

IN CONSIDERATION OF RESOLUTION NO. 25-5525 FOR THE PURPOSE OF RENEWING
CITY OF ROSES DISPOSAL & RECYCLING, INC.'S SOLID WASTE FACILITY FRANCHISE TO
OPERATE A TRANSFER STATION

Date: December 5, 2025
Department: Waste Prevention and
Environmental Services
Meeting Date: December 18, 2025

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Length: 10 minutes

ISSUE STATEMENT

City of Roses Disposal & Recycling (COR) seeks to renew its Metro solid waste facility franchise for COR Transfer Station, a Metro-authorized transfer station located at 4580 NE 138th Avenue in Portland. Metro Code Section 5.01.210 states that Metro Council will approve or deny a solid waste facility franchise renewal.

ACTION REQUESTED

Approve Resolution No. 25-5525 which will authorize the Chief Operating Officer to issue a renewed solid waste facility franchise to COR to operate COR Transfer Station. If adopted as proposed, Council would approve a franchise renewal for a one-year term and may extend the franchise for an additional four years provided that the results of any pending compliance investigation do not otherwise warrant other action pursuant to Metro Code.

IDENTIFIED POLICY OUTCOMES

Approval of this resolution will support the goals of the Regional Waste Plan and Regional System Facilities Plan. This staff report further describes this expected policy outcome.

POLICY QUESTION(S)

Should the Metro Council approve COR's solid waste facility franchise renewal for a one-year term?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

1. Adopt Resolution No. 25-5525 to renew the solid waste facility franchise for COR Transfer Station with a one-year term.
2. Amend Resolution No. 25-5525 to issue a renewed franchise to COR Transfer Station with different conditions other than those recommended by staff.
3. Do not approve Resolution No. 25-5525. If Council does not adopt this resolution, COR Transfer Station will not be authorized to accept, process, or transfer solid waste.

STAFF RECOMMENDATIONS

Staff recommends that Council adopt Resolution No. 25-5525 to approve the renewal of the solid waste facility franchise for COR Transfer Station. If Council approves this resolution, the renewed franchise (F-057-26) will go into effect on January 1, 2026, with a term of one year, and the COO will report to Council the findings of the investigation and recommend whether to extend the franchise term. Staff recommends that Metro Council approve the resolution.

Staff recommends this approach because Metro recently determined, following a complaint investigation, that the applicant filed inaccurate reports and improperly disposed of source-separated recyclable materials. Based on these recent findings, it is necessary to further investigate to determine whether there are other compliance issues or corrective actions that Metro should consider for the franchise. This proposed approach allows time for Metro to further investigate matters without causing significant system disruption due to the abrupt closure of an existing transfer station. If approved, the COO would issue a renewed franchise for a one-year term and further evaluate the franchisee's compliance status.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

The current franchise for COR became effective on August 14, 2019, and expires on December 31, 2025. COR applied to renew its franchise without any changes to its current authorization.

As mentioned above, Metro recently determined that the applicant filed inaccurate reports and improperly disposed of source-separated recyclable materials during the current franchise term, and staff recommend a one-year renewal on the condition that Metro further investigate the franchisee's compliance status. The proposed franchise adds a new section with additional requirements (Section 14.0, as described below). The proposed franchise also includes several housekeeping changes and minor updates to clarify regulatory requirements and standardize terminology with other authorizations for increased consistency. The proposed housekeeping updates are listed below and will be included as standard regulatory provisions in all authorizations for similarly situated facilities going forward.

- Section 3.14 - Facility capacity; adds the requirement from Administrative Rule No. 5.01-3120.8 that the franchisee must not exceed the designed operational capacity of the transfer station. This is a standard requirement applicable to all Metro-authorized transfer stations.
- Sections 6.3 - Fire prevention, 6.6.3 - Storage and exterior stockpiles, and 7.6 - Procedures for processing and storage of loads; these sections were updated to clarify that the franchisee must manage materials stockpiles in accordance with Oregon Fire Code requirements and as described in the facility site plan and operating plan.
- Section 6.16 - Employment standard; this section was updated to clarify that the facility must comply with Oregon's "ban the box" law (ORS 659A.360).
- Section 14.0 - Additional requirements; this section incorporates new requirements to address recent compliance issues. The new provisions require COR to submit updated operating and site plans, maintain and report accurate records of all solid waste stockpiled and otherwise stored onsite, and fully cooperate with all aspects of Metro's compliance evaluation.

Legal Antecedents

Pursuant to Metro Code 5.01.210(b), the Council must approve renewal of a solid waste facility franchise unless the Council determines that the proposed renewal is not in the public interest or does not meet the criteria outlined in Metro Code 5.01.180. Exhibit B to Resolution No. 25-5525 contains the staff analysis considering the factors described in Metro Code Section 5.01.180(f) (determining whether to issue a franchise).

Financial Implications

The proposed franchise renewal is not expected to have any financial implications for Metro at this time. This is an existing transfer station that is part of the region's solid waste system. Metro

currently allocates up to 60 percent of the region's putrescible waste to private transfer stations using a tonnage allocation methodology.

The current tonnage allocation program has been in place since January 1, 2020, and Metro is planning to evaluate the program to assess potential future changes. To allow time for the evaluation, there will be no changes to the tonnage allocation process for 2026. The proposed franchise renewal is expected to have minimal impact on Metro's Solid Waste Fund operating costs and revenues under the current allocation methodology.

Known Opposition

Metro posted a public notice and invited public review and comment on the franchise application. The notice was posted to [Metro's website](#) and postcards were mailed to approximately 125 property owners and residents within one-quarter mile of the facility. Metro also emailed the notice to 254 community-based organizations, neighborhood associations, local governments, solid waste industry members, and other interested parties.

The 30-day public comment period began on August 15, 2025, and closed on September 15, 2025. During the public comment period, Metro received seven comments from residents and the Argay Terrace Neighborhood Association raising concerns about offsite impacts from the facility. Staff shared the comments with DEQ and City of Portland staff as well as the facility operator. Full comments and responses from Metro, findings from regulatory agencies, and COR's response to comments are included in this staff report as Attachment 1: Public comment report.

BACKGROUND

The applicant, COR, is a local, family-owned company. City of Roses Disposal & Recycling is a waste collection business, established in 1995, and partner company to COR Transfer Station located at 4530 NE 138th Avenue in Portland (Metro Council District 1). COR previously operated a Metro-authorized material recovery facility (MRF) located at 5726 NE 109th Ave. in Portland. COR began operating the MRF at the former location in 2013 and relocated operations to the current site in 2018. In 2019, the Metro Council authorized COR to expand its operations from processing and reloading waste to other transfer stations, to also become a franchised transfer station that transports waste directly to a landfill.

COR leases portions of the 12-acre COR Transfer Station property to non-affiliated tenants. Construction is currently underway by the newest tenant, [Circular Action Alliance \(CAA\)](#), a non-profit Producer Responsibility Organization (PRO) tasked with implementing [Oregon's Plastic Pollution and Recycling Modernization Act \(RMA\)](#) – an Extended Producer Responsibility (EPR) law passed by the Oregon legislature in 2021. The leased interior space will be used by CAA to perform audits of mixed recyclable materials collected throughout Oregon to evaluate program success and remove unacceptable materials (contaminants). By summer of 2026, CAA also plans to open a public collection depot utilizing repurposed shipping containers onsite at COR Transfer Station. COR is also currently partnering with Portland General Electric, Portland Prosper, and the Portland Bureau of Transportation's [Parkrose Greenway Project](#) initiative to connect a system of walking and biking trails with plans in development for a future "Cross Levee Trail" along the levee adjacent to its eastern property line.

Since 2018, Metro awarded a total of four [Investment and Innovation grants](#) to COR, however only two of these projects were fully funded and completed, while the other two were terminated at COR's request. First, in 2018, Metro awarded \$500,000 for infrastructure upgrades and equipment to enhance material recovery operations. The following year, Metro awarded \$302,504 to continue

facility and equipment upgrades including installing an elevated sort line to improve staff working conditions; these projects were completed in February 2020. Also in 2019, Metro awarded \$65,000 to develop new opportunities for wood waste reuse, but the grant was terminated in 2020 at COR's request, and funds were reallocated to another recipient for that project. In 2023, Metro awarded COR \$217,130 for a depackaging machine and building retrofit to increase food waste recovery potential. However, in August 2025, COR notified Metro it would forego the grant because it expects to receive federal funding. As of the date of this report, Metro staff are working with COR to recover approximately \$8,000 already disbursed before closing the grant.

The facility currently holds a Metro-issued franchise (F-057-19J) to operate a transfer station authorized to receive solid waste. Under the terms of the existing franchise, COR is authorized to accept up to 73,558 tons of putrescible waste generated from within the Metro region in calendar year 2025. COR also holds a solid waste disposal site permit for a transfer station and material recovery facility (Permit No. 1606) and a 1200-Z stormwater permit (Permit No. 32763) both issued by the Oregon Department of Environmental Quality (DEQ). On August 8, 2025, the applicant filed a complete solid waste facility franchise application accompanied by payment of the requisite application fee of \$500. The applicant has not requested any changes to its current authorization.

During the current franchise term (August 14, 2019 to December 31, 2025), Metro staff conducted 18 site inspections as of the date of this report. On June 29, 2021, Metro issued a Notice of Violation (NOV No. 433-21) without civil penalty and with required corrective actions for accepting prohibited waste; eight tons of asbestos-containing waste on April 10, 2021. DEQ issued a warning letter on June 30, 2021, for this same incident. On September 8, 2023, Metro issued a warning letter (No. WL-454-23) for failure to report unusual occurrences, equipment breakdown, to Metro within 24 hours as required. COR resolved both issues and responded to Metro's directives satisfactorily. In September 2025, Metro received a complaint regarding reporting and management of source-separate recyclable materials received at COR Transfer. Metro investigated the complaint and issued a Notice of Violation (NOV-465-25) with civil penalty and additional corrective actions on December 5, 2025.

Staff finds that additional investigation of the franchisee's compliance status is necessary based on findings associated with the violations cited in NOV-465-25. Staff recommends that Metro Council approve a one-year franchise renewal to allow time for Metro to further investigate and evaluate potential compliance issues identified at the facility.

ATTACHMENT

- Attachment 1: Public Comment Report