



Meeting minutes

Meeting: Solid Waste Alternatives Advisory Committee (SWAAC)
Date/time: 10:00 - 11:30 a.m., Wednesday, Oct. 10, 2018
Place: Metro Regional Center, Council Chamber

Members in Attendance:

Peter Brandom, City of Hillsboro
Reba Crocker, City of Milwaukie
Paul Downey, City of Forest Grove
Theresa Koppang, Washington County
Mike Leichner, Pride Disposal
Mark Ottenad, City of Wilsonville
Keith Ristau, Far West Recycling
Alando Simpson, City of Roses Disposal/Recycling
Bruce Walker, City of Portland
Rick Winterhalter, Clackamas County
Matt Korot, Metro

Members Absent:

Audrey O'Brien, Oregon DEQ

1. Call to order and declaration of a quorum

Matt Korot brought the meeting to order at 10:02 AM, declared a quorum, and previewed the agenda.

2. Comments from the chair and SWAAC members

Matt Korot requested that the public comment period at the end of the meeting prioritize comments about wet waste tonnage allocations.

3. Consideration of SWAAC minutes for September 12, 2018

Motion to approve by Bruce Walker, seconded by Mark Ottenad and Paul Downey. Minutes were approved.

4. 2030 Regional Waste Plan – Draft Actions and Indicators

Marta McGuire (Metro), Rosalynn Greene (Metro), and Emma Brennan (Oregon Tradeswomen, Inc.) presented the draft actions and indicators for the 2030 Regional Waste Plan. Opportunities for questions and comments were provided for each goal area of the plan.

Shared Prosperity Questions/Comments:

Bruce Walker complimented Metro's work on the plan, particularly the equity focus and the comprehensive nature of the plan. Mr. Walker shared that City of Portland has adopted a waste equity work plan that will push Portland to take more meaningful steps in this area. Mr. Walker acknowledged that it is a lot of work, but the region needs to work together. Pathways to management for people of color and women are important. The City of Portland believes that this effort is important and acknowledges there is much work to do.

Theresa Koppang echoed Mr. Walker's comment. Ms. Koppang attended an outreach meeting early on in the plan's development and found that delight was palpable among people who attended for

Meeting minutes



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the fact that Metro came out and directly asked the community what they thought about garbage and recycling. This work supports Washington County's work in equity.

Product Design Questions/Comments:

Peter Brandom supports this goal area. Mr. Brandom noted that this goal area involves state-level work, however DEQ is not listed as a partner in the draft actions packet.

Mr. Korot clarified that Metro's partnership with DEQ will be identified in the full narrative. The plan's actions are directed toward Metro and local governments, and cannot be assigned to state-level agencies like DEQ. However, DEQ will have a role as a collaborator in much of this work. This regional plan must show how it meets statutory requirements for the statewide waste reduction plan. He added that much of this work will require legislative action at the state level.

Mr. Brandom asked that as much as possible, the plan should make these connections to state level work clear so that jurisdictions can understand where they are aligned and support others in their legislative proposals.

Product Use and Consumption Questions/Comments:

Mark Ottenad thinks that this goal area is starting to gain momentum – plastic bag bans are being looked at throughout the region. Mr. Ottenad commented that this appears to be much larger than just plastic bags; single use plastic consumer packaging is a bigger issue. Mr. Ottenad wonders what can be done through the state or federal legislative agenda. Through consideration of problems with recycling markets and contamination, can we look to unify packaging and recycling? Mr. Ottenad thinks we keep struggling with this issue, yet continue to produce more and more plastics that can't be recycled.

Mr. Korot responded in agreement with Mr. Ottenad's comments. This issue is complex and will require many big lifts. DEQ has convened a recycling stakeholders group that will have these long-term conversations.

Product End of Life Questions/Comments:

Alando Simpson asked for clarification about the low-income rate assistance program mentioned in the draft actions. Ms. McGuire explained that many other public utilities provide low-income rate assistance, and that this action would be exploring something similar for garbage and recycling services.

Bruce Walker asked for clarification about the language of the action: "implement low-income rate assistance." Mr. Walker asked if this would be a requirement for all jurisdictions. The City of Portland requires landlords to pay for garbage service; how would low-income assistance be delivered?

Ms. McGuire explained that the word "implement" was used in order to bring more active language into the plan. This action is introduced in the plan narrative by an explanation that this work would begin with evaluation; it is not, however, a directive action from Metro to local governments. Mr. Korot clarified that the plan's clearly directive actions are shaded in the draft actions documents.

Meeting minutes



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Mr. Walker questioned if the rate transparency requirement discussed in action 14.7 is a valuable tool. Is the goal to show every element of the rate composition? Mr. Walker explained that if the goal is to get people to recycle more or compost more, City of Portland supports that. Ms. McGuire explained that the issue of rate transparency came up in community outreach. This action was requested by community members.

Rick Winterhalter echoed concern with action 14.7, and commented that the system benefit and desired outcomes from this action are unclear. Mr. Korot clarified that the outcome for this action is transparency. The system benefit is that customers will understand what they pay for.

Mike Leichner agreed with Mr. Walker and Mr. Winterhalter's concerns. He asked whether the costs would be aggregate costs or direct jurisdictional costs. Mr. Leichner explained that this could get into confidential information when looking at small jurisdictions.

Mr. Ottenad commented on the multi-family housing actions. Now and going forward, an increasing percentage of the region's population will live in multi-family housing. Mr. Ottenad remarked that the region has missed a lot of potentially recoverable materials by not focusing on multi-family communities. A study of multi-family communities in Clackamas County highlighted some useful lessons to be shared with other jurisdictions. Areas improvement include access to recycling area enclosures, transport from unit to recycling areas, and communication with tenants and property managers. Mr. Ottenad views this as a really important goal area, but it will require some dedicated effort.

Ms. McGuire responded that there have been some findings related to inadequate access and confusing collection containers in multi-family communities, all which will inform improvements to the sector. Ms. Greene added that Metro continues to evaluate what "adequate" service means to multi-family communities.

Mr. Walker agreed that the multi-family section is incredibly important, and commented that the City of Portland is dedicated to working toward this. The City of Portland recognizes they need to improve service provision, working with tenants and equity-based service providers. Mr. Walker also commented that the region needs to work together to find a better way to deal with bulky waste. He thinks this certainly involves investing in local markets and processing.

Mr. Korot offered to distribute City of Portland's waste equity plan among SWAAC interested parties.

Mr. Brandom commented that many actions in the plan seem to rely on a complete infrastructure, which he does not think we have. He remarked that the "evaluate west-side transfer" action seems to have been dragged along and doesn't seem to have a lot of resources tied to it. This doesn't seem like a big priority in the plan. He commented that many sections of the plan will be very difficult to implement without a complete infrastructure.

Mr. Korot clarified that the verb "evaluate" was used in this instance over "implement" because the scale of implementing a program is very different than implementing a new facility. This doesn't mean Metro isn't serious about doing the collective work.



Meeting minutes

Mr. Brandom added that he understands this is serious work, but so are the other actions. Perhaps there is an out of the box way to look at things, for example the Metro Council went and visited a location in Canada that uses multiple smaller facilities.

Disaster Resilience Questions/Comments:

Mr. Winterhalter commented that state law gives authority to counties in emergency situations. He asked that the selection of a lead agency be clarified in the plan. Mr. Korot responded that the plan may need to provide some further clarification, because in some cases the Regional Disaster Planning Organization has asked Metro to take these roles.

Ms. Koppang asked for details on the public comment period of the plan. She had noticed that an action from a prior plan draft was now gone in the current version. Ms. McGuire answered that they would be sharing details about next steps at the end of the presentation and that she would follow up with Ms. Koppang about the potential omission.

Ms. Greene shared details about the plan's measurement framework and key indicators for evaluating progress.

Mr. Leichner asked for clarification about how waste generation would be measured, whether it would be annual tons overall or on a per capita basis. Ms. Greene explained that they intentionally selected overall tons of solid waste, rather than looking on a per capita basis. Mr. Korot further clarified that from the environment's perspective, what matters is the overall waste generated, not how much is generated per person.

Mr. Leichner asked about the median wage key indicator and whether it would be calculated by occupation type. Ms. Greene answered that yes, the goal is to get data on median wage by occupation.

Mr. Walker noted that as part of the City of Portland's review of its residential franchise system, they sought similar median wage information. City of Portland used a third party to collect this data that would help serve as a baseline for ongoing evaluation of women and people of color's career advancement in the industry. Ms. Greene agreed that these are the type of data they are looking for.

Peter Brandom asked for clarification on the timeline for comment related to the evaluation framework and key indicators.

Marta McGuire outlined the next steps for the 2030 Regional Waste Plan development process:

- Public comment period: November 19 – December 21, 2018
- Public forum: December 5, 2018
- SWAAC draft plan review: December 12, 2018
- MPAC draft plan review: January 23, 2019
- Metro Council work session: February 5, 2019
- Metro Council hearings: February 21 and 28, 2019

Theresa Koppang asked if Metro would be sharing a public responsiveness report. Ms. McGuire responded yes. Ms. Koppang remarked that this is helpful, it lets everyone see what the comments were and how they were addressed.

Meeting minutes



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5. Wet Waste Tonnage Allocations

Molly Vogt (Metro) and Roy Brower (Metro) presented the proposed legislative package for tonnage allocations that will be considered by Metro Council in November. Their goal was to review the tonnage allocation framework, talk about potential improvements, and discuss next steps. Metro Council will first be considering the tonnage allocation framework, which modifies Metro Code chapters 5.00, 5.01, and 5.05. The tonnage allocation methodology will be developed in Metro's administrative rules, and has a winter/spring timeline. Slides from Ms. Vogt and Mr. Brower's presentation are included in the meeting packet as well as the draft ordinances, a staff report, the draft administrative rules, and a map showing how the proposed methodology could be used to identify the region's wastesheds.

Questions/comments from the committee:

Mr. Ottenad asked for clarification about the pink hatched area on the wasteshed map and if it indicates that all waste generated in that area would be directed to Pride and WRI. Ms. Vogt answered that the map is not intended to direct flow. The wasteshed map is a reflection of what would happen if all waste that was closest to a particular transfer station flowed there.

Mr. Leichner asked whether the methodology factors barn locations in the calculation of travel time. Ms. Vogt answered that her team is still working to identify a way to include barn location in the methodology. Currently there is not a feasible way to factor in barns without overestimating their impact.

Mr. Downey requested clarification – the allocations are not telling transfer stations where waste must go, but rather how much waste can be taken to a particular transfer station? Ms. Vogt confirmed that this is not intended to direct the flow of waste.

Ms. Vogt shared the next steps:

- October 16 – meeting with stakeholders
- November 1 – Materials finalized for Council
- November 15 – Council 1st reading and public hearing
- November 29 – Council 2nd reading and vote
- Winter/Spring – Finalize Administrative Rules

Questions/comments from committee:

Rick Winterhalter thanked Metro staff for all their work on tonnage allocation and for their attention to feedback from the committee. He hopes the framework that goes through Council continues to carve out a way for out-of-region transfer stations to remain part of the system.

Mr. Downey commented that Forest Grove and Troutdale transfer station tip fees are about \$15 higher than Metro tip fees. With a reduction in tonnage allocation to these facilities, he is concerned about the impact this will have on rates. He thinks this returns to the issue of establishing a Metro-operated transfer station on the west side.

Mr. Brower responded that Rate Transparency Step 2 will give some insight about how the private transfer stations set their rates. The Council will consider Metro's role in rate setting at transfer

Meeting minutes



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stations sometime in the future. Mr. Brower reminded the committee about the landfill capacity ordinance, which precludes the use of the Riverbend landfill. This landfill had previously made the Forest Grove transfer station one of the more attractive options.

Mr. Downey questioned whether it makes sense to have a far west transfer station when the waste is ultimately headed east to Columbia Ridge.

Ms. Koppang expressed concern that the effect of updating tonnage allocation could fall back to the ratepayer. Without knowing how a transfer station sets its rates, it is unclear what that impact will be. Ms. Koppang also has concerns about the potential for transfer stations to develop relationships with landfills. Mr. Brower responded that this methodology will be an incremental process.

Mr. Leichner commented that for a private transfer station to apply for the unallocated tons, they would need to change their tip fee. This ultimately discourages haulers from selecting transfer stations based on transportation costs. Unlike the collection side of the system with its guaranteed market, transfer stations have no guaranteed tonnage. Mr. Leichner asked how much above the Metro rate is an appropriate profit margin for private facilities? If tonnage changes, it will affect the tip fees at private facilities.

Mr. Brower responded that the proposed framework is just a starting point. This issue is similar to the current situation of setting caps at facilities. Metro will produce a solid waste forecast and tonnage allocation proposals will be based on the situation at the time. In the current proposal, facilities will have 30 days to ask for an adjustment. There will be an annual process for adjustments. Metro will try to maintain allocation related to the forecast for the next year. Facilities will have the ability to shift up to five percent to another facility.

With respect to the shifting of allocations from one facility to another, Mr. Leichner commented that we need to be careful about not facilitating antitrust conversations between private facilities.

Alando Simpson asked whether Metro can take any action if a facility charges an excess above Metro's tipping fee. He commented that it seems like a lot of that excess would be for overhead, not operational costs.

Mr. Brower responded that the rate transparency discussion is a long-term issue and will eventually consider Metro's role in capping or setting rates at private facilities. Mr. Brower clarified that the intent is not for transfer stations to make adjustments throughout the year unless there is a significant disruption to the system.

Mr. Simpson asked whether the impact on ratepayers would be considered a significant disruption.

Mr. Walker commented that the region's combination of public and private transfer stations has largely served the region well. He thinks that the addition of a west side transfer station makes sense. Mr. Walker thinks the proposed allocation system makes more sense than how tons are allocated today. He asked for clarification about the proposed framework's responsiveness. When a new facility opens in the region, what is the process for updating allocations?

Ms. Vogt answered that a new transfer station would require a new wasteshed calculation. The model can be recalculated to determine updated allocations that minimize travel time and other

Meeting minutes



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important principles. Mr. Brower added that for the first time, this framework would give Metro direction on how to update allocations when there are changes proposed to the system.

Ms. Vogt invited the committee to attend an upcoming stakeholder meeting to give additional feedback on October 16, 2018 from 10 a.m. to noon in Room 270 at Metro.

6. Public Comment on Agenda Items

Mr. Korot invited public comment on wet waste tonnage allocations and if time allowed, comments on the Regional Waste Plan.

Dean Kampfer (Waste Management) commented on the proposed wet waste tonnage allocation framework. He explained that for the Troutdale and Forest Grove transfer stations, the current system and flow of waste works really well for his company and the system. Currently, the Forest Grove transfer station receives 125,000 tons. The proposed model shows a 50,000 ton reduction in wet waste at Forest Grove. He also noted that the Pride Disposal transfer station shows a 3,000 ton reduction. He explained that this reduction in waste will have an impact for ratepayers in Washington County and that trucks will have to travel farther. Mr. Kampfer thinks that barns are critical and important to the methodology. He explained that Waste Management uses third party facilities and smart, logical routing. The Forest Grove trucks collect about 80,000 tons, 30,000 of which go to unaffiliated transfer stations (Pride Disposal). He thinks the proposed tonnage allocation update will force Waste Management to do things that don't make sense for the region. Mr. Kampfer is concerned that Council will vote before the exact methodology is developed.

Mr. Korot asked a clarifying question about where the 30,000 tons of waste going to Pride Disposal would be coming from and whether this would be from outside of Pride's watershed.

Mr. Kampfer presented a hypothetical—if a truck is loaded and the truck is in Beaverton, where does the truck go? Usually, that would be Pride Disposal. He explained that Waste Management selects transfer stations based on travel times. However, the last truck of the day will always return to the barn. Mr. Kampfer does not think the proposed model is predictable. He explained that with the prospect of a new facility in East Multnomah County, this model doesn't have predictability for the Troutdale transfer station.

Theresa Koppang asked Mr. Kampfer if the Forest Grove transfer station's location was selected due to its proximity to the Riverbend landfill.

Mr. Kampfer answered that the Forest Grove location was not situated based on landfill location. He explained that Waste Management has a network of landfills and they might be able to utilize Columbia Ridge. He added that they are going through an expansion process at Riverbend.

Ms. Vogt thanked Mr. Kampfer for his comments about the influence of barns. She explained that variability in route data makes it difficult to model the influence of barn location in allocation calculation.

Mr. Kampfer responded that Waste Management could provide its route data to Metro. He thinks the other two facilities with barns could likely do the same thing. He reiterated his concerns about Council voting on this framework without first finalizing the methodology.

Terrell Garrett (Greenway) made comments about the proposed tonnage allocation methodology. Due to the proximity of his facility to Metro Central, he has noted that Metro Central is a ghost town until 10 a.m. He does not see trucks entering the facility during peak hours. Mr. Garrett thinks using this model implies that this methodology is fact. He argued that the methodology is flawed and

Meeting minutes



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needs to be changed. Mr. Garrett would expect Metro to have information about when trucks come in to their transfer stations. He noted that the Greenway facility captures truck timestamps.

Mr. Walker complimented Metro for its responsiveness to concerns about travel time to transfer stations other than Metro Central. In clarification of Mr. Garrett's comments, Mr. Walker asked if there should be data about what time trucks arrive at various transfer stations. He asked if the model should look at peak delivery times and if this would provide any benefit to the analysis.

Ms. Vogt responded that she is happy to explore whether looking at when trucks arrive improves the model. However, she questioned whether at some point the model becomes overcomplicated.

Mr. Brandom commented that even if trucks aren't traveling during peak time, he thinks we should err on the side of peak congestion because that is where the region is headed.

Mr. Leichner explained that in general, the industry's trucks leave for routes around 5 a.m., head back from routes around 9 to 11 a.m., when traffic is headed the opposite direction. This is the same with second load of the day, when trucks are going against traffic.

Vince Gilbert (Environmentally Conscious Recycling) commented that Metro Council needs real definition on things to understand what they are voting on. From a recycling point of view, he wants it to be clarified that material is not "waste" until it leaves his recycling facility for the landfill. Mr. Gilbert requests that Metro consistently use the term "wet waste" throughout this whole process.

Mr. Gilbert then commented on the End of Life goal area of the Regional Waste Plan, specifically related to product stewardship programs. Mr. Gilbert would like to see a product stewardship program for furniture, which represents an opportunity for many different materials to be recycled. He said there could be a fee on furniture purchases that would go toward a fund that is re-allocated by Metro to pay for facilities to recycle the various commodities in furniture.

7. Preview of the next meeting agenda and final comments

Mr. Korot thanked members for their participation and stated that it is likely that the November meeting will be canceled. The committee will likely meet in December to review the 2030 Regional Waste Plan.

Peter Brandom asked for clarification on when the committee would be discussing the Regional Waste Plan in more detail. Mr. Korot responded that SWAAC will weigh in on the whole plan at the December 2018 committee meeting.

With no further comments from the committee, the meeting was adjourned at 12:00 p.m.



Event sign-in

Solid Waste Alternatives Advisory Committee
 Metro Regional Center
 Wednesday, Oct. 10, 2018
 10:00 a.m. to 12:00 p.m.

Name	Mailing address	Email	Yes, sign me up to this project's contact list
Jason Hudson	Waste Connections	Jasonh@wcnx.org	
Kristin Lechner	Pride Disposal		
ERIC WENTLAND			
TERREN GARRETT			
Jorge Turcios	RIC	Jorge.Turcios@oregonmetro	
Mark O'Henna	Wilsonville		
Thomas Egerton			
Jeff Murray	EFI	jeffm@efirecycling.com	
Scott Darline	TITUS		
AL Simpson	6907 N. Maryland		
Harley Reese	' '		