

## SOLID WASTE/RECYCLING AND BUSINESS LICENSING

### Service Description

The City of Eugene regulates solid waste and recycling collection inside city limits under Chapter 3 of the Eugene City Code. Each waste hauler obtains a business license from the City to collect solid waste and recycling material. In addition, service staff provide educational programs, materials and workshops on waste prevention and recycling to meet the goals of the 1991 Oregon Recycling Act.

This program is fully supported by revenues collected from haulers in license fees. Revenues have been supplemented in the past with grant money for specific recycling programs. The total service budget is \$436,250 and there are 3.8 FTE assigned to this program.

The City of Eugene also licenses public passenger vehicle companies and certifies their employees, and reviews liquor licenses under Chapter 3 of the Eugene City Code. The total service budget is \$43,450 and has .55 FTE.

### Historic Perspective

- 1960 City began regulating solid waste collection.
- 1989 Ordinance enacted to cap licenses and establish rate-setting criteria.
- 1989 Elimination of several business licenses began, retaining those licenses relating to the public's health and safety.
- 1991 Oregon Recycling Act sets waste recovery goals.
- 1992 Residential recycling standards adopted to meet Oregon Recycling Act, including progressive rate structure.
- 1994 Commercial and multi-family recycling collection standards established by ordinance.
- 1995 Home compost education program started with bin sales and demonstration sites.
- 1996 Initiated semi-annual subscription yard debris collection for residents.
- 1999 Established more stringent standards for commercial recycling by haulers with greater than 5 percent of the market.
- 2001 A bi-weekly universal curbside yard debris program began in September.
- 2001 Rate methodology altered to combine residential and commercial expenses.
- 2001 Oregon Legislature adopts HB3744, requiring Lane Wasteshed to meet a 2009 recovery rate of 54 percent.
- 2002 City Procures first waste composition study quantifying source and type of solid waste landfilled.
- 2003 Commingling implemented by licensed haulers; City develops cart placement standards.

- 2004 City partners with Lane County to develop the K-12 Waste Reduction Education Grant.
- 2005 Eugene, Springfield, and Lane County develop "Brown Pages" for Dex telephone book.
- 2006 Ordinance enacted to apply local licensing requirements for payday loan businesses.

### Citizen Involvement

While the City Council provides citizen oversight to the program at this time, several advisory committees have contributed their perspectives in the past. Among these have been the Solid Waste and Recycling Board, the Solid Waste Task Team, and the Collection Rates Committee. A satisfaction survey concerning refuse/recycling collection was conducted in early 2004. Citizens contact City staff directly, through a Solid Waste and Recycling Information Telephone Line, and through our web site, [www.eugenerecycles.org](http://www.eugenerecycles.org).

### Customer Input

City staff keep current an interested parties mailing list to notify individuals and haulers about code changes, administrative rule changes, rate review requests, and any other information about which it might prove valuable to gain feedback. Haulers also contact service staff directly with questions or comments. Service providers gain input about their service by gauging the popularity of workshops, compost bin sales, and other educational offerings.

### Mission

We provide a system for reliable and responsible waste and recycling collection that values natural resources and promotes waste prevention and recovery. With the goal of protecting the public's health, safety and welfare, we review and license specific businesses.

### Outcomes

- Sustain a stable collection service for the public that minimizes impacts to the natural/built environment.
- Reduce waste generated by all segments of the community.
- Support strong collection, disposal, recycling and recovery infrastructure.
- Provide and/or support ongoing recycling education and waste prevention to Eugene residents and businesses.
- Protect the public's health, safety and welfare with regard to public passenger vehicle operations, payday loan operations and liquor license review.

## **Operating Principles**

- We are responsive to citizens. We listen, we provide information, and we let people know how we are addressing their inquiries, complaints, and input.
- We believe in focusing our waste prevention efforts at targeted materials and waste generators that are high volume or highly toxic in the discard stream. We collect data relevant to the discard stream through periodic composition and other studies.
- We believe we can better serve our community when we cooperate with public, private and nonprofit partners in waste prevention and waste management.
- We aspire to be forthcoming, direct, and honest in our communication.
- We manage resources efficiently by planning our work, and we strive to be good stewards for the public's assets.
- We strive to maintain an inspiring, enthusiastic work environment that fosters professional development.
- We work as a team, so that we can capitalize on our differing abilities and interests. We believe we are a more effective team when we support one another in being innovative, contributing ideas, and influencing outcomes.

## **Current Operating Environment**

### External Trends

Solid waste and recycling rates have stabilized since the 2001 decision by City Council to combine residential and commercial expenses for the purpose of rate calculation. As expected, there was a rate increase to commercial customers in 2002. In spite of increased expenses for fuel, vehicles, parts, labor, and insurance, licensed haulers have been keeping costs in check. A large investment was made for collection vehicles and carts when commingled recycling was implemented in 2003. However, this collection methodology requires fewer vehicles and drivers than source-separated collection, and has increased customer participation rates. Further consolidation among area haulers has led to less overlap of service areas, but has limited customer choices, especially in South Eugene.

### **State Waste Recovery Mandates**

The 2003 Legislature passed laws requiring that the state achieve a 50 percent recycling rate by 2009 and that the total statewide waste generation is capped. For the Lane Wasteshed specifically, there is a goal of 54 percent recovery. Rates are calculated by examining recycling and landfilled volumes. While recycling has been steadily increasing, disposal is also up. For 2005, the Lane Wasteshed achieved a 53.7 percent recycling rate, its highest ever. Staff believes that there are opportunities to recycle more construction and demolition discards but a challenge is a low cost landfill for construction and demolition discards sited just outside city limits. Staff is also pursuing capturing additional food discards through adding them to the

existing yard debris recovery program implemented in 2001. Given the nature of the wasteshed boundaries, new programs in Eugene do not necessarily translate to higher recovery rates for the wasteshed. Achieving the goal of capping waste generation at the state level is considered aspirational. It is likely this issue will be raised during the 2009 legislature.

### **City/County Relationship**

Most cities within Lane County regulate the collection of garbage and recycling through franchising, strong permitting, or internal operations. The unincorporated areas of Lane County are unregulated with regards to curbside collection, but do have access to Lane County's system of transfer stations. Lane County owns and operates the disposal infrastructure that Eugene's licensed haulers utilize. If licensees transport garbage to an out-of-county landfill, they are assessed a "system benefit fee" that supports the County's non-revenue programs including special waste management, recycling, and administration. The County's operations are 100 percent fee-supported so that efforts towards waste prevention, reuse, recycling, and composting result in less revenue for operations. This conflicts with City goals to reduce waste by developing innovations in curbside collection of garbage, recyclables, and organic discards. Lane County is considering a disposal fee increase for implementation during 2007. This increase will be passed along to Eugene collection customers.

### **Advances in Waste Prevention Technology**

There are two Material Recovery Facilities in Eugene which provide recycling services for commercial and industrial generators. These facilities achieve recycling rates of up to 30 percent, but compete for feedstocks with wastes destined for Lane County's Short Mountain landfill and Delta Sand and Gravel landfill. There are three compost processors in Eugene permitted to accept yard debris for composting. New DEQ rules may allow them to more easily compost food discards, but it is expected that new water quality regulations may lead to costly infrastructure and/or best practices. Commingled collection has been very popular for Eugene's residents and businesses, but the quality of recyclable material resulting from this collection methodology is driving market prices down. Green building trends may lead to more focus by the construction industry on capturing materials for reuse and recycling.

### **Growth and Development of the Community, Economy, and Solid Waste Industry**

For the near future, staff does not expect significant changes in the community, economy or waste industry. As 2009 approaches, there will be ongoing discussions with other local government entities as to how to best approach waste reduction and recycling. The nature of the waste stream is changing, with growing amounts of packaging appearing in garbage as well

as growing amounts of construction and demolition materials. This may require a focus on implementing regulations targeting generators of certain waste types. The 2002 waste composition study suggested that large amounts of food, wood, and paper are still being landfilled. In order to capture these materials, a new focus on market development tactics may be necessary. This could require additional statewide coordination and/or local procurement policy development.

### **Increased Regulations**

The business license office enforces regulations set forth in Chapter 3 of the Eugene Code, and the Oregon Revised Statutes. When new or amended licensing regulations are enacted, policies and procedures must be developed and implemented.

Example: In August of 2006, the City Council adopted an ordinance requiring payday lending businesses within the City of Eugene to obtain a payday loan license. The local ordinance is modeled after a similar ordinance adopted in Portland in February 2006. An emergency administrative rule and associated license fees were required to be adopted within 30 days. The business license office developed applications and notified all the local payday loan companies of the regulatory changes. Staff was successful in getting the 16 payday loan businesses licensed by the deadline for compliance.

### Internal Conditions

#### **Service Direction**

The City of Eugene's Solid Waste and Recycling Program's focus area fluctuates between regulation of collection rates and service and promotion to increase waste recovery. The program employs a full-time and a half-time management analyst and a full-time and a half-time program specialist. The program has managed to take on a great deal of work through contracting some services from outside specialists, and has scaled back on directly managing grant projects. While there is a growing demand for creating waste prevention projects within the City organization, there is no staff dedicated to working strictly on internal projects and these tend to fall to the bottom of the priority list of activities.

## **Performance Measures**

### **Core Processes**

#### Produce and Enforce Solid Waste and Recycling Requirements

- Number of enforcement contacts, by type.
- Percent of staff's time spent on regulation activities (based on random sampling).

#### Provide Waste Prevention/Recycling Education

- Per capita waste recovery (DEQ Annual Recovery Rates).
- Number of outreach contacts.
- Number of Green Schools.

#### Produce and Enforce Business Licenses

- Number of licenses/certifications issued.
- Number of enforcement actions.

### **Total System**

#### Effectiveness

- Per capita recovery rate.
- Lane County waste shed recovery rate.

#### Efficiency

- Solid Waste and Recycling Program cost per City resident.
- Business License Program cost per license issued.

#### Financial

- Percent of Solid Waste and Recycling Program cost recovered by fees.
- Percent of Business License Program costs recovered by fees.

#### Customer Satisfaction

- Number of respondents to triennial survey of collection customers who rate overall satisfaction of their current garbage collection service as satisfied or very satisfied.

**Strategy 1: Maintain or increase solid waste recovery for residential collection customers, while ensuring timely, reliable solid waste and collection service**

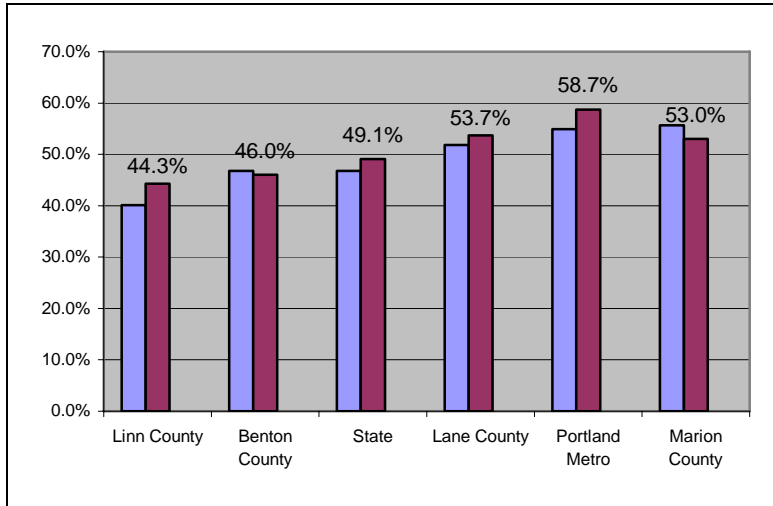
Objective: Recovery rate for Eugene residential collection customers is maintained or increased annually from the rate of 55 percent in 2005.

#### Work Activities:

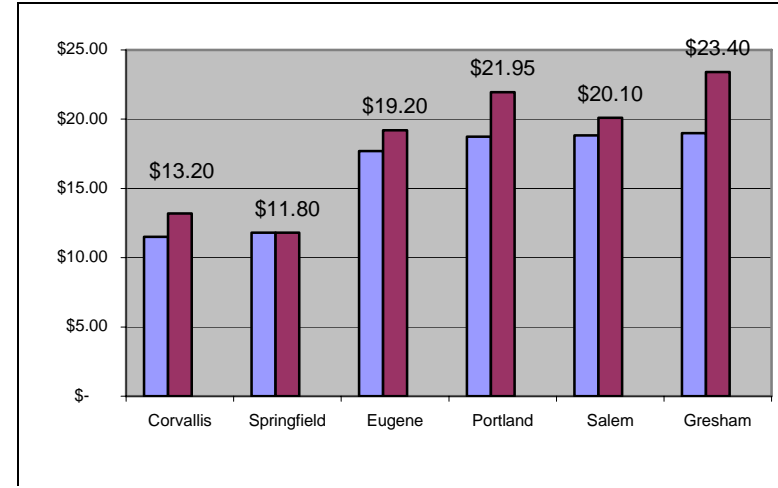
- Assess and implement new recovery streams.
- Expand community education for recycling.
- Evaluate alternative methods of collection to increase recovery.

## Key Business Indicators

Waste shed recovery rate benchmarks, 2003 and 2006



Residential collection rates benchmark for 32 gallon standard, 2003 and 2006



Note: City of Eugene's increase reflects added yard debris service.

