



## Recycling System Steering Committee Meeting Summary

March 15, 2019

10am - 3pm

DEQ Headquarters

### ACTION ITEMS:

ACTION	BY WHOM?	BY WHEN?
• Peter Spendelow's final report circulated to SC members (from January action items)	DEQ	As available
• Draft meeting summary to SC members	OC	3/21
• Edits/refinements to meeting summary provided to OC.	ALL	3/28
• Share PSU's economic analysis of recycling system in Metro area.	Pam Peck	
• Develop Oregon Recycling system goals poster for each SC meeting.	Brian Stafki, DEQ	Next SC meeting
• Revise Functions document based on SC input.	Brian Stafki, DEQ	3/22
• Develop additional map layers to current recycling system and develop poster for future meetings.	Justin Gast, DEQ	Next SC meeting
• Connect with members not in attendance to seek approval on Functions and Subcommittee Guidelines documents.	OC/DEQ	Next SC meeting

### Meeting Attendees:

Steering Committee Members: Sarah Grimm, Nicole Janssen, Scott Keller, Laura Leebrick, Kristan Mitchell, Jeff Murray, Pam Peck, Loretta Pickerell, Amy Roth, Timm Schimke, Jay Simmons, Vinod Singh, Matt Stern, and Bruce Walker.

Facilitation Team: Robin Harkless and Amy Delahanty

DEQ Staff: Abby Boudouris, Justin Gast, Susan Mills, Peter Spendelow, Brian Stafki, and Abbey Waterman, Lydia Emer.

### MEETING SUMMARY:

#### Welcome and Agenda Review

Facilitator Robin Harkless, Oregon Consensus (OC), welcomed the group and members provided brief introductions. Robin then reviewed the meeting agenda and purpose, which were to 1.) determine desired high-level functions of Oregon's future legal and relational framework — such as



state and local laws, public/private partnerships, etc.; and 2.) set a path forward for information gathering on other model frameworks or components which might be applicable to Oregon to optimize the system.

Robin noted DEQ gathered and synthesized a list of high level functions derived from previous SC meetings, the 2050 vision, and other conversations into the proposed document. Robin stated the SC will look to affirm those written high level functions and OC will make sure to capture any points of divergence that come up through the conversation. She noted the list of functions would later evolved into a set of criteria and tip out to future research to look into various models (or model components) that could be used for Oregon's recycling system.

**Work Plan.** Brian Stafki (DEQ) provided a brief overview of the revised work plan. The updated version includes additional details regarding research timelines, goals and outcomes. The work plan is meant to be a tool to assist the SC to stay on track and capture progress and timelines may shift depending on the evolution of the process. The SC meetings will continue to serve as the anchor points to track key milestones the group is trying to achieve. Brian highlighted most of the work will be done in subcommittees in order to complete this initial phase within the projected time frame (October 2019). It's anticipated the SC will develop whole system design implementation plans starting November 2019-June 2020. And finally, Brian noted the work plan is a working document, and timelines, milestones, and expected research may shift.

Robin stressed the SC meetings will be the anchor points for the work that has evolved in subcommittee meetings and serve as the table for the future deliberations and agreement seeking on suites of options. She acknowledged the work plan *is* overwhelming and *is* added work to SC members' already busy schedules. That said, she emphasized SC members have committed to this effort and process.

### **Oregon's Recycling System Origin Story (Peter Spendelow & Jerry Powell)**

Peter Spendelow (DEQ) and Jerry Powell provided a brief presentation about how Oregon's recycling system started. They discussed the conditions, various collaborative negotiations, parallels and differences between then and now, and what advice they would offer SC members in this current effort (*see Spendelow PPT for additional details*). The following is a high level overview of the presentation:

- Oregon's Recycling Opportunity Act (SB 405) was groundbreaking legislation at the time. We made an agreement and it was difficult to implement. It was a hard negotiation between the environmental recyclers and the haulers. Now, 36 years later, we are again contemplating new large changes in our system.
- There was a need for consensus back then to get SB 405 passed and it did with 90-0. It was the only major environmental law to have all members of committee vote for it. It ended up stronger than what was originally proposed by OEC. During the negotiations everyone gave

a bit; everyone bled, but no one was injured. Currently there is a real crisis in the system. Some could see that as a problem, but certainly it is also an opportunity.

- I admire you all for doing this. If you can keep moving forward to build consensus, the system can be improved. Never forget recycling is popular. More people take part in recycling than vote.

Robin ended with noting the foundation was set. The recycling system has survived 36 years. She invited SC members to think about what they will set now for the next 35 year horizon so the system will remain sustainable and meet optimal environmental, social and economic value propositions. The group then transitioned to thinking about what are the functions that would be most important to look at to support Oregon's future recycling system.

### **Desired Functions of a Framework to Support Oregon's Future Recycling Systems (Brian Stafki, DEQ)**

Brian shared the goal of the agenda item was to think about the future state of Oregon's recycling framework and affirm functions for high functioning system. He noted the functions list will later be used as a filtering tool to perform a gap analysis and serve as a foundational document for the research. Brian said the legal and relationship framework, which is considered the backbone of the system. He noted it includes state laws, ordinances, public and private partners, franchise agreements, and other binding and nonbinding agreements. It also sets the foundation for how this system is intended to function. The document is a reflection of the notes going back to May 2018 of what DEQ has heard, as well as the outcomes laid out in the 2050 vision. Details on how DEQ came up with the high level functions can be found in the endnotes.

Following this, SC members reviewed the list of functions. General comments and suggested changes included:

#### **Suggested Changes:**

- Changing the Roman numeral notations in the end notes.
- Add "designing for equity" language under whole system design function.
- Modify point (f) to put residents and business first in the sentence. Scott Keller (LOC) noted that ultimately it goes back to their (residents and businesses) support of what the SC does.
- Include "benefits and the costs" under point (i) and "provides sustainable and equitable" in (c).
- Include system goals at the top of the document.
- Compliance -- doesn't that more exactly mean 'enforcement'? SC members agreed and also Brian suggested enforcement is one tool the group could use to meet compliance functions. The group revisited various 'tools' later in the conversation today.

#### **General Comments:**

- One SC member suggested the group should develop a process for adaptively managing the acceptance list e.g. how/criteria for materials added to or removed from an acceptance list.

- Overarching functions have been laid out really well. It shows how much work we do. Would be good to talk about costs associated with how the system functions. This was suggested to be an important overlay to the relational/legal framework.
- Challenge that we face with financing is the public has had a long assumption that recycling is free. One thing that would be beneficial is to couple this with the economic impacts on the state e.g. Oregon Job's report regarding the impact on recycling. This is a robust industry that supports a lot of individuals and would be important for the public to understand.
  - Implicit, but missing, is calling out equity -- the burdens and benefits of our framework across the state. Many SC members said they will need to make choices based on equity considerations in this process and therefore this function should be explicitly called out.
- Education outreach and engagement – we need to engage the public to understand how the system works and what part they play in it, not just educate them on the role of recycling. *Brian clarified letter (i) hoped to capture that comment.*
- Where does legislation fit in to this framework? Legislation could be a tool (like enforcement) used to support the desired functions of the system.

Towards the end of the discussion one group member wondered whether they could contact OC directly following the meeting if there are any additional comments or questions following a consensus check. Robin shared it would be best if members shared any concerns or proposed edits with the group during the meeting. That being said, if further discussions and learning warrants a proposed change to this or other documents, the SC has the option to revisit and update them within the process.

**AGREEMENT:** Following this, the members present approved by consensus the Functions document with above additions/amendments. There was **strong consensus** among the group (all 1s and 2s with the exception of one 3).

**ACTION ITEM:** Oregon Consensus/DEQ will circle back to members not in attendance to ensure buy in (or necessary changes) to the document.

### **Examining our Current Framework (Justin Gast, DEQ)**

Justin Gast (DEQ) presented an overview of the recycling system's current legal and relational framework in Oregon. He reviewed the various framework elements that support current recycling systems including roles, responsibilities, and accountabilities of different players; laws governing the system; and relationships across the system. *(Please see PPT for additional details.)*

### **Discussion.**

- Several SC noted they would utilize the presented visual to share with consumers and other stakeholders in communicating about Oregon's current recycling system. Many expressed the map was incredibly valuable and noted it was very helpful in level-setting across the system.

- One SC member observed the difficulty with transparency at end markets. He highlighted the documentary Plastic China as an example of the issue and shared there isn't credibility or transparency in international end markets, like there could be with local/national ones. There was a desire to see the system move towards sustainable local markets in the future.
- There was an observation there was not a key communication line from producer back to the user and this is 'informing' their understanding of recyclability. Producers and/or brand companies are making new packaging that claim to be recyclable, but in reality it is not. It was said those companies want to see their materials go in the bin and there is pressure on local governments to include those items to their acceptance lists.
  - One SC member suggested that underlying this concerns is a significant shift in how the system works: At one point it went from collecting what's on the list to collecting anything MRFs and brokers could move through the system to sell. One thing we've been trying to do nationwide is get back to the fundamental of markets creating demand. Right now there are two viewpoints: if you don't collect it, there won't be a market, versus the market creates the demand. We need to be careful about designing the program backwards. Criteria for setting up the programs need to be fundamental going forward, as there are companies creating high tech packaging without creating a recycling market for them. High tech packaging is an example of the wastestream changing dramatically. If producers/manufacturers don't provide a market or pathway for a material, we shouldn't recycle it."

#### **Proposed Changes/Additions:**

- It was suggested to add a dotted line from producer to the consumer/service user to show that information pathway.
- There was a desire to map out the financing framework in more detail and include this information as an additional layer to the map.
  - Include additional detail about how local governments are covering their costs.
  - Clarity regarding MRFs to end-market sales.
- Include a layer showing outside forces (e.g. media, lobbying from producers/manufacturers) impact on the current system.
- Include a layer of federal government rules and regulations.

At the conclusion of the discussion, Robin highlighted this foundational piece will come into sharper focus as conversations evolve. She said it will serve as the baseline to do a comparison and gap analysis moving forward. She then noted this analysis will start at the subcommittee level.

**AGREEMENT:** Following this the members present approved by consensus the current system framework visual. There was **strong consensus** among the group (all 1s and 2s).

**Information Gathering.** Robin asked SC members what model frameworks or components from other systems they would like to examine to address Oregon long-term needs for a high-functioning system. She noted the SC will be in the information gathering phase, but clarified this wasn't a wide brainstorming session; they are looking at those specific items the group feels need to be examined and what function(s) does this component relate to? She acknowledged this conversation carries a

lot of weight and risk, but that the group is not developing solutions at this juncture. The following is a list of desired information to explore/gather:

<ul style="list-style-type: none"> <li>● Contracts: guidelines, how are they used now?</li> <li>● Enforcement mechanisms/compliance as a tool for dealing with contamination</li> <li>● Market-driven frameworks</li> <li>● Clear structure for producers to enter the system</li> <li>● Producer role/shared responsibility</li> <li>● Out of the box approaches</li> <li>● Walmart Playbook</li> <li>● Research largest consumers (bail specs)</li> <li>● Post-consumer products <ul style="list-style-type: none"> <li>○ content demand</li> <li>○ APR Nebraska</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>● Look at creative financing infrastructure for the PNW</li> <li>● Incentives: partnerships for funding mechanism</li> <li>● Education opportunities</li> <li>● Risk shaping</li> <li>● Frameworks that address transparency needs of public while maintaining confidentiality protections of processors</li> <li>● Public/private partnerships (e.g. Monterey Bay)</li> <li>● Metrics / ways to measure that are different from tonnage e.g. life cycle</li> </ul>
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Robin then spoke to the tasks of the proposed Legal Relational Frameworks Subcommittee. The subcommittee will be co-chaired by Loretta Pickerell (DEQ) and Kristan Mitchell (ORRA). She said the subcommittee will first organize the above list into topics and then determine what can be done internally and what will need to be completed by an outside research entity. During that time, subcommittee members may reach back out to the larger SC to obtain studies or other examples to be considered. Matt Stern, Waste Management, offered his assistance to the subcommittee in connecting with data or other sources of information.

Robin noted OC will facilitate this subcommittee. In addition to the above tasks, another immediate next step includes scoping out independent research and sharing that information back to SC for review and approval. It is estimated the subcommittee will meet on a regular basis for the next 6 months and offer up a suite of options for the SC to deliberate on in the early Fall (or sooner). There will be consistent updates/check ins with SC members on this topic.

**Draft Subcommittee Template and Protocol.** Robin reviewed the draft Subcommittee Template and Protocol document with the group. The most recent version of the document was informed by the three established SC subcommittees (Infrastructure Research, Contamination, and Public Engagement) and is a reflection of their input.

**Subcommittee Participation.** Those on the Public Engagement Subcommittee shared they had discussed overall subcommittee participation. They noted it will be important for subcommittees to remain balanced, nimble, and comprised of people willing to do work. To that end, it was highlighted these subcommittees are not an open call for participation, unlike some other DEQ-established groups. Other SC members echoed the aforementioned principles, and suggested co-chairs of the committees share the anticipated time commitments and expectations with onboarding members. One group member raised the question of alternates. It was suggested, and later agreed,





subcommittees may invite technical advisors or content experts for specific topics at the group's discretion.

There was then a question of the preferred number of participants on subcommittees. The group agreed subcommittees generally should be made up of no more than 12 people. The group acknowledged this participant limitation on the subcommittees is needed, but confirmed commitments to be fully transparent in this process. To that end, SC members wondered where to direct those that wanted to listen in, provide public comment, and/or track subcommittee updates. It was agreed interested stakeholders should be directed to contact Brian Stafki to join the interested parties list to keep apprised of meetings, call-in information, and other DEQ updates related to this and related processes.

**AGREEMENT:** Following this, the members present approved by consensus the Subcommittee Template and Protocol document. There was **strong consensus** among the group (all 1s and 2s).

**ACTION ITEM:** Oregon Consensus will circle back to members not in attendance to ensure buy in (or necessary changes) to the document.

**General Subcommittee Updates.** Subcommittee chairs and liaisons provided brief updates on their work to date. (*Please see March Monthly Subcommittee Update document for details*).

**Other updates:**

- Amy Roth (AOR) was invited to provide a brief update regarding the upcoming AOR forum. She noted there will be an afternoon roundtable for audience members to hear updates regarding the SC process and a chance for SC members to solicit input on three questions. Amy noted she had generated two questions, but wanted SC input on the third. Following a brief discussions, the group suggested and agreed to: **What is one piece of advice you would like to provide the SC?**
- Bruce Walker (City of Portland) shared they are teaming up with Willamette Week on their Cheap Eats to have a two-page spread "Leave Out the Take Out."

**Next Steps.** Robin noted the bulk of future SC meetings will likely be around subcommittee work as those efforts advance to product and solutions development. For the upcoming May meeting, this will include a SC check for approval on a draft communications plan from the Public Engagement Subcommittee; the Infrastructure Research group will solicit input on Phase 2 of the infrastructure research; and the Contamination Subcommittee will share out any findings from the contamination survey. There may also be work to review from the Legal/Relational Framework subcommittee. In addition to these updates, the SC will discuss markets development. Robin shared she will work with various SC members ahead of time to identify presentation opportunities e.g. paper/plastics/RES report for the meeting.

**There was no public comment given and the meeting adjourned at 3:05 p.m.**

## Recycling System Steering Committee

March 15, 2019

10 am-3 pm

700 NE Multnomah St, Portland, third floor conference room



### Webinar Information:

Join from PC, Mac, Linux, iOS or Android: <https://zoom.us/j/570418613>

One tap mobile

+16699006833,,570418613# US (San Jose)

+16468769923,,570418613# US (New York)

Dial by your location

+1 669 900 6833 US (San Jose)

+1 646 876 9923 US (New York)

Meeting ID: 570 418 613

## PROPOSED AGENDA

**Meeting Purpose:** To determine desired high-level functions of Oregon's future legal and relational framework — such as state and local laws, public/private partnerships, etc.; set a path forward for information gathering on other model frameworks or components which might be applicable to Oregon to optimize the system.

### 10:00am Welcome, Introductions, Frame for the Day

*Objective:* Revisit SC work plan, timeline and desired outcomes to nest today's discussion in the bigger process goals.

### 10:15am Oregon's Recycling System Origin Story (Jerry Powell and Peter Spendelow)

*Objective:* Look back to the landscape, intentions and collaborative efforts that led to the formation of Oregon's recycling framework in 1983.

### 10:30am Desired Functions of a Framework to Support Oregon's Future Recycling Systems: What is the next 30-year horizon? What goals are identified in the 2050 Vision? What desired functions have been identified by the Recycling Steering Committee? (Brian Stafki, full SC discussion)

*Objective:* Sift through the list and affirm the key functions the SC feels are important for an optimal recycling framework.

### 11:30am Break



## Recycling System Steering Committee

March 15, 2019

10 am-3 pm

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### Noon **(Working Lunch) Examining our Current Framework** (Justin Gast)

*Objective:* DEQ will present a picture of how the legal and relational framework functions today, to develop a shared understanding of the framework elements that support current recycling systems including roles, responsibilities and accountabilities of different players; laws governing the system; and relationships across the system.

### 12:30pm **Information Gathering:** What model frameworks or components from other systems should we examine to address Oregon long term needs for a high functioning system? What specific questions do we have?

*Objective:* Scope out additional information needed to help inform options for system changes that will address vulnerabilities and optimize the system functions over a 30-year horizon. Set a plan forward for work outside the SC meetings, and expectations for revisiting system framework discussions in the Fall 2019.

### 1:30pm **Break**

### 1:45pm **Subcommittee and Stakeholder Workgroup Updates**

*Objective:* Hear brief progress reports from Contamination (Dylan de Thomas), Stakeholder Engagement (Pam Peck), and Infrastructure Research (Brian Stafki) Subcommittees; any relevant updates from short term Recycling Markets Stakeholder and Communications work groups (Vinod Singh and Kristan Mitchell)

### 2:30pm **Public Comment:** Members of the public may ask questions or weigh in on the discussions. As needed to allow time for all who wish to speak, time may be limited to 2-3 minutes per person.

### 2:45pm **Wrap Up and Next Steps**

*Objective:* Determine action items out of today's session; tee up items for next (April 2019) Steering Committee meeting.

DRAFT Recycling Steering Committee Work Plan and Timeline

This plan and timeline is subject to change as conditions and findings are developed.

The Recycling Steering Committee will work together to examine and make recommendations for modernizing Oregon's recycling system, in order to: optimize the environmental benefits of managing materials at the end of life using a life-cycle perspective; create a recovery system that is strong and resilient to changes in supply and demand; and restore and maintain public trust in the system through education and engagement with the public.

- Potential outcomes for Oregon's recycling system:**
- List of materials for collection programs with an understanding of environmental and economic impacts and regional differences
  - Optimal collection methods that can supply clean materials and are cost-effective
  - Models for materials sorting and processing infrastructure for the state and region including facilities, processes and technology that can effectively and efficiently sort and market recyclable materials
  - Legal and relational framework that is the most effective at supporting Oregon's recycling systems
  - Effective education materials and compliance methods that encourage residents and businesses to recycle correctly and minimize contamination
  - *Markets development strategies — need to revisit this outcome in May/June*

		2018	2019			Apr	May	Jun			Jul	Aug	Sep	Oct		Nov	Dec	2020		Jan	Feb	Mar	Apr		May	Jun	Jul	Aug	
		MAY, OCT, DEC, JAN, MAR					MARKET DEVELOPMENT					RECYCLING INFRASTRUCTURE					WHOLE-SYSTEM DESIGN		WHOLE-SYSTEM DESIGN		WHOLE-SYSTEM DESIGN		IMPLEMENTATION PLANS*						
Updated: 3/22/19	Recycling Steering Committee	<b>Key outcomes:</b> <ul style="list-style-type: none"><li>• Proposed scope and key outcomes of Steering Committee work</li><li>• Facilitation services</li><li>• Assessment of stakeholders</li><li>• Infrastructure research needs</li><li>• Shared understanding of contamination stressors and opportunities</li><li>• Shared understanding of current framework, stressors and opportunities</li><li>• Desired functions for future legal and relational framework</li><li>• Framework, Public Engagement, Contamination and Infrastructure subcommittees</li><li>• Stakeholder engagment strategy and communication tools</li><li>• Final market development research report</li></ul>					<b>Proposed outcomes:</b> <ul style="list-style-type: none"><li>• Shared understanding of what market development is</li><li>• List of potential and existing opportunities to develop markets and how and when to address</li><li>• Identified efforts necessary to access markets</li><li>• Shared understanding of role of SC in efforts</li><li>• Next steps in pursuing market development strategies after whole system implementation plans are developed</li></ul>					<b>Proposed outcomes:</b> <ul style="list-style-type: none"><li>• Description of potential optimal recycling infrastructure</li><li>• Shared understanding of functions and abilities of different collection methods and sorting and processing systems</li><li>• Identified gaps between Oregon's current infrastructure and a potential optimum infrastructure</li><li>• Next steps for Infrastructure subcommittee including potential further analysis and draft recommendations</li></ul>					<b>Proposed outcomes:</b> <ul style="list-style-type: none"><li>• Preliminary recommendations for framework options to pursue</li><li>• Next steps for subcommittee for further information</li></ul>		<b>Proposed outcomes:</b> <ul style="list-style-type: none"><li>• Preliminary recommendations for recycling infrastructure options to pursue</li><li>• Next steps for subcommittee for further information</li></ul>		<b>Proposed outcomes:</b> <ul style="list-style-type: none"><li>• Consensus on recycling framework and infrastructure to pursue</li><li>• High-level implementation concepts</li><li>• Next steps for Framework and Infrastructure subcommittees including drafting implementation plans</li><li>• Next steps for education and compliance development</li></ul>		<b>Proposed outcomes:</b> <ul style="list-style-type: none"><li>• Consensus on high-level framework and infrastructure implementation including roles, responsibilities, resources and timelines</li></ul>						
	By email						<ul style="list-style-type: none"><li>• Framework subc. scope of work, structure and membership</li><li>• Material list for initial focus of material projection research</li><li>• Statement of work for collection and processing infrastructure research</li><li>• Request for proposals for recycling framework research</li></ul>					<ul style="list-style-type: none"><li>• Material list for collection and processing research</li></ul>																	
	Sub-committees	<b>Stakeholder Engagement Subcommittee proposed outcomes:</b> <ul style="list-style-type: none"><li>• Proposed scope of work, structure and membership</li><li>• Proposed engagment strategy and communication tools</li><li>• AOR markets forum engagement</li></ul> <ul style="list-style-type: none"><li>• Engaged stakeholders</li></ul>																											
		<b>Contamination Subcommittee proposed outcomes:</b> <ul style="list-style-type: none"><li>• Proposed scope of work, structure and membership</li><li>• List of concerns, those addressed in short-term or long-term processes, and recommendations for those not addressed</li><li>• Coordination with short-term recycling markets stakeholder groups</li></ul> <ul style="list-style-type: none"><li>• Education and compliance strategies for implementing long term changes</li></ul>																											
		<b>Infrastructure Subcommittee proposed outcomes:</b> <ul style="list-style-type: none"><li>• Proposed scope of work, structure and membership</li><li>• Proposed material list for initial focus of material projection research</li><li>• Proposed statement of work for collection and processing infrastructure research</li></ul> <ul style="list-style-type: none"><li>• Proposed materials list for collection and processing research</li><li>• Proposed recommendations for collection and processing systems</li><li>• Proposed infrastructure implemenation plan</li></ul>																											
		<b>Framework Subcommittee proposed outcomes:</b> <ul style="list-style-type: none"><li>• Proposed scope of work, structure and membership</li><li>• Proposed request for proposals for recycling framework research</li><li>• Proposed framework recommendations</li><li>• Proposed framework implementation plan</li></ul>																											
	Research contracts	RSE (Aug 2018-Jan 2019) — what are the best market development strategies?																											
		Cascadia Consulting (Feb-Apr) — how will materials in commingled system change overtime?														Cascadia (May-Oct) — what is optimum collection, sorting and processing infrastructure? What is necessary to achieve this?													
																Contractor TBD (Jul-Oct) — what functions do different frameworks perform and how well?													

One additional meeting may be scheduled as necessary

# Materials Management Program

## **Oregon Recycling System Origin Story**

### **Passing the Recycling Opportunity Act**

**Recycling System Steering Committee  
March 15, 2019**

**Jerry Powell  
Portland Recycling Team & Resource Conservation Consultants**

**Peter Spendelow  
Washington Citizens for Recycling**

# 1971 Bottle Bill – About recycling and reuse as much as about litter



# Grassroots Efforts 1970-1983

- **Formation of grass-roots recycling operations**
  - **Portland Recycling Team**
  - **Bring Recycling (Eugene)**
  - **Sunflower Recycling**
  - **Cloudburst Recycling**
  - **Bend Recycling Team**

Lorens  
Sanitation





# Businesses were looking for more recycled feedstock

3 large cardboard mills

- Weyerhaeuser Springfield (now International Paper)
- Georgia Pacific Toledo
- Willamette Industries Albany

2 large newsprint mills with de-inking

Glass recycling at Owens Illinois

Metal recycling: Cascade Steel Rolling Mill, Schnitzer Recycling, Calbag

Recycling in Oregon, and MRI detinning cans in Seattle

Merit Oil recycling oil in Portland



Blue Heron Mill in Oregon City

Photo: Ben Brink, The Oregonian

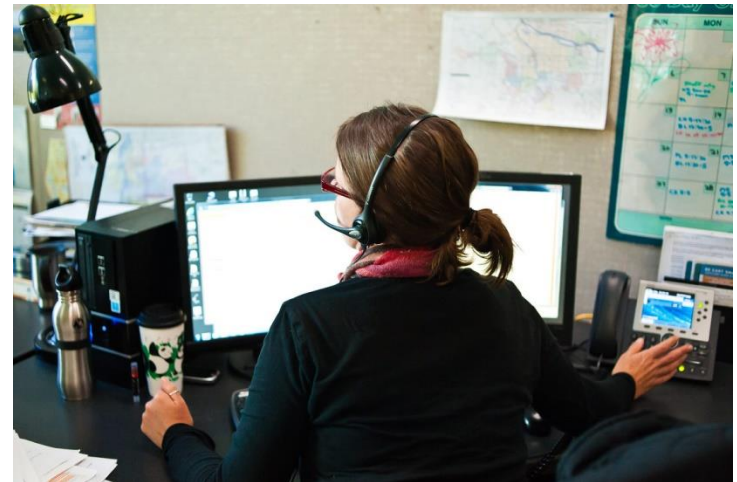


Newberg Paper Mill

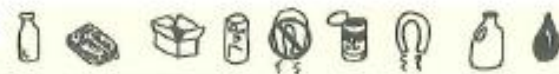


# DEQ had a strong recycling contingent

- 1972: Bill Bree and two others started the Recycling Switchboard at Oregon Environmental Council
- 1973: Switchboard, and Bill Bree, transferred by the Legislature budget note to DEQ
- The Switchboard still lives on as Metro Recycling Information



# DEQ 1982 Report: Multi-material Curbside Programs



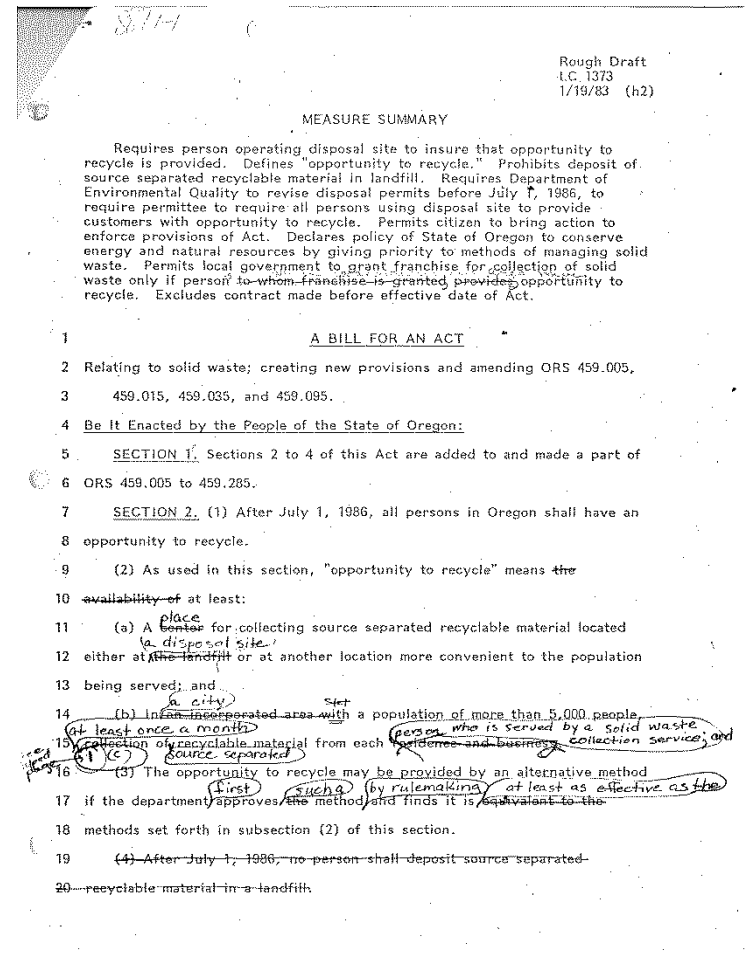
DEQ 1982  
Report:  
Multi-Material  
Curbside  
Program  
(28 listed)

Location	Firm <sup>b</sup>									
Albany	Albany-Lebanon Disposal	*	*	*	*		*			*
Clackamas	Clackamas Recycling Service	*	*		*		*			
Corvallis	Corvallis Disposal Co.	*	*	*	*		*			*
Eugene	A-1 Garbage Service	*	*				*			
Eugene	Garbaggio's	*	*		*		*			
Eugene	Apex Disposal Service	*	*				*			
Eugene	Emerald Disposal Service	*	*	*			*		*	
Eugene	Ken's Sanitary Service	*	*	*			*			
Eugene	Lane Garbage Service	*	*				*			
Florence	Siuslaw Sanitary	*	*	*	*		*			*
Keizer	Loren's Sanitation Service	*	*		*		*			
Lake Oswego	Rossmann's Sanitary	*	*		*		*			
McMinnville	City Sanitary Service	*	*		*		*			
Newberg	Newberg Waste Recycling	*	*	*	*		*			*
Portland	Portland Recycling Refuse Operators, Inc.	*	*	*	*		*			*
Portland	Dean Kampfer Sanitary Service	*	*			*	*	*		*
Portland	Viviano Disposal Service	*	*	*	*		*			*
Portland	Heiberg Garbage Service	*	*	*	*	*	*	*		*
Portland	Alberta Sanitary Service	*	*	*	*		*			
Portland	Elmer's Sanitary Service	*	*	*	*		*			
Portland	Cloudburst Recycling	*	*	*	*		*			*
Portland	Sunflower Recycling	*	*	*	*	*	*	*		*
Salem	D & O Garbage Service	*	*		*		*			
Salem	Valley Recycling	*	*	*	*		*			
Salem	Mike's Sanitation	*	*		*		*			
Salem	Ralph's Sanitation	*	*		*		*			
Salem	Sanitary Services	*	*		*		*			
Sheridan	Sanitary Service	*	*		*		*			
Sublimity	Santiam Sanitary Service	*	*		*		*			
Woodburn	United Disposal Services	*	*		*		*			

# Recycling Opportunity Act

## Proposed by Oregon Environmental Council

- Early version drafted by Lorie Parker, OEC Board member, law student, and recycling advocate



# Negotiating the Recycling Opportunity Act



- Oregon Environmental Council wanted to pass recycling legislation
- Some Oregon Sanitary Services Institute (predecessor to ORRA) members were skeptical.
- Supreme Court decision on franchising cable TV -
  - OSSI members concerned their franchises were not valid for anti-trust reasons
  - Needed new state legislative language clearly authorizing cities to issue exclusive franchises
  - (One key OSSI member was dating OEC's lobbyist – they later married)
- Some cities did not want responsibility (cost) of implementing the Act
- Arduous negotiations with AOR, OEC, OSSI (ORRA), DEQ, AOC, and LOC.
- 15 re-writes, 22 meetings of DEQ's legislative group
- Legislators had their own ideas

# Passage

- Net result – passage of a bill stronger than originally proposed by OEC:
  - Curbside in cities of 4,000 population, instead of 5,000
  - Provisions for possible mandatory recycling
- Compromise: Instead of designating that cities and counties are responsible for providing the Opportunity to Recycle (as in current law), the original law had the “Affected Persons” in each watershed get together to decide on how the Opportunity would be provided, and include that in a recycling report to DEQ

# Possible parallels & differences

- SB 405 was groundbreaking legislation at the time. Now, 36 years later, we are again contemplating new large changes in our system
- You need consensus. Everyone has to give a bit.
- Difference – in 1983, everyone was reacting to a single proposal. This time we are in an earlier stage



# Final Advice

- Jerry Powell

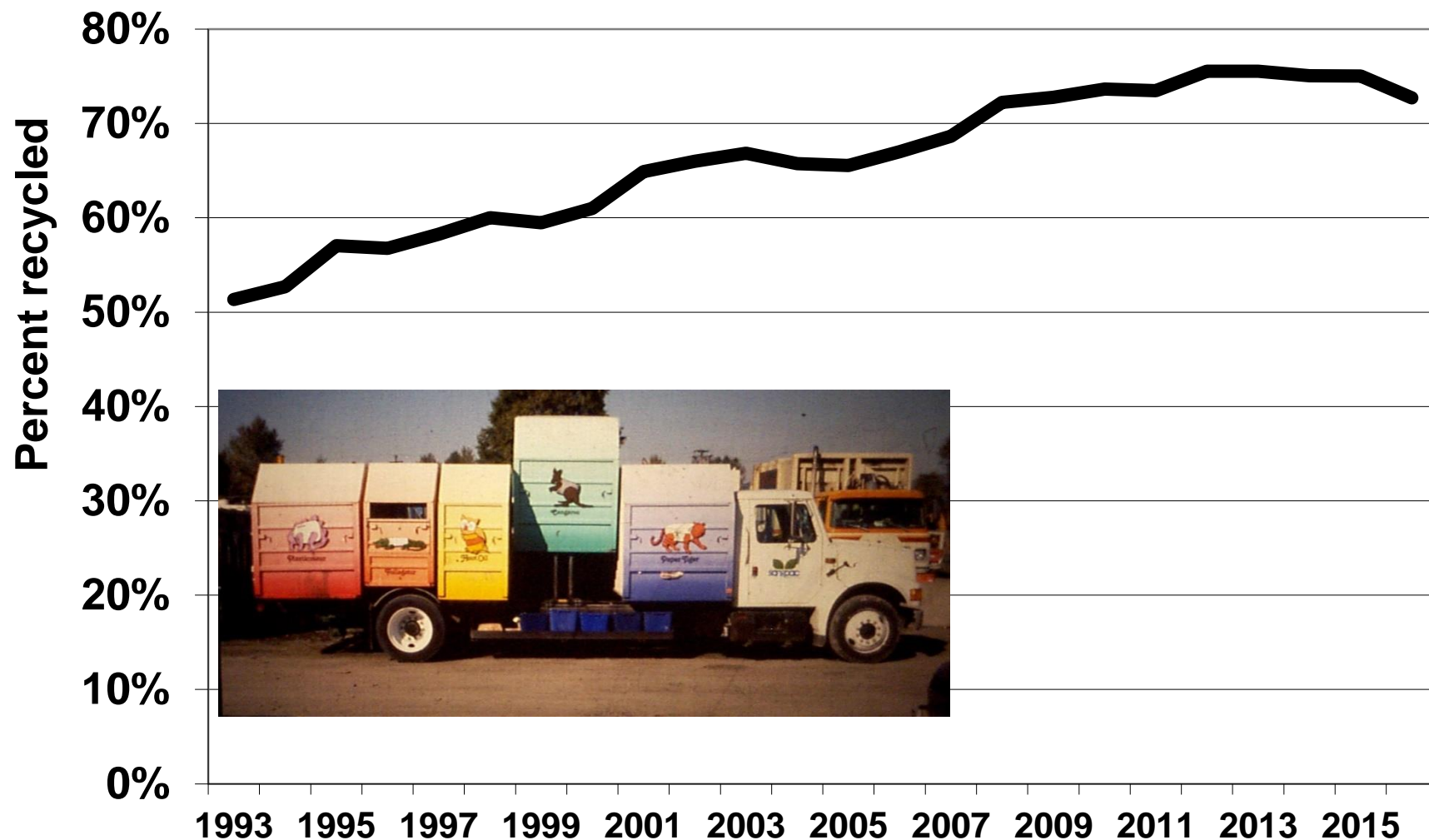
Never forget recycling's popularity. Recycling is, by far, the most popular environmental initiative. Thus, push harder.

- Lorie Parker:

What it takes is a willingness to listen, a willingness to give a little on points that aren't crucial, and a clear focus on the goal to be accomplished

# Recycling Rate: Common Recyclable Material

(Paper, rigid plastic containers, tinned cans, aluminum, container glass)



# Legal and Relational Framework for Modernizing Oregon's Recycling System

*As noted in the 2050 vision and from previous Steering Committee meetings*

## **System goals:**

The Recycling Steering Committee will work together to examine and make recommendations for modernizing Oregon's recycling system, in order to:

- Optimize the environmental benefits of managing materials at the end of life using a life-cycle perspective;
- Create a recovery system that is strong and resilient to changes in supply and demand;
- Restore and maintain public trust in the system through education and engagement with the public.

To help evaluate the legal and relational framework for Oregon's recycling system, the Recycling Steering Committee has identified the following key functions our recycling system needs to perform to achieve these goals [and support the [2050 Vision of Materials Management](#)]. The Committee will use these function to help guide research, evaluation and recommendations for changes in our current legal and relational framework to support a high-functioning system for the future. Recommendations will be made after research is conducted and with adequate discussion and deliberation by the Steering Committee in the late fall of 2019.

## **Overarching functions**

### **Whole-system design**

- a. Optimizes the benefits of recycling considering life cycle-impacts and costs<sup>1</sup>
- b. Resiliently adapts to changes in material supply and end-market demand<sup>2</sup>
- c. Provides sustainable and equitable financing for stable operations and capital investments<sup>3</sup>
- d. Integrates system components to achieve overall system goals<sup>4</sup>
- e. Includes mechanisms to reduce upstream impacts of materials<sup>5</sup>
- f. Designs for equity – examining the burdens and benefits across the state.

### **Responsibility**

- g. Shares responsibility for the system among players including residents and businesses, producers, state and local governments, and recycling industry.

## **Additional functions**

### **Goals and measures**

- h. Uses goals and metrics to measure progress and support ongoing improvement<sup>6</sup>

## **Education, outreach and engagement**

- i. Educates and encourages residents and businesses to use the system properly<sup>7</sup>
- j. Engages the public to understand the benefits and the costs of recycling, preventing waste and reducing impacts of materials throughout their life-cycles<sup>8</sup>

## **Materials collected**

- k. Identifies beneficial materials acceptable for collection programs<sup>9</sup>

## **Collection**

- l. Collects clean, acceptable materials for processing<sup>10</sup>

## **Processing**

- m. Ensures processing facilities receive clean materials and in sufficient volumes<sup>11</sup>
- n. Produces quality materials that reach end markets<sup>12</sup>

## **Transparency and accountability**

- o. Ensures materials are managed responsibly from collection through end markets<sup>13</sup>
- p. Ensures all players in the system perform responsibly

\*From the 2050 Vision

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### <sup>1</sup> **Benefits of recycling:**

- Public policies support sustainable materials management at product end of life\*
- Shares responsibility for reducing full life-cycle impacts\*
- Supports highest and best use of discarded materials with stable infrastructure and markets\*
- Minimizes health and environmental risks from disposed wastes\*
- Balances outcomes achieved with the costs to provide them

### <sup>2</sup> **Resiliency:**

- Responds to markets and economic fluctuations and other system-wide changes
- Fuels unprecedented technological advances and economic vitality in Oregon\*

### <sup>3</sup> **Financing:**

- Shares investment in infrastructure throughout the system and life cycle
- Sets utility rates for system users consistently
- Covers the costs to continuously educate users
- Creates transparency for system costs

### <sup>4</sup> **Integration:**

- Coordinates investment and innovation throughout the life cycle of products to lead to better collection, sorting and processing with upstream packaging decisions\*
- Balances efforts to improve the system on all parts\*
- Integrates end-market demand with what is collected
- Coordinates roles and expectations among systems players\*

### <sup>5</sup> **Upstream impacts**

- Shares responsibility for reducing full life-cycle impacts\*

### <sup>6</sup> **Goals and metrics:**

- Sets goals, measures success and learns from experience\*
- Uses feedback loops to constantly monitor, share and discuss opportunities\*

### <sup>7</sup> **Education and outreach:**

- 
- Consistently communicates with stakeholders and users — using standardized terminology and imagery — what is accepted and what to do with materials that are not accepted

<sup>8</sup> **Engagement:**

- Shares the costs of the system
- Engages with higher education with opportunities
- Engages Oregonians in making better materials choices for end-of-life management of materials\*
- Helps users understand where end-of-life options fit within broader life-cycle impacts
- Provides transparency for market demand

<sup>9</sup> **Material selection:**

- Complete and transparent information on product contents and life-cycle impacts is readily available\*
- Provides a consistent list of materials to focus for on-route collection and depots — locally and statewide
- Uses consistent process to determine how materials are added and removed from acceptable lists
- Ensures facilities have adequate amount of materials

<sup>10</sup> **Collection:**

- Collects materials effectively and efficiently
- Reduces costs for rural access to sorting and processing

<sup>11</sup> **Incoming materials:**

- Ensures facilities have adequate amount of materials
- Provides economic incentives for cleaner incoming materials
- Ensures sufficient volume of materials for economic viability

<sup>12</sup> **End markets**

- Accesses economically viable domestic end markets
- Effectively and efficiently sorts and processes materials for end markets

<sup>13</sup> **Transparency and accountability:**

- Materials have a useful life after discard\*
- Tracks materials to final destinations and ensures they are managed responsibly

# Elements of State-Level Framework for Recycling Systems

## Recycling Opportunity Act (Senate Bill 405) — 1983

- Promoting waste prevention, reuse and recycling
- Curbside recycling collection requirements

## ROA Update (House Bill 3456) — 1997

- Additional recycling program element
- Wasteshed goals

## Materials Management in Oregon — 2050 Vision and Framework for Action — 2011

- Created Vision

## The Beverage Container Act “Bottle Bill” (House Bill 1036) — 1971

## Oregon Recycling Act (Senate Bill 66) — 1991

- Statewide and wasteshed recovery goals
- Additional program elements
- Rigid Plastic Container Law

## ROA Update (House Bill 3744) — 2001

- Update recovery goal
- Waste generation goals
- Other wasteshed requirements

## Foundations for 2050 Vision (Senate Bills 245 and 263) — 2015

### SB 245

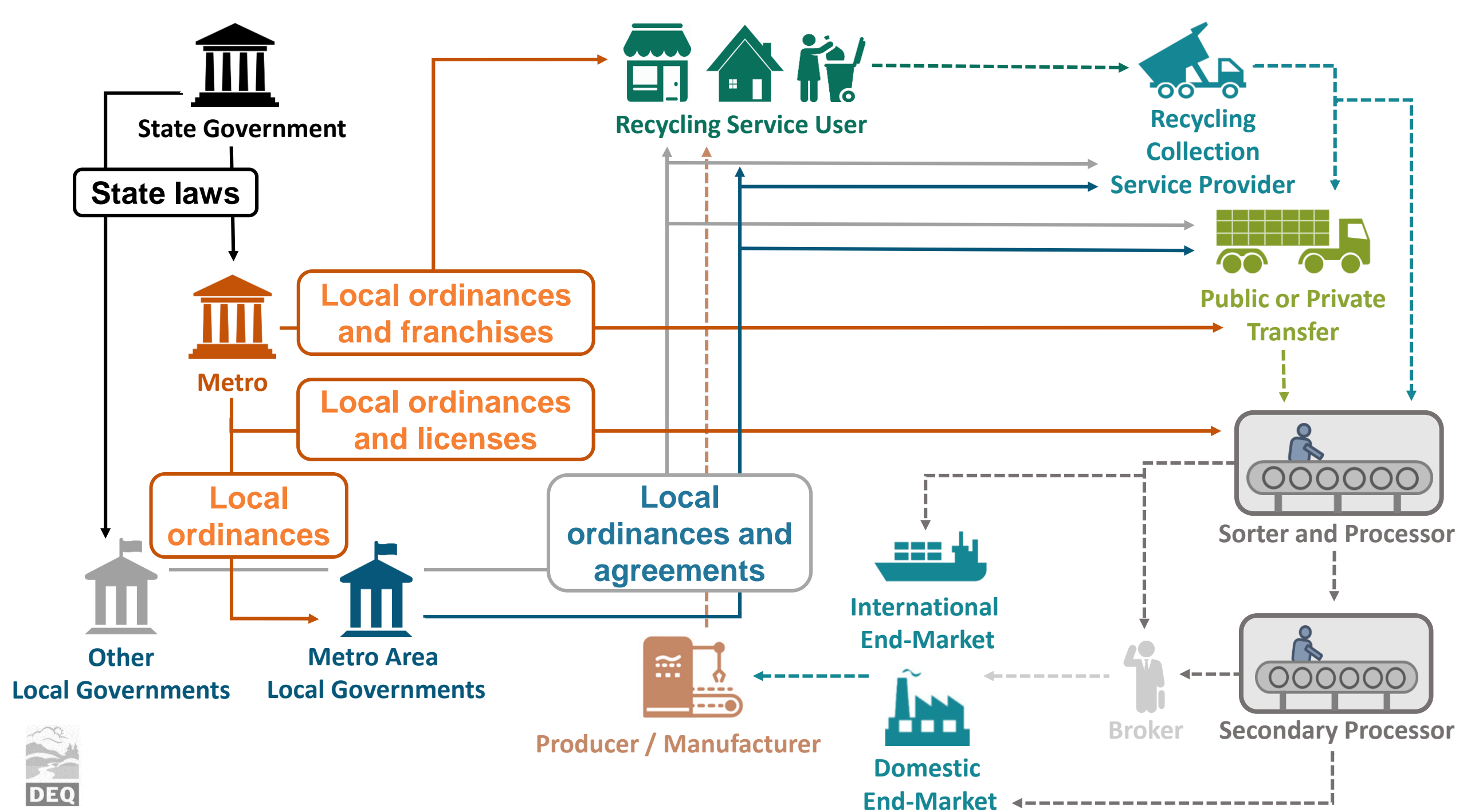
- Added resources and authority to implement Vision
- Expanded grants

### SB 263

- Updated ROA to support Vision







# **Roles, Responsibilities and Accountability of Oregon's Current Legal and Relational Framework for Recycling Systems**

## **STATE OF OREGON AND THE DEPARTMENT OF ENVIRONMENTAL QUALITY MATERIALS MANAGEMENT PROGRAM**

### **Role**

- Guide state policy and support local programs to reduce life cycle impacts of materials

### **Responsibilities**

- Provide a statewide plan for sustainable materials management (2050 Vision for Materials Management)
- Provide rules and guidelines for implementing recycling programs
- Approve local solid waste management plans and recycling program reports
- Provide direction on priority materials to include in programs
- Guide and assist local governments in developing local materials management plans and recycling programs to provide recycling opportunities
- Develop goals and measures statewide and for local programs
- Adopt other rules related to solid waste management and recycling
- Conduct research to inform decisions, track efforts and improve systems
- Provide grants to support policy implementation\*
- Provide preference for State purchases of products with recycled content

### **Accountability**

- If goals are not being met or programs are not being implemented effectively, the Environmental Quality Commission may issue new guidance or direction for DEQ
- If the framework for Oregon's recycling system is not effective, the legislature may provide direction or adopt new legislation

## **METRO**

### **Role<sup>1</sup>**

- Plan, manage and oversee the Portland Metro area's solid waste and recycling system

### **Responsibilities**

- Comply with state standards
- Develop and implement regional solid waste management plan
- Coordinate with area local governments to plan and manage garbage and recycling systems and programs
- Manage the flow of materials generated in the Metro area
- License and regulate transfer and material recovery facilities
- Support and invest in efforts consistent with the region's solid waste plan\*
- Submit annual compliance reports to DEQ

### **Accountability**

- If annual reports do not include all of the necessary information or requirements, DEQ will work with Metro to become compliant

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<sup>1</sup> Limited to the Metro Service District — the majority of Clackamas, Multnomah and Washington counties

## **LOCAL GOVERNMENTS (counties and cities)**

### **Role<sup>2</sup>**

- Plan and manage local solid waste and recycling programs to implement state requirements and other programs

### **Responsibilities<sup>3</sup>**

- Comply with state standards
- Offer opportunities to recycle within the jurisdiction
- Determine which materials are collected and how
- Provide a public education and promotion program
- Partner and contract with other entities, such as franchised collection service providers, to provide recycling and other responsibilities
- Strive toward local recovery rate goals
- Support and invest in commercial, industrial and institutional materials management efforts\*
- Counties report data on recovered materials on behalf of cities to DEQ
- Submit annual recycling program compliance reports to DEQ
- Issue franchises to collection service providers and set utility rates as desired for collection services

### **Accountability**

- If annual recycling program reports do not include all of the necessary information or requirements, DEQ will work with local governments to become compliant

## **COLLECTION SERVICE PROVIDERS**

### **Role<sup>4</sup>**

- Provide garbage and recycling collection service

### **Responsibilities**

- Provide collection services as authorized by the local government
- Perform other duties as assigned or delegated by the local government
- Ensure recyclable materials collected for recycling are delivered to a recycling processor or end market for recycling
- Provide quality materials that are acceptable to a processor
- Report data to DEQ on recovered materials

### **Accountability**

- If local contractual or other requirements are not met, there may be penalties
- If materials are too contaminated, service providers may incur higher costs or the processor may reject them

## **GENERATORS**

### **Role**

- Recycle materials

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<sup>2</sup> Varies considerably around the state, especially between small and large cities

<sup>3</sup> Varies considerably around the state, especially between small and large cities

<sup>4</sup> Varies by local requirements

**Responsibilities**

- Residents use on-route recycling collection service, take materials to depots, use return-to-retail options, or a combination of methods
- Businesses use commercial recycling collection service, work directly with a third-party to access end markets for certain materials, or a combination of methods
- Ensure recyclable materials are properly prepared to communicated standards and include only items that are accepted

**Accountability**

- If materials are not properly prepared, they may not be collected by their service provider until they are
- Systems users may pay higher rates if the cost of collecting and processing materials increases

**PROCESSOR/SECONDARY PROCESSOR****Role**

- Sort and process recyclable materials, market and ship materials to a broker, a secondary processor or to an end market

**Responsibilities**

- Source recyclable materials from collection service providers, directly from businesses or from a primary processor
- Prepare materials to marketable specifications
- Remove materials that are not marketable or are prohibited
- Store and manage materials properly to preserve value
- Market and ship materials to a broker, secondary processor or an end market
- Follow local guidelines where applicable
- Report data to DEQ on recovered materials

**Accountability**

- If incoming materials are not clean enough, they could be difficult or costly to sort, process and market
- If materials are not properly sorted or processed, they could be more difficult, or impossible, to market

**END MARKET****Role**

- Further sort and process recycled materials and use in manufacturing

**Responsibilities**

- Follow through with agreements with processors or other suppliers

**Accountability****\* INCENTIVES**

- DEQ — Materials Management Grants (\$600,000 awarded across 16 projects in 2018)
- Metro Investment and Innovation Grants (\$25 million awarded across 14 projects for 2018-2019)
- Lane County Oregon Green Schools Incentive Grant
- Clackamas County Business Assistance grant and School Mini-grants
- City of Portland — Portland Recycles! Small Grants Program
- Tri-County Hazardous Waste & Recycling Program Small Grants Program

## **Subcommittee Monthly Updates & Progress**

### **MARCH**

**Directions:** Please craft a **brief 4-5 bulleted list** of key activities, updates, work products, and/or achieved outcomes below. This monthly progress report will be shared at each Recycling Steering Committee to raise awareness on current subcommittee activity. (This document will accompany a short report out during the meeting.)

#### **Contamination Subcommittee -- Dylan de Thomas, Chair**

- **First Task.** Map out the various contamination definitions from the various sectors within the system. How each sector 'sees' and defines contamination and responses will illuminate the scope of issues needing to be addressed.
  - Survey out to SC **March 11**
  - Analysis and initial report out - **mid to late March**
  - Next steps to synthesize/map -- **early to mid April**

#### **Public/Stakeholder Engagement Subcommittee -- Pam Peck & Amy Roth, Co-chairs**

- **Talking points** -- Developed draft talking points to support steering committee members communication with the stakeholder groups they represent. The subcommittee is completing final review the week of March 11.
- **Developed recommended protocols for serving on subcommittees**
  - Goal should be to have balanced, nimble (not too large) groups that include representation from all sectors involved on the steering committee with additional sectors and specific expertise included as appropriate to the work of the group.
  - Members should be recruited through contacts with stakeholder groups rather than through a process that is open to the general public.
  - Subcommittees will recruit and select their members.
  - Subcommittee meetings should be open to anyone who would like to attend and listen and a public comment opportunity should be provided at the end of the meeting.
  - Provide a method for members of the public and stakeholders to receive interested parties updates that include steering subcommittee meeting information.
- **Developed recommended protocols for posting information about the steering committee on stakeholder group website**
  - DEQ should be the central point of information with other organizations linking to DEQ for more information

## Subcommittee Monthly Updates & Progress

### MARCH

- Stakeholder groups could have brief information on their websites that draws from the steering committee talking points, once approved by the steering committee and DEQ
- **Additional work** - Developed recommended approach for AOR Forum; discussed subcommittee membership and identified gaps and potential participants; developed timeline for completing stakeholder engagement plan in April.

#### Infrastructure Research Subcommittee — Brian Stafki, Convener

- **Reviewed scope of work and membership** — affirmed scope of work and membership at first meeting 2/20 — added Dave from Pioneer, Derek from Waste Connections and Dylan from Recycling Partnership
- **Began drafting additional research SOW** — completed first draft of collection research and shared with Contractor for feedback on feasibility and more information
- **Revising definitions for research** — work with Jeff and Vinod to set up a process to refine definitions for research — had to cancel previous meeting with stakeholders due to low interest
- **Continue drafting research SOW** — the subcommittee will have just met 3/13 to discuss feedback from Contractor on collection research and begin drafting research on processing technology

#### PLACEHOLDER: SC Subcommittee

#### PLACEHOLDER: SC Subcommittee

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#### DEQ's Near-Term Communications Workgroup -- Pam Peck, Liaison

The group met March 7 to share updates about media and contamination related communications and outreach work. The group with the markets stakeholder group to develop a top 5 list of contaminants that could be used across the state. The goal is to finalize this list at the April meeting.

#### DEQ's Near-Term Stakeholder Workgroup -- Kristan Mitchell & Vinod, Liaisons

February 13 Meeting: Garten Services gave a presentation on its contamination sampling study results; the processors noted the mixed paper market price decreases



## **Subcommittee Monthly Updates & Progress**

### **MARCH**

and the concern that it's possible there may be no market at all; DEQ's disposal concurrence process has been modified and will continue through September; Vinod Singh invited encouraged participation in RSC Subcommittees. March 13 Meeting: Rick Winterhalter presented Clackamas County's "Recycle Right Pilot Project" cart tagging results, customer feedback and contamination findings; processors noted India's announcement to stop accepting plastic in summer 2019, there is better movement of some materials but very poor pricing, cardboard orders and prices are down to recession of 2008-09 levels; Rogue Waste has a year's worth of data on contamination and will share it with the Workgroup; Beaverton and others working on carryout bag bans; poor cardboard pricing affecting east side recycling programs. The Workgroup recommends that RSC schedule time to hear the presentations from Pioneer Recycling (aseptics), Garten Services (contamination), Clackamas County (Recycle Right Project), Rogue Waste (contamination), and others as they are presented and of value to RSC discussions.

# Draft Legal and Relational Framework Subcommittee

## **Subcommittee name: Recycling Systems Framework Committee**

**Purpose:** help define scope of Recycling Systems Framework research, with approval of the Recycling Steering Committee, and keep the research going in between Steering Committee meetings

### **Objectives:**

- RFP for recycling framework research
- Contract for recycling framework research

### **Participants:**

- AOR
- Collection service provider (2)
- End-market (2)
- Local government (city)
- Local government (county)
- ORRA
- Processor (2)
- Public

**Chair:** DEQ — Loretta Pickerell

**DEQ staff:** Justin Gast

### **Tasks:**

1. Form group and finalize scope of work.
2. Determine which research can be conducted by DEQ, the RSF subcommittee, a contractor, or through a combination of all three parties.
3. Draft statement of work for recycling systems framework research RFP.
4. Request feedback recommendation on draft RFP from SC, by email.
5. Review proposals and award contract
6. Draft statement of work for recycling systems framework research contract.
7. Request feedback recommendation on contract from SC, by email.
8. Conduct research not conducted by contractor or DEQ, as necessary.
9. Review early results from contractor tasks and draft recommendations for SC to consider to contractor on next steps in research at an upcoming meeting or by email.
10. Review final results from contractor draft recommendations for SC to consider at an upcoming meeting or by email.
11. Provide more information to SC, as necessary.
12. Draft an implementation plan for SC review once SC has determined the final direction for Oregon's framework.

### **Questions to answer:**

- What is focus of Recycling Systems Framework research? Research focus may include analysis of the following, but not be limited to:
  - Structures within Oregon's current recycling framework.
  - Characteristics of frameworks or models outside of Oregon.
- How should DEQ, the subcommittee and the contractor document and analyze results of research?
- What is the process to engage the SC to evaluate results of research?

**Timeline for completion for each task:**

Mar 2019	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Mar-Jun 2020
Task 1 & 2 — Form subcommittee and draft SOW										
	Task 3 & 4 — Draft RFP	Post RFP								
			Task 5-7 — Award contract and create research contract SOW							
				Task 8 — Conduct potential subcommittee and/or DEQ research						
					Task 9 & 10 — Review results and provide direction					
								Task 11 — Provide additional info to SC		
										Task 11 — Draft implementation plan

**Facilitation/note taking assistance needed:**

Oregon Consensus needed for facilitating Tasks 1, 9 and 10 and summarizing associated meeting outcomes.

**Additional scoping information relevant to this subcommittee:**