

**OREGON COMMITTEE FOR RECYCLING
SOLID WASTE AND RECYCLING AGENDA
COMMITTEE RECOMMENDATIONS**

Goals :

- I. To clarify definitions for "recycled", "recyclable", "biodegradable", ...
- II. To attain a 50% statewide overall recycling rate by the year 2000 with an interim goal of 40% in 1995. Develop goals and standards, by community, that will achieve the statewide goal.
- III. To develop markets for secondary materials in Oregon including the creation of an Oregon Secondary Materials Market Commission with specific charges to meet this goal.
- IV. To create an economic incentive for recycling in Oregon while establishing a funding mechanism to finance this program.

I. To clarify definitions for "recycled", "recyclable", "biodegradable", ...

The Environmental Quality Commission shall adopt rules which define for all Oregon recycling laws the following terms: recycling, recycled content, composting, reuse, recyclable, post-consumer and post-industrial.

All product labeling involving environmental claims must use terms consistent with these definitions.

II. To attain a 50% statewide overall recycling rate by the year 2000 with an interim goal of 40% in 1995. Develop goals and standards, by community, that will achieve the statewide goal.

A. Community Recycling Goals and Standards.

waste diversion

Made and efforts - try not to make less - esp. labeling

1. The following ^{diversion} recycling goals shall be established for communities in each watershed:
 - a. Portland Metro --

1993: 30% waste diversion percentage;	
1995: 40% " " "	
2000: 50% " " "	
 - b. Urban --

1993: 20% waste diversion percentage;	
1995: 25% " " "	
2000: 30% " " "	
 - c. Rural --

1993: 10% waste diversion percentage;	
1995: 15% " " "	
2000: 20% " " "	
 - d. Remote --

1993: 0% waste diversion percentage;	
1995: 7% " " "	
2000: 10% " " "	

The goals shall be expressed as the percentage of solid waste generated which is diverted from landfills through source reduction, recycling and composting. An appropriate adjustment shall be made for any community currently with a waste-to-energy facility meeting DEQ requirements.

The DEQ has the responsibility for reporting and for providing information necessary to the local communities. In addition, the DEQ shall determine definitions for the designations of Portland Metro, Urban, Rural and Remote to each community.
2. If the recycling goals are not met for a particular community within a watershed, the following standards shall be imposed by the DEQ upon governmental bodies with municipal solid waste management responsibilities within the watershed:

TI23441847

- a. For communities over 10,000 in population, development of at least one of the following two alternative rate structures:
 - (1) Differential Recycling Fee. A differential recycling fee schedule for residential consumers of solid waste hauling services with a maximum monthly charge. The fee structure shall be graduated to encourage source separation. OR
 - (2) Differential Garbage Collection Rate. A differential garbage collection rate schedule for residential consumers of solid waste hauling services that financially rewards waste reduction. This must include offering a mini-can (19 gallon) weekly collection rate (or the equivalent). The mini-can rate shall be set at no greater than ___ percent of the standard can rate. The multiple can rate shall be the standard can rate times the number of cans. All citizens shall be informed quarterly of the availability of the variable rate structure.
 - b. All multiple-family housing of four-or-more units must provide either (1) an area and containers for deposit of all principal recyclable material or (2) subsequent sorting by contract with a waste hauler.
 - c. All commercial offices, including all state and local government offices, restaurants, hotels and motels, and industrial buildings larger than 1,000 square feet and having ten or more employees must be required to participate in recycling programs for at least two materials the DEQ determines have adequate reprocessing capacity in the region.
 - d. Expanded waste reduction and recycling education and promotion programs as determined by the Dept. of Environmental Quality.
- Once the above standards are implemented in a community they must be continued even if the community subsequently is able to comply with its established recycling goals.
3. If the community continues to fail to meet its established recycling goals two years after the strengthened recycling service standards are implemented, the

TI23441848

following shall apply sequentially:

- a. The community shall undertake a state financed comprehensive study of the local waste stream, including a detailed waste composition study and development of alternatives for increased recycling.
 - b. The DEQ shall audit the community and revise the established goals for the community to take into account any local circumstances making compliance difficult.
 - c. Mandatory garbage service shall be required for residences in communities with over 10,000 population. This requirement shall only apply where the garbage collection service can be tied to an alternate collection system for residences (such as a utility).
 - d. Mandatory separation of recyclables for curbside recycling is required for all residential consumers receiving garbage service in communities with over 10,000 population.
 - e. The Environmental Quality Commission (EQC) shall have the authority to prohibit the landfill disposal of any recyclable material the DEQ finds to have reprocessing capacity within an appropriate region sufficient to warrant economically feasible reprocessing. Disposal prohibitions shall be reassessed every year.
4. The state shall preempt all Local Ordinances Affecting the Solid Waste Stream in the interest of maintaining a comprehensive program in conjunction with those programs in the region.
 5. Composting shall be added to the hierarchy of preferred solid waste management options. Composting is ranked forth, behind recycling. Local solid waste plans must have a composting element.

III. To develop markets for secondary materials in oregon including the creation of an Oregon Secondary Materials Market Commission with specific charges to meet this goal.

A. Supply of Secondary Materials.

To ensure the steady supply of sorted secondary materials for Oregon's recycling industries, the Opportunity to Recycle Act (Oregon's residential curbside collection system for recyclable materials) should be expanded to include:

1. As soon as sufficient reprocessing capacity becomes available for a wasteshed, principal recyclables under the Act should be expanded to include, , office-type paper, magazines, yard debris, LDPE plastic film, HDPE plastic jugs and polystyrene in Oregon's "urban" areas.

Why be specific?

2. For communities greater than 10,000 population, weekly, same day as garbage pick-up for recyclables.

3. Quarterly reminders to residences from the haulers of the recycling opportunities available under the state's curbside program. This requirement may be satisfied by inclusion of this information with the periodic service billing.

4. Each community whose local government has municipal solid waste disposal responsibility and jurisdiction over a population of 10,000 or more population shall require garbage collection service providers to provide it's residential consumers with bins to be used for the separation of recyclable materials at the curbside as part of their regular garbage service.

5. Required coding of plastic packaging according to the Society of the Plastics Industry classifications.

B. Secondary Materials Markets Commission.

The Legislative Assembly should create an Oregon recycled materials market commission to develop regional marketing strategies for each recyclable material and to encourage the expansion of existing recycling businesses and the recruitment of industries into the region that use Oregon recycled materials. The commission shall be advisory to, and staffed by, the Economic Development Department and shall have no independent rulemaking authority.

1. The EDD shall choose 7 to 15 members with representation from the

- following categories: Collectors, Prime Manufacturers (Paper, Plastic, Glass, Metals), Retail Industry, Consumer Groups, Reprocessors, Eastern Oregon Resident/Business, Higher Education and Public Relations. The members selected should have a familiarity with recycling collection, processing and the markets.
2. The chair of the commission should be someone from outside the solid waste industry.
 3. The charge of the commission is:
 - a. To develop marketing strategies for each secondary material through communication with Washington and California representing Waste Management and recycling programs in Oregon in order to promote uniformity in recycling definitions and standards among western states. In addition, they shall remain apprised of national materials market development activities.
 - b. Identify and evaluate financial and other incentives to attract materials reprocessing businesses to Oregon or to expand existing businesses within Oregon. Make recommendations for implementation of targeted incentives. Develop a plan for promoting the incentives.
 - c. Obtain information from DEQ in order to identify composition and quantity of waste streams and increase business involvement in providing this information to increase accuracy. With this information, identify inadequacies, by commodity, and prioritize for recruiting activities on that basis.
 - d. *Assess a need for a* Develop a program at a major university or college in Oregon that will stimulate research and development between institutions and industry, examine the economics of the recycling and solid waste industry and further the technology to make products from secondary, reprocessed material.
 - e. Evaluate each packaging material on the basis of its unique and positive aspects as a package material as well as its ability to be reprocessed and on that basis determine "problem" packaging

TI23441851

materials to be included as a priority commodity for recruitment, research etc.

- f. After assessment, the task force may recommend to the EQC the imposition of recycling, reuse or reduction requirements for the packaging category or for voluntary guidelines. When a category of packaging is identified as a priority for the imposition of requirements by the EQC, a hearing would be scheduled to consider DEQ staff recommendations for specific target dates for compliance and monetary penalties if targets are not met. Affected product and packaging manufacturers would have the opportunity to present information and offer alternative proposals.

The commission shall report to the legislature by end of each biennium of each session with findings and proposals. The commission sunsets on July 1, 2001.

C. *Recycling Industry Development Fund.*

Establish a capital fund administered by the Economic Development Department to:

1. provide grants and low interest loans for developing recycling infrastructure for ~~undercapitalized businesses and new businesses~~ engaged in reprocessing recyclable materials in immature recycling markets (such as plastics). An "immature market" shall mean a secondary materials market with a less than 25 percent recycling rate statewide. *or where there can be substantial reduction in waste.*
2. ~~fund a research center for resource recovery technology at one of Oregon's major universities.~~
3. ~~provide for a workforce training program through Oregon's community college program for reprocessing businesses in immature recycling markets.~~

D. *Recycling as Economic Development.*

Transfer the non-regulatory aspects of the Department of Environmental Quality's (DEQ) involvement with recycling industries to a new division within the Economic Development Department (EDD). The EDD shall establish a plan for expanding Oregon's industrial base for recycling industries with the goal of becoming a regional

*EDD get
for
recycling
tax credit*

(national?) center for materials reprocessing. The EDD's plan shall include an industry recruitment program to attract secondary materials processors in immature recycling industries such as plastics and mixed waste paper. The recruitment program shall include targeted incentives such as tax breaks, plant location and zoning, favorable financing arrangements (including grants, loans and loan guarantees), data about the composition and quantity of materials supply and supply guarantees.

E. *Recycling Coordination Office.*

existing staff
✶ The EDD and DEQ shall jointly establish a Recycling Coordination Office for the purpose of coordinating the recruitment of reprocessing businesses and the funding of capital recycling projects with the designation of additional materials as principal recyclables under the Opportunity to Recycle Act (ie. Oregon's curbside collection program) and other supply enhancement programs available to the DEQ.

F. *Recycling Education Program.*

The DEQ shall develop an education programs to encourage recycling activities of Oregonians. The program shall include three components:

- ✶ 1. Establishment of a statewide school education program for recycling in conjunction with the Department of Education. The program's objective is to make recycling education part of the required curriculum for students in grades K-12.
2. Establishment of a public education program to notify consumers of the opportunity to source separate secondary materials and of the solid waste consequences of their purchasing habits.
3. Establishment of an extension service for recycling to act as an information clearinghouse for the various secondary materials markets.

G. *Government Procurement.*

✶ Establish reasonable procurement guidelines government entities within Oregon to purchase products manufactured by a process that involves the use of recycled content. To facilitate this requirement, purchases should be institutionalized through General Services.

IV. To create an economic incentive for ^{waste diversion} recycling in Oregon while establishing a funding mechanism to finance this program.

- A. Increase the Garbage Tipping Fee from \$.50 per ton at the landfill to \$1.75 the additional \$1.25 to finance this program.
- B. Imposition of a 1.5% surcharge for recycling on commercial and residential garbage service in Oregon.
- C. Imposition of a recycling fee attached to all commercial and residential garbage service in Oregon that can be minimized or avoided through sufficient source separation and recycling.

Handlers oppose
especially market develop.

[Recommendation: for back up position only]

Minimum Recycled Content for Plastic Packaging.

Plastic packaging is one of the few packaging materials for which a mature recycling industry does not exist in Oregon. There are many reasons for this - (1) lack of a steady and adequate supply of material; (2) lack of reprocessing capacity in the northwest; (3) lack of capital to expand reprocessing capacity; and (4) uncertain markets for reprocessed materials. The business community recognizes the value of plastic packaging and packing materials for nearly every industry in Oregon and the general public. The business community also recognizes plastic packaging is under attack by environmentalists who want plastic packaging severely restricted or banned from the marketplace. In order to protect industry's ability to use plastic packaging, the business community finds it necessary to create a market for the use of reprocessed plastic material,

1. The business community should work with manufacturers of plastic packaging to determine whether a recycled content law can be crafted creating demand for reprocessed material but not negatively affecting business costs. The basic outline for such a law might be:

- a. Plastic packaging made and sold by Oregon manufacturers in the state should contain recycled content but only if the reprocessed material is readily available. "Readily available" shall mean at a cost to the manufacturer no greater than for virgin material.

- b. Exemptions must include

- (1) Packages for which FDA regulations do not permit recycled content (ie. food packaging);

- (2) Packaging for which recycled content is not technologically feasible (ie. LDPE film);

- (3) Where recycled content in packaging would result in an increase in the volume or weight of the packaging; and

- (4) Other exemptions required by industry.