

STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 19-1431 FOR THE PURPOSE OF ADOPTING THE 2030 REGIONAL WASTE PLAN

Date: February 13, 2019

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Department: Property and Environmental Services

Presenters: Former Metro Councilor Ed Washington, Marta McGuire and Matt Korot

Meeting date: February 28, 2019

Length:

ISSUE STATEMENT

In March 2017, the Metro Council directed staff to develop the 2030 Regional Waste Plan to serve as the greater Portland area's blueprint for investing in our garbage and recycling system, reducing the environmental and health impacts of products that end up in this system, and advancing progress towards Metro's racial equity objectives. The plan is now complete, following extensive community, local government and stakeholder engagement, work session discussions with Council, multiple engagements with the Metro Policy Advisory Committee and Metro Solid Waste Alternatives Advisory Committee, and a formal public comment period.

ACTION REQUESTED

Staff requests approval of Ordinance 19-1431 to adopt the 2030 Regional Waste Plan.

IDENTIFIED POLICY OUTCOMES

The Metro Council has previously endorsed the values, principles, vision, goals, actions and indicators in the plan that, together, aim to achieve three sets of desired outcomes:

Racial equity outcomes including:

- Diversity in garbage and recycling system jobs
- Living wages and benefits
- Access and representation in decision-making for historically marginalized communities
- Inclusive, culturally relevant education services
- Greater share of economic benefits to people of color and other historically marginalized communities

Health and environmental outcomes including:

- Toxic chemicals out of priority products
- Better purchasing choices
- More opportunities for reuse and repair
- Minimized impacts from system operations

Garbage and recycling system outcomes including:

- Improved collection services tailored to the needs of all residents
- More adaptable and resilient recycling system
- Prepared for disasters

POLICY OPTIONS FOR COUNCIL TO CONSIDER

1. Approve the ordinance and plan as written or with amendments.
2. Do not approve the ordinance.

STAFF RECOMMENDATIONS

Staff recommends adoption of Ordinance No. 19-1431.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

The Metro Charter, the Oregon Constitution and Oregon Statutes grant Metro broad authority for planning, managing and overseeing the regional solid waste system to protect public health and safeguard the environment. As a part of these responsibilities, Metro is responsible for developing a regional plan that sets direction for programs, services and facilities. Metro has adopted three solid waste system plans to date. These plans are updated about every ten years to meet the needs of the changing region and align with regional, state and federal guidance.

The 2030 Regional Waste Plan provided in Exhibit A replaces the Regional Solid Waste Management Plan 2008-2018 Update and its amendments. In addition to setting policy direction, the 2030 Regional Waste Plan will also fulfill Oregon Statutory requirements for a waste reduction plan for the tri-county area. The waste reduction program is outlined in the plan's appendix on page 124 and will be subject to approval by the Oregon Department of Environmental Quality.

How does this advance Metro's climate action goals?

The 2030 Regional Waste Plan reflects a paradigm shift regarding the impacts of waste. This shift is characterized as one from "solid waste management" to "materials management." Using life cycle analytical tools, materials management focuses on minimizing the overall environmental and human health impacts of the products and packaging that become waste, not just those impacts of the waste itself. This framework results in the identification of opportunities to reduce impacts throughout a product's life, from raw material acquisition to design to production to use to reuse, recycling or disposal. A significant impact that materials management addresses is greenhouse gas emissions.

There are two generally accepted ways of categorizing greenhouse gas emissions. The first is a sector-based approach that categorizes emissions generated within a defined geographical area by major sectors like transportation, residential, commercial, industrial and agricultural. The second way is a consumption-based approach, which categorizes emissions produced around the world that are associated with a given area's consumption of goods, services and energy. This approach gives the best view into the emissions that consumers "own." From that perspective, more than 35 percent of the Metro region's greenhouse gas emissions are associated with the goods we buy, use and get rid of. That's why this plan is important.

How does this advance Metro's racial equity goals?

Goal B of Metro's *Strategic plan to advance racial equity, diversity and inclusion* calls for Metro to meaningfully engage communities of color. From spring 2017 to fall 2018, Metro worked closely with eight community-based organizations and an equity work group to take a racial equity driven approach to developing the plan and writing its content. This process of building trust and co-creation advanced Metro's progress toward this goal and made the plan stronger than it would have otherwise been.

Goal E of the racial equity strategic plan calls for Metro to advance economic opportunities for communities of color. The plan, particularly with the actions in the Shared Prosperity goal area, has

a strong focus on increasing the share of the system's direct economic impact (\$287 million per year) that goes to people of color and others from historically marginalized communities, increasing the pay and benefits of system jobs, and getting greater diversity in all garbage and recycling jobs. Additionally, the plan has a significant emphasis on equity of services within the solid waste system and an equitable distribution of both the benefits and burdens of this system.

Community Feedback

Development of the 2030 Regional Waste Plan followed a phased approach, starting with values and principles, moving to the vision, and then establishing goals and actions. During each phase staff engaged with community members, local government staff, solid waste service providers, independent experts and Metro's formal advisory bodies. Engagement and feedback from phases 1-4 of plan development are provided in attached Public Engagement Report. The engagement spanned 18 months and included an online survey, leadership forums co-hosted with community-based organizations, technical forums, 24 technical work group meetings and 15 equity work group meetings with more than 4,000 individuals providing input on the plan.

As a last step in the plan development, a formal public comment period was conducted mid-November to mid-December 2018 on the draft plan. The full list of comments and staff responses are provided in the attached public comment report. Overall, the comments supported the direction and content of the plan. Based on the public comment, staff made some revisions to clarify language and terms and added two new actions. The revisions are listed on page 30 of the public comment report.

Staff also presented the draft plan and public comment report to the Metro Policy Advisory Committee in January 2019. Clackamas County commended Metro on the planning process and direction of the plan. City of Hillsboro expressed support for plan and identified the need to prioritize infrastructure development on the west side of the region in addition to providing for more equitable rates at facilities. City of Forest Grove also supported the plan, noting that it will likely make some people uncomfortable, but discomfort is good for driving positive change. Finally, City of Milwaukie expressed support for legislative actions within the plan that address product design, particularly as it relates to products designed for obsolescence.

Legal Antecedents

Ordinance No. 87-740 (For the Purpose of designating solid waste as an area and activity appropriate for development of a functional plan and has a significant impact upon the orderly and responsible development of a metropolitan area) March 12, 1987; Ordinance No. 07-1162A (For the Purpose of Adopting the Regional Solid Waste Management Plan 2008-2018 Update), adopted July 27, 2018; Ordinance No. 08-1183a (For The Purpose of Amending Metro Code Title V, Solid Waste, To Add Chapter 5.10, Regional Solid Waste Management Plan, to Implement the Requirements of The 2008-2018 Regional Solid Waste Management Plan) July 27, 2008; Metro Charter; Metro Code Title V Solid Waste; and ORS Chapters 268 and 459.

Anticipated Effects

If Council adopts the plan, staff will begin work on an initial three-year work plan to prioritize the actions for implementation. Adoption will also prompt creation of a new Regional Waste Plan Implementation Committee, which would require amending the Metro Code and Council confirmation of members. Staff will also confer with members of Metro's Committee on Racial Equity to solicit their input on the committee's role in the plan's oversight framework and its relationship in this work to both the Regional Waste Plan Implementation Committee and the

Metro Policy Advisory Committee. In addition, staff will begin tracking the work of the plan indicators and reporting progress to council on an annual basis.

Financial Implications (current year and ongoing)

Resource requests for plan implementation will go through the regular Metro budget process.

BACKGROUND

Metro initiated development of the 2030 Regional Waste Plan in spring 2017 to fulfill its responsibility to plan, manage and oversee the regional garbage and recycling system. The plan was developed in five phases of work, with Council, advisory groups, stakeholder and community involvement in each phase.

A key aspect of developing the plan was a focus on advancing racial equity. This has been accomplished in two ways. First, through inclusive engagement and relationship-building with historically underrepresented communities. Specifically, Metro partnered with eight community-based organizations to form a cohort of more than 100 people who participated in multiple discussions over more than a year about the future of garbage and recycling. From tours of local garbage and recycling facilities to gatherings at local community centers, participants shared their values and priorities related to garbage and recycling to help shape the goals and actions of the plan. These organizations were:

- Center for Diversity & the Environment
- Centro Cultural de Washington County
- Constructing Hope
- Immigrant and Refugee Community Organization
- Momentum Alliance
- North by Northeast Community Health Center
- The Rosewood Initiative
- Trash for Peace

The second way Metro integrated racial equity in the planning process was through the incorporation of an Equity Work Group to guide and inform the plan. At the very beginning of the process, Metro identified that it needed a group of individuals that had deep experience leading and advancing equity for communities of color and historically marginalized communities to help ensure the plan fully incorporated equity in the planning process and outcomes. The seven members of the Equity Work Group were selected because of their expertise and experience working with communities of color and historically marginalized communities. The work group has participated in each phase of the plan's development.

Name	Affiliation
Rob Nathan	Individual; Referred by Coalition of Communities of Color
Emma Brennan	Oregon Tradeswomen, Inc.
Pa Vue	Individual; Referred by Asian Pacific American Network of Oregon
Marilou Carrera	Individual; Referred by Oregon Health Equity Alliance
Juan Carlos Gonzalez	Individual; Referred by Centro Cultural
Andre Bealer	National Association of Minority Contractors of Oregon
Tommy Jay Larracas	Individual; Referred by OPAL Environmental Justice Oregon

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

Phase 1: Values March 2017 to July 2017	Phase 1 developed the plan's values and guiding principles. The values are informed by existing regional, state and federal policies and plans regarding waste management, recycling, toxics and other related environmental programs. The values are further shaped from public surveys, community discussions with culturally-specific organizations and review by the Equity Work Group. The Equity Work Group also developed the principles to provide guidance on advancing equity through plan development and implementation. Following review by the Metro Policy Advisory Committee (MPAC) and Solid Waste Alternatives Advisory Committee (SWAAC), Metro Council endorsed the values and principles in summer 2017.
Phase 2: Vision and Goal Setting July 2017 to Jan. 2018	<p>Building on community discussions held in the first phase, Metro conducted a series of engagements to inform development of the vision and goals:</p> <ul style="list-style-type: none">• A planning workshop involving more than forty individuals, including Equity Work Group members and Metro and local government staff• An online survey that asked community members to help shape future priorities. More than 4,000 individuals took the survey. Metro compiled the survey results to share at the leadership forums (described below) and inform the plan's vision, goals and actions.• Three leadership forums co-led by Metro and local community-based organizations at which more than 120 individuals shared ideas and discussed future priorities for the garbage and recycling system. The forums were hosted by Immigrant and Refugee Community Organization, Rosewood Initiative and Centro Cultural.• A technical forum with more than 60 stakeholders active in some element of the garbage and recycling system provided input on the draft vision and goals.• The Equity Work Group, local government solid waste directors, SWAAC and MPAC reviewed the draft vision and goals. <p>Metro Council endorsed the vision and goals in January 2018.</p>
Phase 3: System Analysis Dec. 2017 to March 2018	Phase 3 established an understanding of where the region is today relative to the goals and vision generated during phase 2. To do this, Metro staff assessed data on different aspects of the current garbage and recycling system. This included writing descriptions about the system's existing programs, policies and infrastructure, as well as identifying opportunities and challenges facing the system. The information gathered in this phase served as a starting point for an overall measurement approach for the plan and to inform the development of actions and indicators.

<p>Phase 4: Building a Strategy March 2018 to Oct. 2018</p>	<p>In phase 4, Metro convened topic-specific technical work groups to develop the plan's draft actions. The groups were made up of representatives from local governments, garbage and recycling facility operators, haulers, reuse organizations, community organizations and others with a particular interest in the system. More than 60 individuals participated in the work groups, which met four times during March to May 2018.</p> <p>Metro also solicited input on the draft actions from the individuals associated with the eight community-based organizations who had taken part in earlier phases of the plan's development. During a four-hour session, more than 100 local residents reviewed the draft actions to see whether they reflected their previous input and to prioritize the changes they most want to see in the system. Following these engagements, Metro staff worked with the Equity Work Group and local government staff to further refine and organize the draft goals and actions and to develop the plan indicators.</p> <p>Following the review of MPAC and SWAAC, Metro Council reviewed the draft actions and indicators for incorporation into the draft plan in October 2019.</p>
<p>Phase 5: Plan Adoption Nov. 2018 to March 2019</p>	<p>The fifth and final phase is focused on finalizing and adopting the plan. Metro released the draft plan for public review and feedback from mid-November through mid-December. Engagements in the public comment period included:</p> <ul style="list-style-type: none"> • Letters to city managers about the release of the draft plan and public comment period • Four community briefings with community groups about the plan with an explanation about the Metro Council decision-making process • Two public forms for individuals interested in reviewing the draft plan and providing comments in-person • Making briefing materials and information about the plan available online for the general public. <p>Staff summarized all the comments received during the comment period in a public comment report, as well as noting the changes to the draft plan made in response to the comments. SWAAC and MPAC also reviewed the draft plan to provide input to the Metro Council.</p>

ATTACHMENTS

Ordinance 19-1431

Ordinance 19-1431 Exhibit 1-A: 2030 Regional Waste Plan

Public Engagement Report Phases 1-4

Public comment report