

2030 REGIONAL WASTE PLAN IMPLEMENTATION: THREE-YEAR WORK PLAN AND INTRODUCTION TO EVALUATION OF METHODS TO DISTRIBUTE FUNDING TO LOCAL GOVERNMENTS

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ISSUE STATEMENT

In March 2019, Metro adopted the 2030 Regional Waste Plan which serves 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. Responsibility for implementing the plan is shared by Metro and city and county governments in the region. The development of shared multi-year work plans is identified in the Regional Waste Plan as a key component for coordinating implementation of the plan's actions.

Metro collaborated with cities and counties to develop the first multi-year work plan for FY 2021-2023. The draft work plan is informed by required responsibilities, Metro Council and local government priorities, and priorities identified in plan development by community members. The Regional Waste Advisory Committee's role in this process has been to review and provide input on the actions and activities that are prioritized for implementation in the three-year work plan.

ACTION REQUESTED

Staff is asking Metro Council to affirm the proposed three-year work plan.

IDENTIFIED POLICY OUTCOMES

The three-year work plan reflects the values, principles, vision, goals, actions and indicators in the 2030 Regional Waste Plan that 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 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 QUESTION

Do the goals and actions prioritized for the short term align with Metro Council priorities?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

1. **Direct staff to move forward with the work plan as written.** The work plan outlines which programs and policies are being pursued now and which are proposed for future work. The work plan was collaboratively developed with cities and counties to identify shared priorities and aligns ongoing work with the plan guidance. The work plan will be reviewed on annual basis in as part of budget development.
2. **Direct staff to make changes to the goals an actions prioritized for short term implementation.** Metro Council could direct staff to prioritize different goals and actions for the short term. This would require reallocating resources to implement any new Metro-led actions or activities.

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.

Regional Waste Plan Guidance

A large number of the actions in the Regional Waste Plan represent guidance rather than requirements, so timing for implementation is determined by Metro and local governments. At the same time, there are actions within the plan Metro and local governments are required to do to meet state law requirements.

The initial three-year work plan is not creating new work, but has been a focused process of reorganizing and reflecting on current and ongoing work to align with the policy direction provided by the goals and actions in the Regional Waste Plan. Metro has been collaborating with cities and counties on the development of the work plan since August 2020. It includes planned activities that will be carried out collaboratively and individually by both Metro and local governments.

The work plan includes:

- Actions and associated activities for implementation in the first three years
- Roles for implementation
- High level estimated resource needs to inform annual budgeting
- Key implementation agreements to support accountability

Alignment with Metro's Mission and Strategic Recovery Framework

The three-year work plan is in alignment with Metro's Mission and Strategic Recovery Framework for advancing racial justice, shared prosperity and climate justice and resilience. The planned activities for advancing goals and actions prioritized for Metro-led work are summarized in six key areas below.

Foster inclusive prosperity and workforce equity: Activities for advancing goals in Shared Prosperity (Goals 1, 3, 4) include rebuilding and expanding the RID Workforce transition program, aligning Metro Paint and investing in key indicators to measure progress.

Prepare for emergencies and solid waste system recovery: Activities for advancing goals in Disaster Resilience (Goals 17, 18, 19) include participating in the Regional Disaster Preparedness Organization (RDPO), ensuring private facilities have defined role in emergency response and resilience planning and participating in the federal exercise Cascadia Rising in June 2022.

Strengthen systems for recovery of recyclables, food scraps and yard debris: Activities for advancing goals Product End-of-Life (8,15) include refinement of Innovation and Investment Grant Program, supporting statewide recycling system improvements, developing public-private partnerships to expand local markets and evaluating material recovery facility performance standards.

Provide excellent service and equitable garbage and recycling system access and service: Activities for advancing goals Product End-of-Life (10, 11, 12, 14, 16) include completing the regional solid waste facilities planning, advancing Metro South relocation and Metro West design, completing goal based tonnage allocations, oversight of private facilities, advancing multi-family service improvements, refining the community enhancement grant program, and expanding community collection events.

Reduce environmental and health impacts of products and trash and advance environmental literacy: Activities for advancing goals Product Design and Consumption (5, 6, 7) include

advocating for legislation for enhanced product producer responsibility and delivery of culturally responsive and community based education programs.

Financial Implications and Annual Budgeting

The work plan will include high level resource estimates to inform future annual budgets for Metro and local governments. The annual budgeting process will be used to determine any budget modifications for Metro led or co-led actions. Proposed budget modifications may be used to calculate any impacts to rates.

Currently, WPES is nearing the end of year one (FY 20-21) of the plan. Metro-led or co-led actions will be carried out by existing WPES programs and supported by the Council's adopted FY 20-21 budget. Additional funds are proposed for the March budget amendment and year two (FY 21-22) of the plan to advance progress towards Metro Council priorities in the Regional Waste Plan including expansion of the RID workforce transition program and consideration of options for continuation of the Innovation and Investment grant program. Budget placeholders for these programs were included in rate/fee planning for the current and upcoming fiscal year. Should the Metro Council decide not to pursue one or both of these amendments, the Council could make an adjustment to current rates or just capture the revenue as a way to replenish the solid waste fund balance.

The third year of funding will be considered as part of the annual budget process for FY 22-23 and the work planning process will inform that direction. In budget proposals to Metro Council, staff will be able to highlight resource estimates for funding specific goals and actions in the plan. The graphic below illustrates the level of detail in the work plan and relationship to annual budgets.



Local Government Funding

To support local government led and co-led actions in the Regional Waste Plan, Metro distributes funding to cities and counties to satisfy state law and Metro requirements. In FY 20-21, Metro distributed approximately \$2.3 million to cities and counties using the following funding distribution methods:

- Per-capita distributions for residential and multifamily education programs
- Employee count distributions for business waste reduction programs
- Business Food Waste Requirement distribution per business for business food waste reduction programs

Current distributions for year one of the FY 2020-2021 year work plan:

Local Government	FY20-21 per capita distribution	FY20-21 Employee Count distribution	Food Waste Requirement Funding (FTE)	Food Waste Requirement Funding (supplies)	Total Distribution
Beaverton	\$52,045	\$55,007	\$57,998.00	\$3,171	\$168,221
Clackamas County	\$225,170	\$149,717	\$124,374.00	\$7,099	\$506,361
Fairview	\$4,770	\$2,657		\$47	\$7,474
Gresham & Wood Village	\$61,376	\$36,715	\$54,500.00	\$2,177	\$154,768
Multnomah Co. (Uninc.)	\$11,987	\$3,071			\$15,058
Portland & Maywood Park	\$348,062	\$413,889	\$100,000.00	\$18,930	\$880,881
Troutdale	\$8,573	\$6,859		\$426	\$15,858
Washington County	\$272,088	\$213,585	\$103,471.00	\$9,465	\$598,609
TOTAL	\$984,071.00	\$881,500	\$440,343.00	\$41,315	\$2,305,914

As part of the development of the Three-Year Work Plan, Metro is evaluating the current structure for funding distributions to determine a more equitable funding approach. Metro intends to engage with a third party to conduct an evaluation and develop recommendations for funding methods that align funding with desired outcomes for prioritized goals and actions, equitably distributes funds to local governments and ensures financial accountability for use of funding.

Metro staff will seek direction on the recommendations for funding distribution methods from Metro Council in the fall of 2021.

BACKGROUND

Metro initiated development of the work plan in August 2020 to fulfill its responsibility for coordinating implementation of the Regional Waste Plan. The work plan development

includes three phases of work with local governments, the Regional Waste Advisory Committee and Metro Council guidance.

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

Phase 1: Identify Plan Actions August 2020 to December 2020	Phase 1 engaged local government partners to review short term priorities identified by Metro and local governments and identify action leads and shared items. To do this, Metro conducted a series of meeting with cities and counties to identify plan actions and align current activities. This also included as series of engagements with the Regional Waste Advisory committee to introduce the work plan process and gather input on the goals and actions prioritized for short term implementation.
Phase 2: Develop Work Plan December 2020-May 2021	Building on input gathered in the first phase, Metro compiled a first draft of the work plan and conducted a second series of engagements to inform the plan's development. This included additional engagements with local governments and review and input from the Regional Waste Advisory Committee. Staff also conducted informational briefings with Metro Councilors to share the progress to date and review the draft work plan.
Phase 3: Finalize Implementation Agreements May 2021 to October 2021	Phase 3 includes development of the final work plan and associated implementation agreements with local government partners. Metro Council will provide final review of the work plan. This will also include updates to the Regional Waste Plan Advisory Committee on the final work plan.

ATTACHMENTS

Attachment A: 2030 Regional Waste Plan Three-Year Work Plan; Draft Work Plan FY 2021-2023