



Metro

# Regional Waste Advisory Committee

## *Equity, health and the environment*

February 20, 2020

# Today's discussion

Consideration of Minutes (Nov. 2019 & Jan. 2020)

Local Government's Role with Discard Management

Food Waste Disposal Ban

Extended Producer Responsibility Policy Overview

Metro South Transfer Station Tour (what you saw & learned)

Closing and Adjourn





Metro

# Local Government's Role with Discard Management

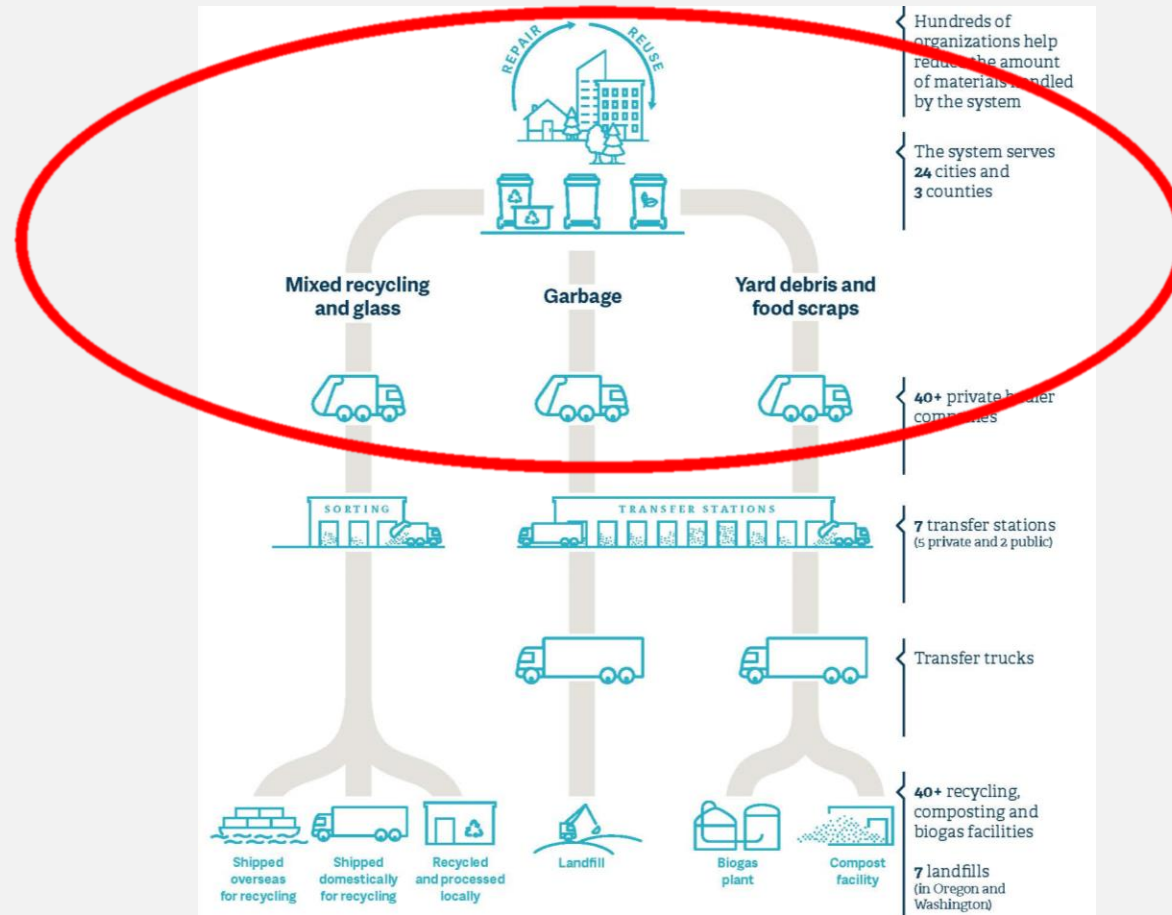
# LOCAL GOVERNMENT'S ROLE WITH DISCARDS MANAGEMENT

Oversight   Education   Policies

# SOLID WASTE SYSTEM MANAGEMENT

- **State** sets goals and direction, conducts research, and protects air and groundwater
- **Metro** sets regional program standards, regulates where material goes after collection, owns two public transfer stations
- **Local government** regulates collection
- **Private companies** collect material and own and operate facilities

# GARBAGE & RECYCLING SYSTEM



# RESIDENTIAL WASTE COLLECTION

- franchising residential collection companies
- enforcing service standards
- setting rates- process establishes the fee hauling companies can charge customers for providing residential garbage, recycling, and composting collection
- supporting and educating system users





## BUSINESSES AND MULTIFAMILY (COMMERCIAL) WASTE COLLECTION



- franchising commercial collections companies
  - NOTE: Portland commercial haulers are permitted and are not franchised/rate-regulated
  - NOTE: Gresham C&D open market collection
- enforces service standards
- establishing and ensuring compliance with City / County requirements
- supporting and educating system users



# SYSTEM USERS

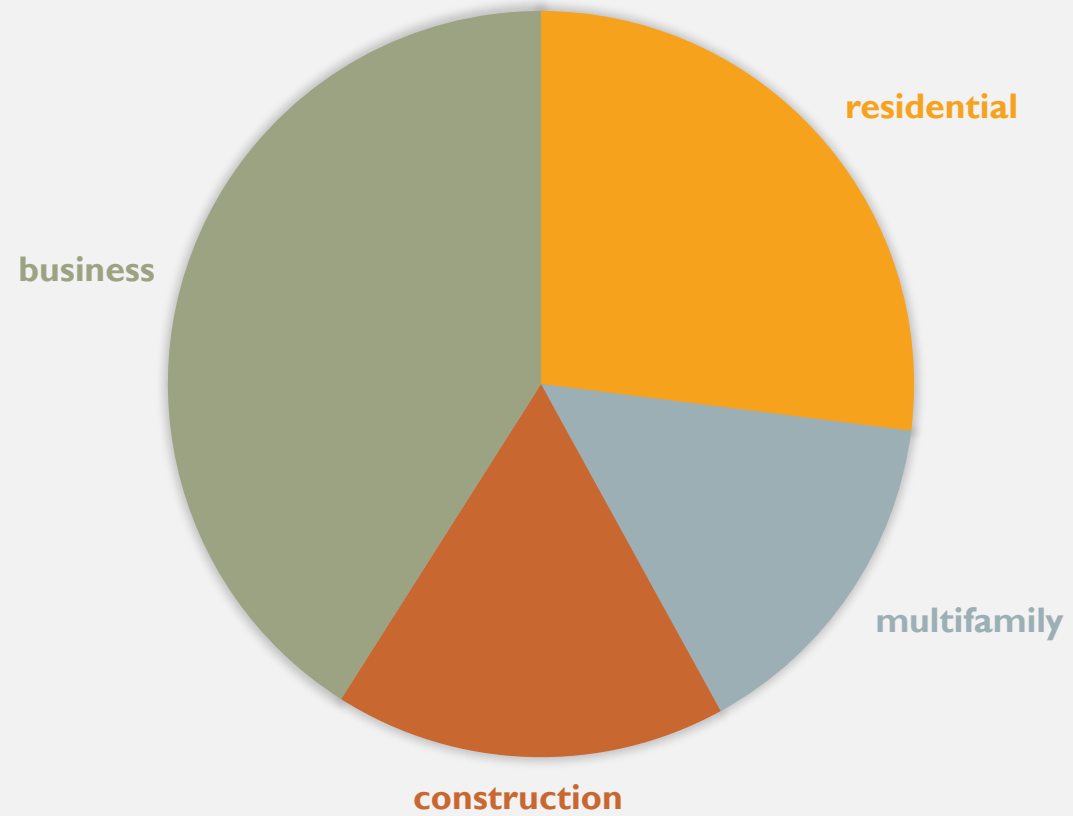
## COMMERCIAL



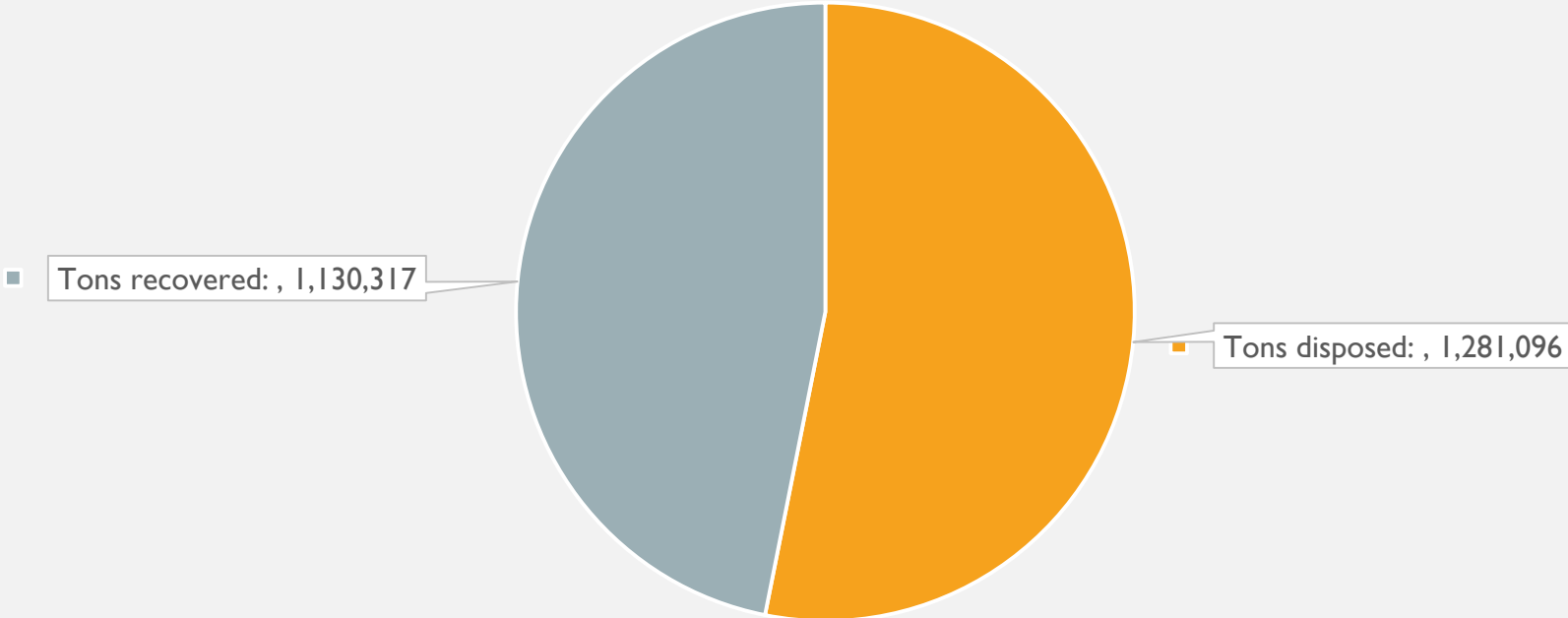
## RESIDENTIAL



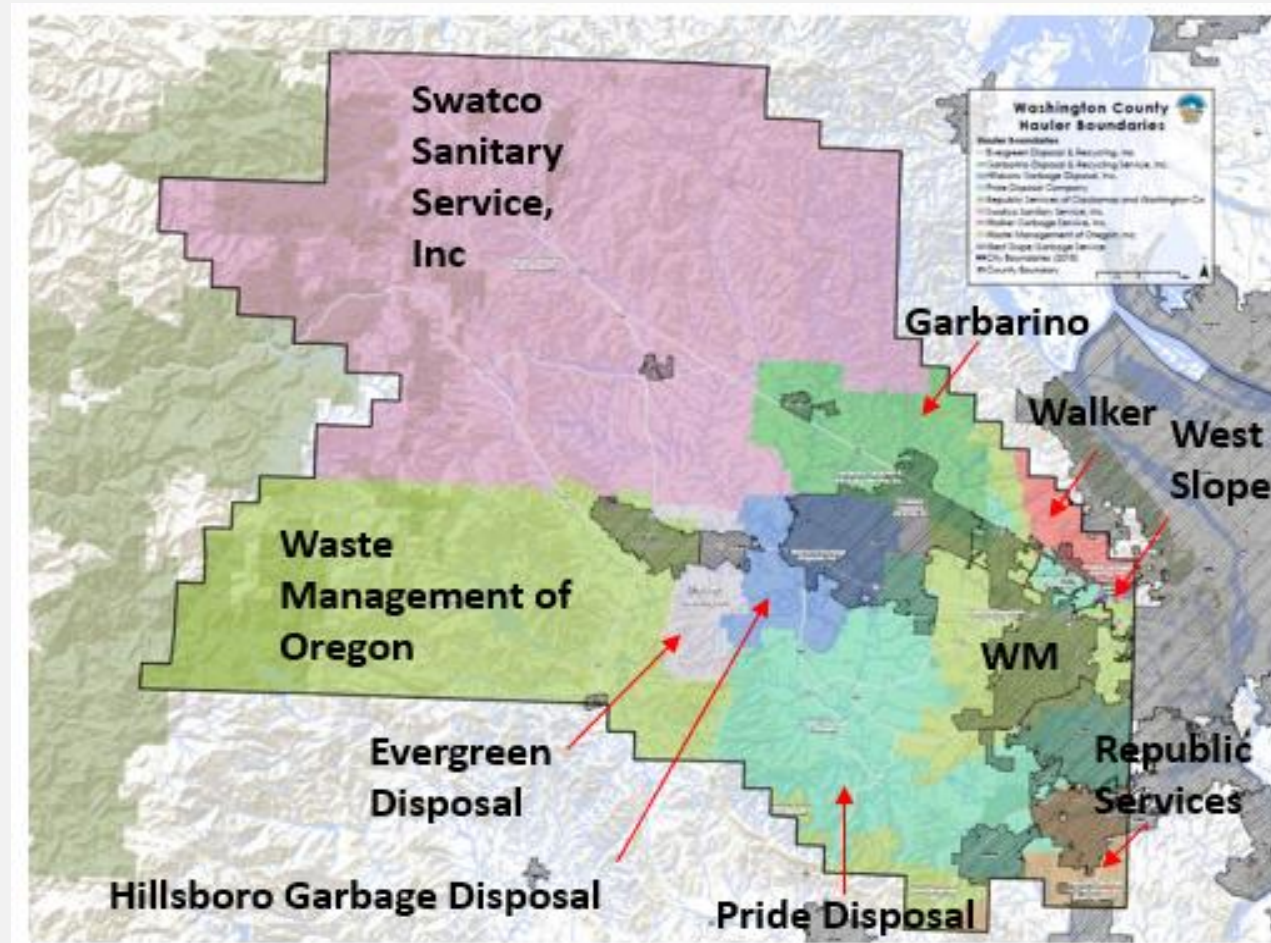
# WASTE STREAM BY USERS



# WASTE STREAM



# HAULER FRANCHISES



# PRIVATE HAULERS

Jurisdiction	Residential & Commercial Collection	Independent Recyclers	Residential Only
Beaverton	5		
Clackamas County	13	✓	
Gresham	5	✓	
Portland	27	✓	11
Washington County	9		





# MIX RECYCLING



# GLASS





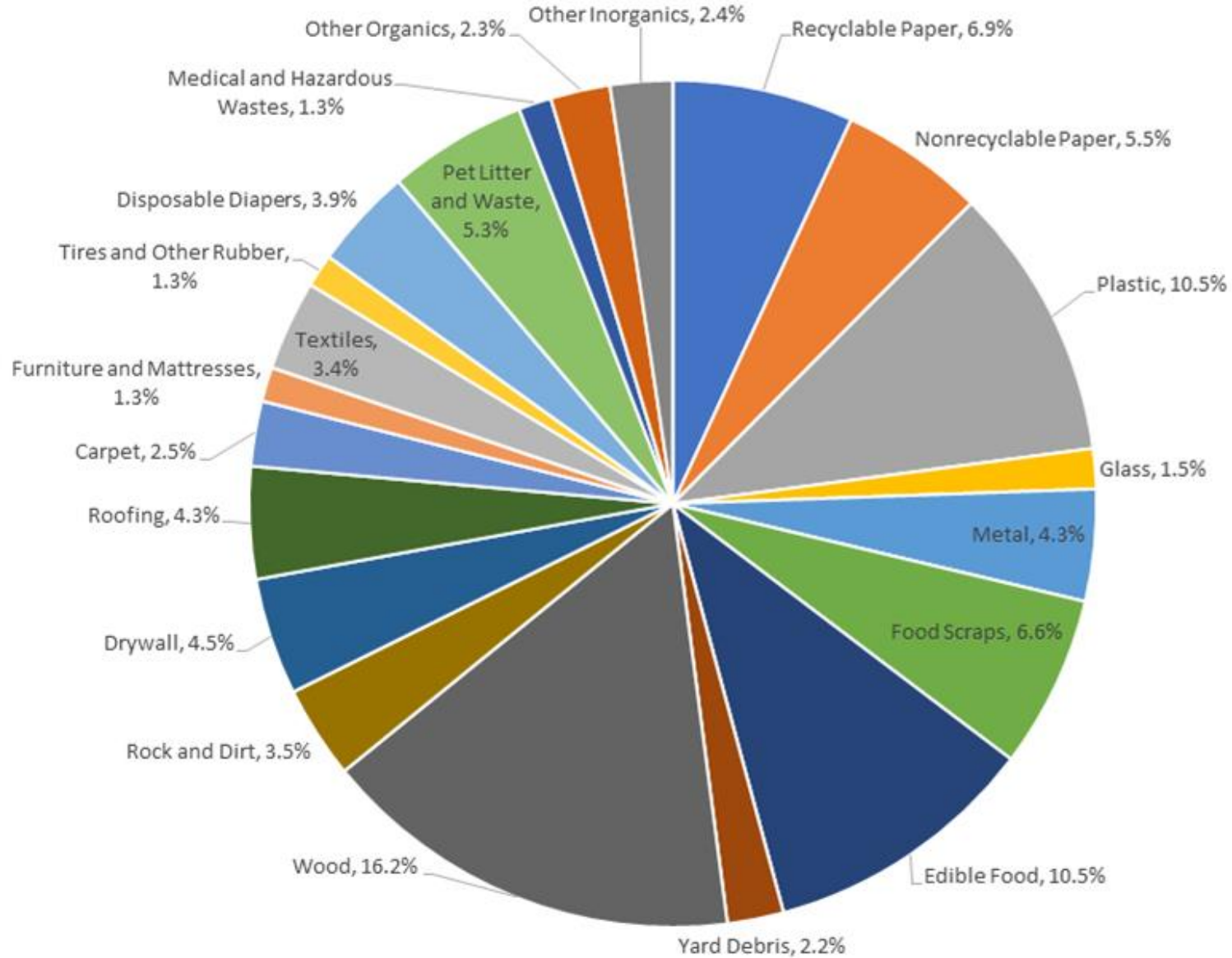
# YARD DEBRIS



# + FOOD SCRAPS



# WHAT'S IN OUR GARBAGE?



# RATES & SERVICE

**RIGHT SIZE YOUR GARBAGE CONTAINER** Choose the garbage container that fits your property's needs.

<b>20*</b>	<b>GALLON Roll Cart</b>	<b>35</b>	<b>GALLON Roll Cart</b>	<b>60</b>	<b>GALLON Roll Cart</b>	<b>90</b>	<b>GALLON Roll Cart</b>
<b>60</b>	<b>POUNDS Weight Limit</b>	<b>85</b>	<b>POUNDS Weight Limit</b>	<b>135</b>	<b>POUNDS Weight Limit</b>	<b>175</b>	<b>POUNDS Weight Limit</b>
Approximately <b>2</b>	<b>TALL Kitchen Bags</b>	Approximately <b>3</b>	<b>TALL Kitchen Bags</b>	Approximately <b>4</b>	<b>TALL Kitchen Bags</b>	Approximately <b>5</b>	<b>TALL Kitchen Bags</b>

1, 1½ and 2 yard garbage containers are also available.  
 \*Some 20-gallon service customers will receive a modified 35-gallon roll cart.

# RESIDENTIAL RENTALS LANDLORD RESPONSIBILITIES



# RULES & ENFORCEMENT



# DISPOSAL



# EDUCATIONAL MATERIALS

## Portland Curbsider

Bureau of Planning and Sustainability • Charlie Hales, Mayor • Susan Anderson, Director Summer 2014

**SHARE & REPAIR - NEW WAYS TO GET THE JOB DONE**

Do you have a list of projects that you plan to complete this summer? Check out one of Portland's many neighborhood tool lending libraries or Repair Café events. Portland is full of resources to help you borrow, rent or repair items instead of buying new — so you can save money and valuable resources.



**Garbage rates going down, again!**  
**80%** of residents will see their rates go down or stay the same. Every year, the City sets residential garbage, recycling and composting collection rates based on a thorough evaluation of what it costs to provide these services to residents. This year, rates for curbside collection service will decrease slightly or stay the same for about 80 percent of Portland customers. Portlanders are composting and recycling more, and garbage and recycling companies are more efficient. This is the second year in a row that Portland has lowered rates for most residents' garbage, recycling and compost collection. New rates can be found by calling your garbage and recycling company or at [www.portlandoregon.gov/bps/rates](http://www.portlandoregon.gov/bps/rates).

**Don't trash it! Repair it!**  
 Repair Cafés often include volunteers who can assist with garment and fabric mending, and bike, small appliance and electronic repair. Find out about the next scheduled Repair Café at [repairdx.org](http://repairdx.org).

**Repair Café events**  
 Repair Cafés are free community events where "fixers" come together with people who have broken items that need repair. Fixers are volunteers who like to fix things and work alongside attendees, so there is an opportunity to learn how to repair and maintain items.

**Tool lending libraries**  
 Did you know that the average power drill is used only 6 to 13 minutes in its lifetime? Borrowing tools is a smart and popular alternative, and it has never been easier in Portland. Just like it sounds, local tool libraries lend home and garden tools, large and small, to people who live in the neighborhood. Portland has four tool libraries where residents in Northeast, Southeast, North and parts of East Portland can access items to borrow through library memberships.

**PDX Skillshare** is a day of free classes, taught and organized by your neighbors. Learn new skills in a fun and informal setting.  
 Saturday, July 12  
 George Middle School  
 10000 N Burr Ave  
[www.pdxskillshare.org](http://www.pdxskillshare.org)

**Looking for more ways to be resourceful?**  
 Find ideas for making simple changes in everyday choices at [resourcefulpdx.com](http://resourcefulpdx.com).

**YOUR 2014-2015 GARBAGE COLLECTION SCHEDULE IS INSIDE**

### Basura

**Cajas de comida congelada**  
**Platos, vasos, cerámicas, focos incandescentes, floreros, espejos, vidrio de cuadros o ventanas**

**Bolsas de plástico**

**Contenedores de comida para llevar, vasos desechables**

**También en la basura:** Poliestireno, papel manchado de alimentos, servilletas, pañuelos de papel, alfombra, ropa, desechos de mascota y pañales. *Algunos artículos pueden ser llevados a un centro de colección para ser reciclados o reutilizados.*

### Reciclaje

**Botellas, envases y cubetas de plástico 6 onzas o más grande**

**Papel mixto y cartón**

**Metal**

**Guía de Reciclaje:** Todos estos artículos. Enjuáguelos. Si tiene alguna duda, no lo ponga.

### Vidrio

**Botellas y frascos de vidrio**  
 Ponga las botellas y los frascos de vidrio limpios en un contenedor para el vidrio. Enjuáguelos.

**Reduzca y Reutilice**

**¡Acciones sencillas suman!**  
 Reciclar es fantástico, pero ¿puede hacer más? Se acuerde llevar su propia taza para café, botella para agua o su bolsa de compras cuando sale de casa.

**Para información y ubicaciones acerca de donación, reciclaje o disposición visita [oregonmetro.gov/findarecycler](http://oregonmetro.gov/findarecycler) o llame a Metro Recycling Information Hotline al 503-234-3000.**

Sustainability & Solid Waste  
 503-557-6363  
[wasteinfo@clackamas.us](mailto:wasteinfo@clackamas.us)  
[clackamas.us/recycling](http://clackamas.us/recycling)



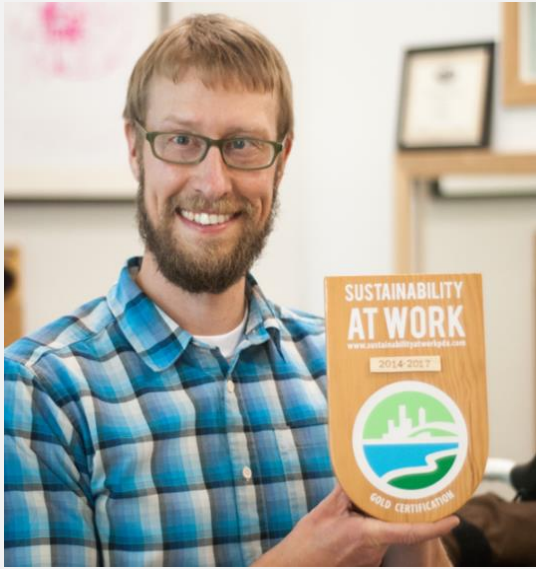
**WELCOME**  
 A GUIDE TO RESIDENTIAL GARBAGE, RECYCLING & COMPOSTING COLLECTION

ONLINE: [www.portlandoregon.gov/bps/carts](http://www.portlandoregon.gov/bps/carts)  
 HOTLINE: 503-823-7202  
 EMAIL: [wasteinfo@portlandoregon.gov](mailto:wasteinfo@portlandoregon.gov)





# ASSISTANCE



# MASTER RECYCLER VOLUNTEERS



# COMMUNITY ENGAGEMENT CONT.



# REGIONAL INITIATIVES



THANK YOU!



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# Food Waste Disposal Ban

IN CONSIDERATION OF RESOLUTION NO. 20-5067, FOR THE PURPOSE OF SETTING AN EFFECTIVE DATE OF JANUARY 31, 2025 FOR PROHIBITING THE LANDFILL DISPOSAL OF COMMERCIALY-DERIVED FOOD WASTE GENERATED WITHIN THE REGION.

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Date: January 6, 2020  
Department: Property & Environmental Services  
Meeting Date: January 21, 2020

Prepared by: Jennifer Erickson, 503-797-1647,  
jennifer.erickson@oregonmetro.gov

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**ISSUE STATEMENT**

The purpose of this resolution is to set an effective date for a commercial food waste disposal prohibition.

**ACTION REQUESTED**

Adopt Resolution No. 20-5067.

**IDENTIFIED POLICY OUTCOMES**

Resolution 20-5067 directs staff to develop Metro Code and administrative rule language to prohibit the disposal of commercially-derived food waste generated within the Metro region with an effective date of January 2025.

In a work session held on October 29, 2019, the Metro Council determined that it would be inadvisable to proceed with an Ordinance and Rule without an established disposal prohibition effective date that allows for appropriate stakeholder engagement and directed staff to move forward with developing Ordinance and Rule with an effective date of January 2025.

**POLICY QUESTION(S)**

- Should Metro enact a prohibition on the disposal of food waste generated by businesses in order to increase the recovery of food waste for beneficial use and decrease the negative climate impacts of disposal?
- If so, is January 31, 2025 Council's preferred effective date for implementing the prohibition?

**STAFF RECOMMENDATIONS**

Adopt Resolution No. 20-5067, with an effective date of January 31, 2025.

## STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Much like existing bans on the disposal of hazardous and electronic waste, the goal of a prohibition on the disposal of commercial food waste is to protect human health and the environment and to help educate generators about the proper management of solid waste. In addition, a disposal prohibition provides a firm backstop to the business food waste collection requirement—local governments can leverage the future ban in their efforts to assist businesses with implementing collection programs now. The implementation of a disposal prohibition also helps to meet Regional Waste Plan and larger climate goals.

Relationship to Metro’s Regional Waste Plan:

- **Goal 6:** Reduce product environmental impacts and waste through educational and behavioral practices related to prevention and better purchasing choices.
  - **Action 6.5:** Assist households and businesses in the adoption of practices that prevent the wasting of food and other high-impact materials
  
- **Goal 10:** Provide regionally consistent services for garbage, recyclables and other priority materials that meet the needs of all users.
  - **Action 10.1:** Provide comprehensive collection services and supporting education and assistance for source-separated recyclables, source separated food scraps and garbage, in compliance with state, regional and local requirements, including the Regional Service Standard, Business Recycling Requirement and Business Food Waste Requirement in Metro Code.
  
- **Goal 12:** Manage all garbage and recycling operations to reduce their nuisance, safety and environmental impacts on workers and the public.
  - **Action 12.6:** Regulate facilities accepting garbage, recycling, food scraps, yard debris and other solid waste generated from the region to advance progress toward achieving Regional Waste Plan goals.

Support for climate goals:

- Landfills are significant emitters of methane, and food scraps are a primary contributor to the production of methane in landfills.
- Currently, food represents the single largest component of the region’s disposed waste stream (18%).
- Methane is a very potent greenhouse gas—28 to 36 times that of CO<sub>2</sub> over a 100-year period.
- Methane emitted today lasts a decade on average, which is much less time than CO<sub>2</sub>, however methane absorbs much more energy than CO<sub>2</sub>. The net effect of the shorter lifetime and higher energy absorption is reflected in methane’s much higher global warming potential.
- Methane also accounts for some indirect effects; it is a precursor to ozone, and ozone is itself a potent greenhouse gas.
- The goal of collecting food scraps is to capture the environmental and economic benefits of turning that material into useful products, creating energy and



supporting agriculture while reducing the negative environmental impacts associated with disposal.

Reducing food waste is not just a local issue. Project Drawdown, a world-class research project that measures and models the 100 most substantive and achievable solutions that exist today to stop global warming and reach drawdown (the point when greenhouse gas levels in the atmosphere start to decline).

- Of the top 20 global solutions, eight are in the food sector.
- The third most impactful climate solution is to reduce food waste.

#### Legal Antecedents

- *Metro Ordinance No. 18-1418*
- *Metro Resolution No. 18-4864*

### **BACKGROUND**

In 2014, the Metro Council reviewed the region's current business food scraps recovery efforts and staff introduced potential paths forward to ensure that the region has a stable and sustainable food scraps transfer and processing system for the long term. At that time, the Council confirmed its desire to increase the region's recovery of food scraps and its wish to process those food scraps in or as close to the region as possible.

To address the goal of required food waste separation, the Metro Council adopted the Business Food Waste Requirement (Ordinance 18-1418) in July 2018 which requires city and county governments, which oversee the collection of garbage and recycling, to ensure that food scraps collection services are available to businesses in their communities.

Implementation is phased according to the following schedule:

- Beginning on March 31, 2020, businesses that create 1,000 pounds or more of food scraps (the equivalent of four 60-gallon roll carts) per week will be required to separate their food scraps for collection.
- Beginning on March 31, 2021, businesses that create 500 pounds or more of food scraps (the equivalent of two 60-gallon roll carts) per week will be required to separate their food scraps for collection.
- Beginning on Sept. 30, 2022, businesses that create 250 pounds or more of food scraps (the equivalent of one 60-gallon roll cart) per week, along with K-12 schools, will be required to separate their food scraps for collection.

Businesses that create less than 250 pounds of food scraps per week will not be required to separate their food scraps from their garbage, but they may do so voluntarily.

During the food scraps collection policy development process, the Council decided that implementation of a disposal prohibition was necessary to strengthen the region's business food waste collection policy. Local government partners supported this approach; a ban provides leverage in their efforts to assist businesses with implementing collection programs over the next 5 years. To that end, the Metro Council also adopted Resolution No.

18-4864 in July 2018 which directed staff to develop an ordinance prohibiting the landfill disposal of business food waste by December 2019. However, the December 2019 date did not allow sufficient time for a thorough public input and program development process. In addition, an effective date for the disposal prohibition had not yet been set by Council.

#### **ATTACHMENTS**

1. Ordinance No. 18-1418 For the Purpose of Amending Metro Code Chapter 5.10 to Establish a Business Food Waste Requirement
  2. Administrative Rule 5.10-4000 through 4085 Business Food Waste Requirement
  3. Resolution No. 18-4864 Requiring Metro Staff to Develop Policy, Ordinance and Rule that Prohibits the Landfill Disposal of Commercially-Derived Food Waste Generated in the Region
- Is legislation required for Council action?  Yes  No



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# Extended Producer Responsibility Policy Overview



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# Product Stewardship & Extended Producer Responsibility (EPR)



Regional Waste Advisory Committee  
Thursday, February 20, 2020

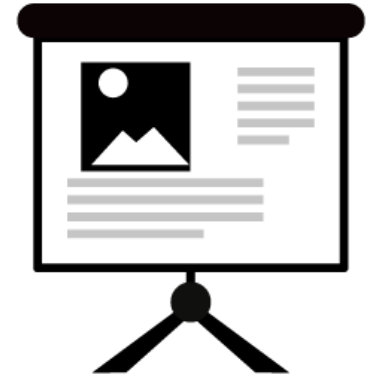
# Today's Presentation

Context

Background

What's on the horizon?

Questions and discussion



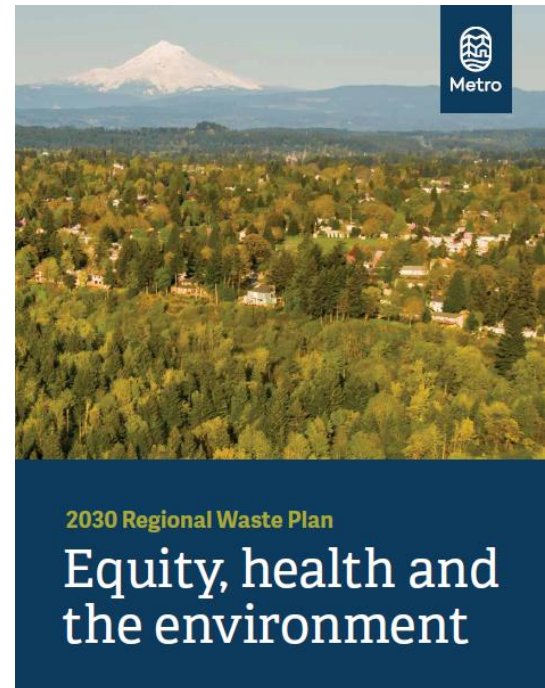
# What is EPR?

## Extended Producer Responsibility

“If you make it, you take it.”

Product stewardship and EPR are key strategies in Metro’s 2030 Regional Waste Plan:

*Reduce environmental and human health impacts of products and packaging. (goal 5, action 5.4)*



# Context for Today's Presentation

- Metro Council has directed staff to advocate for EPR for mattresses and paper and printed packaging at the state legislature.
- Oregon DEQ discussions about how to modernize the state's recycling system includes EPR scenarios.
- National discussions about EPR underway with legislation for containers and packaging introduced
- Plastics – ocean pollution, litter, single use items – EPR looked at as potential solution.

# Origins of Producer Responsibility

- “Waste management” historically a local responsibility.
- But the problems with what are produced and consumed have national, even global dimensions.
- And how can local governments be held responsible if they can’t influence what’s forced on them?



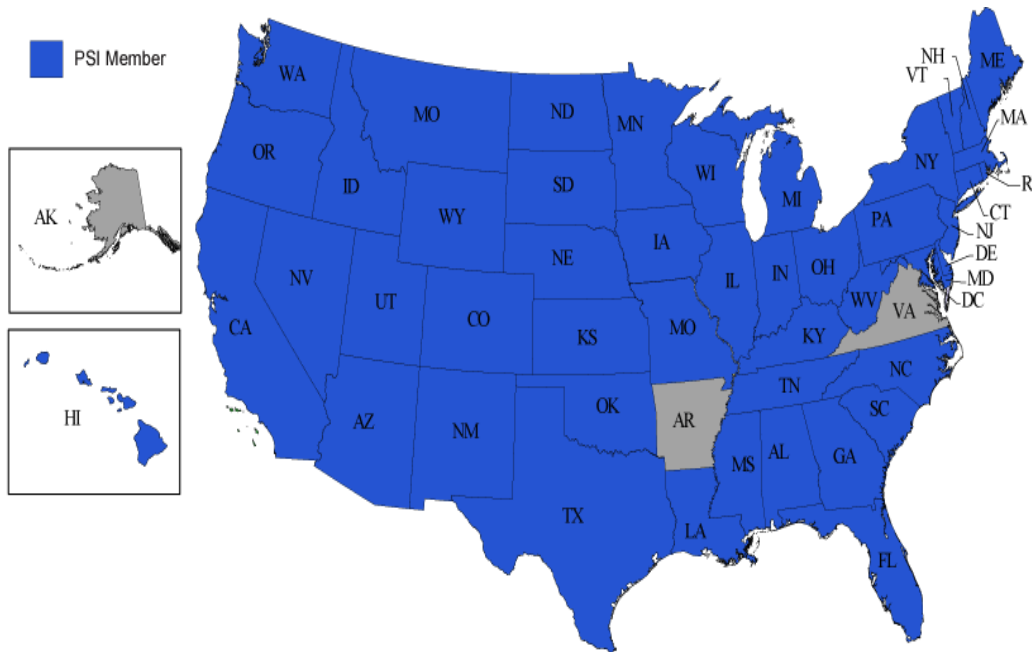
# Origins of Producer Responsibility

- Recognition that Producers - not just local communities - need to take responsibility
  - Can be traced to UN principle “Polluter Pays”
- EPR took hold in the 1990’s - first in Europe, then in Canada
  - German “Green Dot” the pioneering effort
- In the US, some very early precursors (1971 Oregon Bottle Bill) but much push back (“product stewardship”)

# Basic Concepts & Terminology

- *Product stewardship* – voluntary efforts by producers to reduce the health and environmental impacts across a product's life cycle
- *Extended Producer Responsibility (EPR)* legislation that, at a minimum, requires producers be responsible for the end-of life of that product and its packaging

# Product Stewardship Institute (PSI)



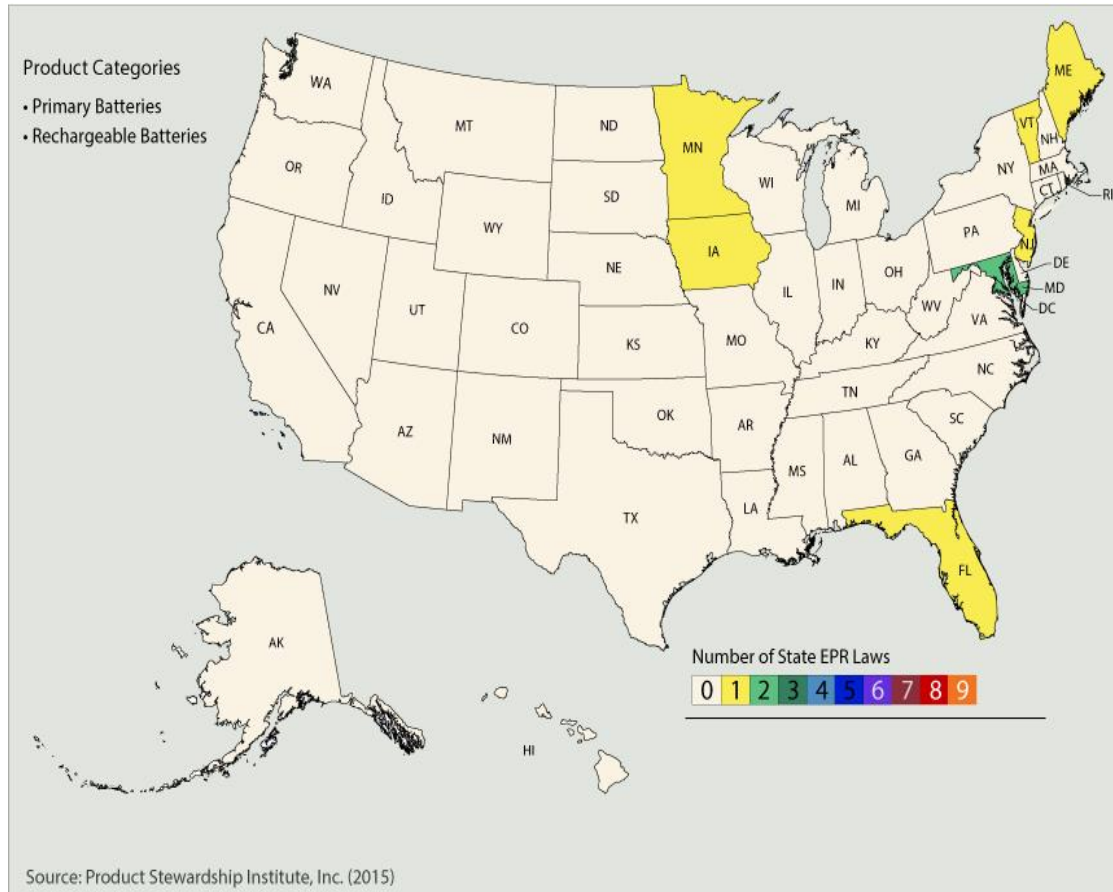
***Building the capacity for product stewardship and EPR in the U.S. to reduce the health & environmental impacts of products across their lifecycle since 2000***

- Members
- Partners
- Advisory council
- State product stewardship councils (PSCs)
- 20+ products

# Two Related Features of EPR Policy

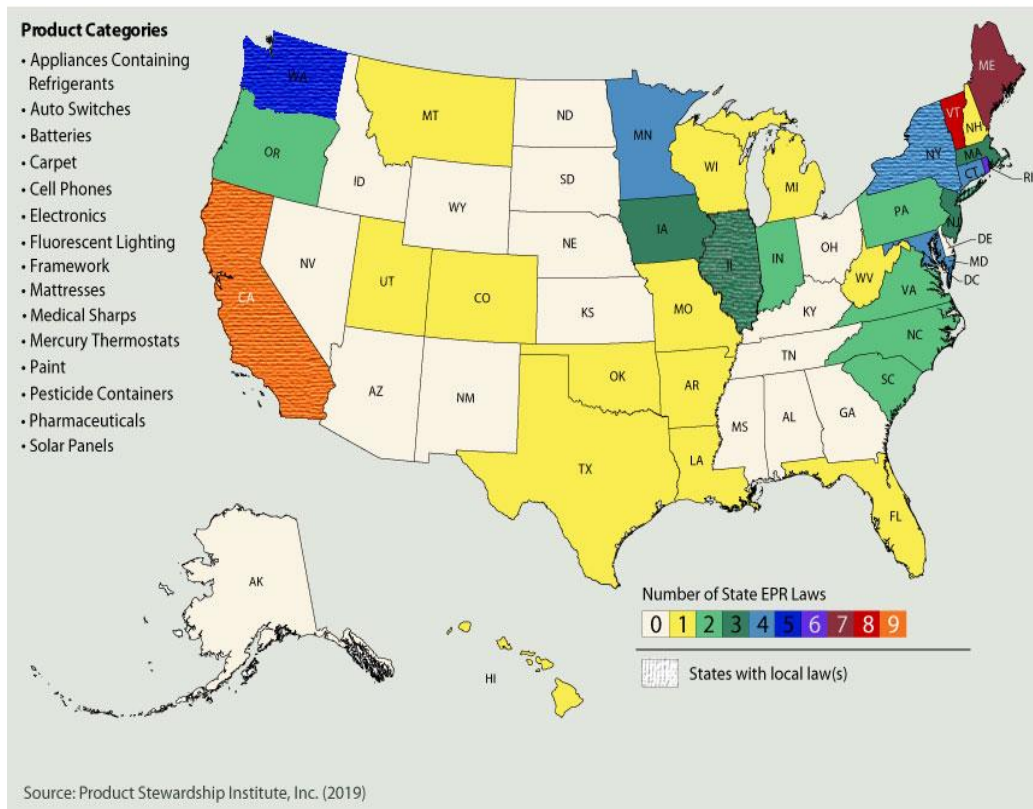
- (1) shifting financial and management responsibility, with government oversight, upstream to the producer and away from the public sector; and*
- (2) providing **incentives** to producers to incorporate environmental considerations into the design of their products and packaging.*

# u.s. epr laws 2000



# u.s. epr laws now

**118 epr laws**  
14 products  
33 states +  
d.c.



*\*while bottle bills are highly effective at recovering beverage containers, this does not include the 10 state bottle bills in the U.S. due to the different ways the policies shift responsibility to producers.*

# Product roll out in US

- *Household batteries (pre-2000)*
- Electronics
- Paint
- Thermostats/Lamps – mercury
- Pharmaceuticals
- Mattresses
- Others...

# U.S. EPR Laws

(partial list)

3



5



9



10



1 state,  
9 local

11



13



24



28



5 state,  
23 local

## 118\* epr laws

14 products  
33 states + d.c.

*\*while bottle bills are highly effective at recovering beverage containers, this does not include the 10 state bottle bills in the U.S. due to the different ways the policies shift responsibility to producers.*



# why is epr growing

## in the u.s. and globally

- ground has been plowed
- it works:
  - sustainable financing (\$\$\$ savings)
  - education and infrastructure (convenience)
  - increased recovery, reuse, and recycling
  - jobs
  - improved efficiency
  - better products (fewer lifecycle impacts)



# key elements

## of product stewardship systems

1. **legislation:** levels the playing field
2. **producers** responsible for financing (and managing) programs
3. **stewardship organization(s)** manage program
4. **performance** goals/convenience standards
5. **government oversight** of industry's plan

# elements of **effective epr laws**

- scope of products
- producer/responsible party
- funding mechanism
- stewardship organization
- stewardship plan contents
- incentive payments
- outreach/education
- performance standards

- convenience standards
- penalties for violation
- administrative fees
- antitrust
- audit requirements
- reporting requirements
- implementation schedule
- disposal ban
- state procurement

# Product Stewardship & EPR in Oregon

- Voluntary Programs (US)

  - Batteries





  - Carpet



- Legislated (OR) - Bottle Bill, E-scrap, Paint



Owned and Operated by  
Oregon Beverage Distributors



**BottleDrop**<sup>®</sup>  
Oregon Redemption Center



**oregon**  
**E-CYCLES**  
oregonecycles.org



# Product Stewardship & EPR In Oregon

- *Oregon* Legislation

Passed: Drug Take-Back (2019)

Proposed:

Mattresses (2020)

HHW (2021)



# Bottle Bill 1971, 2007, 2011



- Reaction to “no deposit no return” culture; emerging Oregon ethos – *Beach Bill (1967)*
- Difficult to change but successful reform
  - Most containers; deposit raised to 10 cents; new redemption centers - services;
- ***Industry run***
- Quality materials
- Refillables!



# Oregon E-Cycles 2007, 2011



- Limited pre-existing services – some local communities were stepping up – Metro was looking at \$1 million a year in costs
- OR and WA first true US EPR for e-waste
- About 300 collection sites & 25 million pounds per year processed
- Limited to TVs, computers, printers & peripherals

# Oregon PaintCare 2009, 2013



- Since before 1990, Oregon national leaders in HHW services – paint nearly half of what’s received
- PSI led national dialogue – Oregon first to pass bill
- Over 175 collection sites. 800,000 gallons collected (2017)
- MetroPaint – saves Metro \$1 million/year



# Mattress EPR Bill – HB 1564 2020

*The mattress stewardship program will: create jobs; recover materials that can be recycled into new products; and divert mattresses from solid waste facilities, where they are difficult and dangerous to manage.*

- Up to 85 percent of a typical mattress is recyclable. Over 570,000 disposed of each year
- Legislated programs in 3 other states – Conn., Rhode Island, California
- Equity: bill looks to how to provide best service for low income and multifamily residents



# Concluding Observations

- Local communities play critical role
  - Stewardship programs build on local accomplishments in *infrastructure, education*
- Producers - not just local communities - need to take responsibility
  - EPR is a market-based approach whereby the life-cycle costs of a product are internalized into its price rather than being forced onto the general public.

# Questions & Discussion

- Any questions about EPR in general or any specific EPR product legislation?
- Any additional information would you might find useful and wish to hear about?

# Pam Peck

Policy and compliance program director

# Scott Klag

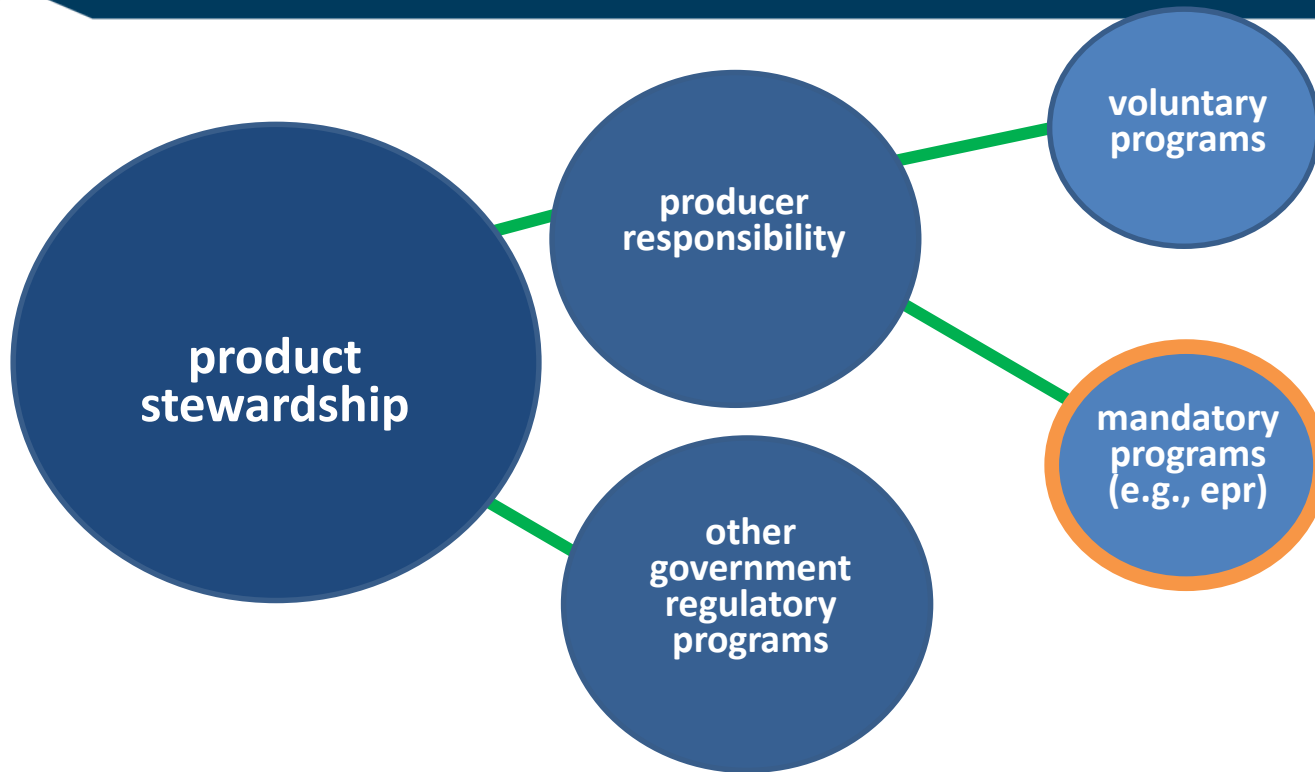
Senior Planner



Arts and events  
Garbage and recycling  
Land and transportation  
Oregon Zoo  
Parks and nature

**[oregonmetro.gov](http://oregonmetro.gov)**

# product stewardship vs. epr



# Key elements - Oregon EPR

	<b>Oregon E-cycles</b>	<b>PaintCare</b>	<b>Drug Take-Back</b>	<b>HHW <i>proposed</i></b>	<b>Mattresses <i>proposed</i></b>
<b>Product Scope</b>	Computers, TV – printers & peripherals added	All architectural paint	Both prescription & over the counter	High Hazard Products	All with some exceptions
<b>PRO structure</b>	Multiple	Single	Single	TBD	Single
<b>Sustainable Financing</b>	Cost internalization	Eco-fee	Cost internalization	Cost internalization	Eco-fee
<b>Convenience standard</b>	Sites per population	Sites per population	Sites per population	Status quo plus	Sites per population
<b>Sound EOL management concerns</b>	High	Moderate	High	High	Low-moderate
<b>Integration w\ existing systems</b>	Moderate	High	Low (new system)	Very high	Moderate



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# Regional Waste Advisory Committee

## *Equity, health and the environment*

February 20, 2020