

IN CONSIDERATION OF RESOLUTION NO. 25-5527, FOR THE PURPOSE OF RENEWING GSS TRANSFER, LLC'S SOLID WASTE FACILITY FRANCHISE TO OPERATE A TRANSFER STATION

Date: November 17, 2025
Department: Waste Prevention and
Environmental Services
Meeting Date: December 4, 2025

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Presenter if requested: Hila Ritter
Length: Consent agenda

ISSUE STATEMENT

GSS Transfer, LLC (GSS), a Metro-authorized transfer station located at 2003 NW Birdsdale Avenue in Gresham, seeks to renew its Metro solid waste facility franchise. 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. 25-5527 which will authorize the Chief Operating Officer to issue a renewed solid waste facility franchise to GSS for a term of five years.

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 Metro Council approve the applicant's franchise application and authorize the Chief Operating Officer to renew the solid waste facility franchise for GSS in accordance with Metro Code Section 5.01.210 and as described in this resolution?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

1. Adopt Resolution No. 25-5527 to renew the solid waste facility franchise for GSS.
2. Amend Resolution No. 25-5527 to issue a renewed franchise to GSS with different conditions other than those recommended by staff.
3. Do not approve Resolution No. 25-5527. If Council does not adopt this resolution, GSS will not be authorized to accept, process, or transfer solid waste.

STAFF RECOMMENDATIONS

Staff recommends that Council adopt Resolution No. 25-5527 to approve the renewal of the solid waste facility franchise for GSS. If Council approves this resolution, the renewed franchise (F-019-26) will go into effect on January 1, 2026.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

The current franchise for GSS became effective on January 1, 2020, and expires on December 31, 2025. GSS applied to renew its franchise without any changes to its current authorization.

The proposed franchise 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.
- Section 4.1 - Tonnage allocation; this section will be updated with the calendar year 2026 allocation before the renewed franchise is issued.
- 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 8.3.4 – Regional system fee and excise tax; this is a standard requirement applicable to all Metro-authorized transfer stations.

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. The staff analysis considering the factors described in Metro Code Section 5.01.180(f) when determining whether to issue a franchise are included as Exhibit B to Resolution No. 25-5527.

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 156 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. Metro received two comments about the proposed franchise renewal.

Metro shared these comments with the facility operator and provided an opportunity to respond. Full comments and responses from Metro are included in this staff report as Attachment 1: Public comment report.

BACKGROUND

The applicant, GSS is a local, family-owned company. GSS is a partner company of Gresham Sanitary Service, Inc., a waste collection business established in 1948. GSS began operations as an exempt solid waste reload facility in 1992 at its base of operations located at 2131 NW Birdsedale Avenue in Gresham (Metro Council District 1). In 2016, the Metro Council authorized GSS to expand its operations from processing and reloading waste to other transfer stations, to becoming a franchised transfer station that transports waste directly to a landfill.

In May 2022, GSS Transfer, LLC began construction of a new transfer station building on its property directly south of the old building. Construction was completed in November 2023, and the City of Gresham assigned a new address of 2003 NW Birdsedale Avenue in Gresham and added tax lot 1S3E05DA 00400. The former transfer building located at 2131 NW Birdsedale Avenue was demolished in July 2025. Operations and support staff for Gresham Sanitary Service remain at 2131 NW Birdsedale Avenue, in Gresham.

The facility currently holds a Metro-issued franchise (F-019-20H) to operate a transfer station authorized to receive solid waste. Under the terms of the existing franchise, GSS is authorized to accept up to 73,558 tons of putrescible waste generated from within the Metro region in calendar year 2025. GSS also holds a solid waste disposal site permit for a transfer station facility (Permit No. 1392) and a 1200-C stormwater permit (Permit No. 12382) both issued by the Oregon Department of Environmental Quality (DEQ).

During the current franchise term (January 1, 2020 to December 31, 2025), Metro staff conducted nine site inspections at GSS as of the date of this report. Staff find the facility to be a generally well-run operation with good compliance record.

DEQ and city of Gresham reported there are no current enforcement or compliance issues associated with this site. The applicant is well known to Metro and has extensive experience as a participant in Metro's solid waste system. Staff finds that the applicant is qualified to operate a transfer station and is likely to comply with regulations and standards if the franchise is renewed.

On August 8, 2025, the applicant submitted 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.

ATTACHMENTS

- Attachment 1 to Resolution No. 25-5527 Public comment report