

Analysis: CAA Proposed Collection Point Network vs the Convenience Standard

ORSAC Collection Point Subcommittee, Draft 3 Program Plan Review

Jan. 8, 2025

Agenda of today's meeting

- Plan review process
- DEQ presentation covering:
 - Subcommittee scope
 - Convenience standards
 - Overview of rule requirements
 - How CAA's proposal performs against them
 - Possible order to set up progress reporting
- Council Checklist-Guided Discussion

Teams logistics

Today's session is being recorded

Please stay muted and off video unless you are a member of the Recycling Council Collection Point Subcommittee.

This is a Recycling Council work session, so no public input

Technical difficulties?

Email Arianne.Sperry@deq.oregon.gov or text 503-780-5534.

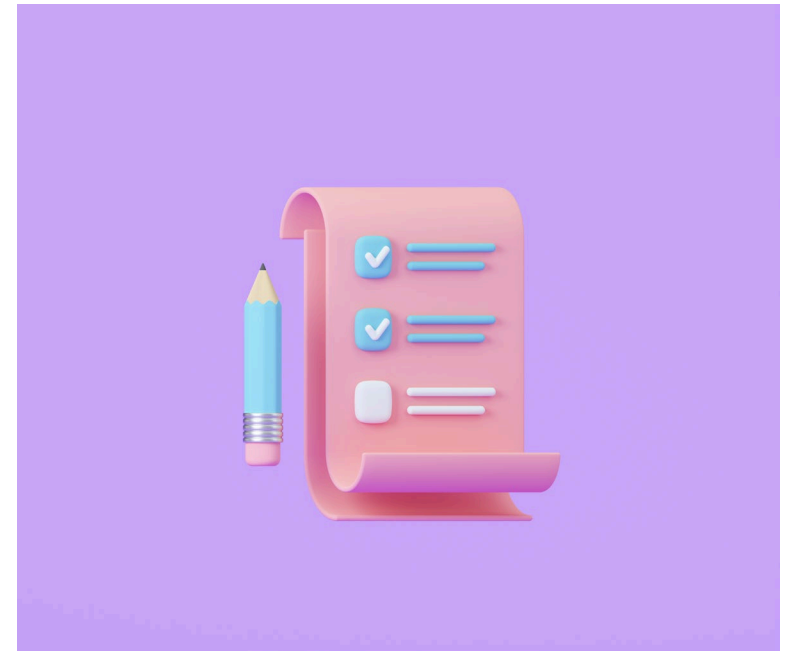
Overview of Plan Review Process

- 2 mtgs & then submit written recs to full Council
 - Focus on any need for orders
- Which plan should I use?
- Reminder re: process
 - DEQ role
 - Decision-making process
 - Conflict of Interest



DEQ Presentation: Agenda

1. Subcommittee scope vs presentation scope
2. Overview of the convenience standard
3. DEQ analysis of CAA proposed collection point network
 - a. Overview of CAA proposal
 - b. Performance of proposed network against the convenience standard
 - i. 95% Oregon-wide requirement
 - ii. County and city jurisdiction requirements by region (Northwest, West, East, Portland metro, Portland proper)
 - iii. Secondary requirements
4. Considerations for an order focused on progress reporting



Subcommittee Scope

- Convenience Standards (incl. Start-Up Approach)
- Performance Standards
- ~~Collection Targets~~ (conditionally approved in draft 1 review)

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Program Plan Table of Contents

Checklist of Requirements



PRO Depots: Collection and Recycling of the PRO Recycling Acceptance List

Checklist for Recycling Council program plan review

Subcommittee Members: Taylor Cass Talbott, Jill Hrycyk, Laura Leebrick, Angie Marzano, Vinod Singh and Scott Byrne

DEQ support persons: Rachel Fernandez, Nicole Portley, and Arianne Sperry

Focal plan sections: (1) Operations Plan, PRO Recycling Acceptance List, (2) Appendix F: PRO depot lists and coverage

Required or Guidance Plan Component	Statute or Rule Citation	Plan Section(s)	Summary of DEQ Recommendations That Were Outstanding After Draft 2	Order Recommended by ORSAC to Meet Requirements
6. Methods for achieving convenience standards by supporting and expanding existing collection points and by creating new collection points, including:	ORS 459A.875(2)(a)(B), 459A.896(1), and OAR 340-090-0640	<ul style="list-style-type: none"> Proposed Approach to Achieving Convenience Standards, pg 60-97 Start-Up Approach for Establishing the Depot Collection System, pg 105-108 Appendix D, Stakeholder Engagement, pg D46-48 Appendix F: PRO Depot Lists and Coverage, pg F56-84 	<p>Ensure and communicate a holistic understanding of what is required by the convenience standards by amending areas of the plan where the convenience standard is mis- or underrepresented.</p> <p>Describe how any proposal for alternative compliance would meet existing and proposed criteria in rule language at OAR 340-090-0640(6).</p> <p>Reflect the results of broad outreach through ORSOP, including partnerships that can collectively deliver a program that meets the standards.</p> <p>Reflect comprehensive research of Oregon facilities that may meet the definition of "existing depot."</p>	
a description of how the prospective PRO will uphold the requirement to contract, where possible, with existing depots or drop-off centers;	ORS 459.875(2)(a)(B) and ORS 459A.896(1)(a)	Network Analysis and Mapping, pg 62-63	<p>Reflect a full understanding of the breadth of facilities that can meet the definition of "existing depot."</p> <p>Confirm that CAA will follow OAR 340-090-0640(1)(a) and reach out to all existing recycling depots as defined in rule.</p> <p>Provide a comprehensive list of existing depots and indicate which facilities voiced interest in collecting PRO materials, as well as those that have declined to partner.</p>	
Inclusion of a list of existing depots, with indication of those that are possible and not possible to contract with;	ORS 459.875(2)(a)(B) and	<ul style="list-style-type: none"> Table 4, Sites that Responded "Yes" to Potentially Hosting a 	<p>Improve the clarity of the tables provided.</p> <p>With respect to tables that prove that CAA is collaborating with existing depots where possible,</p>	

Scope of this Presentation

- Methods to Achieve the Convenience Standards, including:

- **Proposed collection network**
- **Alternative compliance proposals**
- Proof that existing depots are given the opportunity to collaborate, incl. tribal depots
- Requests for temporary variance or administrative discretion
- Provision of enhanced convenience to underserved populations
- Timeline and interim milestones
- Best practices for mobile collection events (guidance element)
- Collaborations with CBO and women- and minority-owned businesses (guidance element)

Required or Guidance Plan Component	Statute or Rule Citation	Plan Section(s)	Section(s) approved? (yes, no, conditionally)	DEQ rationale/recommendation	Parties that submitted similar or related feedback*
				transactional data for inbound loads of commingled recyclables received by the processing facilities. Update this section after consultation with local governments about CAA's potential to provide them more detailed and frequent information.	
6. Methods for achieving convenience standards by supporting and expanding existing collection points and by creating new collection points, including:	ORS 459A.875(2)(a)(B), 459A.896(1), and OAR 340-090-0640	<ul style="list-style-type: none"> • Proposed Approach to Achieving Convenience Standards, pg 43-51 • Appendix D, Stakeholder Engagement, pg D33-34 • Appendix F: PRO Depot Lists and Coverage, pg F40-48 	No	<p>These sections were not updated in Draft 2, and as such DEQ's recommendations from draft 1 largely remain in force. Those recommendations follow below, with some additions, mostly related to cross-referenced content from the Equity section of the plan, marked in italicized text.</p> <p>DEQ recognizes that CAA's proposal to fulfill the convenience standard is not yet fully-developed, pending results of outreach to existing depots and other potential collaborators through ORSOP. While DEQ is amenable to finer details of this section awaiting CAA's third draft submission, DEQ is concerned with the current proposal's general directionality—i.e., CAA is pursuing approaches that may be insufficient to meet the convenience standards.</p> <p>In the next draft of the plan, please 1. ensure and communicate a holistic understanding of what is required by the convenience standards, and 2. describe how any proposal for alternative compliance would meet existing and proposed criteria in rule language at OAR 340-090-0640(6).</p> <p>In its third draft of the plan, CAA should reflect the results of its broad outreach through ORSOP, including partnerships that can collectively deliver a program that meets the standards. The updated draft should also reflect comprehensive research of Oregon facilities that may meet the definition of "existing depot," which can be demonstrated through an updated existing depot list in Appendix F.</p>	(Public comment was closed on these sections in Draft 2 review because it was not updated)

Appendix A of DEQ responses to CAA program plan drafts (recommendations on plan components)

Overview of the Convenience Standards

OAR 340-090-0640(2) and (6)

- (2) = Minimum number of collection points
- (6) = Alternative compliance

Department of Environmental Quality

Chapter 340

Division 90

RECYCLING AND WASTE REDUCTION

340-090-0640

Convenience Standards

(1) For purposes of ORS 495A.896(1) and this rule:

(a) An existing recycling depot or drop off center is any place located in Oregon that accepts any recyclable material from the general public at the time the producer responsibility organization submits its most recent Program Plan or plan amendment, and which also meets at least one of the following five criteria:

(A) The recycling depot or drop off center is used by a local government to satisfy the requirement in ORS 459A.005(1)

(a)(A) to provide a place for collecting source separated recyclable material, including the materials on the uniform statewide collection list established under ORS 459A.914 designated for collection at a recycling depot, located either at a disposal site or at another location more convenient to the population being served.

(B) The recycling depot or drop off center is used by a local government to satisfy the optional opportunity to recycle program element described in ORS 459A.007(1)(g).

(C) The recycling depot or drop off center is operated by or at the direction of a Tribal government.

(D) The recycling depot or drop off center is located at a site that operates under a valid solid waste permit issued by the DEQ.

What is a Collection Point?



Existing multi-material depots



Return-to-retail



Single-material drop-box



New multi-material depot

What is not a Collection Point?



On-Route Collection



Mobile Collection Event

Collection Point Minimums: per-Material and per-Jurisdiction

Materials

Base:



Enhanced:



Delayed Listings:



Jurisdictions*

- State
- Counties
 - Distribution -- incorporated vs unincorporated areas
- Cities
 - Distribution among major sections
 - Cities served by transit

**A single collection point may be counted by a PRO toward minimums at all three jurisdictional scales.*

Minimum Collection Points for Jurisdictions

1. Statewide: 95% of residents live within 15 miles of a collection point.

2. Per County

Material	Population		
	n/a	Each 60,000 residents in Metro counties, 40,000 elsewhere	Each 45,000 residents in Metro counties, 30,000 elsewhere
All	1		
Base		+1	
Enhanced			+1

3. Per City

Material	Population			
	≥14,000 residents in cities in Metro counties, ≥7,000 elsewhere	Each 75,000 residents in cities in Metro counties, 35,000 elsewhere	≥8,000 residents in cities in Metro counties, ≥4,000 elsewhere	Each 50,000 residents in cities in Metro counties, 30,000 elsewhere
Base	1	+1		
Enhanced			1	+1

Minimums Per Jurisdiction



State of Oregon Department of Environmental Quality
**Updated Minimum Convenience
 Standard Table – December 2024
 version**

An Update to Appendix 1 of DEQ’s “Rule Concept: Convenience Standards, Collection Targets and Performance Standards for PRO Recycling Services” (originally published Dec. 28, 2022)

December 11, 2024

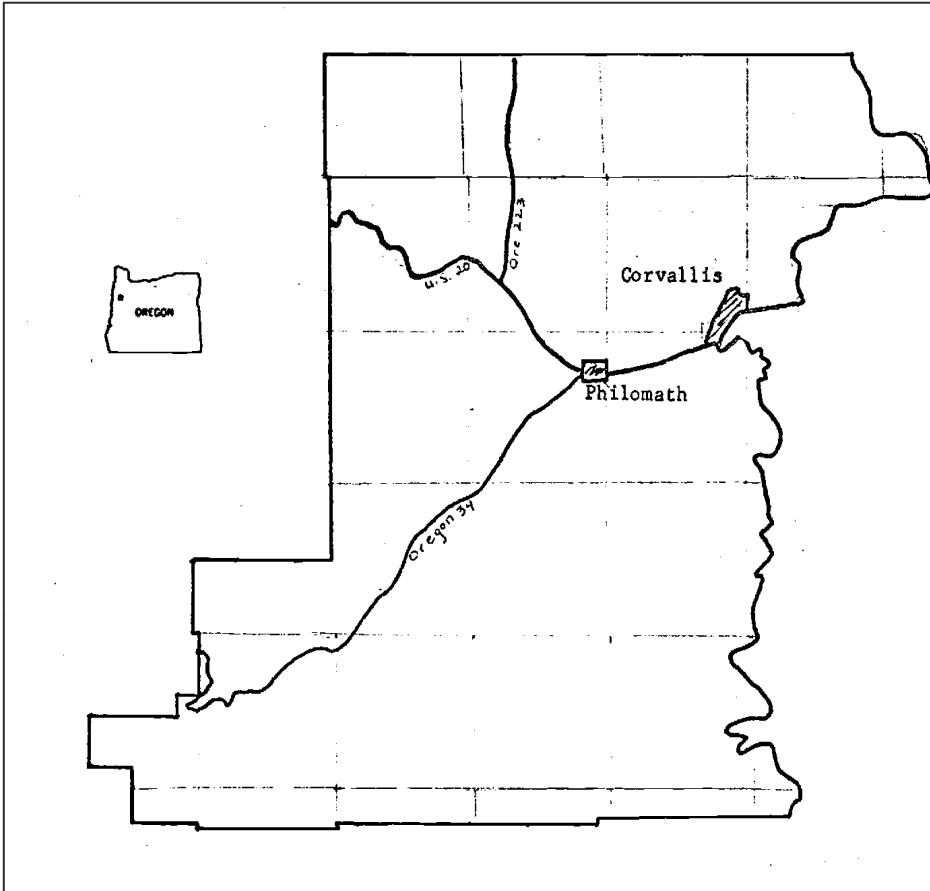
**Table 1.
 Minimum Number of PRO Collection Points for Each Material**

County City	Materials on “Basic” List (e.g. Aluminum foil and pressed foil products, shredded paper, etc.)	Materials on “Enhanced” List (e.g. polyethylene and glass packaging, etc.)
Baker		
Baker City	1	1
Additional collection points	0	0
Benton		
Corvallis	2	3
Philomath	0	1
Additional collection points	1	0
Clackamas		
Canby	1	1
Gladstone	0	1
Happy Valley	1	1
Lake Oswego	1	1
Milwaukie	1	1
Molalla	0	1
Oregon City	1	1
Sandy	0	1
West Linn	1	1
Wilsonville	1	1
Additional collection points	1	0
Clatsop		
Astoria	1	1
Seaside	1	1
Warrenton	0	1
Additional collection points	0	0
Columbia		
St. Helens	1	1
Scappoose	1	1
Additional collection points	0	0
Coos		
Coos Bay	1	1
Coquille	0	1
North Bend	1	1
Additional collection points	0	0

Let’s look at an
 example county
 (Benton)



Benton County Example



2023 PSU Population Data

Jurisdiction	Population			
		All	Base	Enhanced
Benton County	99,355	<i>County targets met through city targets</i>		
City of Corvallis	61,669		2	3
City of Philomath	5,823			1

The convenience standard has built-in flexibility: Benton County's convenience standard could be fulfilled with as few as four locations (that collect all materials), or as many as 26 collection points (that each collect one material).

Secondary Requirements

- Requirements with respect to distribution of collection points
 - In counties, incorporated vs unincorporated areas.
 - In cities, among major city sections, and in proximity to transit.



Alternative Compliance

- Can be proposed, case-by-case, in the program plan.
- Proposals are considered by DEQ against four criteria:
 - Impact on the achievement of collection targets,
 - Impacts on equitable access to and provision of recycling;
 - Support of local government(s); and
 - Environmental outcomes.



Overview of CAA Proposal

Highlights

- **118** collection points proposed in 3rd draft plan.
- CAA proposes alternative compliance for **25** of 118 collection points (21 unique jurisdictions).
- CAA expects that each site will collect seven materials (all materials on the PRO list as of July 1, 2025, except for EPS).
- 32 out of 36 counties meet the minimum standard for counties.
- Outreach statuses for identified collection points (shown in table) were reported Dec. 6, 2024, and are subject to change.

Outreach status	CP meet standard	CP as alternative compliance	Total
Confirmed	80	19	99
Pending	11	5	16
Options	2	1	3
Total	93	25	118

Outreach status descriptions:

- **Confirmed:** Written agreement with collection point (CP).
- **Pending:** Verbal agreement exists with CP.
- **Option:** CP contacted and waiting for responses.

Alternative Compliance proposals:

- **By address city:** outside boundaries of target city, e.g. UGB
- **By adjacent city:** in close proximity to the target city
- **By proximity:** within 15-mile range (rural areas)

Performance of proposed network against the convenience standard

GIS Analysis

Objectives of GIS analysis

- Illustrate the proposed collection point network
- Demonstrate PRO's performance to meet the convenience standard:
 - Primary requirements
 - Statewide and regional perspectives on meeting the minimum number of collection points
 - Secondary requirements
 - Distribution of collection sites within jurisdictions
 - Convenient proximity to transit service
- Highlight the gaps in the network at both city and county jurisdictions

Approach to GIS analysis

- Evaluate proposed collection network based on total number of sites required.
- Assumes all collection points accept both base and enhanced materials.
- Number of collection points rounded **down** to nearest whole number.
- Metro = Multnomah, Clackamas, and Washington counties.
- Non-metro designation = all other jurisdictions.
- Population is based on the 2023 PSU Population Report.
- Assumes *hypothetically* that DEQ approves all proposed alternative compliance.

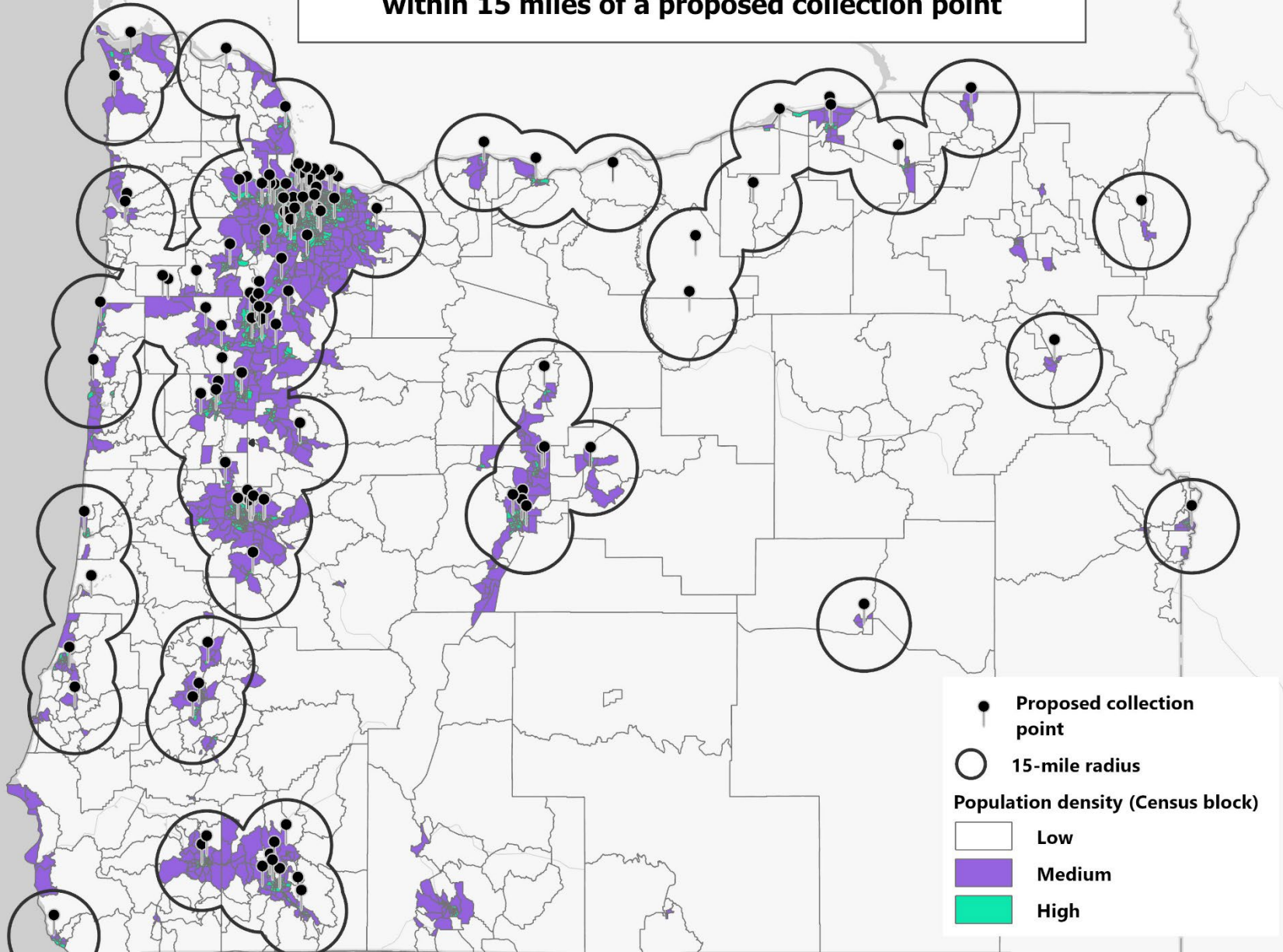
Statewide analysis

95% population coverage requirement

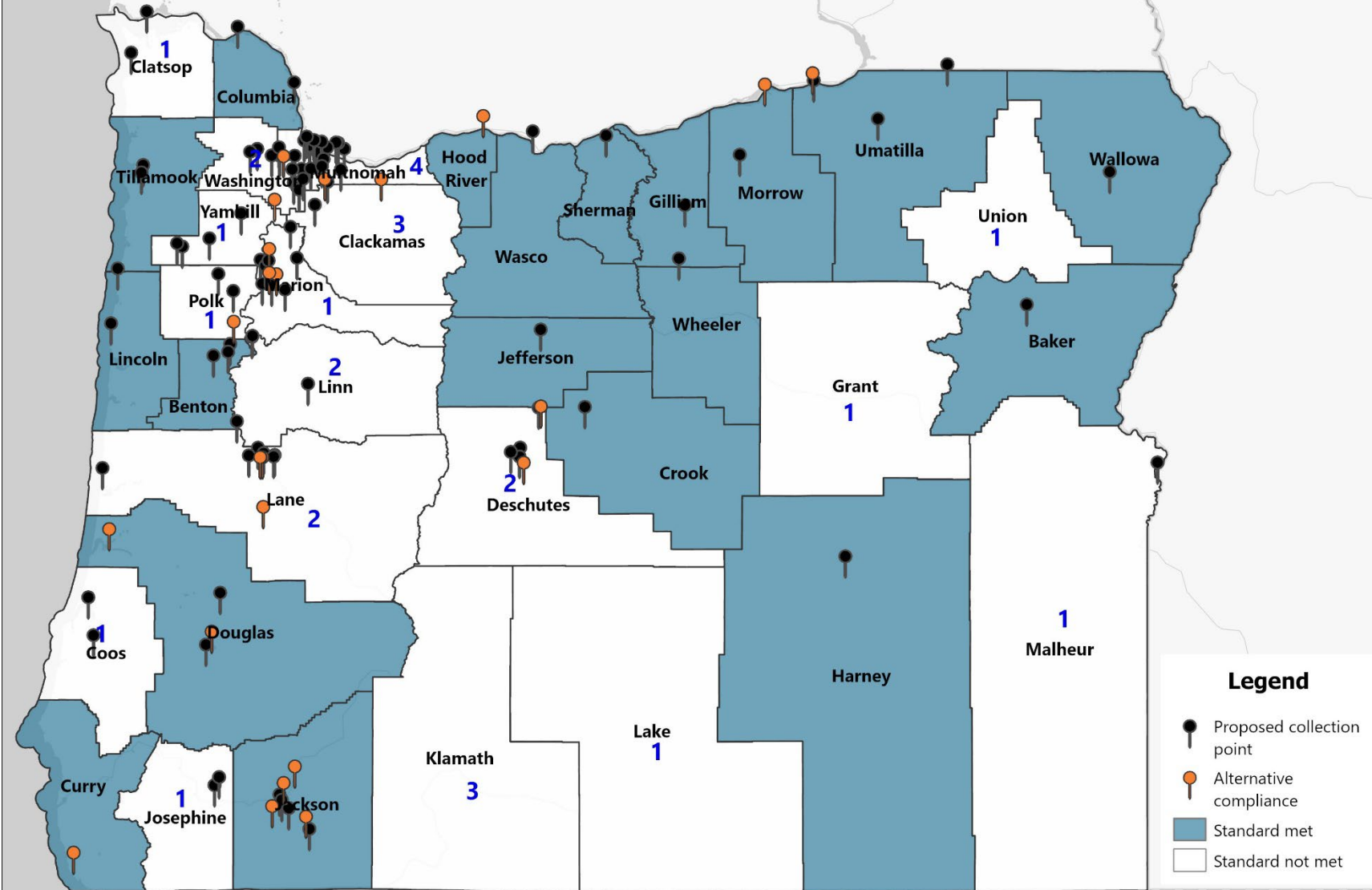
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Minimum number of collection points required

PRO reports 94.6% of statewide population lives within 15 miles of a proposed collection point



Progress to meet minimum number of collection points statewide (144)

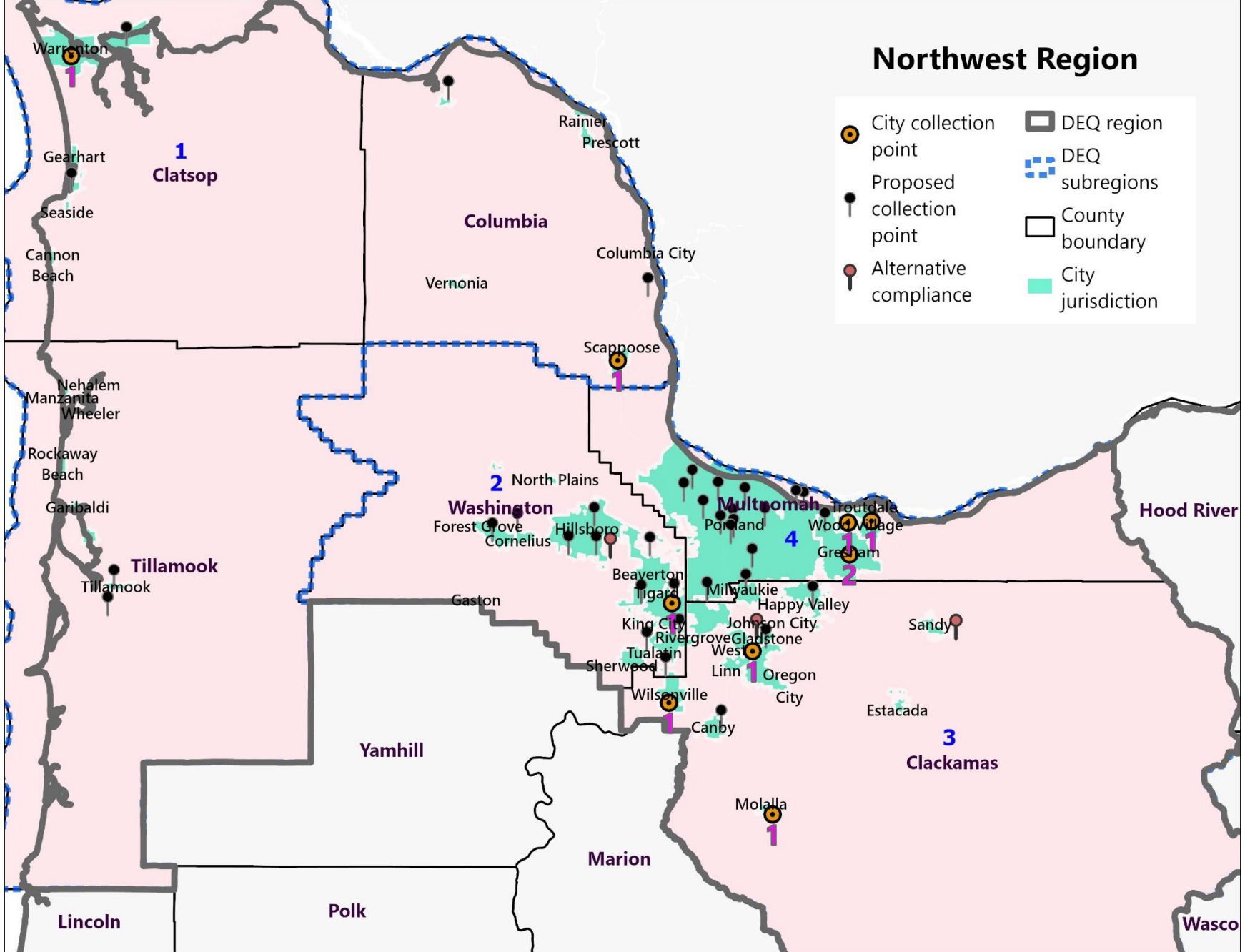


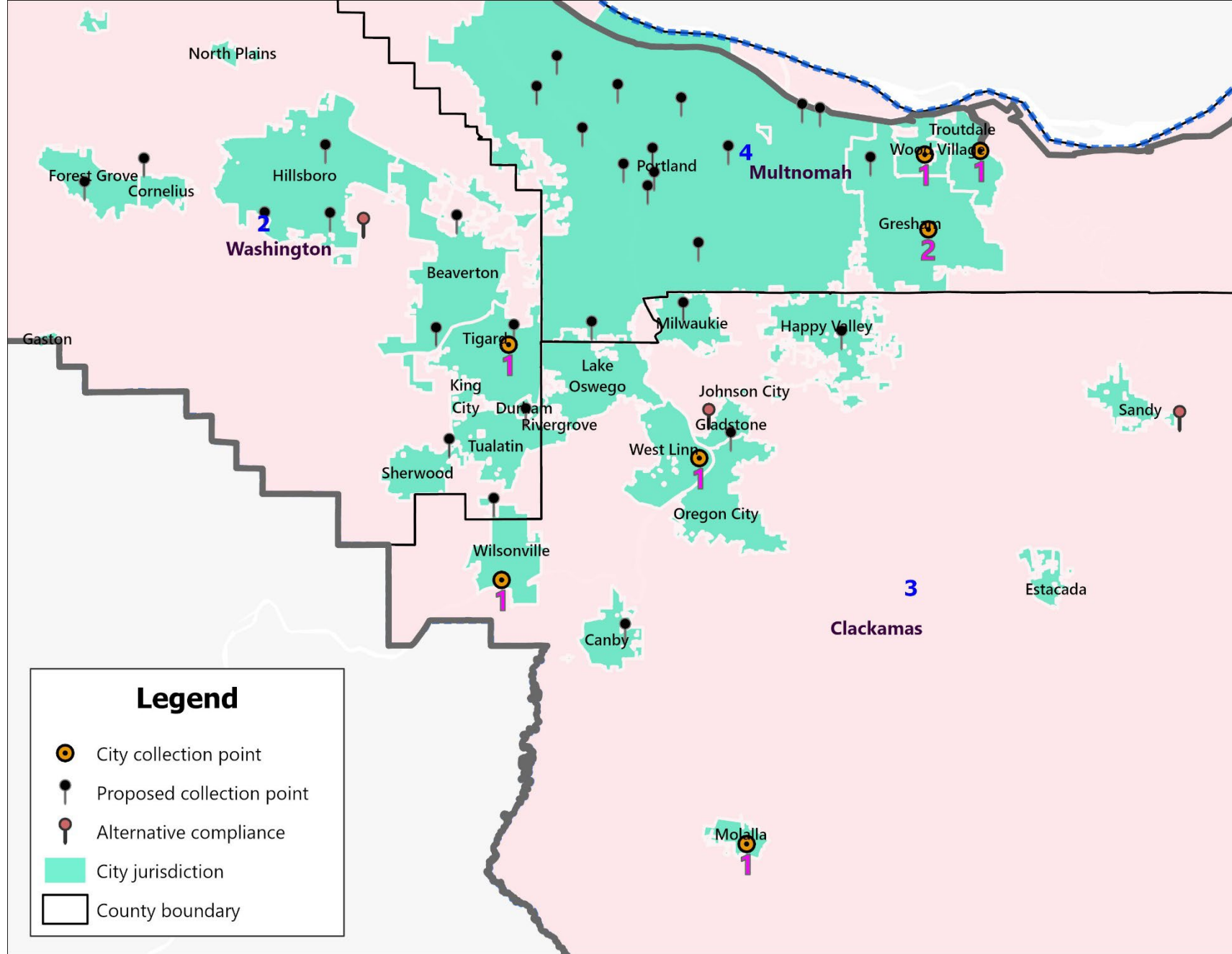
Regional analysis

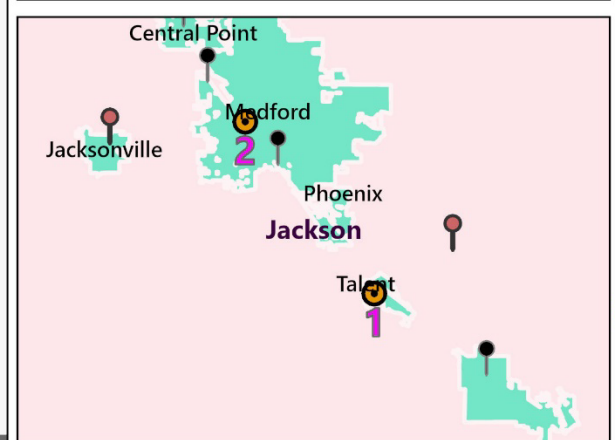
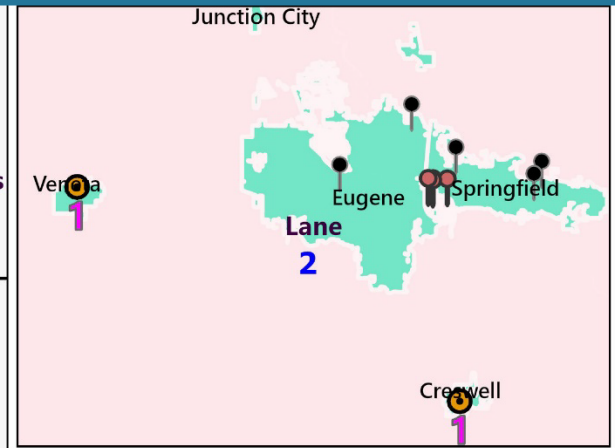
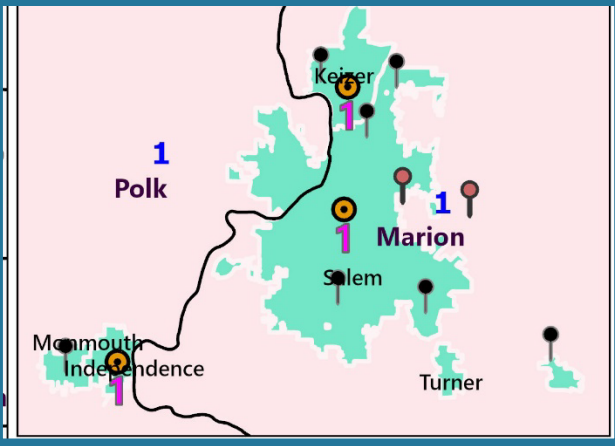
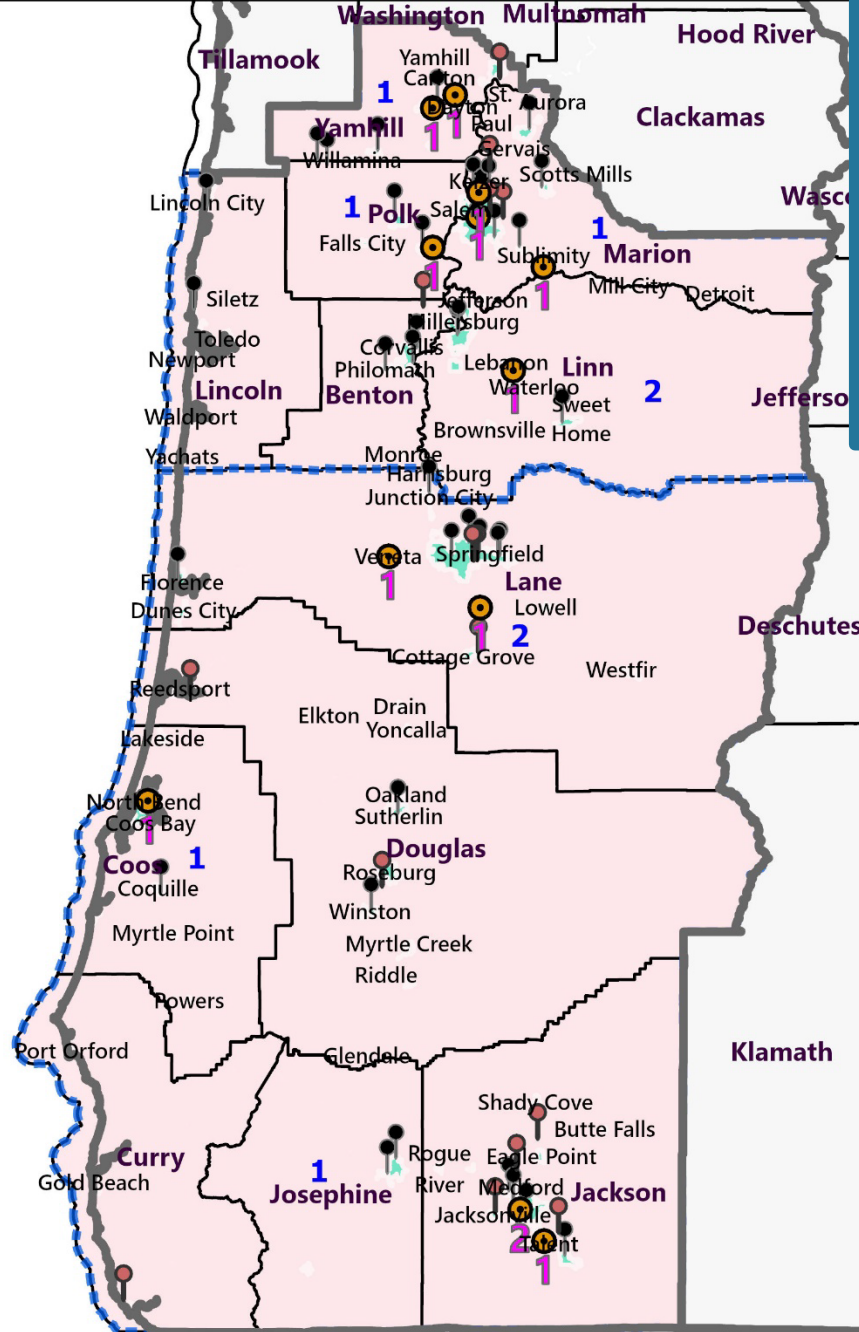
(Northwest, Western, Eastern, Metro, Portland proper)

Minimum number of collection points
per jurisdiction

Northwest Region

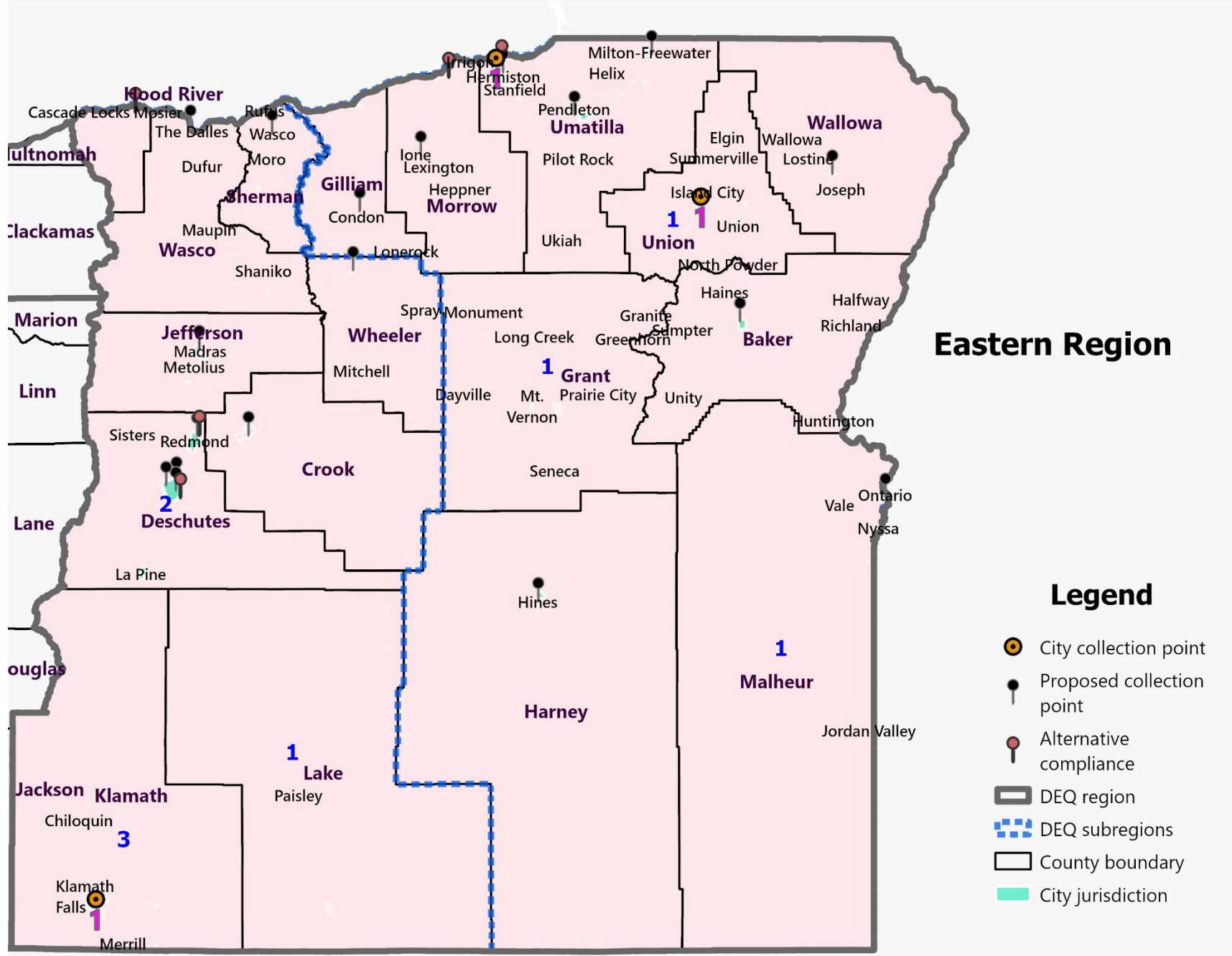






Western Region

- Legend**
- City collection point
 - Proposed collection point
 - Alternative compliance
 - DEQ region
 - DEQ subregions
 - County boundary
 - City jurisdiction



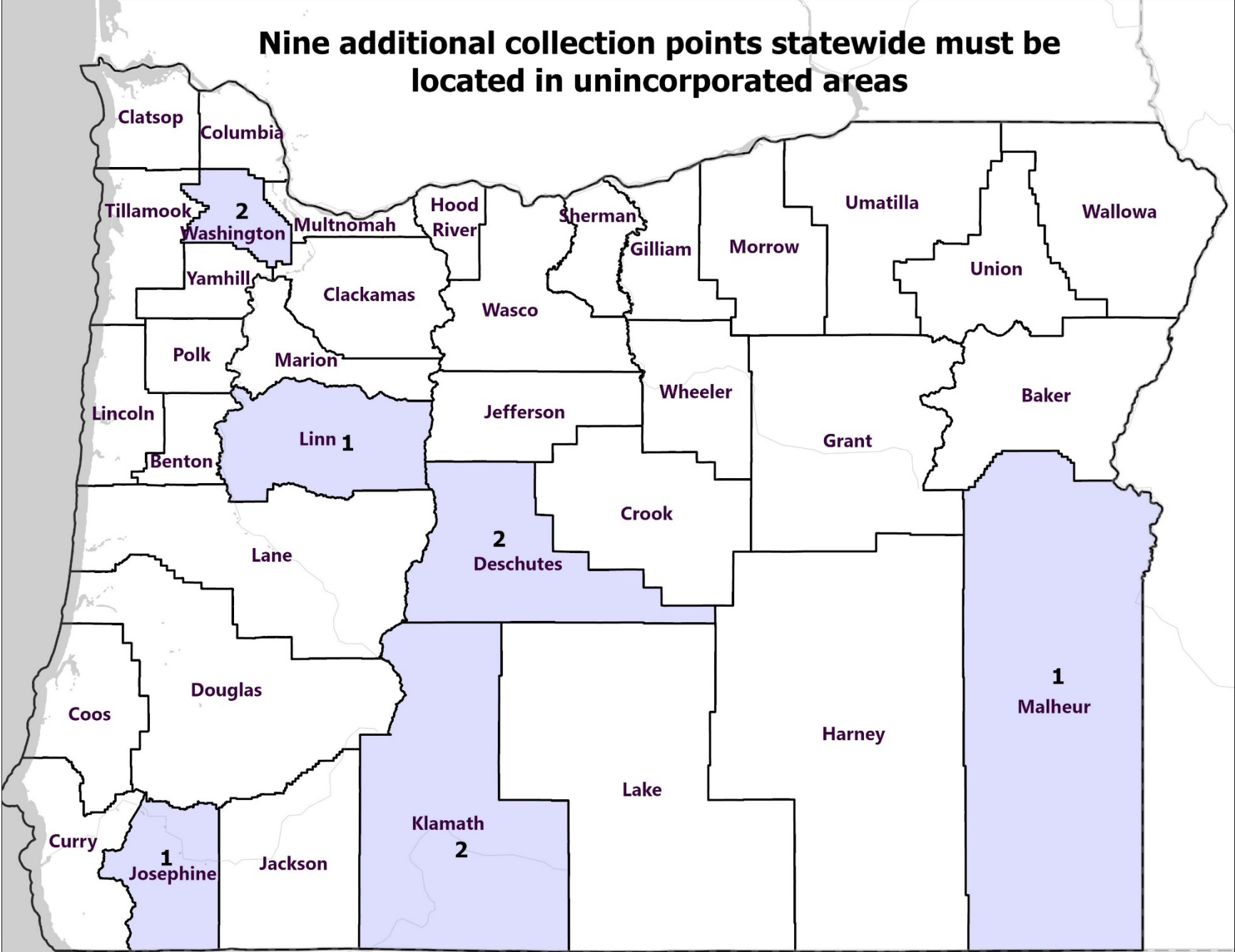
Secondary requirements

Distribution of collection sites (city and county)

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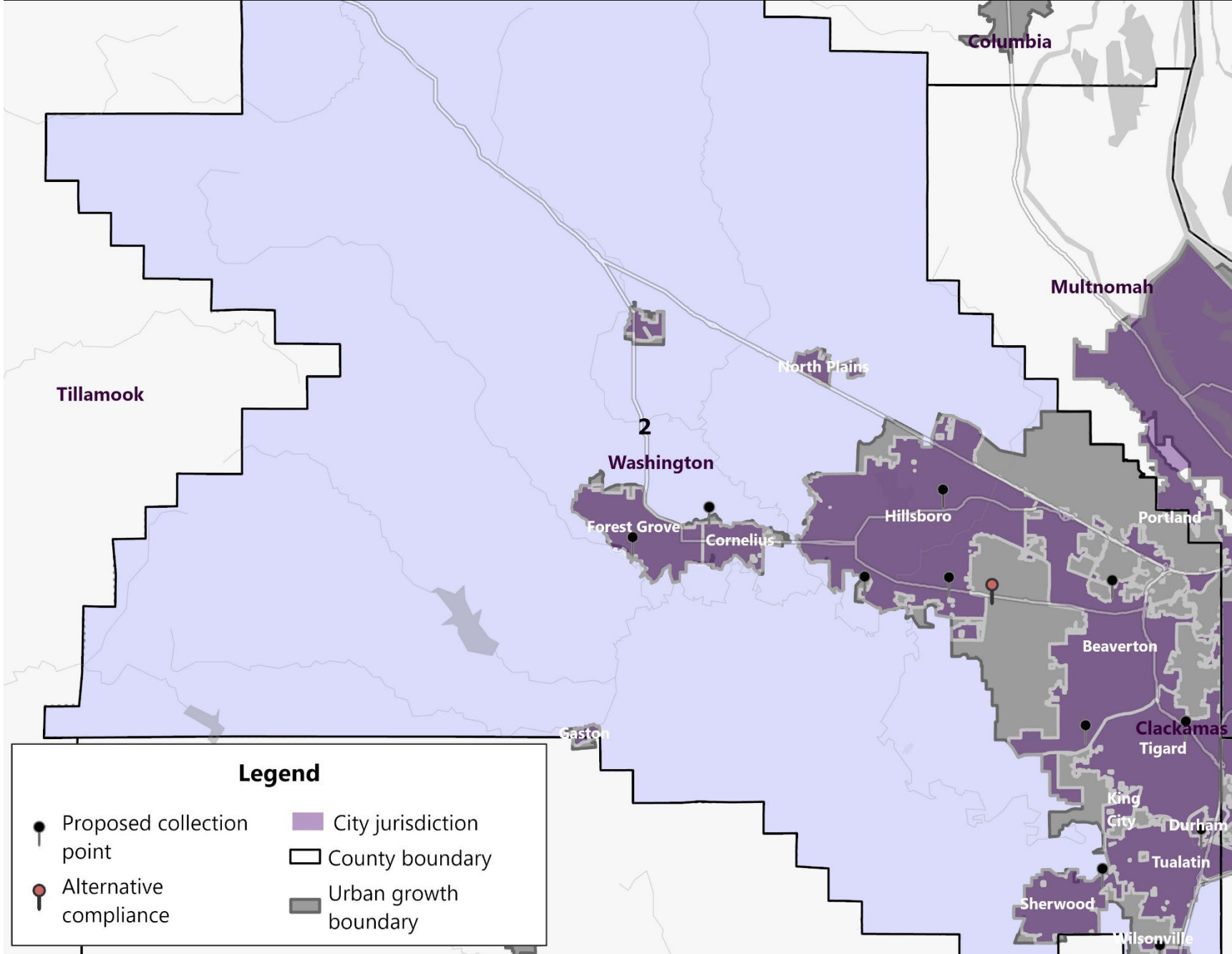
Proximity to public transit

Nine additional collection points statewide must be located in unincorporated areas



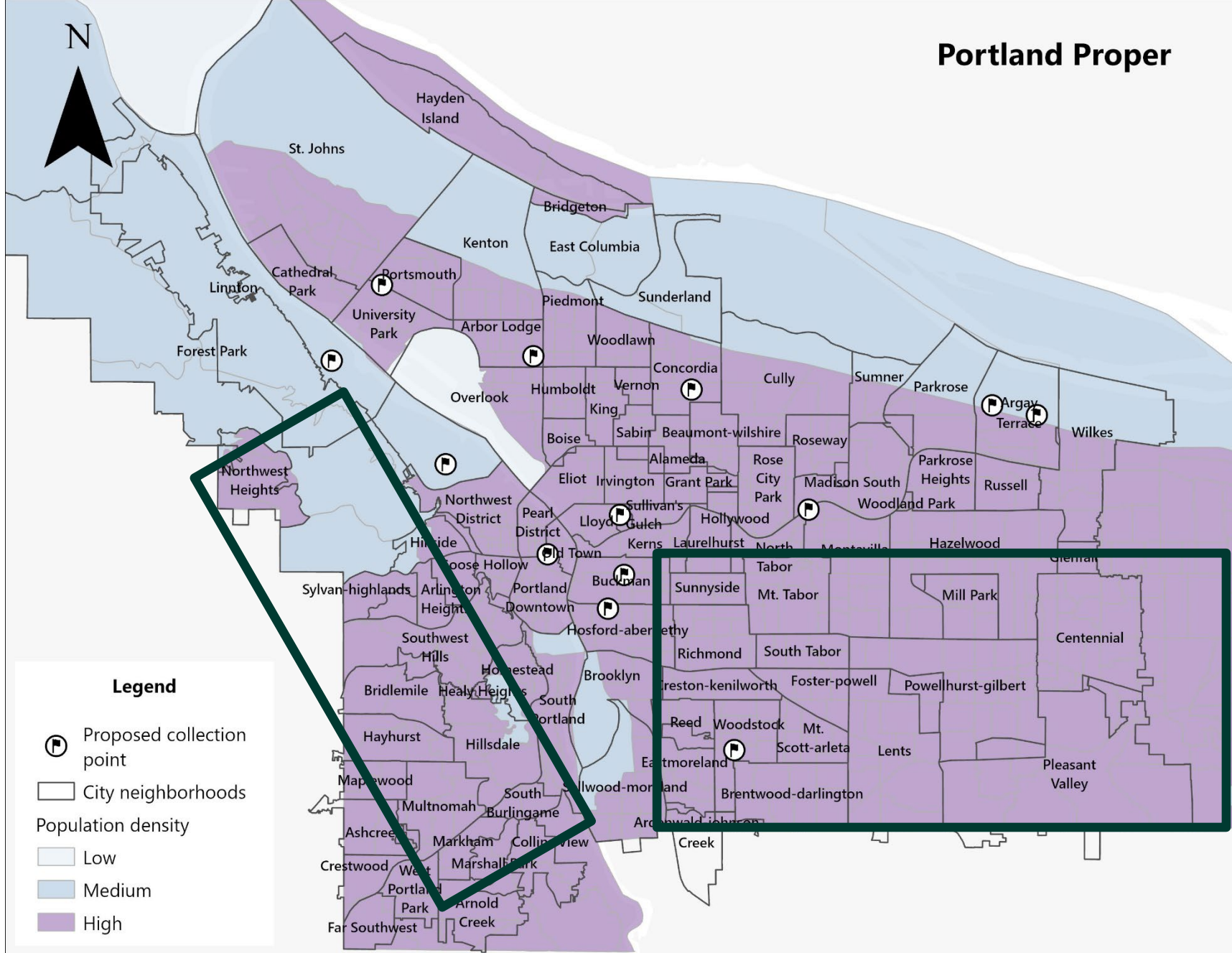
**Distribution
within
Counties
(2)(d)(D)**

Distribution within Washington County (2)(d)(D)



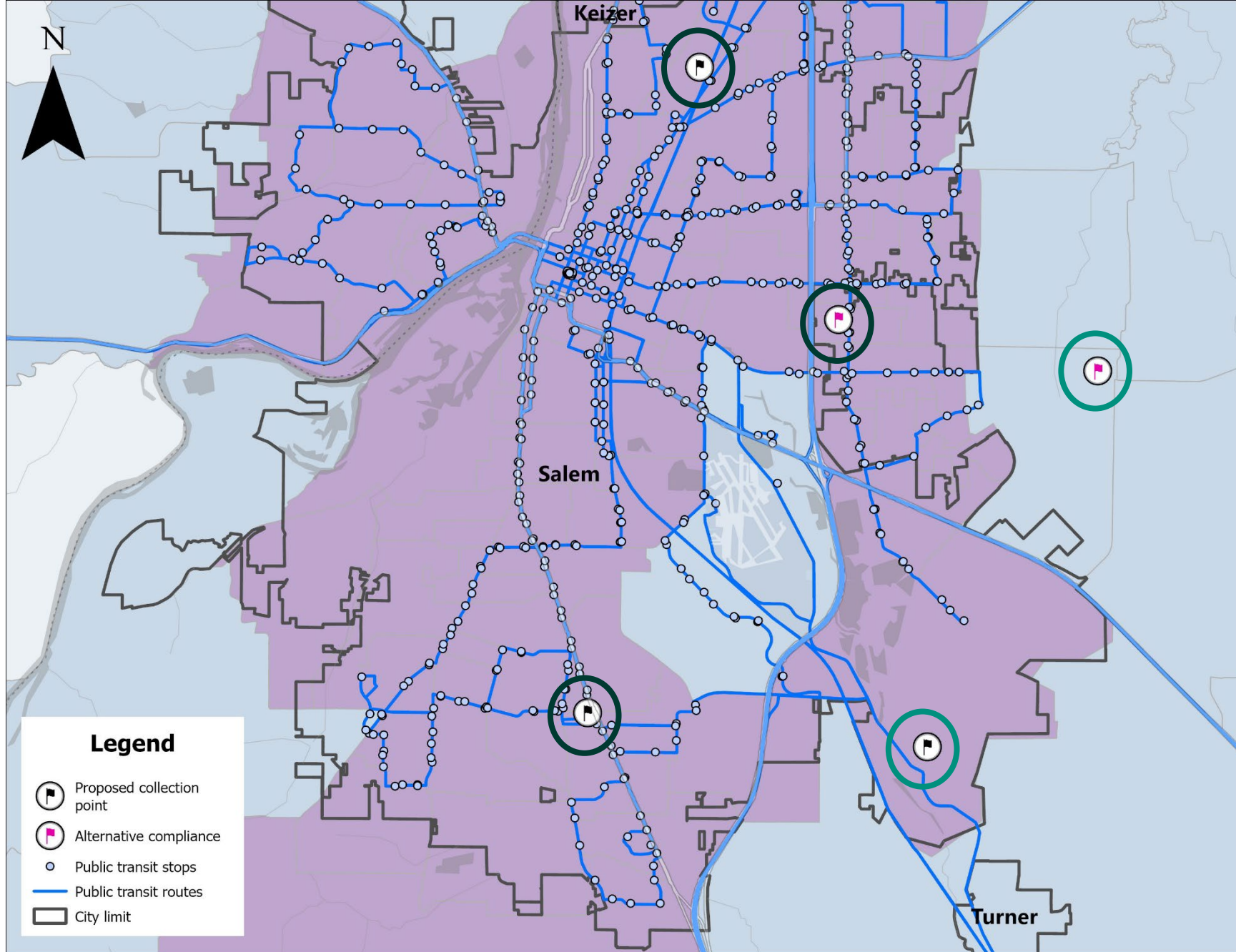
Distribution among City Sections

Portland Proper



Transit proximity –

City of Salem



Key findings

- Performance against primary requirements *pending further evaluation of alternative compliance proposals*:
 - Achieved 82% progress to meet minimum number of CPs (118/144).
 - Requirements met in roughly half of the counties.
 - Consider city jurisdictions in >1 county (Salem metro).
- Performance against secondary requirements, *pending further analysis*:
 - CPs do not appear equitably distributed in Portland proper
 - SW and SE areas are underrepresented.
 - Nine additional CPs (in six counties) must be located in unincorporated areas.

Potential Process-Focused Order

- The plan includes a commitment to meet the convenience standards and methods for doing so, but the current planned network does not meet the convenience standards
- Vision for quarterly required reporting

Title VI and alternative formats

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