

Metro | Agenda

Meeting: Solid Waste Alternatives Advisory Committee (SWAAC)
Date: Thursday, November 19, 2015
Time: 10:00 a.m. to Noon
Place: Metro, Council Chambers

The purpose of the Solid Waste Alternatives Advisory Committee is to develop policy options that, if implemented, would serve the public interest by reducing the amount and toxicity of waste generated and disposed, or enhancing the effectiveness and sustainability of the system through which the region's solid waste is managed.

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|-----------------|-----------|--|---|
| 10:00 AM | 1. | CALL TO ORDER AND DECLARATION OF A QUORUM | Matt Korot, Chair |
| 10:02 AM | 2. | COMMENTS FROM THE CHAIR AND SWAAC MEMBERS | |
| 10:07 AM | 3. | ** CONSIDERATION OF SWAAC MINUTES FOR AUGUST 12, 2015 | |
| 10:10 AM | 4. | SOLID WASTE ROADMAP: TRANSFER SYSTEM CONFIGURATION | Tim Collier, Metro |
| | | <i>Purpose:</i>
To share with SWAAC the initial recommendation from the project Task Force and to provide a progress update on staff's evaluation of Transfer System alternatives. | |
| | | <i>Outcomes:</i> <ul style="list-style-type: none">• Understanding of the status and progress of the project.• Feedback on the initial Task Force recommendation and Metro staff alternatives | |
| 10:45 AM | 5. | METRO ACTIONS RELATED TO URBAN WOOD WASTE | Roy Brower, Metro
Bruce Philbrick, Metro
Andy Sloop, Metro |
| | | <i>Purpose:</i>
To share with SWAAC the actions that Metro is taking in response to the impact on urban wood waste markets from the closure of the WestRock paper mill. | |
| | | <i>Outcomes:</i> <ul style="list-style-type: none">• Understanding of Metro's regulatory, operational and planning actions related to urban wood waste.• Feedback to Metro on these actions and sharing of SWAAC members' own perspectives related to short and long term wood waste markets. | |

Continued on back...

11:40 AM	7.	CITIZEN COMMUNICATIONS TO SWAAC AGENDA ITEMS	
11:55 AM	8.	PREVIEW OF THE NEXT MEETING'S AGENDA AND FINAL COMMENTS	Matt Korot, Chair
Noon	9.	ADJOURN	

- * Material available on the Metro website.
- ** Material will be distributed in advance of the meeting.
- # Material will be distributed at the meeting.

Upcoming SWAAC Meetings:

- Wednesday, January 13, 2016 from 10 a.m. to 12 p.m. (noon) at the Metro Regional Center
- Wednesday, February 10, 2016 from 10 a.m. to 12 p.m. (noon) at the Metro Regional Center

For agenda and schedule information, call Matt Korot at 503-797-1760, e-mail: matt.korot@oregonmetro.gov.
To check on closure or cancellations during inclement weather please call 503-797-1700.

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Meeting: Solid Waste Alternatives Advisory Committee (SWAAC)
Date: August 12, 2015
Place: Metro Regional Center, Council Chambers

Members present:

Dan Blue, City of Gresham
Paul Ehinger, Metro
Kathy Kaatz, City of Tualatin
Scott Keller, City of Beaverton
Leslie Kochan, Oregon Dept. of Environmental Quality
Theresa Koppang, Washington County
Matt Korot, Metro
Mike Leichner, Pride Disposal
Amy Pepper, City of Troutdale
Keith Ristau, Far West Recycling
Amy Roth, Association of Oregon Recyclers

Members absent:

Casey Camors, City of Milwaukie
Alando Simpson, City of Roses Disposal & Recycling

Guests:

Roy Brower, Metro
Tim Collier, Metro
Warren Johnson, Metro
Bruce Philbrick, Metro
Ken Ray, Metro
Lyndsey Lopez, CH2M
Dan Pitzler, CH2M

1. CALL TO ORDER AND DECLARATION OF A QUORUM

Chair Matt Korot called the meeting to order and declared a quorum.

2. COMMENTS FROM THE CHAIR AND SWAAC MEMBERS

Chair Korot reviewed the agenda items.

Ken Ray invited all to the opening night of the GLEAN art show on August 15, 2015, The show runs through September 6, 2015.

3. CONSIDERATION OF SWAAC MINUTES FOR JULY 8, 2015

The minutes of the July 8, 2015 SWAAC meeting were approved.

4. SOLID WASTE ROADMAP: TRANSFER SYSTEM CONFIGURATION

Tim Collier, Metro and Lyndsey Lopez of CH2M presented an update on the transfer system configuration project, with the goal of SWAAC members gaining an understanding of the status and progress of the project, as well as identifying additional options for potential consideration.

Project overview: The study is focused on discovering which model of the public-private system of waste transfer stations best serves the public interest now and in the future.

Project Objectives:

- Determine which services the system should provide, by whom and how.
- Ensure the transfer system serves the needs of the region for materials generated within the region.

Project scope: The region's thirteen wet or dry mixed material facilities. The project is not addressing recycling facilities that receive source-separated recyclables.

Questions to answer:

- Are these the right primary services we are looking to provide in the system?
- Are staff and the task force headed in the right direction? Should there be any additions to criteria, methodology, and other considerations?

Progress to date:

- Completed extensive interviews with internal staff, industry and local governments.
- Formed industry task force.
- Drafted evaluation criteria developed based on the Solid Waste Roadmap's six public benefits listed below
 - Protect people's health
 - Protect the environment
 - Get good value for the public's money
 - Keep our commitment to the highest and best use of resources
 - Be adaptive and responsive in managing materials
 - Ensure services are available to all types of customers

Ms. Lopez discussed the methodology behind the study, looking at study boundaries and assumptions, Metro's role in the future, and the funding structure and services to be included. Because advanced material recovery will be looked at separately, it will not be included in this analysis. Multi-objective decision analysis is being utilized, which is a ranking method to select preferred alternatives when multiple objectives are present.

The project schedule moving forward includes:

- Strategy table and alternatives development: August-October
- Task Force to meet every 4-5 weeks through December
- Council work session to review and provide input on alternatives: Fall
- Alternatives draft: December 2015
- Council work session on proposed legislation: January 2016
- Finalize legislation and Council vote: March 2016

Comments from Members:

Chair Korot sought comments from SWAAC members, addressing the questions above.

1) Are these the right primary services we are looking to provide in the system?

Ms. Koppang inquired about gleaning of dry materials of waste streams for sale. Ms Lopez replied this would be similar to the process at Metro Central where staff looks for reusable furniture, etc.

Mr. Walker commented that he feels the list of services is a very comprehensive.

Mr. Blue wondered if there are things didn't make the list. Ms. Lopez advised that advanced material recovery was not included, as noted above. Since there is another project looking at this separately, there are no conclusions yet, and the task force is keeping a placeholder for recommendations.

Ms. Roth asked how criteria are being evaluated to ensure adaptability of services. Ms. Lopez outlined four sub-criteria: the ability to align capacity with demand; the ability to provide essential services; the ability to provide optional, but desirable, services now and in the future; and access equity, to minimize time each class of customer has to travel to reach services. Ms. Roth asked also asked about ensuring adaptability in future? Ms Lopez replied that it revolves around maintaining a commitment to the solid waste hierarchy.

Ms. Koppang commented that list seems very comprehensive, but she would like to see advanced material recovery recognized, even if it is not here.

2) Are staff and task force headed in the right direction? Should there be any additions to criteria, methodology, and other considerations?

Mr. Walker concurred with the assessment that the system is not broken, but could use improvement, and that it is likely the region will continue with public/private operations. He questioned the word; "likely". Ms. Lopez answered that we are looking at private/public, but not ruling anything out as part of the overall assessment of alternatives. Mr. Walker noted that he wouldn't want to see an all private or all public system. He likes that we are going to have higher expectations and focusing on how we will recover more. This opens the question of sustainable finance, and whether it be investment from Metro or investment from private partners, how it aligns with how we get more recovery out of the system.

Ms. Koppang asked how this methodology will translate into rate-setting and how are we going to build this onto our rate-setting system? How can I assure ratepayers that they aren't paying too much for things like stranded assets? Ms. Lopez replied that the task force has met with local government representatives as part of the stakeholder process. She suggested that the task force could send out updates and get feedback on sub-criteria. Ms Koppang replied the earlier the better. Mr. Collier noted that they are still putting the framework together. The intent is to keep local governments informed.

Ms. Lopez referenced the timeline and the next steps, as above. Mr. Blue asked if Mr. Collier and Ms. Lopez will come back to SWAAC with options before going to Council in the fall. Mr. Collier expects that to be the case.

Mr. Korot asked for public comments on the Transfer System Configuration project and there were none.

5. METRO CODE, TITLE V PROPOSED AMENDMENTS

Roy Brower and Warren Johnson of Metro presented a proposal to change Metro's Solid Waste Code to address consistency, flexibility, protection of health and environment, and minimize nuisance conditions at facilities, as well as provided information on upcoming opportunities for stakeholder review and comment. These changes are scheduled to be considered by the Metro Council in October.

Mr. Brower said that as the agency tasked with management of the region's solid waste system, Metro has an obligation to the public to ensure that materials intended for reuse, recycling and other purposes are handled properly and sent to the appropriate markets. Over the years, certain facilities have been exempted from Metro's licensing and oversight responsibilities, creating different rules for similar types of facilities and preventing Metro from fulfilling its responsibilities to ensure that discarded materials are handled properly.

Mr. Johnson spoke to the specifics of the proposals in regard to the facilities. The facilities that are proposed to be licensed, and types of waste to be monitored, include:

- Wood waste facilities that grind or otherwise process wood for use as boiler fuel and other purposes
- Solid waste reload facilities that handle wet waste
- Material recovery facilities that handle multiple source-separated recyclables (paper, plastic, metals, glass, other types of materials usually from household items) and sell those materials to markets
- Electronic waste processing facilities that shred waste or store it outdoors
- Facilities that handle waste such as roofing and drywall that may leave the region
- Facilities that convert plastics and other materials to energy or fuel

Mr. Johnson noted that with respect to these facilities and the environmental impacts of their activities, Metro is looking to level the playing field and provide consistency in how the facilities are managed.

Mr. Walker sought clarification on outdoor storage of e-waste. Mr. Johnson noted that changes are designed to cover facilities that store e-waste outside or shred these materials, not Goodwill-type facilities that don't process the waste or just disassemble components.

Ms. Kochan asked if these facilities that are not processing, but have outdoor storage, would require licensing, and would there be conditions imposed? Mr. Johnson stated that the proposal would impose conditions for outdoor stockpiling. If material was contained or enclosed under a roof, licensing would not be required.

Mr. Johnson noted that facilities that manage source-separated materials like commercial and residential curbside recyclables are currently exempted from Metro's licensing requirements, though they still have potential to cause nuisance conditions. While there is recognition that these facilities have considerations like market fluctuations, Metro wants to engage with facility operators on these specifics and what licensing would look like at these operations.

Further, certain materials leave the region and are stockpiled and have caused problems in the past, e.g., roofing. Metro would like to have greater ability to know materials like these are being managed appropriately and actually recovered.

Mr. Johnson also noted that the Code did not foresee current conversion technologies when written, so Metro wants to explore ways to ensure material is being managed correctly and recovered as claimed.

Mr. Leichner commented that he understands that the definition of solid waste includes recyclables until they reach fair market value status and become a commodity under state definition. How are you going to adapt to that as these recyclables achieve commodity level pricing? Also, are there big issues with properly run facilities, and are there issues with nuisances that justify regulating them? Mr. Brower reiterated that the goal is to level the playing field. Over time, the types of material recovery facilities taking recyclables have begun to look and act like solid waste facilities. Also, it is difficult to know entirely what's going on; there have been complaints received, but not enough information for Metro to act. There is a need to know more about recyclables and their markets on a real time basis. While we recognize these are different than mixed dry waste materials recovery facilities, the distinction is getting narrower. Mr. Leichner questioned that and wondered if it wouldn't be best for the complaint to go to local authorities at that point? He felt he was misunderstanding the comparison with mixed materials recovery facilities or transfer stations. Mr. Brower stated that as the system and the role of facilities changes there is a need for Metro to know more about these facilities through licensing, inspection and reporting.

Ms. Kochan stated that she sees advanced material recycling happening at non-single-stream materials recovery facilities and transfer stations during inspections. If a clean material recovery facility actually does this type of recovery, as she has seen, then yes, it would need to be regulated as a solid waste facility. Mr. Leichner questioned how far would one take that logic? Goodwill, for example, gets lots of garbage in its customer loads. Would they be regulated and inspected? Mr. Brower replied that he agrees with Mr. Leichner that the line is harder to draw and the intent is to stay somewhat limited at this time. He also noted that in regard to an earlier comment, Metro has its own definition of solid waste that differs somewhat from the State's. Mr. Leichner stated he is struggling with "moving lines."

Ms. Kochan asked if seeking improved reporting is related to gaining more knowledge about markets and if recyclables are actually getting processed? Mr. Brower stated that the information Metro currently gets from regulated facilities is material reporting – what they get and where it goes. Metro would like to work with clean material recovery facilities to determine how best to address this need. To that point, a public workshop will be held on September 3, 2015 to initiate a conversation around these issues and after the ordinance is adopted, Metro will work with material recovery facilities to set specific standards of operation.

Mr. Blue commented that he understands there are administrative costs associated with coming under the regulatory umbrella, but asked if there are other licensing costs, for example, direct fees. Mr. Brower answered that there is a \$300 application fee and a \$300 annual fee.

Mr. Ristau inquired if there will be a discussion about the quality of incoming feedstock? Mr. Brower suggested that it is not a part of this effort, but part of a larger material recovery facilities project. Mr. Korot noted that this discussion will be part of the follow-up to the recent waste composition study.

Ms. Koppang affirmed that Washington County staff supports the proposed changes to the code. Its code enforcement staff has dealt with these things, but really when too late. For example, roofing shingles that had come from a “recycling facility” were dumped at a facility. Perhaps this could have been avoided with a higher degree of oversight. Washington County has also been struggling with e-waste. The nuisance code has a very broad definition of solid waste and the County has taken a hands-off approach to a lot of solid waste facilities, and transfer sites. It is often a mystery as to what is going on at these facilities. The County staff would appreciate Metro involvement.

Mr. Leichner asked if a facility is taking material defined as mixed materials, then would the licensing and inspection requirements need to be opened up to the Goodwill’s or even Providence hospital that is processing recyclables? If the goal is to level the playing field: who’s in and who’s out? He believes we may be setting up for a problem, with those who ask, “why aren’t the others in?” Mr. Blue expressed that while he understands Mr. Leichner’s point, one thing different about the Goodwill stores versus the clean material recovery facilities is that local governments and Metro aren’t involved in getting the material to Goodwill. He feels some sense of responsibility to ensure these facilities that are part of the system serving local government customers are operating well. Currently there is no ability to inspect or regulate these facilities, so he supports something being done. He believes there is a distinction between someone dropping off a load with garbage in it at the Goodwill, versus material being processed at a recovery facility.

Mr. Walker also feels that there is a distinction. The City of Portland relies on Metro for facility oversight and there is not any right now on clean material recovery facilities and there are some facilities that may be of concern. Maybe the level playing field approach will help elevate the system.

Mr. Leichner stated that he does not see the system as broken. He feels the players now are performing well.

Mr. Blue stated that he has toured almost all of the material recovery facilities and there are different levels of performance. He has seen the stockpiles over the past year where the back of the piles haven’t been touched for eight months. He feels local governments have a responsibility to ratepayers to regulate these facilities.

Mr. Johnson also spoke to the modifications regarding terms and definitions, and changes to the Enhanced Dry Waste Recovery Program. In addition, it is proposed that Metro assess a consistent rate for disposing of contaminated soils in landfills and remove its fee and tax exemption for the waste that is used at landfills such as alternative daily cover generated through “shaker screens” at material recovery facilities.

Copies of the draft ordinances with the proposed code updates can be downloaded from the Metro website. Ordinance 15-1362 deals with regulation of facilities and flow control, while

ordinance 15-1363 proposes changes to the assessment of regional system fees and excise taxes. Copies of the ordinance packages will also be sent out to SWAAC members.

A public workshop will be held on Thursday, Sept. 3, from 9 a.m. to 2 p.m., at which Metro staff will present information about these proposed changes and answer questions from those in attendance.

The Metro Council is scheduled to hold a public hearing and receive testimony on these proposed changes at its meeting on Thursday, Oct. 1, which begins at 2 p.m. in the Council chamber at Metro Regional Center. The Metro Council is scheduled to consider and vote on these ordinances at its meeting on Thursday, Oct. 8, which also begins at 2 p.m. in the Council chamber at Metro Regional Center.

6. MATTRESS RECYCLING

Bruce Philbrick of Metro discussed Metro's proposal to implement a fee for mattresses at its transfer stations to recover the cost of disassembly and recycling, and sought feedback from SWAAC members on the potential benefits and implications of the fee and recovery effort.

Mr. Philbrick stated that 2,500 to 3,000 mattresses are brought to Metro's Central and South transfer stations each month. They are quite recyclable once disassembled and this effort would boost recovery.

Exceed Enterprises, which works with developmentally disabled adults brought forward a proposal to take on disassembly in association with St. Vincent DePaul, which would provide expertise and equipment. Recology is receptive to having Exceed perform disassembly at Central. South would transfer its mattresses to Central for disassembly. Having the entire operation at Central is an interim solution, but is seen as a good way to incubate the project. The plan is for Metro to collect the fee, pay the transfer station operators and have them pay Exceed. The proposed fee is \$8 per each unit that comes across the scales. The hope is to move forward this fall. Mr. Philbrick is seeking feedback from SWAAC members on the impact of these fees.

Ms. Kochan recognizes that reuse is challenging, but wonders if there will be any look at reuse or refurbishing. She also wonders how Metro will address bed bugs and flame retardant exposure to workers.

Mr. Philbrick noted that the high quality mattresses can be set aside for rebuilding. Bedbugs are easily identifiable and obvious; there will be a visual inspection and those inappropriate, wet or filthy would be discarded. We haven't addressed flame retardants in terms of passing through for other recycled uses.

Mr. Blue has heard concerns from haulers about how it will be billed back to them in a route load. For example, a driver may not see a mattress in a multi-family unit compactor. It is not always possible to track the piece back to the consumer. Mr. Philbrick stated that spotters will note mattresses in these loads and will communicate with the scalehouse, and the appropriate hauler will be charged.

Mr. Leichner asked if there is provision for a bulk or discount rate. Mr. Philbrick answered that there has been no consideration of a bulk discount, as not all details have been worked out. Exceed needs \$7.00 per unit for labor. Over time they may be able to do the work in their own facility, which is the goal, so it could be less. The charge of \$8.00 is to make it work for them.

Mr. Walker is supportive of the direction, but would like to know if this is similar in cost to Lane County, which has a well-established program. Mr. Philbrick said that the proposed rate is higher than Lane County's. The County's perspective is that it is a cost avoidance issue, which allows them to do a few mattresses at essentially no additional charge, treating it like garbage. Our contractors at the transfer stations see it the same way.

Mr. Philbrick noted that the garbage rate is about \$2.50 per mattress. Mr. Ehinger stated that Metro would pay about \$7.00 per mattress to Lane County now if we were to send any there.

Mr. Philbrick outlined the next steps, which include further discussions with mattress stores and internal accounting work. The desire is to move forward by November.

Mr. Blue would like to clarify if the per mattress fee would be in addition to the tip fee. Mr. Philbrick stated that if a load were mattresses only, then only a per mattress fee would apply. He feels there is room for clarification and will discuss an option to simplify the process and minimize backup at the scales with regard to mixed loads.

Mr. Blue asked if, before adopting the program, an alternative could be tried where the system absorbs the costs for a limited time, with tip fees overall paying the costs so that we can evaluate the actual and avoided costs and then come back with a confirmed fee.

7. CITIZEN COMMUNICATIONS TO SWAAC AGENDA ITEMS

None.

8. PREVIEW OF THE NEXT MEETING'S AGENDA AND FINAL COMMENTS

Notification will be made to SWAAC members and to the public online regarding the September meeting.

9. ADJOURN

Chair Korot adjourned the meeting at 11:45 a.m.

Metro Transfer System Configuration - DRAFT Strategy Table

Services, Flow, and Pricing

Status Quo
 Operator Choice
 Minimum prescribed services, variable caps, and pricing clarity
 Geographic Equity
 Prescribed services, zone-based flow, and rate regulation

◆ Task Force Preferred Option

Self-haul (light vehicles without tipper)	Household Hazardous Waste (HHW)	Commercial Food	Residential Food/Yard	Operating Hours	Sustainability Operational Standards	Flow (what policies or economics determines where collectors deliver their material)	Transfer System Economics and Pricing
Status Quo - Metro provides self-haul services: Operator's choice at private facilities, subject to limitations on acceptance of putrescible waste from residential generators	Status Quo/Operator's Choice - Metro is sole provider (adopted policy); operators choice at private facilities, with any additional need met by roundups	Status Quo - Metro accepts at MCS: A few approved private facilities (includes facilities in region and some outside) accept material; operator's choice at private facilities (with Metro authorization)	Status Quo - Metro accepts at MCS and MSS: A few approved private facilities (includes facilities in region and some outside) accept material; operator's choice at private facilities	Status Quo - operator choice	Status Quo	Status Quo - Tonnage caps periodically reviewed and/or adjusted	Status Quo - Each facility sets material delivery fees in a way that best meet its own organizational objectives; Metro collects regional system fee and excise taxes
Operator's Choice - operator's choice at all facilities	Regulate to Achieve Public Benefits ^a - Metro - status quo; Private stations required to either host regular roundups, or, accept and store materials on-site to be managed/processed by Metro (or a contractor to Metro)	Metro sole provider, at both MCS and MSS	Metro sole provider, at both MCS and MSS	All stations open in accordance with Metro standards for various classes of service (e.g., self-haul vs. collection company)	Metro require and enforce stringent, common standards at all facilities to improve sustainability (mainly environmental)	Status quo for dry waste, no limitations on wet waste	Status Quo - except each private transfer station should have access to the same subsidies for providing services that provide a Public Benefits ^a that would not otherwise be provided in a competitive market
All Facilities - All facilities required to accept self-haul in accordance with a service hour standard (e.g., 10 hrs per day, 7 days per week)	All Facilities - All facilities required to accept HHW in accordance with Metro requirements regarding waste types and service hour standard (e.g., 10 hrs per day, 7 days per week)	All facilities required to accept commercial food	All facilities required to accept residential food/yard			Part or all of select materials directed to Metro TS and/or select private TSs in order to meet contractual quality/quantity requirements (e.g., organics, RDF)	Pricing for solid waste transfer services is determined and managed by each local jurisdictions that has franchised haulers
Select Facilities - To improve "geographic equity", select facilities (based on geographic need) to accept self-haul in accordance with a service hour standard (e.g., 10 hrs per day, 7 days per week); in return those facilities provided additional flow or otherwise compensated	Geographic Equity - RFP or other process (e.g. franchise agreement) to select facility(s) that would accept HHW in accordance with Metro-specified waste types and service hour standard (e.g., 10 hrs per day, 7 days per week)	RFP or other process to select transfer station(s) that would accept commercial food in order to improve "geographic equity"	RFP or other process to select transfer station(s) that would accept residential food/yard waste in order to improve "geographic equity"			Variable caps: tonnage caps established in a manner that best achieves Public Benefits ^a (e.g., minimizing collection truck VMT's and tip fees)	Metro review and establish process to make available costs of public and private facility activities for local government rate making
Geographic Equity - To improve "geographic equity", Metro asks private sector to provide. If private sector is unable/unwilling to provide in a particular area, Metro develop a facility with services provided at full cost of service	Not Provided - (replaced by extended producer responsibility programs or otherwise)	Facility accepts commercial food scraps as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); in return those facilities provided additional flow or otherwise compensated	Facility accepts residential food/yard as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); in return those facilities provided additional flow or otherwise compensated			All facilities will be guaranteed a minimum "floor" tonnage; Floor may differ among facilities; Additional tonnage auctioned based on Metro's defined Public Benefits ^a (VMTs, Recovery, Tip Fee, Sustainability etc.)	Utility model: All tip fees to Metro; Metro pays private operators their cost of operations; Metro sets prices for materials and services aligned with hierarchy and Public Benefits ^a (e.g., subsidized organics)
Regulate to Achieve Public Benefits ^a - Facility accepts self-haul as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); in return those facilities provided additional flow or otherwise compensated	Facility accepts HHW as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); in return those facilities provided additional flow or otherwise compensated	Any recommendation related to the transfer of commercial food waste should be put on hold until there is more clarity about where food will be processed under what circumstances (i.e., private market vs. RFP)	Any recommendation related to the transfer of residential food/yard waste should be put on hold until there is more clarity about local jurisdiction demand and where residential food/yard waste will be processed under what circumstances (i.e., private market vs. RFP)			All stations guaranteed a minimum "floor" tonnage in order to ensure Public Benefits ^a ; otherwise no restrictions of flows to private facilities	Prices for materials or services (such as food waste or self-haul) aligned with the hierarchy and "subsidized" through Regional System Fee or other mechanism
						"Nearest-cheapest" with no minimum tonnage: Zone-based system where tons from each zone are required to flow to the lowest combined travel + tip cost facility	Metro uses price cap regulation that is applied at each transfer station
						Wet MSW is divided equally among existing 6 wet-waste Transfer Stations	Metro uses universal (base point) pricing i.e., Metro sets region-wide rates for each class of waste based on "average cost" similar to collection rate setting
							Metro station fixed costs recovered through regional

^aPublic Benefits as Amended by the Task Force.

Note: VMT calculations would consider the location of the customer base, truck yard, and disposal / transfer. Allowed flows would be limited so as to not exceed the facilities operational limitations

**Metro Transfer System Configuration - DRAFT Strategy Table
Services, Flow, and Pricing**

Alternatives	Self-haul (light vehicles without tipper)	Household Hazardous Waste (HHW)	Commercial Food	Residential Food/Yard	Operating Hours	Sustainability Operational Standards	Flow	Transfer System Economics and Pricing
Status Quo	Status Quo - Metro provides self-haul services: Operator's choice at private facilities, subject to limitations on acceptance of putrescible waste from residential generators	Status Quo/Operator's Choice - Metro is sole provider (adopted policy); operators choice at private facilities, with any additional need met by roundups	Status Quo - Metro accepts at MCS: A few approved private facilities (includes facilities in region and some outside) accept material; operator's choice at private facilities (with Metro authorization)	Status Quo - Metro accepts at MCS and MSS: A few approved private facilities (includes facilities in region and some outside) accept material; operator's choice at private facilities	Status Quo - operator choice	Status Quo	Status Quo - Tonnage caps periodically reviewed and/or adjusted	Status Quo - Each facility sets material delivery fees in a way that best meet its own organizational objectives; Metro collects regional system fee and excise taxes
Status quo for dry waste, no limitations on wet waste							Status Quo - except each private transfer station should have access to the same subsidies for providing services that provide Public Benefits that would not otherwise be provided in a competitive market	
Geographic Equity	Select Facilities - To improve "geographic equity", select facilities (based on geographic need) to accept self-haul in accordance with a service hour standard (e.g., 10 hrs per day, 7 days per week); in return those facilities provided additional flow or otherwise compensated	Geographic Equity - RFP or other process (e.g. franchise agreement) to select facility(s) that would accept HHW in accordance with Metro-specified waste types and service hour standard (e.g., 10 hrs per day, 7 days per week)	RFP or other process to select transfer station(s) that would accept commercial food in order to improve "geographic equity"	RFP or other process to select transfer station(s) that would accept residential food/yard waste in order to improve "geographic equity"	All stations open in accordance with Metro standards for various classes of service (e.g., self-haul vs. collection company)	Metro require and enforce stringent, common standards at all facilities to improve sustainability (mainly environmental)	"Nearest-cheapest" with no minimum tonnage: Zone-based system where tons from each zone are required to flow to the lowest combined travel + tip cost facility	Metro review and establish process to make available costs of public and private facility activities for local government rate making
Minimum prescribed services, variable caps, and pricing clarity		Regulate to Achieve Public Benefits ^a - Metro - status quo; Private stations required to either host regular roundups, or, accept and store materials on-site to be managed/processed by Metro (or a contractor to Metro)	Facility accepts commercial food scraps as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); in return those facilities provided additional flow or otherwise compensated	Facility accepts residential food/yard as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); in return those facilities provided additional flow or otherwise compensated			Variable caps: tonnage caps established in a manner that best achieves Public Benefits ^a (e.g., minimizing collection truck VMT's and tip fees)	
Prescribed services, zone-based flow, and rate regulation	Regulate to Achieve Public Benefits ^a - Facility accepts self-haul as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); in return those facilities provided additional flow or otherwise compensated	Facility accepts HHW as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); in return those facilities provided additional flow or otherwise compensated	Metro sole provider, at both MCS and MSS	Facility accepts residential food/yard as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); in return those facilities provided additional flow or otherwise compensated			"Nearest-cheapest" with no minimum tonnage: Zone-based system where tons from each zone are required to flow to the lowest combined travel + tip cost facility	Metro uses price cap regulation that is applied at each transfer stationc

◆ Task Force Preferred Option Note: for commercial food, any recommendation related to the transfer of commercial food waste should be put on hold until there is more clarity about where food will be processed under what circumstances (i.e., private market vs. RFP) and for residential food/yard, any recommendation related to the transfer of residential food/yard waste should be put on hold until there is more clarity about local jurisdiction demand and where residential food/yard waste will be processed under what circumstances (i.e., private market vs. RFP)

^aPublic Benefits as Amended by the Task Force.



Transfer System Configuration Project



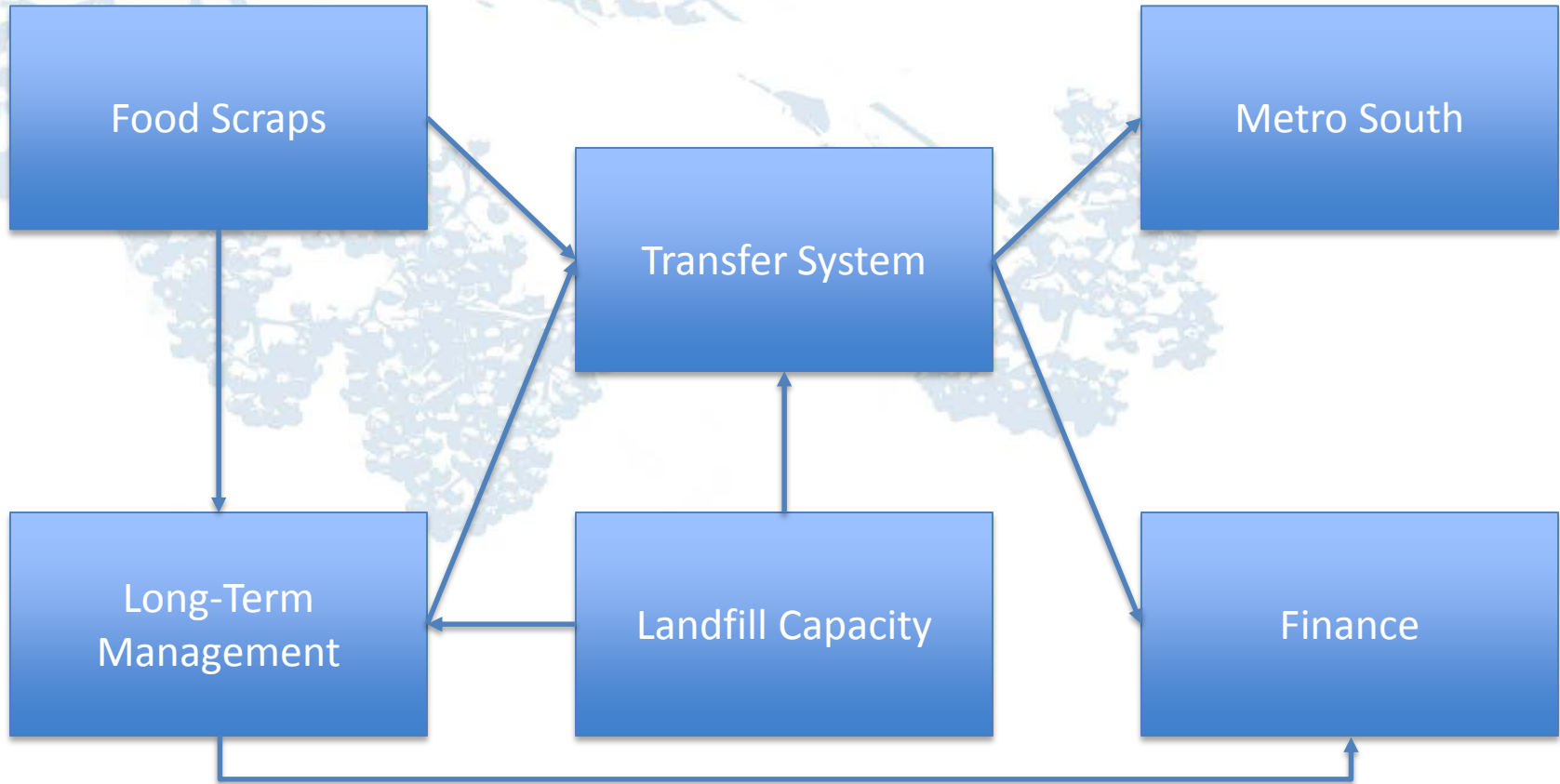
Update to Solid Waste Alternatives Advisory Committee



Tim Collier, Director of Finance and Regulatory Services
Dan Pitzler and Lyndsey Lopez, CH2M
November 19, 2015



Solid Waste Road Map Projects



Project overview

What model of the public-private system of waste transfer stations best serves the public interest (now and in the future)?

Project Objectives:

- *Determine what services the system should provide, by whom and how*
- *Ensure the transfer system serves the needs of the region for materials generated within the region.*



Last Time We Met

- Shared the methodology and evaluation criteria being used for this project
- Discussed how the Task Force would support this project
- Asked for feedback from SWAAC
 - Primary services to include
 - Feedback on criteria & methodology

Purpose & Outcomes - today

Purpose

- Share initial recommendation from the Task Force
- Describe alternatives being evaluated
- Provide progress update on staff's evaluation of alternatives

Outcomes

- Understanding of the status and progress of the project
- Initial feedback on the alternatives

The Steps to Conducting Multi-Objective Decision Analysis (MODA)

Select Preferred Alternative When Multiple Objectives are Present

1. Establish Evaluation Criteria

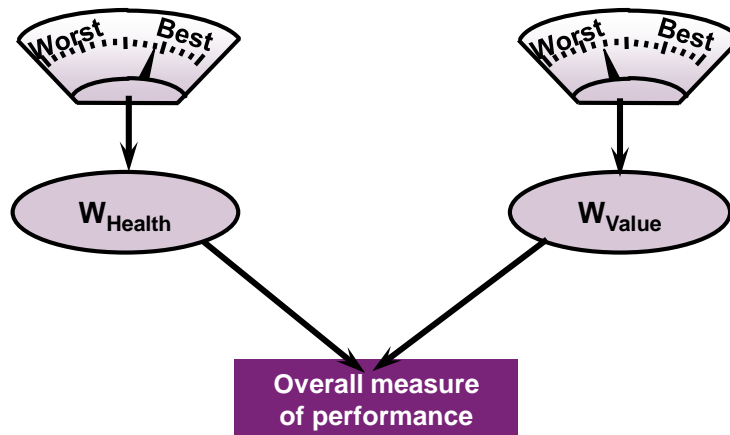
Six Public Benefits Plus 7th Criterion from Task Force

2. Develop Creative Alternatives

3. Develop Performance Measures

4. Establish Relative Value Weights

5. Normalize and Calculate Value Scores



Alternative 1

Alternative 2

Alternative 3

MODA Step 1. Establish Evaluation Criteria

Public Benefits	Draft MODA Criteria
Protect people's health	Protect people's health
Protect the environment	Protect the environment
Get good value for the public's money	Public benefits will be compared to system cost
Keep the commitment to the highest and best use of materials	Maintain our commitment to the solid waste hierarchy as set forth in state law
Be adaptive and responsive in managing materials	Maintain a system that is flexible and adaptable to changing needs and circumstances
Ensure services are available to all types of customers	Provide adequate and reliable services to all types of customers
	Recognize prior and future public and private investment
	Sustainable finance

MODA Step 2. Develop Creative Alternatives

Metro Transfer System Configuration - Strategy Table
Services, Flow, and Pricing

Status Quo
 Operator Choice
 Regulate to Achieve Public Benefits* (Light)
 Regulate to Achieve Public Benefits* (Heavy)

Geographic Equity
 Task Force Preferred Option

Self-haul (light vehicles without tipping)	Household Hazardous Waste (HHW)	Commercial Food	Residential Food/Yard	Operating Hours	Sustainability Operational Standards	Flow (what policies or economics determines where collectors deliver their material)	Transfer System Economics and Pricing
Status Quo - Metro provides self-haul service; Operator's choice at private facilities, subject to limitations on acceptance of putrescible waste from residential generators	Status Quo/Operator's Choice - Metro is sole provider (adopted policy); operator's choice at private facilities, with any additional need met by roundups	Status Quo - Metro accepts at MCS; A few approved private facilities (includes facilities in region and some outside) accept material; operator's choice at private facilities (with Metro authorization)	Status Quo - Metro accepts at MCS and MSS; A few approved private facilities (includes facilities in region and some outside) accept material; operator's choice at private facilities	Status Quo - operator choice	Status Quo	Status Quo - Tonnage caps periodically reviewed and/or adjusted	Status Quo - Each facility sets material delivery fees in a way that best meet its own organizational objectives; Metro collects regional system fee and excise taxes
Operator's Choice - operator's choice at all facilities	Regulate to Achieve Public Benefits* - Metro - status quo; Private stations required to either host regular roundups, or, accept and store materials on-site to be managed/processed by Metro (or a contractor to Metro)	Metro sole provider, at both MCS and MSS	Metro sole provider, at both MCS and MSS	All stations open in accordance with Metro standards for various classes of service (e.g., self-haul vs. collection company)	Metro require and enforce stringent, common standards at all facilities to improve sustainability (mainly environmental)	Status quo for dry waste, no limitations on wet waste	Status Quo - except each private transfer station should have access to the same subsidies for providing services that provide a Public Benefits* that would not otherwise be provided in a competitive market
All facilities - All facilities required to accept self-haul in accordance with a service hour standard (e.g., 10 hrs per day, 7 days per week)	All facilities - All facilities required to accept HHW in accordance with Metro requirements regarding waste types and service hour standard (e.g., 10 hrs per day, 7 days per week)	All facilities required to accept commercial food	All facilities required to accept residential food/yard			Part or all of select materials directed to Metro TS and/or select private TS in order to meet contractual quality/quantity requirements (e.g., organics, RDF)	Pricing for solid waste transfer services is determined and managed by each local jurisdiction that has franchised haulers
Select facilities - To improve "geographic equity", select facilities (based on geographic need) to accept self-haul in accordance with a service hour standard (e.g., 10 hrs per day, 7 days per week); In return those facilities provided additional flow or otherwise compensated	Geographic Equity - RFP or other process (e.g. franchise agreement) to select facility(s) that would accept HHW in accordance with Metro-specified waste types and service hour standard (e.g., 10 hrs per day, 7 days per week)	RFP or other process to select transfer station(s) that would accept commercial food in order to improve "geographic equity"	RFP or other process to select transfer station(s) that would accept residential food/yard waste in order to improve "geographic equity"			Variable caps: tonnage caps established in a manner that best achieves Public Benefits* (e.g., minimizing collection truck VMT's and tip fees)	Metro review and establish process to make available costs of public and private facility activities for local government rate making
Geographic Equity - To improve "geographic equity", Metro asks private sector to provide. If private sector is unable/unwilling to provide in a particular area, Metro develop a facility with services provided at full cost of service	Not Provided - (replaced by extended producer responsibility programs or otherwise)	Facility accepts commercial food scraps as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); In return those facilities provided additional flow or otherwise compensated	Facility accepts residential food/yard as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); In return those facilities provided additional flow or otherwise compensated			All facilities will be guaranteed a minimum "floor" tonnage; Floor may differ among facilities; Additional tonnage auctioned based on Metro's defined Public Benefits* (VMTs, Recovery), Tip Fee, Sustainability etc.)	Utility model: All tip fees to Metro; Metro pays private operators their cost of operations; Metro sets price for materials and services aligned with hierarchy and Public Benefits* (e.g., subsidized organics)
Regulate to Achieve Public Benefits* - Facility accepts self-haul as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); In return those facilities provided additional flow or otherwise compensated	Facility accepts HHW as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); In return those facilities provided additional flow or otherwise compensated	Any recommendation related to the transfer of commercial food waste should be put on hold until there is more clarity about where food will be processed under what circumstances (i.e., private market vs. RFP)	Any recommendation related to the transfer of residential food/yard waste should be put on hold until there is more clarity about local jurisdiction demand and where residential food/yard waste will be processed under what circumstances (i.e., private market vs. RFP)			All stations guaranteed a minimum "floor" tonnage in order to ensure Public Benefits*; otherwise no restrictions of flows to private facilities	Prices for materials or services (such as food waste or self-haul) aligned with the hierarchy and "subsidized" through Regional System Fee or other mechanisms
						"Nearest-cheapest" with no minimum tonnage; Zone-based system where tons from each zone are required to flow to the lowest combined travel + tip cost facility	Metro uses price cap regulation that is applied at each transfer station
						Net MSW is divided equally among existing 6 wet waste Transfer Stations	Metro uses universal (base point) pricing (i.e., Metro sets region-wide rates for each class of waste based on "average cost" similar to collection rate setting
							Metro station fixed costs recovered through regional system fee

*Public Benefits as Amended by the Task Force.

Self-Haul

- Status Quo - Metro provides self-haul services: Operator's choice at private facilities, subject to limitations on acceptance of putrescible waste from residential generators
- Select Facilities - To improve "geographic equity", select facilities (based on geographic need) to accept self-haul in accordance with a service hour standard (e.g., 10 hrs per day, 7 days per week); in return those facilities provided additional flow or otherwise compensated
- Regulate to Achieve Public Benefits - Facility accepts self-haul as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); in return those facilities provided additional flow or otherwise compensated

Self-haul (light vehicles without tippers)
Status Quo - Metro provides self-haul services: Operator's choice at private facilities, subject to limitations on acceptance of putrescible waste from residential generators
Operator's Choice - operator's choice at all facilities
All Facilities - All facilities required to accept self-haul in accordance with a service hour standard (e.g., 10 hrs per day, 7 days per week)
Select Facilities - To improve "geographic equity", select facilities (based on geographic need) to accept self-haul in accordance with a service hour standard (e.g., 10 hrs per day, 7 days per week); in return those facilities provided additional flow or otherwise compensated
Geographic Equity - To improve "geographic equity", Metro asks private sector to provide. If private sector is unable/unwilling to provide in a particular area, Metro develop a facility with services provided at full cost of service
Regulate to Achieve Public Benefits ³ - Facility accepts self-haul as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); in return those facilities provided additional flow or otherwise compensated

Household Hazardous Waste

Waste

- Status Quo/Operator's Choice - Metro is sole provider (adopted policy); operators choice at private facilities, with any additional need met by roundups
- Regulate to Achieve Public Benefits - Metro - status quo; Private stations required to either host regular roundups, or, accept and store materials on-site to be managed/processed by Metro (or a contractor to Metro)
- Geographic Equity - RFP or other process (e.g. franchise agreement) to select facility(s) that would accept HHW in accordance with Metro specified waste types and service hour standard (e.g., 10 hrs per day, 7 days per week)
- Facility accepts HHW as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); in return those facilities provided additional flow or otherwise compensated

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Status Quo/Operator's Choice - Metro is sole provider (adopted policy); operators choice at private facilities, with any additional need met by roundups
Regulate to Achieve Public Benefits ^a - Metro - status quo; Private stations required to either host regular roundups, or, accept and store materials on-site to be managed/processed by Metro (or a contractor to Metro)
All Facilities - All facilities required to accept HHW in accordance with Metro requirements regarding waste types and service hour standard (e.g., 10 hrs per day, 7 days per week)
Geographic Equity - RFP or other process (e.g. franchise agreement) to select facility(s) that would accept HHW in accordance with Metro-specified waste types and service hour standard (e.g., 10 hrs per day, 7 days per week)
Not Provided - (replaced by extended producer responsibility programs or otherwise)
Facility accepts HHW as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); in return those facilities provided additional flow or otherwise compensated

Commercial Food

- Status Quo - Metro accepts at MCS: A few approved private facilities (includes facilities in region and some outside) accept material; operator's choice at private facilities (with Metro authorization)
- Metro sole provider, at both MCS and MSS
- RFP or other process to select transfer station(s) that would accept commercial food in order to improve "geographic equity"
- Facility accepts commercial food scraps as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); in return those facilities provided additional flow or otherwise compensated
- Any recommendation related to the transfer of commercial food waste should be put on hold until there is more clarity about where food will be processed under what circumstances (i.e., private market vs. RFP)

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Facility accepts commercial food scraps as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); in return those facilities provided additional flow or otherwise compensated
Any recommendation related to the transfer of commercial food waste should be put on hold until there is more clarity about where food will be processed under what circumstances (i.e., private market vs. RFP)


Residential Food/Yard

- Status Quo - Metro accepts at MCS and MSS: A few approved private facilities (includes facilities in region and some outside) accept material; operator's choice at private facilities
- RFP or other process to select transfer station(s) that would accept residential food/yard waste in order to improve "geographic equity"
- Facility accepts residential food/yard as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); in return those facilities provided additional flow or otherwise compensated
- Any recommendation related to the transfer of residential food/yard waste should be put on hold until there is more clarity about local jurisdiction demand and where residential food/yard waste will be processed under what circumstances (i.e., private market vs. RFP)

Residential Food/Yard
Status Quo - Metro accepts at MCS and MSS: A few approved private facilities (includes facilities in region and some outside) accept material; operator's choice at private facilities
Metro sole provider, at both MCS and MSS
All facilities required to accept residential food/yard
RFP or other process to select transfer station(s) that would accept residential food/yard waste in order to improve "geographic equity"
Facility accepts residential food/yard as requirement (new policy) to provide service of at least one of three extras (HHW, food, or self-haul); in return those facilities provided additional flow or otherwise compensated
Any recommendation related to the transfer of residential food/yard waste should be put on hold until there is more clarity about local jurisdiction demand and where residential food/yard waste will be processed under what circumstances (i.e., private market vs. RFP)
◆


Mixed Dry Waste Post-Collection Recovery

- Status Quo - All dry residuals must meet EDWRP standards on content, with flexibility built in to the standards to address market changes

Mixed Dry Waste Post-Collection Recovery at Stations
Status Quo - All dry residuals must meet EDWRP standards on content

Operator's choice - Facilities recover materials (or not) at a level that makes business sense for them. There are no regulatory targets or requirements
Select facilities (based on location and local jurisdiction needs) are subject to direct and measure-able recovery target(s), such as a recovery rate or minimum volumes of materials delivered to markets per month or quarter
Out-of-Region facilities must meet same recovery requirements as facilities located within the Metro region

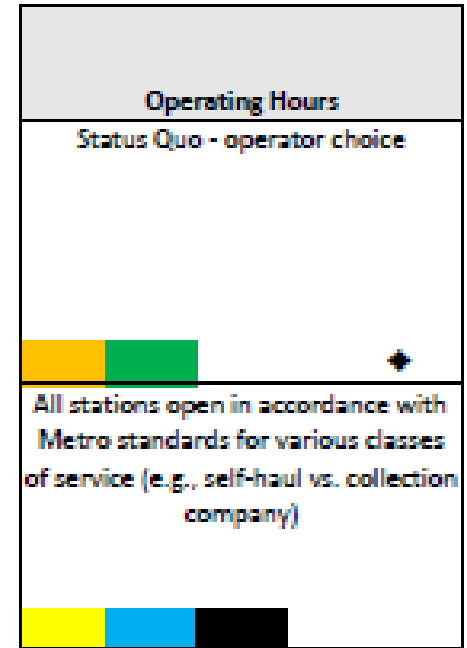
Recycling – Drop Off

- Status Quo: All State permitted Solid Waste Facilities must provide some level of drop-off recycling

Recycling - Drop Off
Status Quo: All State permitted Solid Waste Facilities must provide some level of drop-off recycling

Operator's choice, facilities provide drop off of recycling materials at a level that makes business sense.
RFP or similar process used to provide drop-off of recycling in accordance with Metro requirements regarding commodity types and operating hours (based on location and requirement by local jurisdiction to meet selected Recycling Opportunity Act menu options)
To improve regional equity, Metro provide additional drop-off recycling facilities

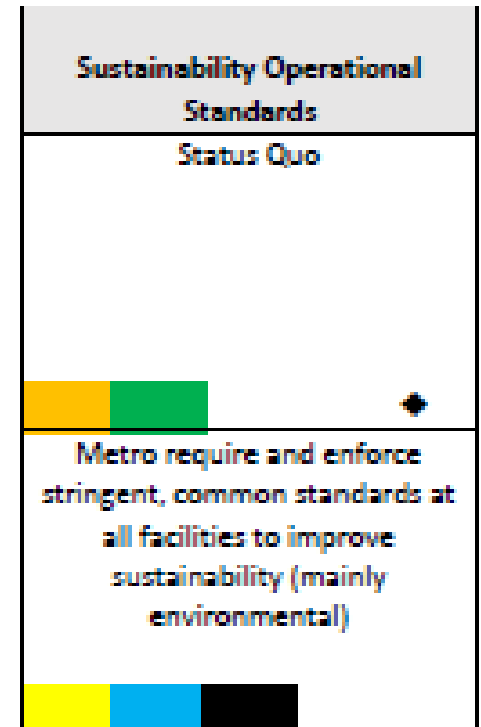
Operating Hours

- Status Quo – Operators choice
- All stations open in accordance with Metro standards for various classes of service (e.g., self-haul vs. collection company)




Sustainability Operational Standards

- Status Quo
- Metro require and enforce stringent, common standards at all facilities to improve sustainability (mainly environmental)



Number & Location (options refer to method used to establish how many exist in future and where)

- Status Quo - Metro reviews applications and decides based on Public Benefits

Number & Location (options refer to method used to establish how many exist in future and where)
Status Quo - Metro reviews applications and decides based on public interest

No limitations: any permitted facility (in or out of region) that wants to accept waste generated in the Metro region, is allowed (assuming jurisdictional approval), no matter how many other facilities in the system
No new facilities: modify existing facilities as necessary to address any additional service needs such as organics, advanced processing, self-haul
No new stations added until MSW tons reach a threshold (e.g., 1.4 million tons)
No organization (public or private) can own & operate more than 2 Stations
Transfer Stations must be capable of receiving and transferring annually 200,000 tons of wet and dry waste
Metro allows any new facility only in areas that potential to reduce VMTs and cost

Flow (what policies or economics determines where collectors deliver their material)

- Status Quo - Tonnage caps periodically reviewed and/or adjusted
- Status quo for dry waste, no limitations on wet waste
- Variable caps: tonnage caps established in a manner that best achieves Public Benefits (e.g., minimizing collection truck VMT's and tip fees)
- "Nearest-cheapest" with no minimum tonnage: Zone-based system where tons from each zone are required to flow to the lowest combined travel + tip cost facility

Flow (what policies or economics determines where collectors deliver their material)
Status Quo - Tonnage caps periodically reviewed and/or adjusted
Status quo for dry waste, no limitations on wet waste
Part or all of select materials directed to Metro TS and/or select private TSs in order to meet contractual quality/quantity requirements (e.g., organics, RDF)
Variable caps: tonnage caps established in a manner that best achieves public benefits (e.g., minimizing collection truck VMT's and tip fees)
All facilities will be guaranteed a minimum "floor" tonnage; Floor may differ among facilities; Additional tonnage auctioned based on Metro's defined public benefits (VMTs, Recovery, Tip Fee, Sustainability etc.)
All stations guaranteed a minimum "floor" tonnage in order to ensure public benefits; otherwise no restrictions of flows to private facilities
"Nearest-cheapest" with no minimum tonnage: Zone-based system where tons from each zone are required to flow to the lowest combined travel + tip cost facility
Wet MSW is divided equally among existing 6 wet waste Transfer Stations
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Transfer System Economics and Pricing

- Status Quo - Each facility sets material delivery fees in a way that best meet its own organizational objectives; Metro collects regional system fee and excise taxes
- Status Quo - except each private transfer station should have access to the same subsidies for providing services that provide a Public Benefits that would not otherwise be provided in a competitive market
- Metro review and establish process to make available costs of public and private facility activities for local government rate making
- Metro uses price cap regulation that is applied at each transfer station

Transfer System Economics and Pricing
Status Quo - Each facility sets material delivery fees in a way that best meet its own organizational objectives; Metro collects regional system fee and excise taxes
Status Quo - except each private transfer station should have access to the same subsidies for providing services that provide a public benefit that would not otherwise be provided in a competitive market
Pricing for solid waste transfer services is determined and managed by each local jurisdictions that has franchised haulers
Metro review and "publish" or otherwise make available costs of public and private facility activities for local government rate making
Metro station fixed costs recovered through regional system fee
Prices for materials or services (such as food waste or self-haul) aligned with the hierarchy and "subsidized" through Regional System Fee or other mechanism
Metro uses price cap regulation that is applied at each transfer station
Metro uses universal (base point) pricing i.e., Metro sets region-wide rates for each class of waste based on "average cost" similar to collection rate setting with two or more haulers
Utility model: All tip fees to Metro; Metro pays private operators their cost of operations; Metro sets prices for materials and services aligned with hierarchy and public benefit (e.g., subsidized organics)

Next Steps

- In the process of scoring alternatives
- Working on developing relative level of cost of each alternative

Schedule

- Council work session (November 24) to review and provide input on alternatives
- Task Force to meet again (December 3)
- Alternatives Draft: December 2015
- Council work session on proposed legislation: January/February 2016
- Finalize Council action: March 2016

Questions for SWAAC

- Do you have initial thoughts about the system alternatives?
- Any additions or modifications recommended for the draft Metro Staff Alternatives?

