



600 NE Grand Ave.  
Portland, OR 97232-2736

## Council work session agenda

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Tuesday, May 21, 2024

10:30 AM

Metro Regional Center, Council Chamber,  
<https://zoom.us/j/615079992> Webinar ID:  
615 079 992 or 888-475-4499 (toll free)  
[https://www.youtube.com/live/H3-BTFx2Uu  
4?si=hiL6tvf5TtMEBtoy](https://www.youtube.com/live/H3-BTFx2Uu4?si=hiL6tvf5TtMEBtoy)

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This meeting will be held electronically and in person at the Metro Regional Center Council Chamber.

You can join the meeting on your computer or other device by using this link:

<https://zoom.us/j/615079992> Webinar ID: 615 079 992 or 888-475-4499 (toll free)

**10:30 Call to Order and Roll Call**

**10:30 Work Session Topics:**

10:30 Garbage & Recycling System Facilities Plan Policy [24-6066](#)  
Preferences Workshop

Presenter(s): Marta McGuire, WPES Director  
Estee Segal, Principal SW Planner  
Luis Sandoval, Principal SW Planner

Attachments: [Staff Report](#)  
[Attachment 1](#)  
[Attachment 2](#)

**12:20 Chief Operating Officer Communication**

**12:25 Councilor Communication**

**12:30 Adjourn**

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### សេចក្តីជូនដំណឹងអំពីការមិនរើសអើងរបស់ Metro

ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានការបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។  
បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឱ្យគេបកប្រែសម្រាប់លោកអ្នក ។

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**System Facilities Plan Workshop**  
*Other Business*

Metro Council Work Session  
Tuesday, May 21st, 2024

## **WASTE PREVENTION AND ENVIRONMENTAL SERVICES: GARBAGE & RECYCLING SYSTEM FACILITIES PLAN POLICY PREFERENCES WORKSHOP**

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**Date:** May 2, 2024

**Department:** Waste Prevention & Environmental Services

**Meeting Date:** May 21, 2024

**Prepared by:** Estee Segal

**Facilitator:** Maria Elena, Metropolitan Group

**Presenters:** Marta McGuire, WPES Director;

Estee Segal, Principal SW Planner;

Luis Sandoval, Principal SW Planner

**Length:** 2.5 hours

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### **ISSUE STATEMENT**

Metro is developing a long-range plan for facility and program investments that meet goals to reduce garbage, improve service quality and access, and keep services affordable. The Garbage & Recycling System Facilities Plan (System Facilities Plan) will take a holistic view of the system and help clarify Metro's future role in providing facility-based services, including facilities to be built or renovated by Metro or in cooperation with public, private and nonprofit partners.

This workshop will provide time for Councilors to discuss policy choices and share priorities related to the regional garbage and recycling system and the development of the System Facilities Plan.

### **ACTION REQUESTED**

Direction from Council on preferred policy and preferences to guide project staff in developing a set of facility and program investments to bring back for Council review in summer 2024.

### **DISCUSSION QUESTIONS**

1. What are your preferences (from the exercise card choices) for each policy area?
2. Where is there alignment or disagreement amongst Councilor preferences?
3. Is there policy consensus or direction to guide staff in developing a set of preferred facility and program investments?

### **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

In January, staff presented a summary of what we heard from project stakeholders on the four scenarios developed to consider different ways to address facility gaps. Almost 60% of project stakeholders preferred the Distributed scenario, in which Metro would build a network of distributed mid-sized facilities across the three counties, but many liked elements of the No-Build and Full-Service scenarios, too.

At the January Council work session, Council indicated preference for the Distributed Scenario, and asked for additional discussion to narrow options and discuss roles, tradeoffs, and cost implications.



The purpose of the May workshop is to discuss policy options and further clarify Council priorities to guide the development of a specific set of facility and program investments to improve the garbage and recycling system in the future.

## **BACKGROUND**

The Garbage and Recycling System Facilities Plan will look at the region's current public, private and non-profit garbage, recycling and reuse infrastructure, identify service gaps, and present potential approaches and a plan for future system investments. Specifically, the plan will include:

- An overview of the facility-based garbage, recycling and reuse services necessary for achieving the goals of the 2030 Regional Waste Plan.
- The current and anticipated gaps in those services.
- Alternative scenarios for the public, private and non-profit sectors to fill the gaps or mitigate the need to fill them over the next 20 years.
- An implementation plan and financing options for Metro's role in advancing the plan and building new facilities.

The plan may include construction of new facilities, incorporation of new services in existing facilities and non-facility-based alternatives. The plan will include consideration of costs and ratepayer impacts and will elevate the needs of communities of color and other groups historically underserved or impacted by the solid waste system.

The plan will help guide Metro's future investment in facilities and infrastructure and help to close the gap between those with access to services and those without. The planning process includes five phases and is anticipated to be complete at the end of 2024.

## **ATTACHMENTS**

Attachment 1: SFP values & outcomes summary flyer

Attachment 2: SFP policy preferences exercise



# Garbage and Recycling System Facilities Plan

## *Phase 1: Developing values and outcomes*

### **Overview**

Metro's 2030 Regional Waste Plan set a vision to reduce waste, protect the environment and human health and provide excellent services for everyone. Facilities such as transfer stations or repair, reuse and recycling centers play a key role in managing the things we all throw away.

As the greater Portland region grows, the Garbage and Recycling System Facilities Plan will look at where we can invest in public, private or non-profit facilities or services to make our system work better for everyone.

### **What is guiding the development of this plan?**

The values and racial equity principles of the 2030 Regional Waste Plan guide this work. The plan also includes a new value reflecting Metro's commitment to seek Tribal government consultation. From these values, staff created desired outcomes specific to this new plan. Together, the values and outcomes will steer the development of an investment plan that includes:

- a focus on reducing waste through infrastructure improvements
- improved quality and access to services
- affordable services for everyone

These values and outcomes will guide evaluation of service gaps and investment options and will be used to measure the overall success of the plan over the next 20 years.

The values and outcomes were shaped with input from multiple groups, including Metro Council and four advisory committees: Metro's Committee on Racial Equity, the Metro Policy Advisory Committee, the Regional Waste Advisory Committee and a newly formed community advisory group.

### **A focus on waste reduction**

This plan will outline the infrastructure investments necessary to help the region reuse, repair and recycle more materials in order to reduce the negative health and environmental impacts of waste.

New facilities could help the region recover more waste through recycling, composting or energy recovery, instead of sending it to the landfill.

We can have an even greater impact on health and the environment by building infrastructure to reuse and repair more. Reusing and repairing materials not only avoids the health and environmental impacts from landfilling, but helps reduce the need to manufacture new products.



# Garbage and Recycling System Facilities Plan

## Summarized Values and Outcomes:



### Healthy people and environment

- Minimize the negative health and environmental impacts of facilities by incorporating innovative sustainability practices as outlined in Metro's green building policy
- Develop good neighbor agreements between communities and facilities



### Resource conservation

- Identify the items the plan needs to target for reuse, repair, recycling or composting – and the infrastructure needed to manage them
- Increase access to donate and buy used items
- Provide workspace, reclaimed materials and other types of support to regional reuse and repair initiatives



### Environmental literacy

- Provide learning opportunities at facilities through tours, displays, exhibits, viewing rooms
- Develop programming with organizations focused on waste prevention and environmental justice



### Economic well-being

- Provide jobs with living wages, benefits, and safe work environments
- Recruit and retain workers who are underrepresented in the garbage and recycling industry
- Create opportunities within the garbage, recycling, reuse and repair sectors for people with barriers to employment



### Excellent service and equitable system access

- Develop a network of facilities to provide equitable system access
- Establish direction for Metro transfer stations and Metro solid waste facilities
- Keep facility-based services affordable for low-income customers
- Make public facilities accessible for people with disabilities and people who rely on transit
- Develop multilingual and culturally relevant communication tools for facilities



### Operational resilience

- Develop funding options that advance waste reduction and affordability goals
- Design efficient facilities to serve people quickly and recover useful materials
- Identify facility investment needs for natural hazard resilience
- Shape garbage and recycling system with key elements from regional transportation and land use planning efforts



### Community restoration

- Evaluate potential facility benefits and burdens using a climate justice lens
- Incorporate the needs of marginalized communities in the planning process



### Community partnerships

- Create a Community Advisory Group that works with staff to develop the plan
- Involve community-based organizations in decision-making of facility projects
- Partner with Black, Indigenous, People of Color Communities and immigrant-led organizations to support reuse and repair projects at new facilities



### Community investment

- Develop Community Benefits Agreements to ensure benefits are equitably shared and address community needs
- Provide community gathering spaces such as parks and meeting rooms at public facilities that serve residential customers



### Tribal consultation

- Seek to consult with Tribal governments to advance shared priorities such as cultural and historic resource protection, environmental protection and resources conservation.
- Establish partnerships with Tribes through government-to-government engagement

For more information, visit  
[oregonmetro.gov/  
systemfacilitiesplan](https://oregonmetro.gov/systemfacilitiesplan)

# Garbage & Recycling System Facilities Plan

## Policy Preferences Exercise

### Exercise Description:

The goal is for each Metro councilor to create their ideal scenario for fulfilling the Garbage and Recycling System Facilities Plan project's values and outcomes. Scenarios are created by choosing from six categories of variables. The choices in each category are not intended to represent all possible choices, rather illustrate the range of options and highlight the tensions and tradeoffs that come with those choices.

### Instructions:

- Choose one or more cards based on the instructions for each category
- Write down any notes or questions you have as you're putting together your scenario

**Build a scenario with your policy preferences**

Choose cards to build a scenario for the region's reuse, recycling and garbage system that best reflects your policy preferences.

Name \_\_\_\_\_

**Policy and regulation**

**Wet waste tonnage flow**  
*Use one card*

**Private facility regulation**  
*Use one card*

**Facilities and investment**

**Commercial transfer stations**  
*Use one card*

**Community drop-off depots**  
*Use one card*

**Organics**  
*Use one card*

**Reuse and repair**  
*Use one or more cards*

**What else?**

*Write other ideas here:*

## Cards

The front of each card describes an option under a category.

### Policy and regulation

#### Wet waste tonnage flow

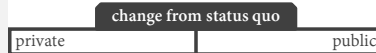
##### No guarantee for Metro

- Metro facilities are not guaranteed a share of regional wet waste tonnage.



##### Metro guaranteed 40%

- Metro's share of regional wet waste stays at 40%.
- Applies to existing and any new Metro facilities.



##### Metro's share increases

- Metro's share of regional wet waste increases.
- Applies to existing and any new Metro facilities.



#### Regulation of private facilities

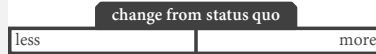
##### Limited Metro regulation

- Metro reduces or eliminates most facility requirements.
- Primary focus of regulation is on health and safety.



##### Keep existing regulations

- Keep existing wet waste tonnage allocations.
- Keep current licensing and other requirements.



##### Increased Metro regulation

- Metro begins to regulate rates charged by facilities.
- Metro sets minimum facility service level requirements.



##### Franchise model

- Metro sets rates, services and geographic zones.
- Waste from each zone directed to select facilities.



### Facilities and investment

#### Commercial transfer stations

##### No haulers at Metro facilities

- Metro Central and South stop serving haulers.
- Only private facilities serve haulers.



##### Maintain Central and South

- Metro Central and South continue to serve haulers.
- Keeps current mix of public and private facilities.



##### More Metro transfer stations

- Metro builds new transfer stations for haulers.
- Central, South, Cornelius and/or other locations.



#### Community drop-off depots

##### No depots at Metro facilities

- Central and South stop accepting recycling, HHW and garbage from the public.



##### Maintain Central and South

- Metro Central and South continue to accept recycling, HHW and garbage from the public (not items for reuse).



##### More Metro community depots

- Metro adds depots (reuse, recycling, HHW, garbage).
- Central, South, Cornelius and/or other locations.



## Cards

The front of each card describes an option under a category.

### Facilities and investment

#### Reuse and repair

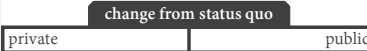
##### Metro increases funding

- Metro provides financial support for reuse and repair.
- Non-profits and businesses run facilities and services.



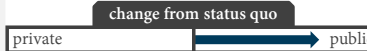
##### Metro keeps limited role

- No reuse at Metro transfer stations and Metro does not operate reuse facilities.
- Review I&I, maybe renew.



##### Metro builds facilities

- Metro builds/leases reuse facilities (warehouse, mall).
- Designed and operated with reuse and repair partners.



#### Organics

##### All private, w/ Metro funding

- Only private facilities transfer, process organics.
- Metro subsidizes private facilities for taking food.



##### Maintain Central and South

- Central and South keep accepting all organics (food waste, yard debris, wood).



##### More transfer and processing

- Metro adds more organics transfer facilities.
- Adds processing facilities (biodigester, composting).



Materials following this page were distributed at the meeting.





Metro

# Garbage & Recycling System Facilities Plan

Metro Council Workshop  
May 21, 2024





# Agenda

- Introduction: values, outcomes, context
- Councilor priorities
- Overview of policy choices
- Councilor policy preferences
- Discussion: alignment, differences, implications, tradeoffs
- Consensus on policy choices for refinement or for further assessment
- Next steps

# Values and desired outcomes

- **Waste reduction** – new facilities and programs should focus on reducing waste and the amount of materials that go to landfill.
- **Increased access** – improve the quality and access to reuse, recycling, and garbage services across the region.
- **Affordability** - keep services affordable and cost impacts to community members low

# Project timeline

**1. Identify values & outcomes**

Informed by the 2030 Regional Waste Plan

**3. Develop a preferred scenario**

Discuss and choose a set of investments to address gaps

**5. Draft final plan**

Set of investments implementing the values and outcomes

1

2

3



4

5

**2. Conduct a gap analysis**

Identify current and future facility needs and evaluation criteria





**Council engagement**

Policy preferences; proposed investments

**4. Draft plan & implementation strategy**

Sets a path for implementing the selected investments

# What we heard

Baseline	Full-Service	Distributed	No-Build
			
<p>Metro does not build new facilities or address facility gaps, but maintains current facilities</p>	<p>Metro builds four large transfer stations and two new reuse facilities</p>	<p>Metro builds a network of distributed mid-sized facilities across the three counties</p>	<p>Metro increases requirements, invests in private facilities and renovates existing facilities</p>





# Councilor Top 3 Priorities



# Policy preferences exercise: **Policy areas**

## Policy and regulation

**Wet waste  
tonnage flow**

**Private facility  
regulation**

## Facilities and investment

**Commercial  
transfer stations**

**Community  
drop-off depots**

**Organics**

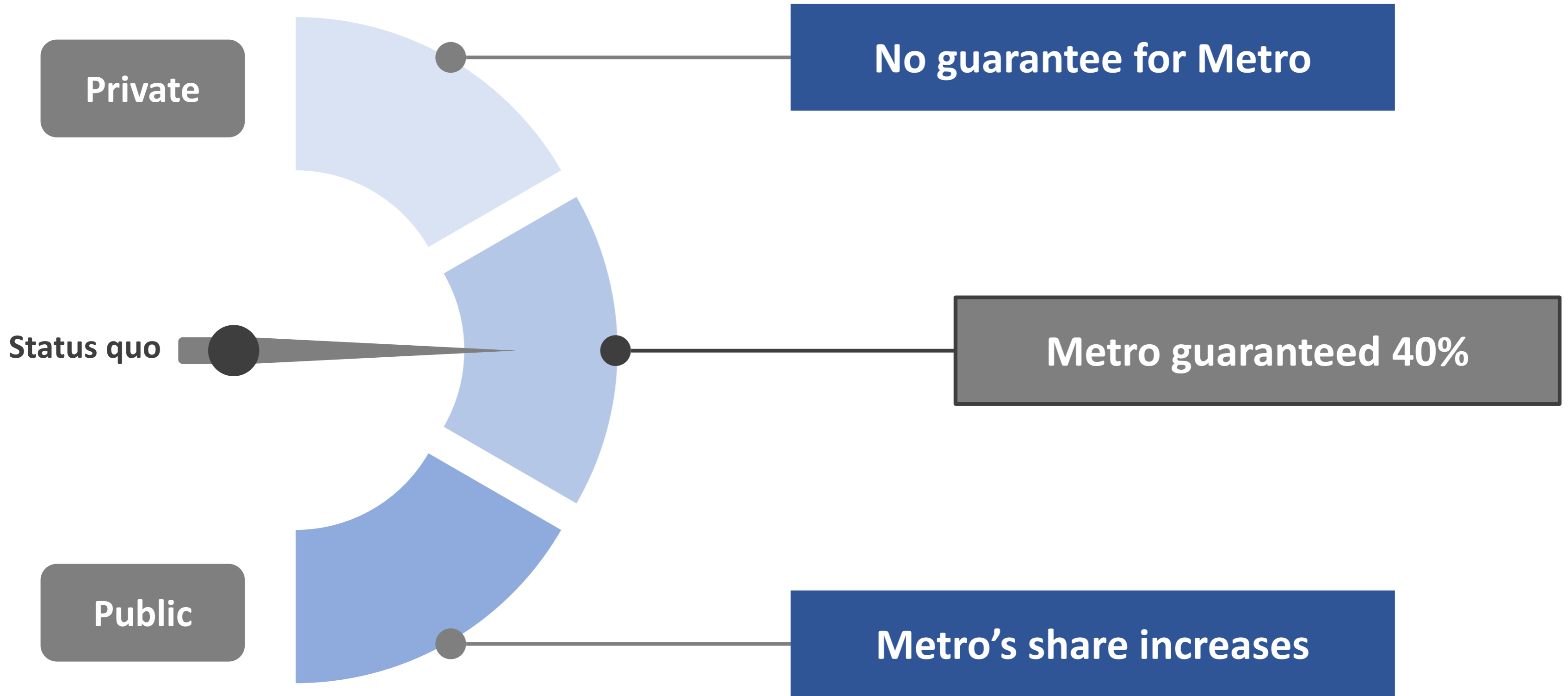
**Reuse and  
repair**

# Policy preferences exercise: Card example

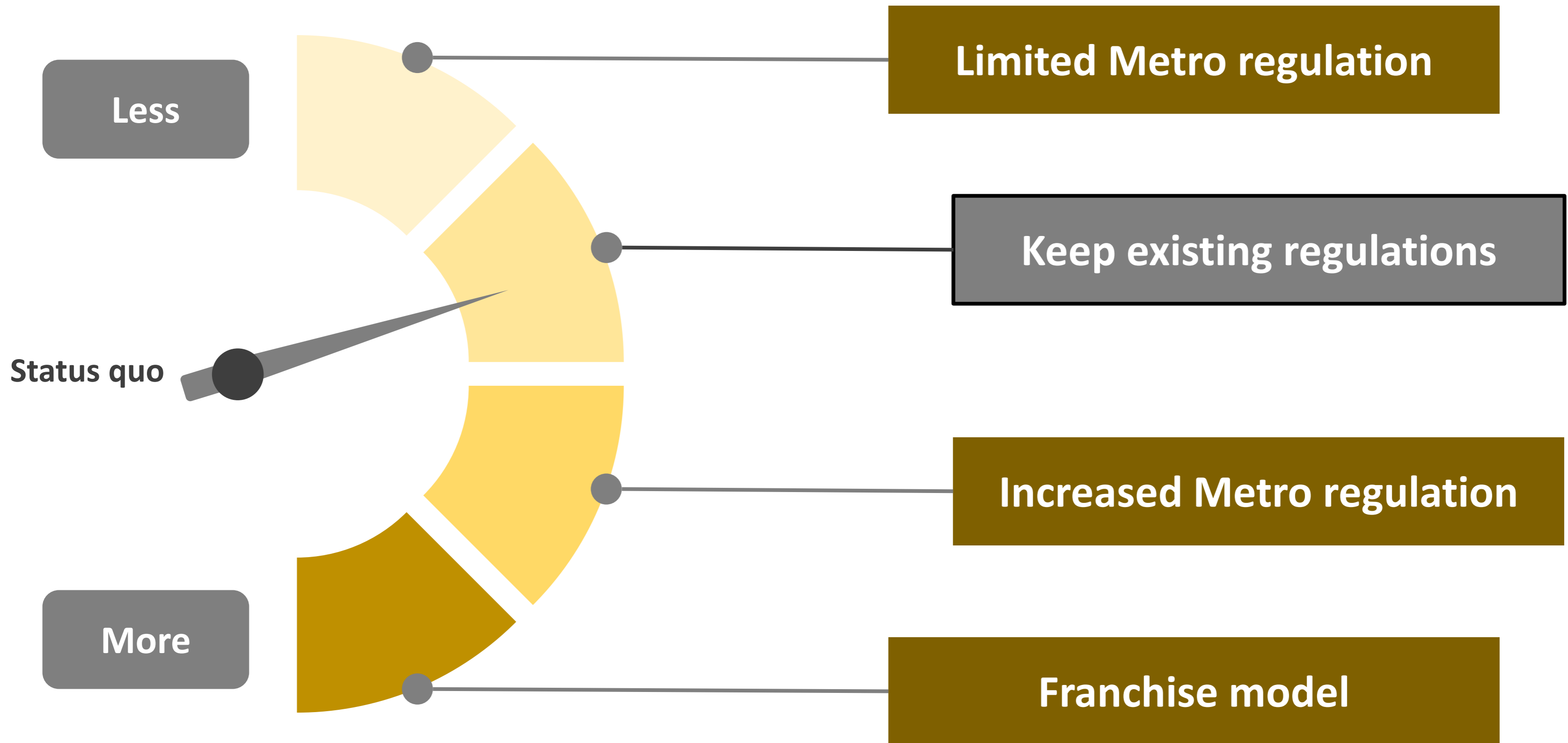




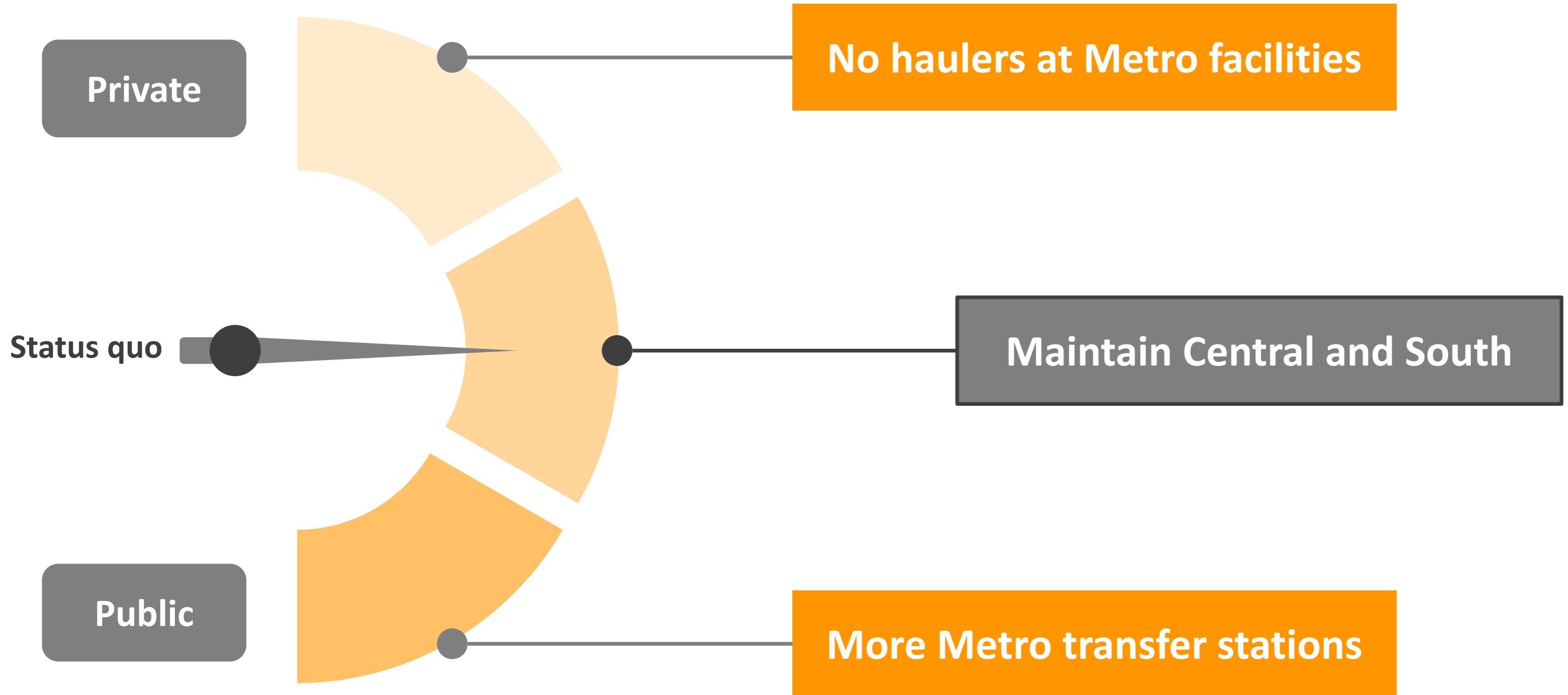
# Policy area: **Wet waste tonnage flow**



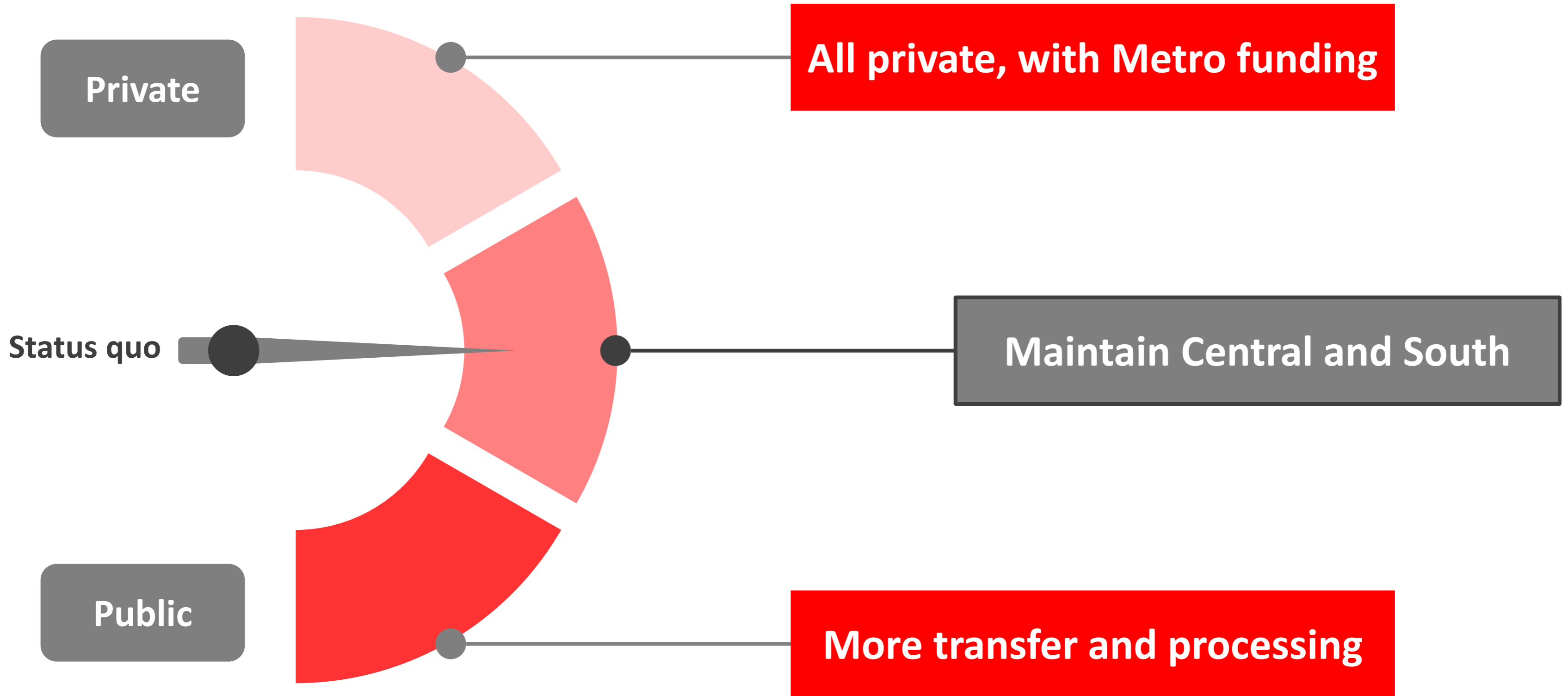
# Policy area: Regulation of private facilities



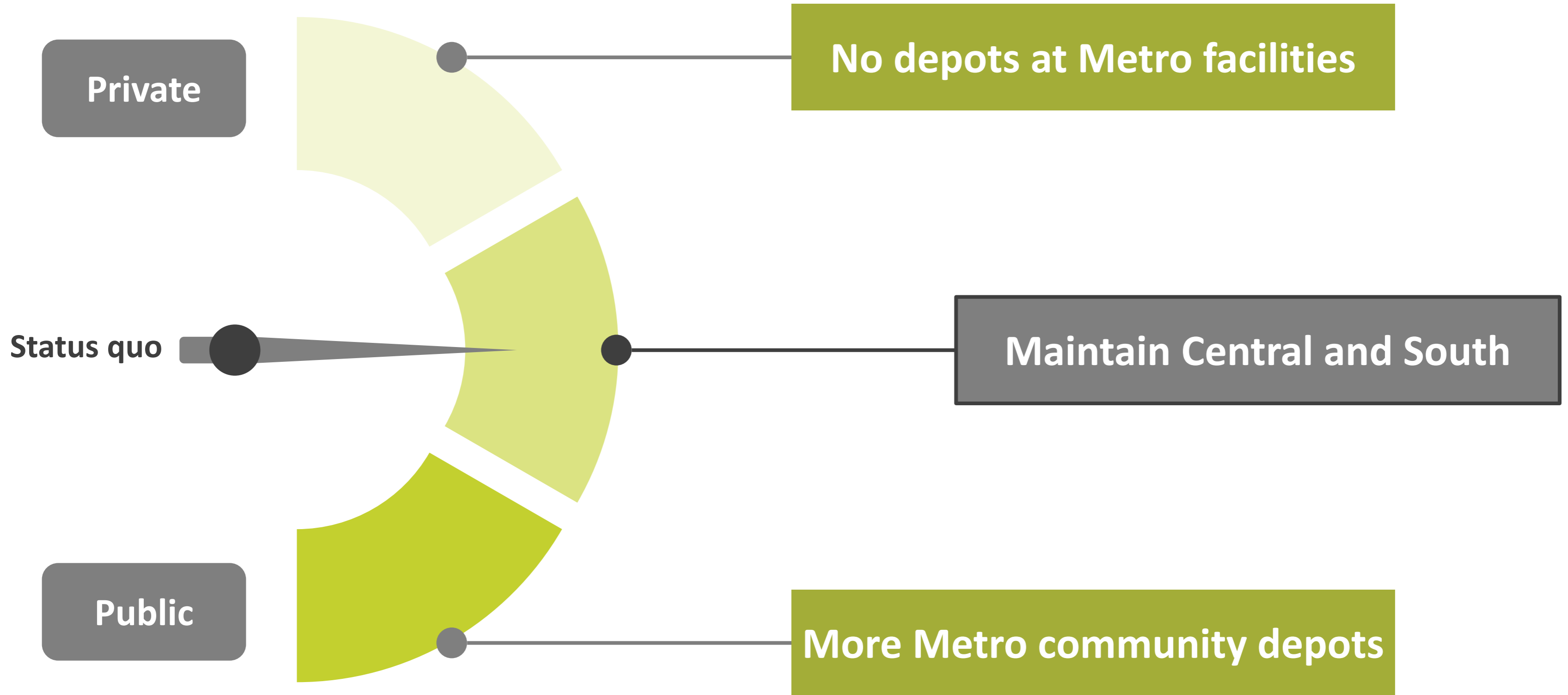
# Policy area: Commercial transfer stations



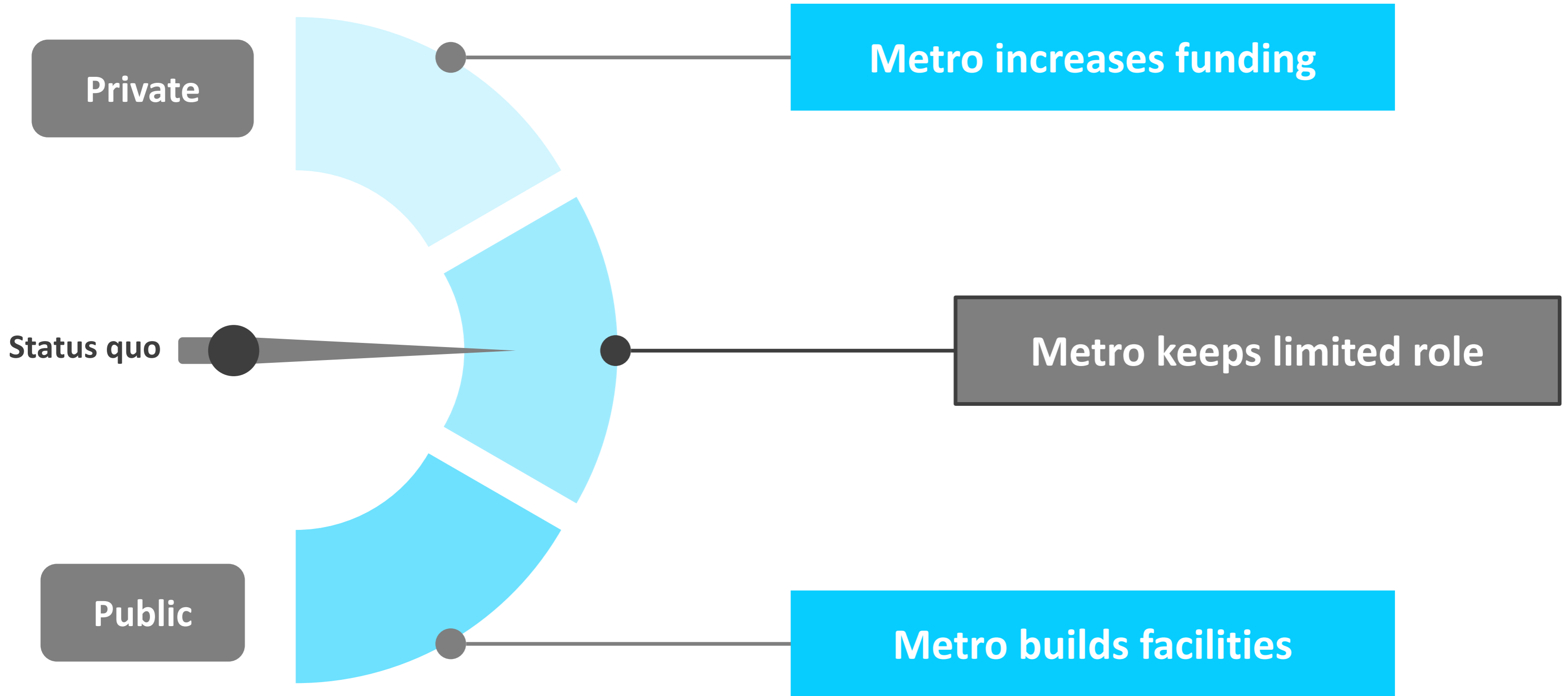
# Policy area: Organics



# Policy area: **Community drop-off depots**



# Policy area: Reuse and repair



# Councilor Preferences

## Policy and regulation

Wet waste  
tonnage flow

Private facility  
regulation

## Facilities and investment

Commercial  
transfer stations

Community  
drop-off depots

Organics

Reuse and  
repair

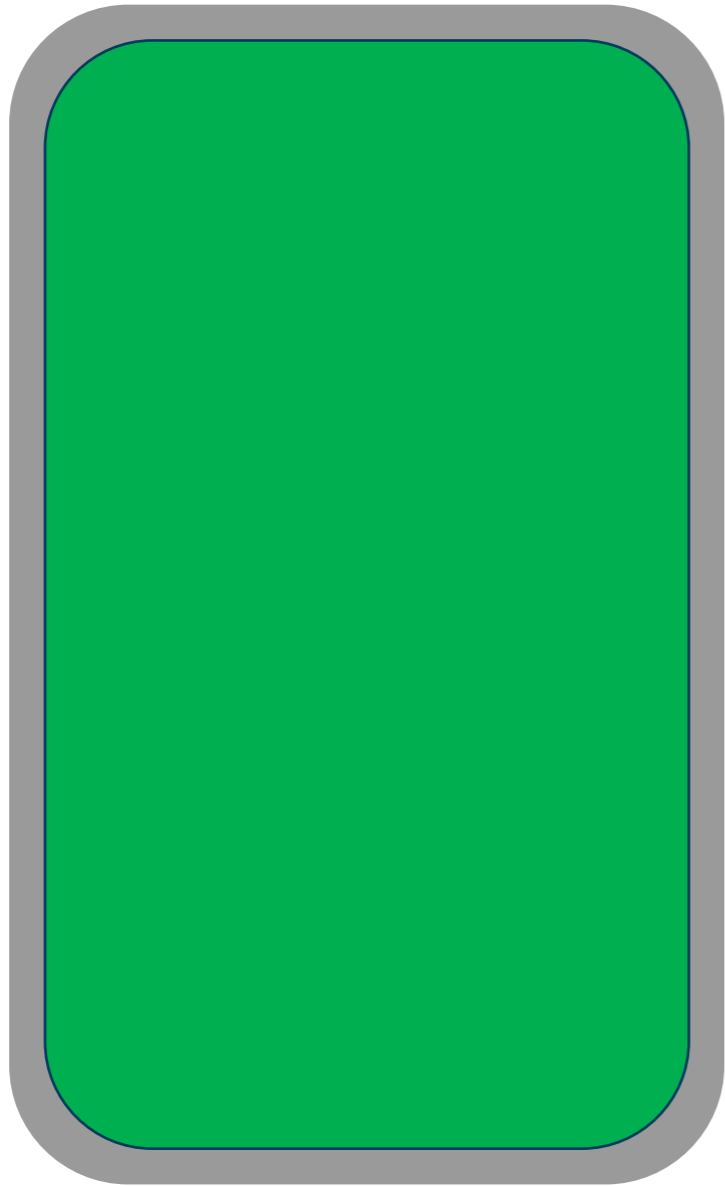
# Reflections

- What observations do you have on the areas of alignment and difference?
- Are there any surprises?
- Are there any clarifying questions that are coming up for you?

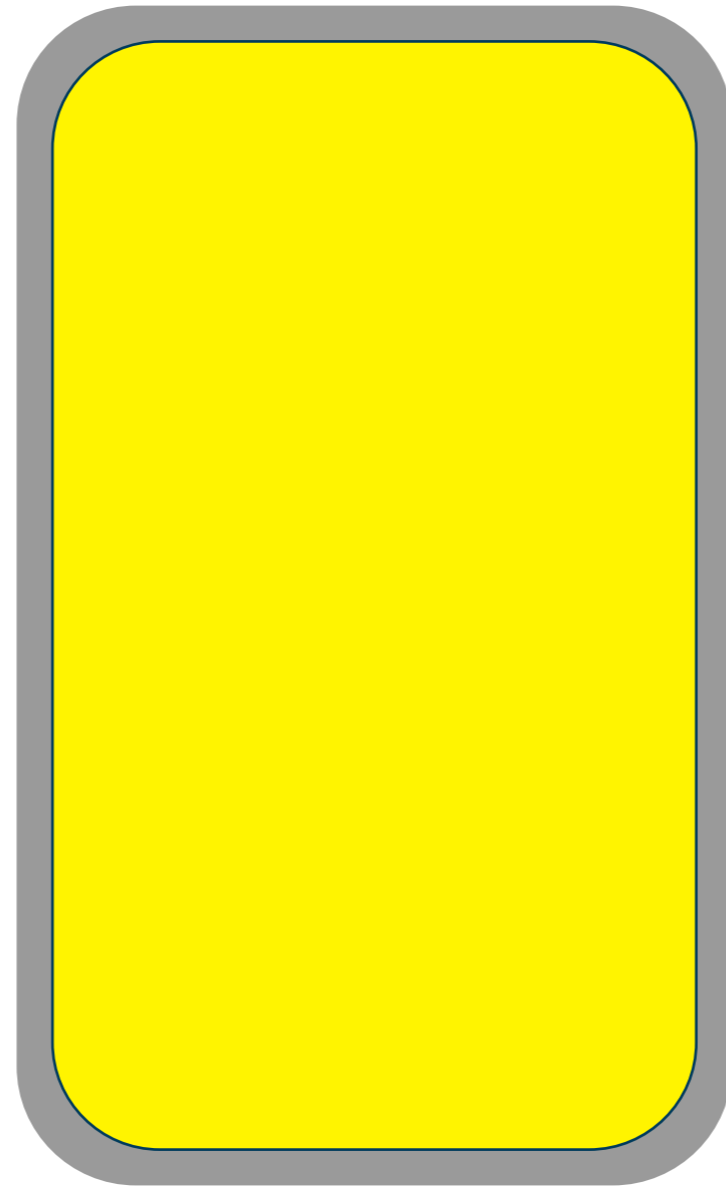


# Discussion

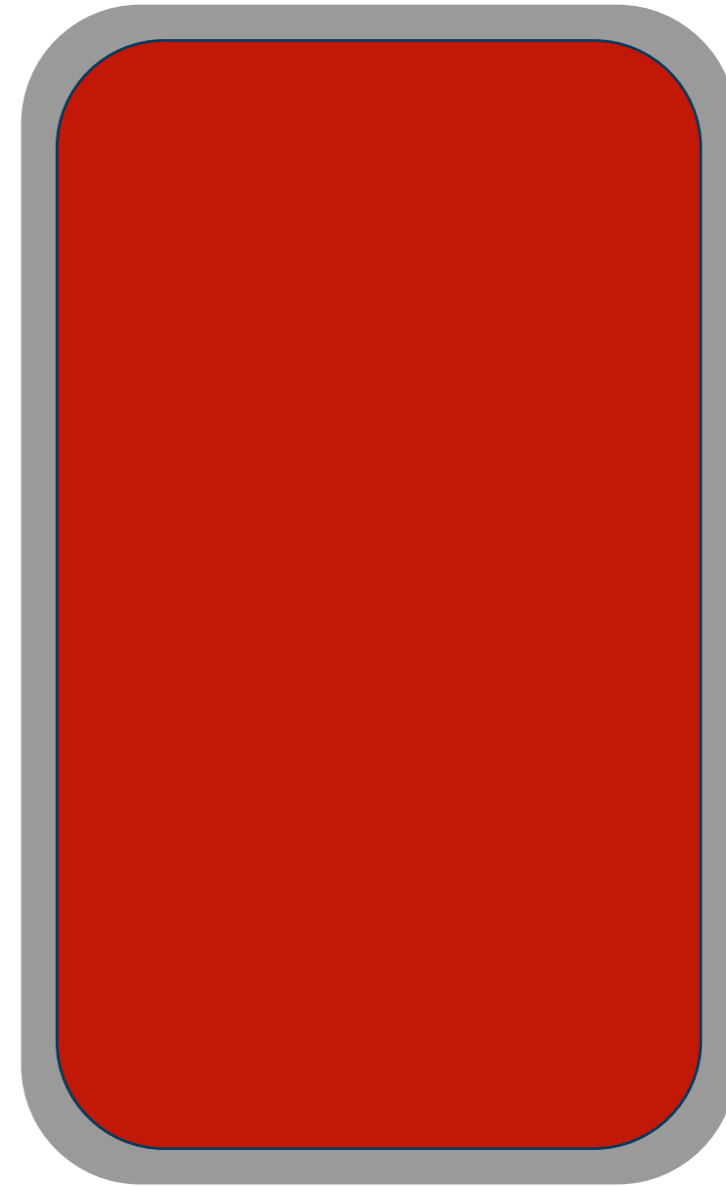
# Consensus



**GO**



**NEED MORE  
INFO**



**STOP**

# What's Next?

- Council direction provided today will be used by staff to draft policy objectives and one (or more) investment packages for review with Council in July
- The investment package preferred by Council will be included in a draft plan and reviewed with stakeholders
- Stakeholder input will be included with the final draft of the plan for Council to review and consider for adoption

Remaining project phases:

3

**Develop a preferred scenario**  
Spring 2024



**Council engagement on policy and investments**  
May – July 2024

4

**Draft plan and implementation strategy**  
Fall 2024

5

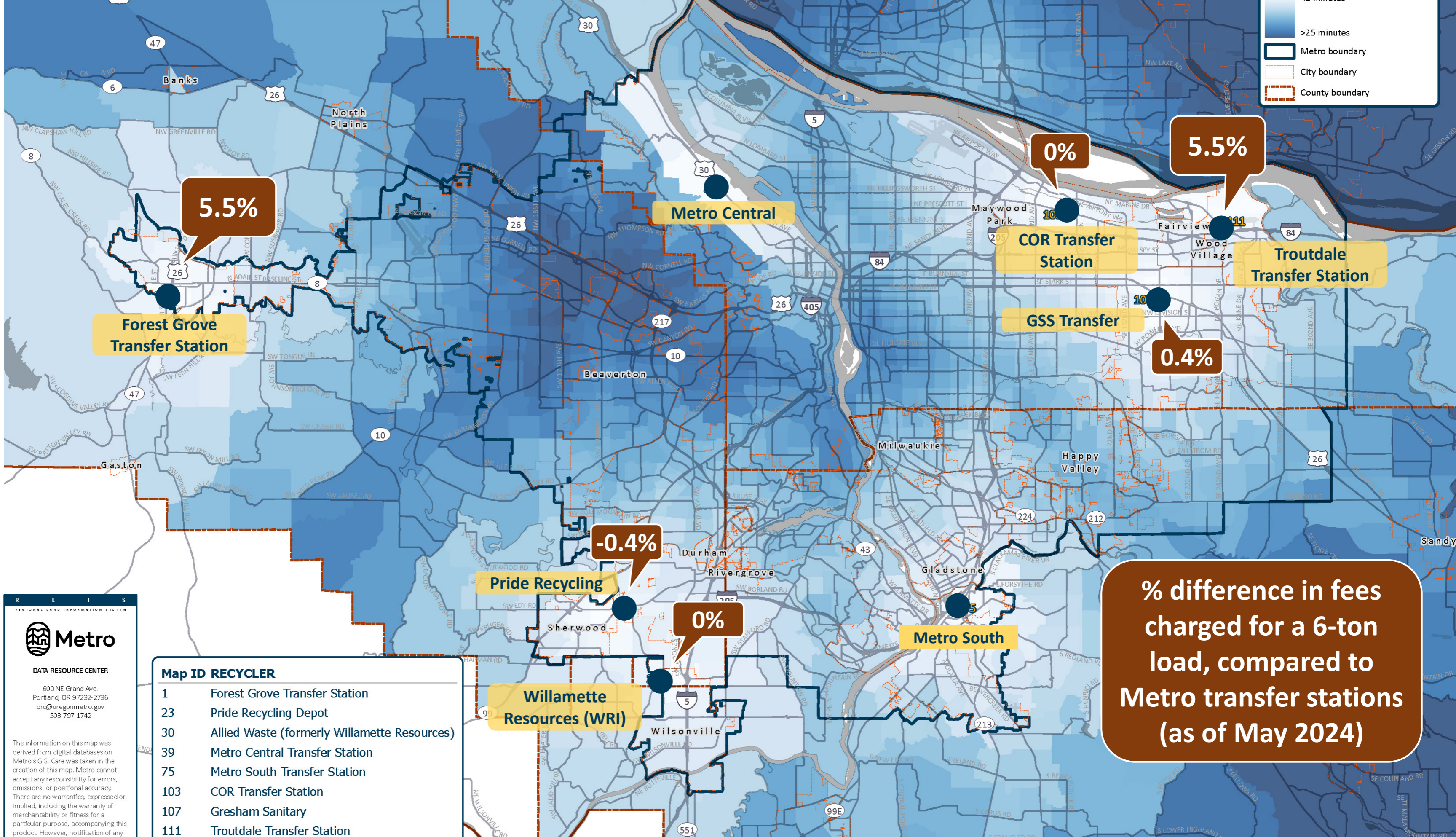
**Draft final plan for adoption**  
Winter 2024

# Extra Slides



# Facilities that accept garbage from commercial haulers

● Facilities that accept garbage from commercial haulers  
 Travel time to nearest facility <2 minutes  
 >25 minutes  
 Metro boundary  
 City boundary  
 County boundary



**% difference in fees charged for a 6-ton load, compared to Metro transfer stations (as of May 2024)**

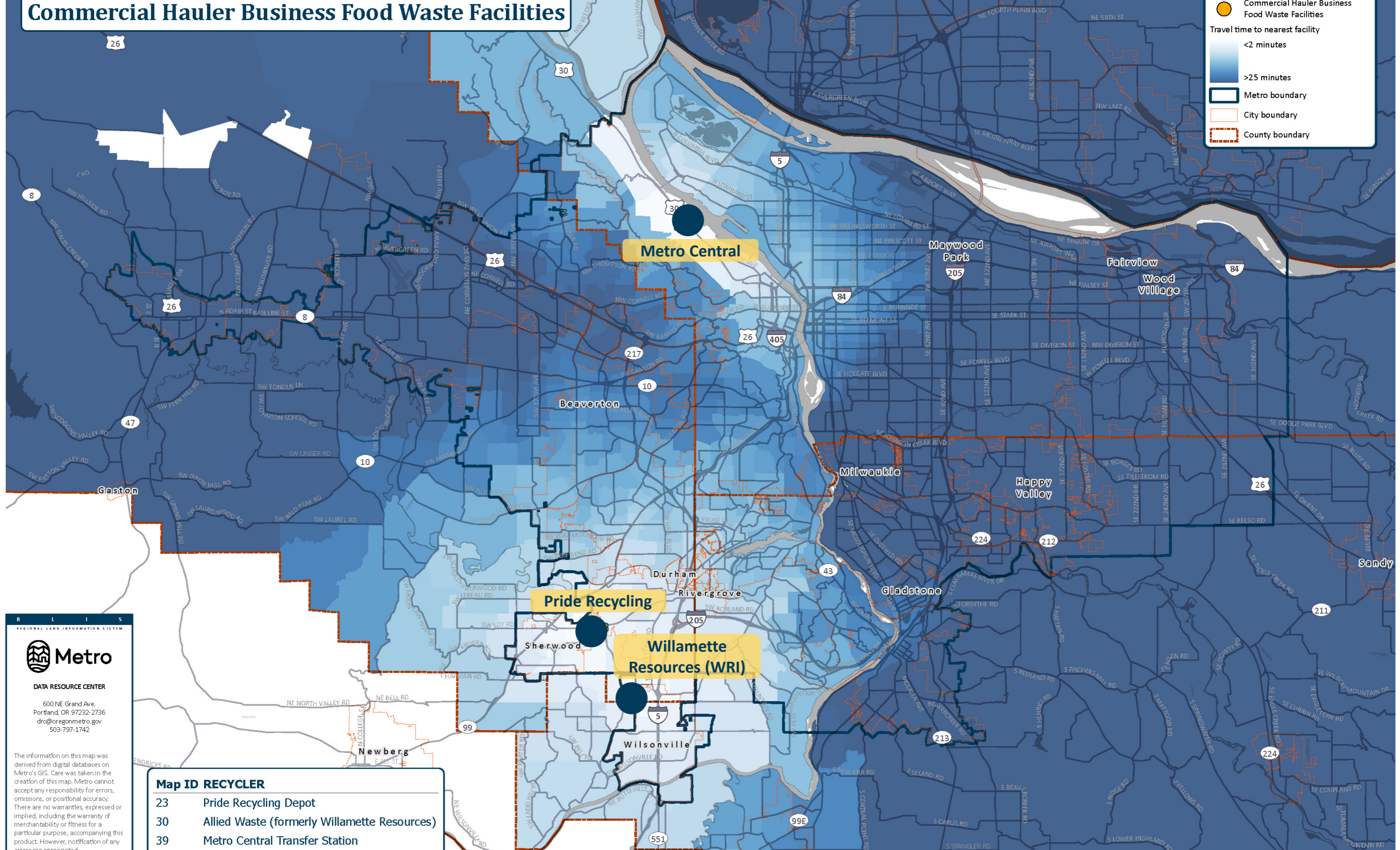
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 DATA RESOURCE CENTER  
 600 NE Grand Ave.  
 Portland, OR 97232-2736  
 dro@oregonmetro.gov  
 503-797-1742

Map ID	RECYCLER
1	Forest Grove Transfer Station
23	Pride Recycling Depot
30	Allied Waste (formerly Willamette Resources)
39	Metro Central Transfer Station
75	Metro South Transfer Station
103	COR Transfer Station
107	Gresham Sanitary
111	Troutdale Transfer Station

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# Commercial Hauler Business Food Waste Facilities



- Commercial Hauler Business Food Waste Facilities
- Travel time to nearest facility
  - <2 minutes
  - 2-25 minutes
  - >25 minutes
- Metro boundary
- City boundary
- County boundary

**R L I S**  
REGIONAL LAND INFORMATION SYSTEM

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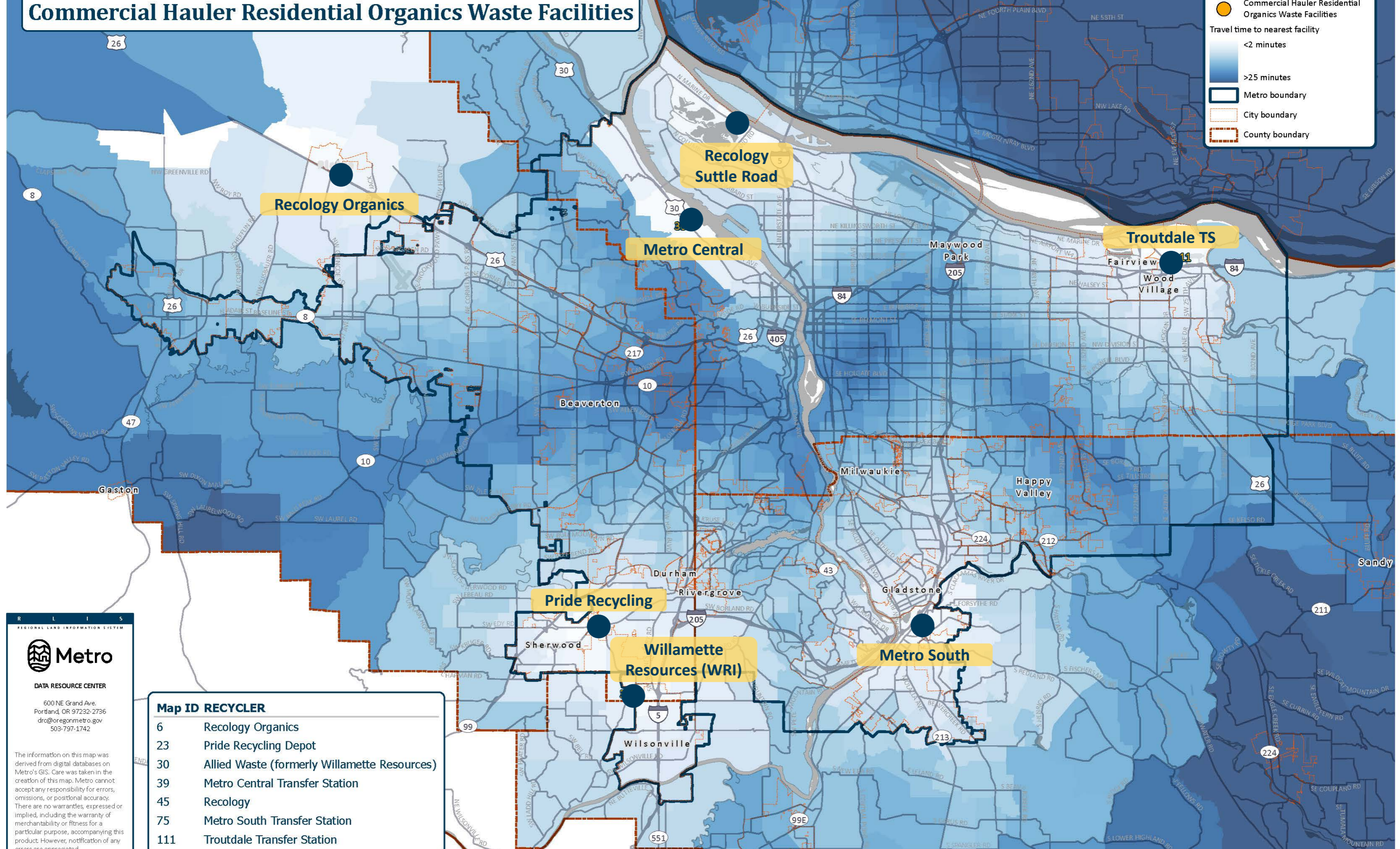
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**Map ID RECYCLER**

23	Pride Recycling Depot
30	Allied Waste (formerly Willamette Resources)
39	Metro Central Transfer Station



# Commercial Hauler Residential Organics Waste Facilities



- Commercial Hauler Residential Organics Waste Facilities
- Travel time to nearest facility
  - <2 minutes
  - >25 minutes
- Metro boundary
- City boundary
- County boundary

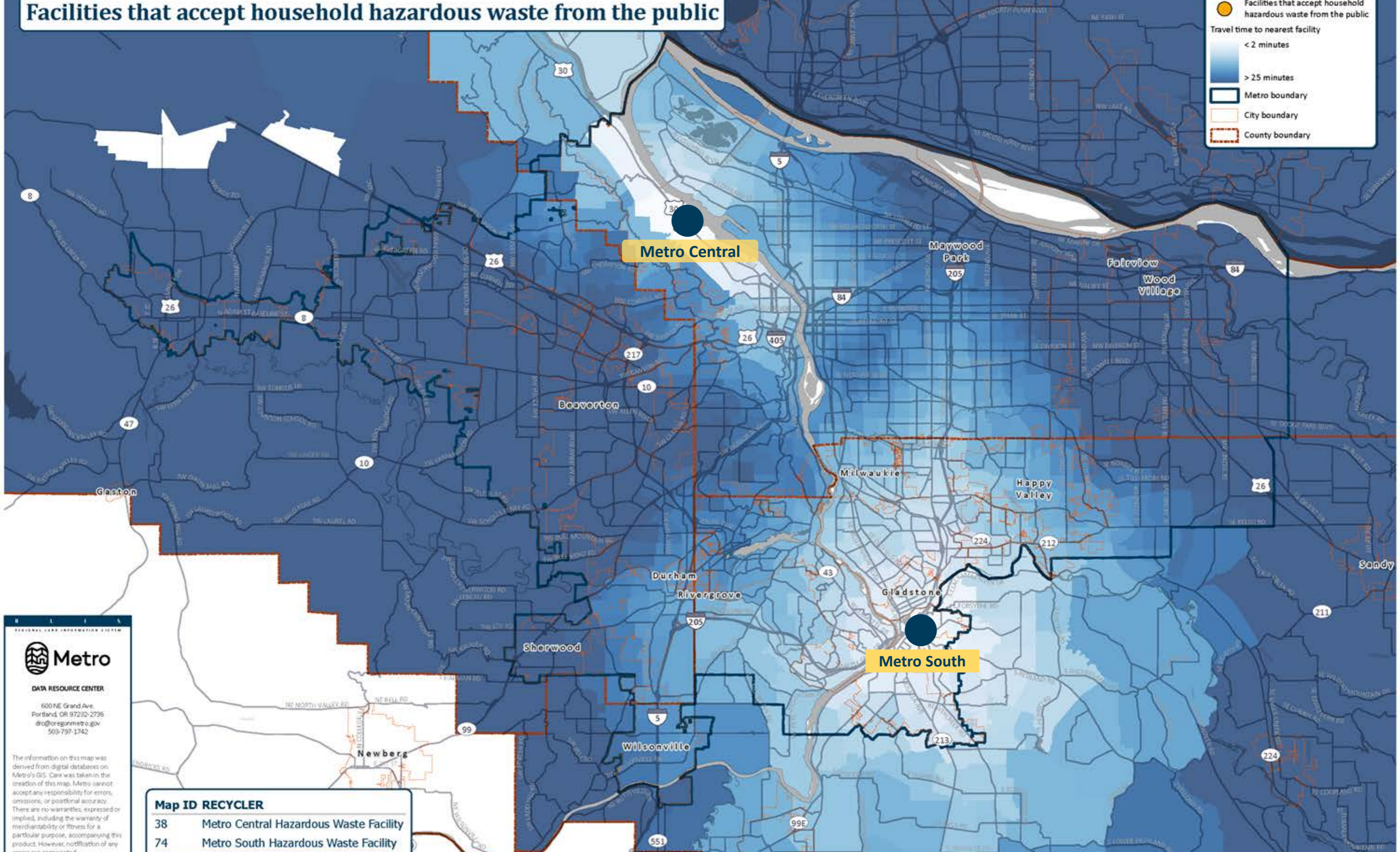
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Map ID	RECYCLER
6	Recology Organics
23	Pride Recycling Depot
30	Allied Waste (formerly Willamette Resources)
39	Metro Central Transfer Station
45	Recology
75	Metro South Transfer Station
111	Troutdale Transfer Station

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# Facilities that accept household hazardous waste from the public



● Facilities that accept household hazardous waste from the public  
 Travel time to nearest facility  
 < 2 minutes  
 > 25 minutes  
 Metro boundary  
 City boundary  
 County boundary

  
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Map ID RECYCLER	
38	Metro Central Hazardous Waste Facility
74	Metro South Hazardous Waste Facility

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