

CITY OF PORTLAND

Office of Sustainable Development

**Solid Waste Management Plan
Stakeholder Working Groups**

Report and Recommendations

January 2007

Participants¹

Residential Working Group

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Commercial Working Group

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David McMahon	Dan Yates
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The Office of Commissioner Saltzman wishes to thank the citizens and City employees who volunteered so much of their time to participate in this effort.

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Report submitted by the facilitator on behalf of the Residential, Commercial, and City Operations Working Groups and C&D Recycling and Salvage meeting participants.

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INTRODUCTION

In August 2006 the City of Portland Office of Sustainable Development (OSD) convened four stakeholder groups to explore changes to the programs, policies, and regulatory framework for garbage and recycling services in Portland. ***The goal of each of the four groups was to produce a set of recommendations for meeting City goals for increased recycling, reduced solid waste, and collateral sustainability, emissions, noise reduction, and worker safety outcomes, to be incorporated into a new Solid Waste Management Plan for the city.*** The resolution that established those goals, and that directed OSD to produce a new Solid Waste Management Plan with broad stakeholder input, is attached as Addendum A to this report.

The four stakeholder groups convened for this purpose were:

- Commercial Stakeholders
- Residential Stakeholders
- City Operations Stakeholders
- Construction and Demolition Waste (C&D) Stakeholders

The Residential and City Operations groups met six times, the Commercial group met seven times, and the C&D group met once between August 2006 and January 2007. At the first meeting of each group, Commissioner Dan Saltzman welcomed group members and outlined their charter. OSD staff presented an overview of some of the issues and challenges to meeting the city's new recycling and solid waste reduction goals. Subsequent meetings were dedicated to group discussion, deliberations, and recommendations.

The following report contains a summary of the key issues discussed, and resulting recommendations from each of the stakeholder groups. During the next steps in this process, these recommendations will be subject to technical and feasibility review and refinement by staff at OSD, and submitted to City Council, for consideration and adoption².

² In the case of the Commercial Group, a feasibility analysis was conducted within the timeframe of this process. Commercial Group members' reaction to the analysis is included in the Commercial Group section of this report.

RESIDENTIAL STAKEHOLDER WORKING GROUP

Residential Stakeholders

The Residential Stakeholder Working Group was comprised of representatives of the recycling/waste reduction advocacy community, consumers, neighborhoods, haulers and processors. David Brook, Willie Brown, Sattie Clark, Dean Kampfer, Jeff Murray, Jeanne Roy, Theresa Smith, and Bob Welch participated as group members.

The group met six times between August 2nd and October 4th 2006.

Hauling services are currently franchised within the residential sector. Within that framework the group examined a broad range of options for meeting the city's solid waste reduction and recycling goals. The options discussed are inventoried in the table attached to the Residential Stakeholder Working Group notes from September 27th 2006, in Addendum B of this document.

Key Topics and Themes

Some key questions on which diverse points of view were explored and deliberated throughout the discussions included:

- The value of source separation vs. commingling of recycled material.
- The pros and cons of bins vs. roll carts.
- The value of hauler participation in educating their customers about proper recycling methods "at the curbside", vs. the burden that customer education places on haulers from efficiency and customer-relations perspectives.
- The value of an incentive-based approach vs. a regulatory approach to changing public behavior regarding waste reduction and recycling.
- The degree, and the rate at which, retailers should be required to adopt recyclable packaging and labeling of non-recyclables.

Residential Stakeholder Group Recommendations

The following suite of recommendations was adopted by the group:

- **Adopt food waste collection, composted with yard debris. Increase yard debris to weekly collection, in conjunction with collection of organics.**
A program approach could be used to publicize and promote this initiative, which might include features such as "neighborhood event composting". This recommendation requires adoption of roll carts for this purpose.
- **When the city moves to weekly yard debris/organics collection, concurrently move to every-other-week trash collection.**
- Do outreach to the public prior to adoption of this recommendation to determine if every-other-week trash pick-up is acceptable to citizens.

- **Recognize that public education is the critical success factor.**
An investment must be made in multi-faceted communication with the public about new recycling goals and methods for achieving them. “One size” outreach will not fit all; for instance under-represented groups will need outreach efforts specific to their needs and interests.
 - **Initiate a sticker program** that says “No recyclables in this can!” As food waste collection is implemented this can be expanded to include: “No recyclables or compostables in this can.”
 - **Implement and maintain a central website for re-use and recycle.**
 - **Recognize that education is the key to waste reduction.** Education targets should include packaging, junk mail, and other items that put a significant volume of material into the waste stream.

- **Continue recycling events such as Master Recycler and Plastics Round-Up, and develop other special collection events.**
The City should support collection events for recyclables that cannot be recycled at curbside.

- **Lead the lobby for an expanded bottle bill.**
Increase the value of returnable bottles. Include, at minimum, water and juice bottles.

- **Establish consumer incentives to decrease garbage. A system of incentives should include:**
 - Increased differential between large and small cans.
 - Increased public education about less-than-weekly garbage collection options.

- **Establish retailer incentives and requirements for recyclability. A system of retailer incentives and requirements should include a program requiring retailers to identify (“sticker”) non-recyclable packaging. Other program elements could include:**
 - Product stewardship initiatives. (An example was provided of paint stores taking back used paint cans.)
 - A public outreach and communication program that frames recyclable packaging requirements as an “extension of the Styrofoam ban”.
 - A surcharge on non-recyclable packaging, which can be phased in at a later point after the sticker program is established.

Establish roll carts for recycling³.

Roll carts meet the ease-of-use needs of consumers, and remove barriers to recycling to those who are physically impaired. Commingling has been adopted by the public and haulers. Processors have invested in the equipment required to sort commingled materials, and prefer roll carts because of the dryness of the material. Roll carts also eliminate some of the worker safety issues posed by bins.

³ This recommendation to establish roll carts for recycling was not unanimously supported. A position paper was submitted outlining objections to adoption of roll carts for recycling. That paper, and all position papers submitted by participants in this process, is attached as an addendum to this document. Summary points from that paper, as well as the factors favoring roll carts, are outlined in the Residential Group notes from October 4th, 2006.

- **Establish incentives and/or requirements for waste reduction strategies and goals in hauler franchise agreements.**
Agreements could also include improved customer service performance standards.
 - **Establish reasonable expectations for haulers to participate as educators.** Active feedback to customers is essential to goal achievement.
- **Make compostable food take-out containers mandatory.**
Phase-in a program, over a reasonable period, that is compatible with area processors.
- **Support existing, and phase in new, initiatives to transition to alternative fuels and new fuel technology that will meet the sustainability goals of the resolution.**

COMMERCIAL STAKEHOLDER WORKING GROUP

Commercial Stakeholders

The Commercial Stakeholder Working Group was comprised of representatives of business sectors, the recycling/waste reduction advocacy community, and haulers. Katy Daily, Brian Heiberg, Dennis Hopwood, David McMahon, Adam Milne, Peter Schoomaker, Tom Shimota, Jim Wiard, and Dan Yates participated as members of the group.

The group met seven times between August 3rd 2006 and January 30th 2007.

Portland's commercial garbage and recycling system, unlike most other cities and counties in the metropolitan region, operates within free market conditions. While the free market system offers the advantages of consumer choice and competitive pricing, it also presents challenges for improving waste reduction and recycling performance and mitigating noise and pollution impacts. The group examined a broad range of options and models for addressing these challenges and meeting the city's solid waste reduction and recycling goals. The full range of options discussed is documented in the Commercial Stakeholder Working Group notes that are attached in Addendum C of this document.

Key Topics and Themes

The key question on which diverse points of view were explored and deliberated throughout the discussions was the value of the current free-market system vs. the value of a regulated system. Values associated with the current system included consumer choice, and downward price pressure. Values associated with a regulated system included incentives for waste reduction/recycling; rate equity; reduced noise, fuel emissions and road congestion; and improved worker safety.

Commercial Stakeholder Group Principles and Initial Recommendations

The Commercial Stakeholder Group first hammered out a suite of principles; then crafted and adopted the initially-recommended approach based on those principles.

Guiding Principles

- Some rate-setting will be required in order to achieve goals and provide a fair playing field for haulers. Rates should reflect true cost of service. The rate structure could have a floor, and caps on increases.
- A system based on set rates must be accompanied by greater efficiencies. Imposing a rate structure on the current system would provide no downward pressure upon rates.
- Revenues from garbage and recycling should be dedicated solely to that purpose and be restricted from being diverted to any other purposes.
- When practical to do so, concepts (including rates) should be phased in over time or rolled out to limited areas in order to assess cost impacts and the impact on the recycling experience, and reduce "rate shock".

- Small business can be included in residential service when it makes sense from an overall efficiency standpoint.
- Hauler and consumer incentives should be included. Incentives could include (haulers) a rebate for per-ton recycling, or increased tip fees, or (consumers) discounted rates for food waste or higher disposal rates.
- All customers and tenants should have the same services available.
- Food waste collection is necessary if City recycling goals are to be met, but may need to be phased in, and/or extended to commercial service as it is included in residential service.
- Existing haulers should be treated equitably under any new system framework.
- A dispute resolution forum should be included in any new system framework.
- Disposal prohibitions may be required. Examples of potential prohibitions could be food waste and e-waste.

Recommended approach based on the guiding principles (Initial recommendation)

The group adopted the following recommendations, to be implemented in accordance with the principles outlined above.

- **Implement a rate structure.**
Base rates on cost of service. Include both a rate floor and a cap on rate increases. Rate implementation must be accompanied by operating efficiencies to create downward rate pressure.
- **Create multiple-hauler zones.**
Divide the city into zones, the number of which is to be determined based on further analysis. Assign multiple haulers to each zone so that consumer choice is retained.
- **Establish a transition period to provide order and ease of use for the customer during the transition to the zone system.**
Establish a transition period during which customers are assigned to a hauler. After the transition period consumers may select from among all haulers assigned to their zone.
- **Limit roll-out of new services to the funds available and rate increase allowable under the cap.**
- **Phase small businesses within residential land use designations into a residential service.**

At their sixth meeting on October 26th 2006, the group came to consensus on a proposed approach, in an effort to balance these disparate values and to achieve greater efficiencies and economies in the collection system. On January 30th, 2007, the group was briefed on the results of an independent analysis of the proposal. This analysis did not demonstrate significant cost or efficiency savings from the proposed approach, and postulated that it might be less efficient and cost effective than the current system.

In light of the analysis, the majority of group members agreed that the proposal should be retracted, unless forwarded as a pilot approach only. The hauler representatives

expressed doubts about the accuracy of the analysis, and reiterated their support for the original proposal.

Subsequent Recommendations

After receiving the results of a cost and efficiency analysis of the proposed approach, group members made the following comments and recommendations.

Five members of the group recommended continuing with a market-based approach, including:

- ***Unbundle the goals.*** Attempting to meet all of the goals, including reduced solid waste, increased recycling, improved safety, and decreased noise, air quality, and other vehicle-miles-traveled impacts contributed to the difficulty of crafting solutions.
- ***Identify feasible approaches and create pilot projects to test for effectiveness.***
- ***Implement a system of incentives and disincentives.*** Increase tipping fees⁴ and use the resulting income to fund incentives, education and outreach.
- ***Involve the business sector and make them part of the solution.*** Consider a Business Solid Waste Reduction Task Group.
- ***Conduct cost/benefit analysis on potential solutions prior to convening another study group*** so that the approaches considered are vetted in advance for viability, from efficiency and economic standpoints.
- ***Establish requirements to meet a goal over a number of years.*** Target factors with the most potential for impact, such as food waste reduction.

One member did not recommend an approach, but ***indicated lack of confidence that a market-based approach alone could support City goals.***

Two members of the group recommended support for the initial proposal, including:

- ***The existing system is market-driven, but waste reduction and recycling efforts have stalled well short of the City goals.***
- ***A tipping fee increase in the range of 20% could work but would impact some customers disproportionately.*** The current system unfairly burdens small business.
- ***Retain the Commercial Working Group's initial proposal, or identify an alternative approach that retains the following features:***
 - Rate-setting based on true cost of recycling service;
 - Geographically contiguous assignment of territories;
 - Elimination of disincentives to waste reduction and recycling.

⁴ A 10% increase was offered as an example.

CITY OPERATIONS WORKING GROUP

City Operations Stakeholders

The focus of the City Operations Working Group was confined to sustainable solid waste and recycling practices, policies and programs within the City organization. The group was comprised of representatives from key functions within City operations and administration including property maintenance, purchasing, sustainable development, bureau representatives, and external experts from other jurisdictions and the private sector. Brian Alcid, Molly Chidsey, Pete Chism, Michele Crim, Stacey Foreman, Marni Glick, Jill Jacobsen, Bob Kieta, Lydia Kowalski, Pamela Brody-Heine participated as group members.

The group met six times between August 2nd and December 7th, 2006.

Hauling services are currently obtained via contract with multiple haulers, who service a highly decentralized City system in which recycling and solid waste management practices and procedures vary from location to location. The City is currently in the process of putting out a Request for Proposals to consolidate the garbage and recycling services for city facilities. The group examined options for system-wide change as well as options for specific policies and approaches. The range of options discussed is documented in the City Operations Working Group notes that are attached in Addendum D of this document.

Key Topics and Themes

Some key questions explored and deliberated throughout the discussions included:

- Strategies for using the RFP process as an opportunity to improve recycling and solid waste practices at the City, achieve goals, and to change the overall concept of “waste hauler” to “waste manager”.
- Incentives, for haulers and for bureaus.
- Identification of sustainable practices that are supportive of the City’s recycling and solid waste reduction goals, and are acceptable to employees.
- Degree to which recycling and solid waste practices and procedures should be standardized throughout the City while also addressing facility-specific needs.
- Means of educating employees about City recycling and solid waste reduction policies, practices and procedures.
- Means of collecting difficult-to-recycle items.
- Implementation of “sustainable purchasing” policies and practices, as strategies for overall waste reduction.
- Use of solid waste sort data to target materials that significantly contribute to non-recovered waste.
- Degree to which City-owned/leased arena and golf course facilities should be required to comply with City practices for recycling and solid waste reduction.

City Operations Stakeholder Group Recommendations

The following suite of recommendations was adopted by the group. The first four recommendations are listed in order of priority.

➤ **Educate employees via a consistent approach, that goes out to all areas of the City, that stresses and cultivates employee “ownership of their own trash.”**

Features of the education program should include:

- Inclusion of City solid waste and recycling policy, procedures and practices in new-hire orientation.
- Handouts and instructions to educate employees and support the program.
- Education of P-Card holders, and any other employees who make purchases in their role at the City, about “green” purchasing tools and opportunities.
- An educational DVD about solid waste reduction and recycling.
- Leadership, by word and example, from City Council, and a clear message from Council to employees about expectations.

➤ **Optimize existing systems.**

Solid waste management and recycling systems should be standardized throughout the City, including standard signage and symbols/colors that are the same in all City facilities. It may be necessary to have some variation between systems for offices and yards, but the goal should be to achieve as much uniformity as possible.

- When reconfiguring systems, consider new practices that support recycling and solid waste reduction, for example, conduct a test of smaller deskside trashcans and/or centralized trash containers in combination with deskside recycling collection. Conduct pre-and-post measurements and evaluate results. If the results are positive, consider City-wide roll-out.

➤ **Provide staff resources to coordinate and implement programs for the City as a whole.**

Resources will be needed for staff training, system standardization, technical assistance, data management and contract oversight. The City should look at the County's model (and others) to see what might work well. Given the decentralization of facilities management (divided between OMF, Parks, Fire, etc.), the City would likely require at least 1 FTE dedicated to these functions.

- *(It was noted that the City should analyze existing resources, most of which are increments of an FTE that are dedicated to this endeavor now).*

➤ **Initiate a food waste program.**

Getting food waste and food-soiled paper out of the waste stream is necessary to achieving the City's goals. The program should begin at a pilot scale, with a plan for roll out to the entire City organization.

- The City may have to invest in containers, and other tools to support the program.
- The hauler RFP should include future collection of food waste and food-soiled paper.
- Develop the program, via signage and education, so that it supports compostable packaging.⁵

⁵ Although it is outside the purview of this group, support was expressed for the recommendation from the Residential stakeholder group requiring that all take-out food packaging be compostable.

- **Solid waste sorts have indicated that all facilities are commingling. This should be continued.**
Commingling is easier; standardization makes employee education easier; and it is similar to the residential system people are most accustomed to.
- **Include yard debris collection in the waste manager/hauler RFP.**
- **Address toxics and “special collection” items.**
Identify opportunities stemming from the waste sort.
- **Promote waste prevention through sustainable purchasing practices.**
Specific actions should include:
 - Set an expectation that vendors will reduce packaging. (*Strategies for accomplishing this will vary based on the size of the purchase.*)
 - Look for and support opportunities to create and participate in “green” catalog purchases.
 - Continue and expand producer take-back requirements.
 - Support education efforts already under way for education of P-Card holders and other employees who make purchases in their role at the City. (*Example: pocket cards with the “Top 5 things to consider” for sustainable purchasing.*)
 - Provide opportunities for vendors to showcase sustainable products. (*Example: “Green Team” vendor fairs that have been held in the past.*)
 - Require annual contracts to include data collection on sustainable purchasing performance for the purpose of:
 - Measuring performance.
 - Providing feedback and education for employees.
 - Ask employees to buy only what they need.
 - Encourage use of the web bulletin board for re-use items. Enhance the bulletin board to include postings for item givers and seekers.
- **Phase out multifold paper towels in favor of a sustainable alternative.**
- **Explore options for diverting animal waste from the landfill.**
The City should explore what other jurisdictions are doing and explore potential partnerships for diversion and processing of animal waste.
- **Establish plans for City-owned/leased stadium (PGE Park and Portland International Raceway) and golf course facilities.**
Plans must be economically feasible from a cost/ benefit aspect. Best practices from other facilities would be a good starting point from which to plan improvement. City staff consulting support should be offered to assist in the development of the plans.
- **Establish a cross-bureau team to support the recommendations that are adopted.**

CONSTRUCTION AND DEMOLITION STAKEHOLDER WORKING GROUP

Construction and Demolition (C&D) Stakeholders

The C&D Stakeholder Working Group was comprised of representatives of the construction, demolition, and recycling & salvage industries. Alisa Kane, Shane Endicott, Gina Franzosa, Leanne Mears, Ken Scholes, Jean-Pierre Veillet and Glen Zimmerman participated as group members.

The group met once on January 9th, 2007. The notes from this meeting are included in Addendum E of this document.

Key Topics and Themes

Some key issues explored and discussed at the C&D meeting included:

- Aligning City policies and practices, internally and with other jurisdictions e.g. Metro, to support and ease the process of recycling and salvage on construction and demolition projects.
- Emphasizing education, incentives, recognition and ease-of-use over regulation (although some requirements, such as for mandatory deconstruct and salvage on all projects, were contemplated and endorsed by the group).
- The need for City leadership on complex issues such as toxics disposal.

C&D Group Recommendations

Numerous opportunities to increase and improve recycling and salvage at demolition and construction sites were identified by the group, a full inventory of which is contained in the C&D Group meeting notes, in Addendum E of this document. The following recommendations were identified by the group as being the most significant with regard to the City's recycling and waste reduction goals.

Recycling Recommendations

- **Ease parking restrictions on collection boxes/ trucks/ Suburban-type vehicles downtown.**
Parking restrictions are a particular disincentive for collection of small volumes, which are already viewed as too hard to recycle and not cost effective. Other difficulties include the situation in which a contractor pays for a No Parking zone, and someone parks there. In that case the contractor must still pay for the zone and also pay for the tow.
- **Allow more Metro facilities to take mixed loads, as all source separation is probably not doable.**

- **Offer more curbside collection resources, including more dumpster availability, especially in the summer.**

This could increase source separation of items such as boxes, metal waste, and other leftover material. Ease of use and accessibility can also be enhanced by printing the area franchise phone number on permits.

- **Implement mandatory MRFlng.**

Salvage Recommendations

- **Have a faster track for deconstruction permits.**

- **Create mandatory deconstruct/salvage requirements for all projects.**

This could be initiated on public (City) projects. Clark County and PDC are examples.

- **Expand the Metro toolkit to include surrounding areas and update regularly to reflect market change.**

- **Simplify.**

Base strategies and program elements on the principle that people want to act responsibly.

- **Create an incentive for deconstruction.**

This could be done through permitting. An incentive could offset the additional expense of demolition, and could be implemented in addition to the tax-deductible receipt. Since not all can benefit from the tax deduction, a permit-based incentive would apply more broadly.

- **Create rewards and recognition for participating companies.**

Such recognition now is limited to architects. Recognition that is publicized through newspapers and events would provide incentive and encouragement in the development and deconstruction sides of the business, and would also serve to educate the public.