

WASTE PREVENTION AND ENVIRONMENTAL SERVICES: THE GARBAGE AND RECYCLING SYSTEM FACILITIES PLAN

Date: September 8, 2023

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Meeting Date: September 19, 2023

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Length: 40 mins

ISSUE STATEMENT

This presentation is the third in a three-part Waste Prevention and Environmental Services series aimed at providing the Council with information on priority projects in FY24. This session will update Council on the Garbage and Recycling System Facilities Plan, review technical research recently completed to identify facility and infrastructure gaps in the region, and connect the research to the development of four scenarios that present different ways Metro could choose to invest in the future. These four scenarios will be shared and discussed with stakeholders at the Reuse, Recycling and Garbage System Symposium on September 27, 2023.

ACTION REQUESTED

No Council action is requested at this time. This is an informational session intended to provide background on technical research and provide information for the upcoming International Panel and Symposium.

IDENTIFIED POLICY OUTCOMES

- The Garbage and Recycling System Facilities Plan will provide an essential long-range infrastructure and investment plan needed to fulfill the Regional Waste Plan goals, including improving access to reuse, recycling and garbage services including Goal 16: Maintain a system of facilities, from smaller recycling drop-off depots to larger full-service stations, to ensure equitable distribution of and access to services.
- The Garbage and Recycling System Facilities Plan Values and Outcomes provided in Attachment A were endorsed by Metro Council in September 2022 and set the expected outcomes for the plan.

POLICY QUESTIONS

- Does Council have questions about the facility and infrastructure gaps identified through technical research which the four scenarios were developed to address?
- Does Council have questions prior to the Reuse, Recycling and Garbage System Symposium to be held on September 27, 2023?

STRATEGIC CONTEXT AND BACKGROUND

Metro’s [2030 Regional Waste Plan](#) set a vision that centers racial equity to reduce waste, protect health and the environment and provide excellent services for everyone. Creating a [Garbage and Recycling System Facilities Plan](#) is helping implement that vision by identifying the places where people lack services and setting a strategy to invest in modernizing the region’s reuse, recycling and garbage infrastructure.

The plan will focus on facilities such as transfer stations and reuse and recycling centers that play a key role in managing the things we all throw away. Future investments may include building new facilities, adding new services to existing facilities, and identifying other alternatives.

The plan is being developed across five phases from Spring 2022 to Spring 2024.



The development of the new plan is informed by engagement with multiple stakeholders including local government partners, garbage and recycling businesses, reuse and repair organizations and community members. Each of these groups brings a unique perspective to the question of how to invest in garbage and recycling infrastructure in greater Portland.

Staff are engaging communities of color, urban indigenous peoples, tribal nations and other groups who are often directly impacted by the decisions that affect the garbage and recycling system but have fewer opportunities to influence and shape that system. What staff learns from engagement will help to shape the plan and outline the challenges people experience using the garbage and recycling system.

Community Advisory Group

Metro convened community members who represent diverse viewpoints and experiences to advise on the system facilities plan. Members of the advisory group were chosen for their unique perspectives and connections to historically marginalized communities and for their interest and experiences in advancing environmental justice including holding waste education and collection events in their communities. The group will help to advance racial equity in the development of the plan, identify service gaps, and advise on benefits and impacts of future facilities and services.

Highlights of each of the phases of the plan’s development are provided below.

<p>PHASE 1: POLICY DIRECTION AND VALUES Summer – Fall 2022</p>	<p>Phase one developed the plan’s values and outcomes. These were informed by the Regional Waste Plan and shaped through further engagement with the project’s Community Advisory Group, Metro Policy Advisory Committee, Regional Waste Advisory Committee, Committee on Racial Equity and Metro Council. Metro Council endorsed the values and outcomes in fall 2022.</p>
<p>PHASE 2: GAP ANALYSIS Winter-Spring 2023</p>	<p>Building on discussions held in the first phase, Metro conducted a series of engagements with key stakeholders, site and policy staff and Metro advisory committees to discuss gaps in services to inform how future facilities could fill these gaps. This included:</p> <ul style="list-style-type: none"> • Stakeholder Roundtables: The roundtables convened four groups including, community members, reuse and repair businesses, local government staff and elected officials, and garbage and recycling industry representatives to identify facility and infrastructure gaps in the regional reuse, recycling, composting and garbage system. Gaps and ideas for new facilities and services that were identified are the basis of the scenarios to be developed to improve the garbage and recycling system in phases three and four. • Site and Policy staff: Front line workers at Metro South and Metro Central transfer stations, household hazardous waste facilities, MetroPaint and RID see the benefits of and barriers that exist at facilities on a daily basis. During phase two of the facilities plan, these stakeholders were also engaged to identify system gaps and opportunities for investment. • Metro Advisory Committees: Staff also consulted with the Community Advisory Group, the Regional Waste Advisory Committee, and Metro’s Committee on Racial Equity to identify system gaps. <p>In January 2023, the project team presented to Metro Council the key themes gathered from stakeholder engagement, summarized in an Engagement Summary Report.</p>
<p>PHASE 3: SCENARIO DEVELOPMENT Summer-Winter 2023</p>	<p>Technical research to further identify facility and infrastructure gaps in the region in terms of cost, access and resiliency continued in phases two and three, and findings are summarized in a Technical Analysis Summary Report.</p> <p>Engagements continued into Phase three to gather input to shape the scenarios including:</p> <ul style="list-style-type: none"> • Interviews with Private Industry Facility Owners and Operators: Metro conducted one-on-one interviews with 12 private industry representatives that have a role in garbage and recycling in the region. The goals was to understand industry’s

needs and desired roles in developing future facilities to fill identified gaps.

- **Reuse and Repair Workshop:** Staff convened reuse and repair organizations to discuss solutions to fill the gaps in March 2023.
- **Local Government Discussion:** Staff presented an update on the draft scenarios and potential connections to the Recycling Modernization Act implementation at a Solid Waste Director meeting in March 2023. Staff also convened one-on-one meetings with city and county solid waste staff to discuss the draft scenarios.
- **Metro Advisory Committees:** The draft scenarios were presented to the Community Advisory Group, the Regional Waste Advisory Committee, Committee on Racial Equity.

This research and input from stakeholders have led to the development of four draft scenarios, or different sets of actions Metro could take to address facility and infrastructure needs to fill cost, access and resiliency gaps, as well as to recover more material for reuse, recycling and composting and reduce the amount of waste going to the landfill.

Evaluation Criteria

A set of evaluation criteria, based on the project’s values and outcomes, were used to assess and rank each of the scenarios. Evaluation criteria are grouped into six categories:

<p>Environment</p>	<ul style="list-style-type: none"> • Expected quantity of greenhouse gas emissions reduced by quantity of materials diverted for reuse and repair under each scenario. • Expected quantity of greenhouse gas emissions reduced by quantity of materials recovered for recycling and composting under each scenario. • Potential of each scenario to reduce greenhouse gas emissions from travel to/from facilities.
<p>Access</p>	<ul style="list-style-type: none"> • Percentage of the population within 20 minutes of the nearest self-haul facility under each scenario. • Percentage of the region’s area within 20 minutes of the nearest commercial hauler facility under each scenario.
<p>Jobs</p>	<ul style="list-style-type: none"> • Estimated number of new jobs created under each scenario. • Potential employment and workforce development opportunities for historically marginalized communities under each scenario.

Cost/Affordability	<ul style="list-style-type: none"> • Estimated increase from 2023 to 2040 to the regional system fee to construct and operate each scenario (with inflation). • Estimated increase from 2023 to 2040 to the average curbside rate for garbage and recycling collection service at single family homes to construct and operate each scenario (with inflation). • Estimated increase from 2023 to 2040 to tonnage charges at Metro facilities to construct and operate each scenario (with inflation). • Estimated percentage of monthly median income that is associated with an increase in curbside rate for single family homes.
Equity/Environmental Justice	<ul style="list-style-type: none"> • Potential facility burdens on communities of color and with low incomes under each scenario. • Potential facility benefits for communities of color and with low incomes under each scenario.
Resilience	<ul style="list-style-type: none"> • The extent to which Metro’s existing garbage and recycling facilities (sites) will be improved to be better equipped to sustain extreme weather events under each scenario. • The potential to provide redundant infrastructure, equipment and services to prepare for the volume and type of materials resulting from inclement weather events, social disruption, extreme weather events, under each scenario.

WORK SESSION DISCUSSION AND NEXT STEPS

Today’s discussion will review technical research to identify facility and infrastructure gaps in the region and connect the research to the development of four scenarios that present different ways Metro could choose to invest in the future.

The four draft scenarios and their assessment will be shared with project stakeholders for discussion and input at the upcoming “Reuse, Recycling and Garbage Symposium” on September 27, 2023.

Following the Symposium, staff will come to a Metro Council Work Session in December 2023 with a summary of the input gathered in September and present a recommendation for an approach that best addresses facility gaps in the region, meets the project’s values and outcomes and represents stakeholder input, to move forward. Ultimately, Metro Council will decide on a preferred approach to further develop a financing and implementation strategy in Phase 4.

ATTACHMENTS

1. Garbage and Recycling System Facilities Plan, Values and Outcomes
2. Garbage and Recycling System Facilities Plan Technical Analysis Summary Report

Is legislation required for Council action? Yes No