

Diversion

- Special waste
- Material recovery
- Yard debris

Waste Reduction

Promotion/Information/Education

- RIC
- Curriculum
- Public education-community involvement
- Pubic advertising
- In-house recycling & purchasing

Markets Assistance

- Master plan development & implementation
- Yard debris marketing (study & plan)

Policy and Planning

- Solid waste management plan
- Functional plan
- Financial plan
- Legislation

Source Separation/

Recovery

- Certification
- Auditing, consulting
- commercial & institutional office paper
- collectors - high grade
- Research and development
- curbside containers
- multi-family collection system
- reuse/demolition
- waste exchange
- residential recycling
- technical assistance/405

11/17/86

The waste reduction program design was based on the following values and principles.

- **Solid waste management must be based on the priorities of reduction, reuse, recycle, recover energy and landfilling to conserve energy, natural resources and protect the environment.**
- **The maximum feasible reduction that is technically and economically feasible must be sought.**
- **More can be spent on reduction and recovery than landfilling to achieve goals.**
- **The existing solid waste system will be used to achieve goals. Changes will be sought only if goals are not being met.**
- **Landfills are a necessary management tool providing flexibility to maximize the recovery of materials in the waste stream for highest and best use.**
- **Achievement of reuse and recycling goals requires a long-term commitment to behavioral and structural changes. To meet this objective, 52 percent of the waste is dedicated to reuse and recycling until 1993.**
- **Achievement of energy recovery goals requires a long-term commitment to providing facilities with solid waste. To meet the objective, 48 percent of the waste is dedicated to this purpose.**

11/17/86

LOCAL GOVERNMENT ADVISORY COMMITTEE ON CERTIFICATION
MEETING ANNOUNCEMENT

DATE: November 25, 1986

TIME: 3:00 PM

PLACE: Metro offices -- 2000 SW First, Portland -- Council
Chambers

AGENDA:

1. Orientation to the Certification Program and the Role of the LGACC
 - Purpose of certification
 - Methods
 - Schedule
 - Function and expectations of LGACC
2. Review of Yard Debris Collection Options (see enclosed materials)