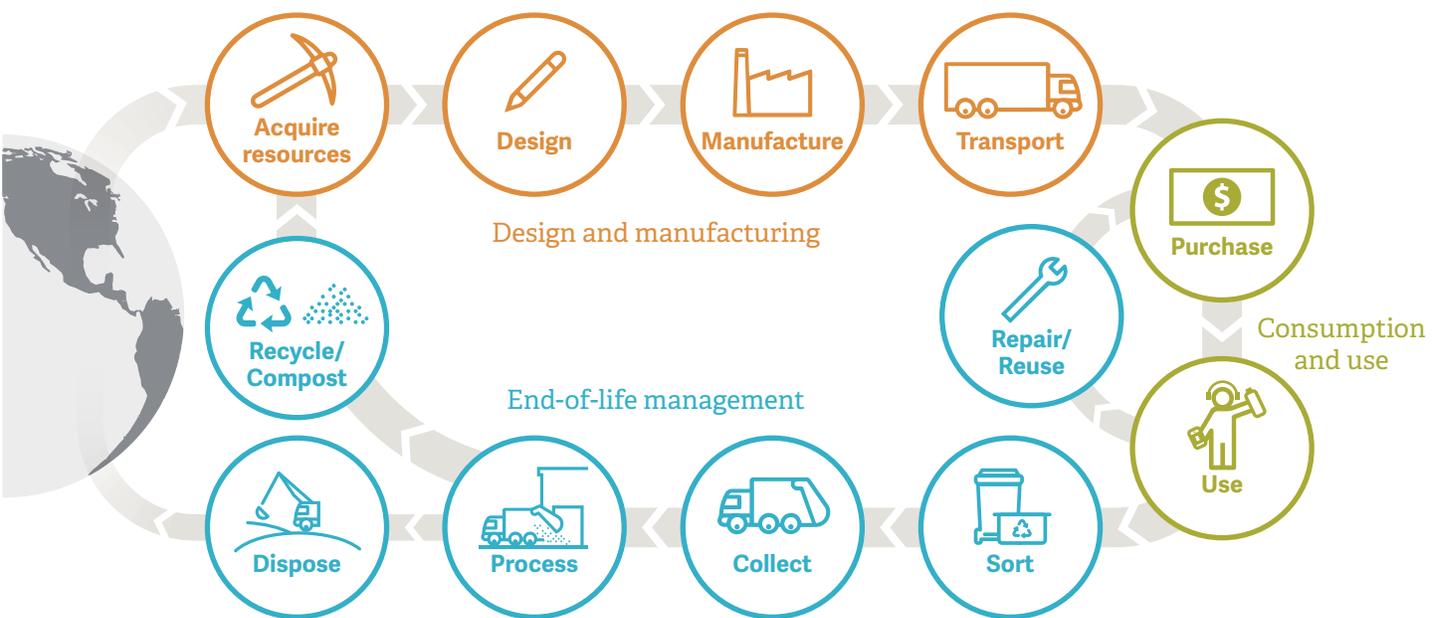




# Goals and actions

# Overview

The goals of the plan focus on addressing the impacts of materials—from production to disposal—and closing the gap between today’s reality and the region’s vision for the future. This involves taking action at every stage of the product life cycle and addressing community needs within the garbage and recycling system.



The plan identifies goals and actions in five areas of work:

- Shared prosperity
- Product design and manufacturing
- Product consumption and use
- Product end-of-life management
- Disaster resilience

The goals in each area identify what the region would like to achieve by 2030. Each goal has an associated set of actions to be undertaken by Metro and local governments. The actions were developed by work groups made up of representatives from Metro, local governments, garbage and recycling facility operators, haulers, topical experts, community organizations, equity work group members and others with a particular interest in the system and shaped by community input.

# Navigating the action tables

The action tables define key elements associated with each action, such as which agency is the lead agency implementing the action.

## **Lead agency**

Successful implementation of the actions will require collaboration and coordination among Metro, local governments, community-based organizations and private sector service providers. Many of the actions will be co-led by Metro and local governments in partnership with community. To assist with implementation and accountability, the plan identifies lead agencies for each action, either Metro or cities and counties, or a combination of both. The lead agencies are the primary entities responsible for implementing the action and reporting on progress.

## **Implementation approach**

Metro is responsible for coordinating implementation of the plan and assessing plan performance. Cities, counties and Metro are responsible for leading or participating in implementation of the actions. Actions to “implement” a project or program assume preliminary steps such as planning, budgeting and collaboration and later steps such as monitoring and evaluation.

Metro, in collaboration with local governments, will develop multi-year work plans to prioritize implementation of the actions. These plans will include estimates of the financial and staff resources needed to complete the work.

The approaches identified for each action in the action tables are preliminary ones. Additional approaches may be used based on development of the action and the lack of inclusion of a particular approach in no way implies that it may not be considered or used in the future.

Several approaches will be used to implement the actions. One or more implementation approaches is identified for each action.

**Legislative agendas:** State-level public policy priorities identified by Metro and/or local government elected bodies.

**Partnership agreements:** Agreements to implement partnerships by Metro, city, county and/or state agencies, and agreements between Metro or local governments with non-profit and community-based organizations.

**Metro and/or local government code and authorizations:** Formal actions taken through code amendments, administrative reviews, licenses, franchises and other instruments.

**Regional work groups:** Regional work groups convened by Metro to assist in developing programs and activities to achieve the goals and actions of the plan.

**Grants:** Investments in non-profit and for-profit organizations to achieve the goals and actions of the plan.

**Existing programs:** Actions may be associated with existing program plans and partnerships implemented by Metro, city, county and state agencies.



### Advancing equity

Actions with the greatest opportunity to advance racial equity are identified with the “E” icon. The Equity Work Group was primarily responsible for making this designation.



### New actions

Each action is either new or in progress. New actions are labeled with this icon.



### Directive actions

The plan includes both directive and non-directive actions. Directive actions are those that are binding on local governments and typically set forth in Metro Code, Chapter 5. Existing and potential directive actions are labeled with this icon in the tables on the following pages. New directive actions will be developed in consultation with local governments and go through Metro’s legislative approval process.



# Shared prosperity

## GOALS ADDRESSED:

Goal 1: Increase engagement of youth and adults historically marginalized from garbage and recycling decision-making by enhancing civic engagement and leadership opportunities.

Goal 2: Increase the percentage of garbage and recycling system revenue that benefits local communities and companies owned by people of color and other historically marginalized groups.

Goal 3: Ensure that all jobs in the garbage and recycling industry pay living wages and include good benefits.

Goal 4: Increase the diversity of the workforce in all occupations where people of color, women and other historically marginalized communities are underrepresented.

*The garbage and recycling system generates significant economic benefits for the Metro region through jobs, programs and services, materials and construction contracts, spending at local businesses and more. But those benefits aren't shared equitably among all people in the region.*

This area of work aims to address barriers faced by communities of color and those who have been disproportionately impacted by the garbage and recycling system. Through the goals and actions in this section, Metro and local governments aim to make progress toward a future where all people have equitable access to the benefits of the garbage, recycling, reuse and repair economies.



## Goal 1:

Increase engagement of youth and adults historically marginalized from garbage and recycling decision-making by enhancing civic engagement and leadership opportunities.

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	IMPLEMENTATION APPROACH	E
1.1 Increase representation of historically marginalized community members, including youth, on advisory committees, such as Metro and local government solid waste advisory committees.	Metro Cities Counties	Code and authorizations	  
1.2 Evaluate and refine a public sector paid internship program to increase engagement of youth and adults in garbage and recycling careers and decision-making, with an emphasis on communities of color and other marginalized communities.	Metro Cities Counties	Existing programs	  
1.3 Partner with organizations to engage youth in leadership opportunities for social, economic and environmental issues related to garbage and recycling.	Metro Cities Counties	Existing programs	  

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## Goal 2:

Increase the percentage of garbage and recycling system revenue that benefits local communities and companies owned by people of color and other historically marginalized groups.

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	IMPLEMENTATION APPROACH	
<p>2.1 Develop Metro and local government procurement policies to increase the amount of spending on solid waste-related services that goes to locally owned companies, with an emphasis on minority-owned and woman-owned businesses.</p>	<p>Metro Cities Counties</p>	<p>Code and authorizations</p>	  
<p>2.2 Implement strategies, in consultation with community organizations, that can be adopted by local governments to ensure greater racial equity in the ownership and management of collection service providers.</p>	<p>Cities Counties</p>	<p>Code and authorizations</p>	  
<p>2.3 Utilize grant programs to invest in businesses and non-profit organizations to strengthen regional efforts around reducing waste, making better use of the waste that is produced and helping foster economic opportunities for communities of color and others who have historically been left out of the garbage and recycling system.</p>	<p>Metro</p>	<p>Grants</p>	  
<p>  Highest potential to advance equity          New          Directive action       </p>			

### Goal 3:

Ensure that all jobs in the garbage and recycling industry pay living wages and include good benefits.

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	IMPLEMENTATION APPROACH	
3.1 Establish a living wage and benefits standard for the lowest-paid positions in the solid waste industry and update the standard on a regular basis.	Metro Cities Counties	Code and authorizations	  
3.2 Incorporate “good jobs” provisions regarding wages, benefits, workforce diversity and career pathways into public sector solid waste investments, operations contracts, franchises, licenses and other procurement and regulatory instruments.	Metro Cities Counties	Code and authorizations	  
3.3 Conduct baseline and regular follow-up studies of wages and benefits in the greater Portland area’s solid waste sector to inform “good jobs” provisions.	Metro	Regional work groups	  
3.4 Reduce the use of temporary and contract workers in the region’s solid waste industry.	Metro	Regional work groups Code and authorizations	  
3.5 Evaluate the use of Metro employees to fully operate Metro-owned transfer stations.	Metro		  

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### Goal 4:

Increase the diversity of the workforce in all occupations where people of color, women and other historically marginalized communities are underrepresented.

ACTIONS TO BE COMPLETED BY 2030		LEAD AGENCY	IMPLEMENTATION APPROACH	
4.1	Implement a workforce development and readiness program for garbage and recycling industry jobs.	Metro	Partnership agreements	  
4.2	Develop a career pathways strategy that aims to increase the diversity of workers in all solid waste occupations.	Metro	Partnership agreements	  
4.3	Conduct baseline and regular follow-up studies of workforce diversity in the regional garbage and recycling industry, including an assessment of barriers to hiring and retaining people of color, women and other historically marginalized groups.	Metro	Regional work groups	  
4.4	Work with private garbage and recycling service providers and community-based organizations to design and implement programs that address safety, bullying and harassment in the workplace throughout the solid waste industry.	Metro	Partnership agreements	  
4.5	In partnership with community-based organizations, create workforce development programs within the reuse sector that focus on people with barriers to employment.	Metro Cities Counties	Partnership agreements	  

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# Product design and manufacturing

## GOALS ADDRESSED:

Goal 5: Reduce the environmental and human health impacts of products and packaging that are made, sold, used or disposed in Oregon.

*Today, the design and manufacturing of products and materials is driven primarily by market forces, resulting in processes and products that can harm the environment or impact human health.*

Through this goal area, we will be working to influence the design and manufacturing of products and packaging by advocating for changes in public policy.

The goal of the highly collaborative actions in this new area is for manufacturers to become more responsible for the impacts of their products. There's potential to create healthier products every step of the way, from natural resource extraction to manufacturing processes to decisions about materials and packaging.

The actions focus not only on reducing the amount of waste, but also shifting what's in it. We are working to reduce or eliminate chemicals of concern and highly toxic materials, elevating human health and preventing environmental damage.

Many Oregon, Washington and California public and private organizations are known for leadership in this area. With the Bottle Bill, Oregon E-Waste, PaintCare and Oregon's Toxic-Free Kids Act, city, county, Metro and state governments, together with public interest organizations, demonstrated they can collaborate to push forward policy changes to address producer responsibility and make products safer for people and the environment.

Equity initiatives take a leading role, too. By emphasizing equity at the government and community level, we aim to implement reforms that serve all, with a focus on historically marginalized communities, including communities of color.

## Goal 5:

Reduce the environmental and human health impacts of products and packaging that are made, sold, used or disposed in Oregon.

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	IMPLEMENTATION APPROACH	
5.1 Advocate for legislation that minimizes chemicals of concern in products and packaging and requires the disclosure of product chemical data to consumers.	Metro Cities Counties	Legislative agendas	  
5.2 Assist the Oregon Health Authority in implementing the 2015 Oregon Toxic-Free Kids Act, which requires manufacturers of children's products sold in Oregon to report products containing high-priority chemicals of concern.	Metro	Partnership agreements	  
5.3 Partner with the State of Oregon to provide incentives to manufacturers for developing sustainable manufacturing techniques, including green chemistry, for products and packaging sold in Oregon.	Metro	Legislative agendas	  
5.4 Advocate for product stewardship legislation and other policy approaches that can achieve the greatest reduction in environmental and human health impacts from products and packaging made, used or disposed in the region.	Metro Cities Counties	Legislative agendas	  
5.5 Advocate for legislation that would require building products sold and used in Oregon to be free of highly toxic materials.	Metro Cities Counties	Legislative agendas	  
5.6 Advocate for standards for high-impact products, including phase-outs or bans.	Metro Cities Counties	Legislative agendas	  

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## WHAT ARE CHEMICALS OF CONCERN?

Through the Toxic-Free Kids Act, Oregon has designated 66 chemicals as “high-priority chemicals of concern for children’s health.” These chemicals are shown to be harmful to children, and manufacturers are required to disclose when certain products marketed toward children contain them. When Metro refers to chemicals of concern in this plan, it is usually in reference to this list. In some instances, we may use the lists of chemicals of concern created by other states, the federal government or another entity.



# Product consumption and use

## GOALS ADDRESSED:

Goal 6: Reduce product environmental impacts and waste through educational and behavioral practices related to prevention and better purchasing choices.

Goal 7: Reduce product environmental impacts and waste through policies that support prevention practices and better purchasing choices.

*As consumers, the decisions we make about what to buy and how to use the things we purchase affect our health and the environment.*

While the 2030 Vision identifies a future where everyone has access to information they need to make purchasing decisions that will protect their health and the environment, there are challenges to achieving this vision. Products sold in Oregon are produced around the globe. The prices of products do not reflect the environmental impacts of making them. Information about a product's environmental and health impacts can be difficult to access and understand. Sustainable products are not always affordable or equitably available.

Goals in this area focus on reducing the environmental and health impacts of what we buy. The actions emphasize education and policy efforts to reduce those impacts and support better purchasing choices. Education will prioritize culturally responsive efforts, with programs and services designed and delivered in partnership with community organizations to reach historically marginalized groups. Policy actions in this area aim to provide safer, lower-risk products and reduce the use of single-use items that harm the environment and create problems for the recycling system.

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## SHARING KNOWLEDGE

Metro and local government education programs reach tens of thousands of people every year with information about how to reduce waste.

### In 2016:

- Youth education programs reached over 45,000 students
- The Recycling Information Center and Find-a-Recycler online tool served 60,000 callers and 107,000 web visitors

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## WHAT IT MEANS TO BE CULTURALLY RESPONSIVE

Culturally responsive services are designed to be respectful toward and relevant to the beliefs, practices, culture and language of diverse people and communities. Cultural responsiveness requires systems, organizations, professions and individuals to gain new knowledge and cultivate new capacities.



## Goal 6:

Reduce product environmental impacts and waste through educational and behavioral practices related to prevention and better purchasing choices.

ACTIONS TO BE COMPLETED BY 2030		LEAD AGENCY	IMPLEMENTATION APPROACH	
6.1	Provide culturally responsive and developmentally appropriate school-based education programs about the connections between consumer products, people and nature.	Metro	Existing programs Partnership agreements	  
6.2	Provide culturally responsive community education and assistance about the connections between consumer products, people and nature.	Metro Cities Counties	Existing programs Partnership agreements	  
6.3	Provide and increase accessibility to education and tools to help residents and businesses reduce their use of the single-use products with the greatest negative environmental impacts.	Metro Cities Counties	Existing programs Partnership agreements	  
6.4	Partner with communities of color and others to increase awareness about high-risk chemical products, reduce their use and decrease people's exposure to them.	Metro	Partnership agreements	  
6.5	Assist households and businesses in the adoption of practices that prevent the wasting of food and other high-impact materials.	Metro Cities Counties	Existing programs	  
6.6	Support implementation of Oregon State University's SolvePestProblems.org as a primary tool for education and resources on integrated pest management.	Metro	Existing programs	  
6.7	Implement recognition programs for business efforts to prevent waste and minimize the environmental impacts of the products they purchase.	Cities Counties	Existing programs	  

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## SINGLE-USE PRODUCTS

Single-use products are used only once before they are thrown away or recycled. These items are things like plastic bags, straws, coffee stirrers, soda and water bottles and most food packaging.



Plastic bags are found in recycling carts across the region but are not recyclable through home programs. Plastic bags jam up sorting machinery at processing facilities, increasing the cost of converting recyclables into new products.

## Goal 7:

Reduce product environmental impacts and waste through policies that support prevention practices and better purchasing choices.

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	IMPLEMENTATION APPROACH	
7.1 Implement procurement policies for Metro and local governments that prioritize the purchase of products and services with low environmental and human health impacts.	Metro Cities Counties	Code and authorizations	  
7.2 Implement policies that will reduce the use of single-use products such as single-use plastic bags.	Metro Cities Counties	Code and authorizations	  
7.3 Advocate for the reclassification of high-risk nonagricultural pesticides to restricted use status in Oregon.	Metro	Legislative agendas	  
7.4 Implement policies and programs that lead to the construction of buildings that use fewer resources, including improvements to Oregon Reach Code and baseline building codes to address material selection preferences and restrictions, incentives for space-efficient homes and removal of barriers to adopting lower-impact materials.	Metro Cities Counties	Existing programs	  



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# Product end-of-life management

## GOALS ADDRESSED:

Goal 8: Increase the reuse, repair and donation of materials and consumer products.

Goal 9: Increase knowledge among community members about garbage, recycling and reuse services.

Goal 10: Provide regionally consistent services for garbage, recyclables and other priority materials that meet the needs of all users.

Goal 11: Address and resolve community concerns and service issues.

Goal 12: Manage all garbage and recycling operations to reduce their nuisance, safety and environmental impacts on workers and the public.

Goal 13: Invest in communities that receive garbage and recyclables from the Metro region so that those communities regard solid waste facilities as assets.

Goal 14: Adopt rates for all services that are reasonable, responsive to user economic needs, regionally consistent and well understood.

Goal 15: Improve the systems for recovering recyclables, food scraps and yard debris to make them resilient to changing markets and evolving community needs.

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.

*Every year, the greater Portland region disposes of more than 1 million tons of garbage and recovers more than 1 million tons of food scraps, yard trimmings and recyclables.*

The system that handles these materials and transports them to their final destinations is vast and complex, encompassing services from garbage trucks to food banks to recycling facilities and landfills, involving governments, private businesses and not-for-profit organizations.

The region has developed a highly effective recovery and disposal system over the last 30 years. But with a growing population, changes in how and what we consume, historical and current impacts of the system on neighborhoods and the dynamic nature of global markets for recyclables, it's time for new thinking and new work.

While the ultimate goal is to prevent waste to begin with, the Portland region still needs a system that safely and conveniently manages products at the end of their useful life. The goal is to ensure that the programs and services not only protect human health and the environment, but that they do so in a way that meets the needs of all residents and all communities today and into the future.

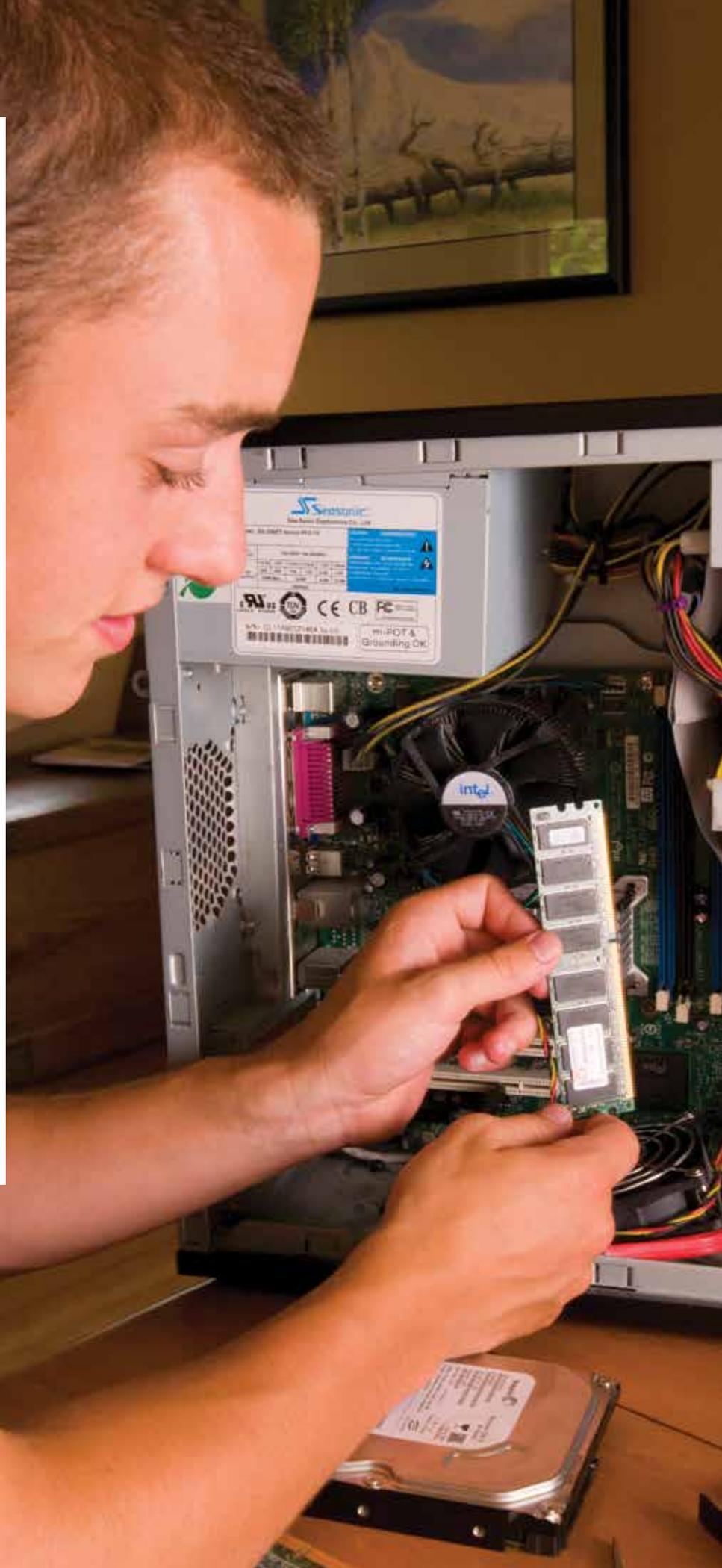
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## EXTENDING THE LIFESPAN OF PRODUCTS AND MATERIALS

Today, the region has a growing network of reuse and repair initiatives, organizations and businesses. They range from salvage and reuse operations for construction site materials to neighborhood repair fairs that help residents fix items rather than discard and replace them.

To strengthen and increase this reuse infrastructure, Metro and local governments need to increase investment in these services and advocate to formalize what are now informal and voluntary practices. Actions 8.2-8.6 provide multiple strategies for improving opportunities to reuse, repair and otherwise extend the life of products.

**Nearly 20 percent of the region's disposed waste is generated by the constructing, remodeling and demolishing of structures.**



**Goal 8:**

Increase the reuse, repair and donation of materials and consumer products.

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	IMPLEMENTATION APPROACH	
8.1 Support efforts to ensure that surplus edible food desired by agencies serving communities experiencing hunger in the region is made available to them.	Metro Cities Counties	Partnership agreements Grants	  
8.2 Implement strategies to increase the salvage of building materials for reuse, without increasing exposure to toxics.	Metro	Partnership agreements Grants	  
8.3 Advocate for research-informed changes to building codes and other regulations to increase use of reused and deconstructed materials.	Metro Cities Counties	Legislative agendas	  
8.4 Expand the collection of reusable items at public and private transfer stations, in partnership with reuse and repair organizations.	Metro	Partnership agreements	  
8.5 Invest in neighborhood-scale reuse and repair services and infrastructure.	Metro Cities Counties	Partnership agreements Grants	  
8.6 Support implementation of Oregon Department of Environmental Quality's Reuse, Repair and Extended Product Lifespan Strategic Plan.	Metro Cities Counties	Partnership agreements	  

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Robust waste reduction education and outreach programs have been in place since formal recycling collection programs began in the region over 30 years ago.

Metro and local governments have used a wide variety of methods and materials to help residents and businesses understand and get the best use out of our garbage and recycling system, yet we have found that many communities are not receiving the information they need—most notably communities of color and residents for whom English is not their primary language.

A key focus throughout this plan is to develop strong partnerships with community organizations and utilize non-traditional means for engaging with the region's community members.

## Goal 9:

Increase knowledge among community members about garbage, recycling and reuse services.

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	IMPLEMENTATION APPROACH	
9.1 Provide culturally responsive education and assistance for garbage, recycling and reuse services to residents and businesses.	Metro Cities Counties	Regional work groups Existing programs	<div style="display: flex; flex-direction: column; align-items: center;"> <div style="border: 1px solid gray; padding: 2px; margin-bottom: 2px;">E</div> <div style="border: 1px solid gray; padding: 2px; margin-bottom: 2px;"></div> <div style="border: 1px solid gray; padding: 2px;"></div> </div>
9.2 Utilize Metro’s Recycling Information Center to serve all residents and businesses in the region as a clearinghouse for prevention, reuse, recycling and disposal information.	Metro	Existing programs	<div style="display: flex; flex-direction: column; align-items: center;"> <div style="border: 1px solid gray; padding: 2px; margin-bottom: 2px;">E</div> <div style="border: 1px solid gray; padding: 2px; margin-bottom: 2px;"></div> <div style="border: 1px solid gray; padding: 2px;"></div> </div>
9.3 Ensure that community education and volunteer development courses, such as Master Recycler, are relevant, accessible and culturally responsive to all communities.	Metro Cities Counties	Partnership agreements	<div style="display: flex; flex-direction: column; align-items: center;"> <div style="border: 1px solid gray; padding: 2px; margin-bottom: 2px;">E</div> <div style="border: 1px solid gray; padding: 2px; margin-bottom: 2px;"></div> <div style="border: 1px solid gray; padding: 2px;"></div> </div>

E Highest potential to advance equity

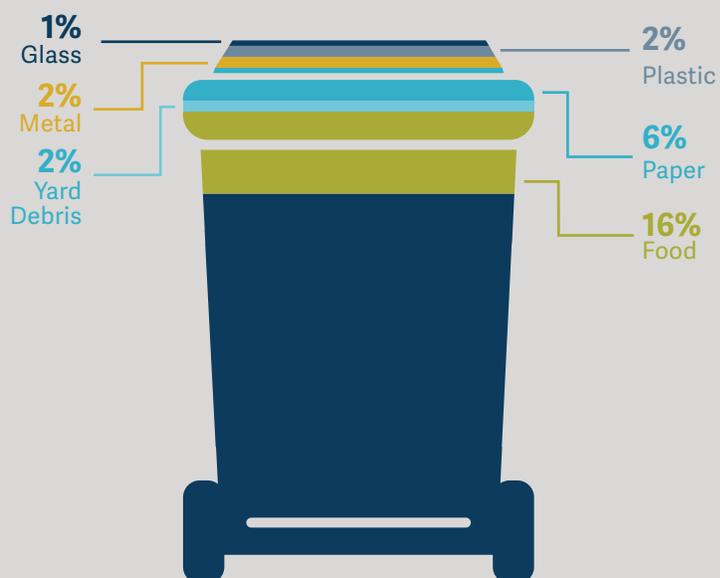
New

Directive action

### WHAT'S STILL IN THE TRASH THAT CAN BE RECYCLED?

Much of what's put in garbage cans in the greater Portland area could be recycled or composted.

Source: Oregon Department of Environmental Quality (2017). 2016/2017 Oregon Solid Waste Characterization and Composition Study.



## IMPROVING SERVICE FOR MULTIFAMILY HOUSEHOLDS

It's important that collection services are consistent and reliable for everyone. That's not the case for many of the region's residents who live in apartments, condominiums and other multifamily communities.

Metro conducted a study in 2017 of recycling and garbage services at multifamily properties. The main findings were:

1. There is inadequate access for residents to mixed recycling and glass recycling service at many multifamily sites. There aren't enough collection containers, they aren't conveniently located, and they aren't collected frequently enough.
2. Collection containers are inconsistent in size, color and labeling, and that is confusing to the people who use them.
3. As a result of the conditions above, the recyclables put out for collection are highly contaminated with non-acceptable materials.
4. Bulky waste is inadequately managed.

These findings are reflected in actions 10.2 – 10.6.

**More than 50% of people living in rental apartments move every year. This is one reason why it's important to have a simple, intuitive and consistent system for separating and collecting garbage and recyclables.**



**Goal 10:**

Provide regionally consistent services for garbage, recyclables and other priority materials that meet the needs of all users.

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	IMPLEMENTATION APPROACH	
10.1 Provide comprehensive collection services and supporting education and assistance for source-separated recyclables, source-separated food scraps and garbage, in compliance with state, regional and local requirements, including the Regional Service Standard, Business Recycling Requirement and Business Food Waste Requirement in Metro Code.	Cities Counties	Code and authorizations	
10.2 Implement minimum service levels or performance standards for all collected materials for multifamily and commercial tenants.	Metro Cities Counties	Code and authorizations	
10.3 Implement regional standards for collection container colors, signage and other related informational materials for single-family, multifamily and commercial services.	Metro Cities Counties	Code and authorizations	
10.4 Provide convenient, accessible and equitable collection of hazardous waste from households and Conditionally Exempt Generators, prioritizing communities with greatest need.	Metro	Existing programs Partnership agreements	
10.5 Provide regularly occurring bulky waste collection service, with particular emphasis on multifamily communities and lower-income households.	Cities Counties	Code and authorizations	
10.6 Establish standards for collection areas for existing and newly constructed multifamily properties to ensure residents have adequate access to garbage, recyclables and food scraps collection containers.	Metro Cities Counties	Code and authorizations	

## Goal 10:

Provide regionally consistent services for garbage, recyclables and other priority materials that meet the needs of all users.

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	IMPLEMENTATION APPROACH
10.7 Partner with community health organizations to expand options for collection of hypodermic needles and other types of medical waste, prioritizing individuals with the greatest barriers to service.	Metro	Partnership agreements   
10.8 Advocate for statewide legislation or implement regional policies to increase the types of products and packaging for which manufacturers and retailers provide environmentally sound, convenient and accessible take-back programs.	Metro Cities Counties	Legislative agendas   

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 Directive action

Approximately 36,000 tons of items that could be recycled at home, including paper, plastic bottles, aluminum cans and glass containers, are disposed in garbage carts each year. Recycling these materials would reduce the same amount of greenhouse gas emissions as taking 22,000 passenger vehicles off the road.



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## BENEFITS AND HISTORY OF CURBSIDE RECYCLING

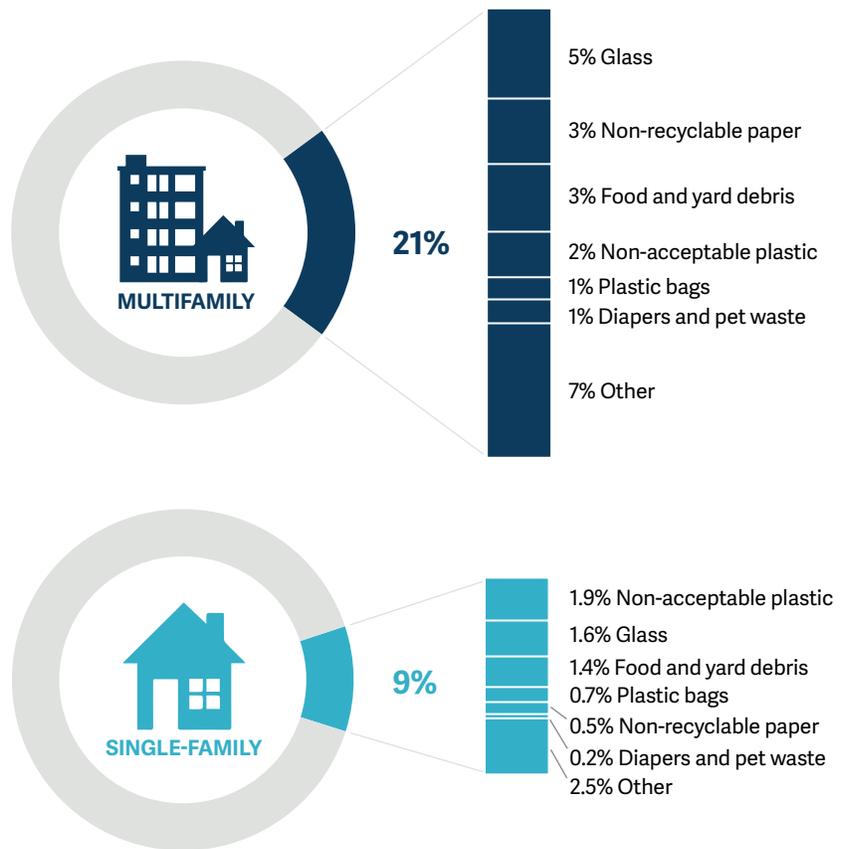
Recycling saves energy, reduces air and water pollution, reduces greenhouse gases and conserves natural resources. Curbside collection of recyclables makes recycling convenient. This service has been a key element of recycling programs in the region since 1983, when the Oregon Opportunity to Recycle Act required communities throughout the state to provide curbside collection. Within the region, weekly recycling collection is the service standard for single-family households. Recycling makes it possible to use materials that would otherwise go to the landfill to make thousands of products. A successful recycling system depends on the quality of material collected at the curb.



## KEEPING IT SEPARATED

Many of the materials people put in their recycling bins don't belong there. Known as contamination, these non-recyclables can cause problems for the entire system because contaminated recycling is harder to sell.

## Non-recyclables in recycling bins, by home type.



Source: Metro (2017). Multifamily Recycling Report. Metro (2015). Single-family Recycling and Waste Composition Studies

## CLEANING UP ILLEGAL DUMPING

Metro's Regional Illegal Dumping (RID) Patrol cleans up items dumped on public lands, sidewalks, alleys and waterways.

In 2017, the RID Patrol collected 440 tons of trash at 3,500 dump sites across Clackamas, Multnomah and Washington counties

### Top items collected:

1,973 tires

994 mattresses

555 couches

491 shopping carts



## Goal 11:

Address and resolve community concerns and service issues.

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	IMPLEMENTATION APPROACH	
11.1 Provide cultural competence training to customer service representatives at Metro, local governments and collection service providers.	Metro Cities Counties	Partnership agreements	  
11.2 Improve feedback loops between haulers, local governments and Metro to address collection service issues for households and businesses.	Cities Counties	Regional work groups	  
11.3 Provide inclement weather notifications to customers in multiple languages and through a variety of media.	Cities Counties Metro	Code and authorizations	  
11.4 Provide services to clean up illegal dumps on public property, prioritizing communities with greatest need.	Metro Cities Counties	Existing programs	  
11.5 Research the root causes that contribute to illegal dumping and how they can be addressed.	Metro	Regional work groups	  
11.6 Implement garbage and recycling collection services for people experiencing homelessness.	Metro Cities Counties	Partnership agreements	  
11.7 Evaluate the need to expand and improve access to public collection containers to reduce litter and illegal dumping.	Metro Cities Counties	Regional work groups	  

 Highest potential to advance equity
  New
  Directive action

## Goal 12:

Manage all garbage and recycling operations to reduce their nuisance, safety and environmental impacts on workers and the public.

ACTIONS TO BE COMPLETED BY 2030		LEAD AGENCY	IMPLEMENTATION APPROACH	
12.1	Minimize the health and safety impacts of solid waste operations on employees, customers and neighboring communities, with particular focus on low-income communities and communities of color, and identify methods for repairing past harm.	Metro Cities Counties	Code and authorizations Regional work groups	  
12.2	Implement consistent and enforceable nuisance and safety standards for all solid waste facilities within the system.	Metro	Code and authorizations	  
12.3	Implement environmental and safety standards for all on-road and off-road solid waste fleet vehicles.	Metro Cities Counties	Partnership agreements Code and authorizations	  
12.4	Implement sustainability practices in the operation of public and private solid waste facilities to reduce energy use, utilize renewable energy, reduce equipment emissions, maximize the use of safe alternatives to toxic materials and achieve other environmental objectives.	Metro	Regional work groups Code and authorizations	  
12.5	Regulate collection of solid waste materials by collectors not otherwise regulated by local governments.	Cities Counties	Code and authorizations	  
12.6	Regulate facilities accepting garbage, recycling, food scraps, yard debris and other solid waste generated from the region to advance progress toward achieving this plan's goals.	Metro	Code and authorizations	  
12.7	Require post-collection material recovery for marketable materials that will advance progress toward achieving this plan's goals and targets.	Metro	Code and authorizations	  

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	IMPLEMENTATION APPROACH
<p>12.8 Evaluate, on a continuing basis, the need to regulate different types of solid waste facilities not covered under current Metro regulation based on their actual and potential impacts on human health, the environment and neighboring communities. These facilities include, but are not limited to, dismantlers, wood waste grinding operations, landscapers, sludge processors, and specific or single material recyclers.</p>	Metro	Code and authorizations <div style="display: flex; align-items: center; margin-top: 10px;"> <div style="border: 1px solid gray; padding: 2px; margin-right: 5px;">E</div>   </div>
<div style="display: flex; justify-content: space-around; align-items: center;"> <div style="display: flex; align-items: center;"> <div style="background-color: #8ebf42; color: white; padding: 2px 5px; font-weight: bold; margin-right: 5px;">E</div> <span>Highest potential to advance equity</span> </div> <div style="display: flex; align-items: center;">  <span style="margin: 0 5px;">New</span> </div> <div style="display: flex; align-items: center;">  <span style="margin: 0 5px;">Directive action</span> </div> </div>		



The operation of garbage and recycling facilities generates environmental, health, economic and social impacts. While it's necessary to have a range of facilities to manage what we throw away, they are often located in communities that have been historically excluded from decisions about where the facilities go and that have the fewest resources and least ability to advocate for improvement or change.

A focus of this plan is investing in and regulating these facilities to help them to be community assets rather than burdens. This involves minimizing the health and safety impacts through modernization, sustainability practices and maintenance of consistent operating standards.

## COMMUNITY ENHANCEMENT GRANTS

Across the Portland metropolitan area, Metro community enhancement grants give a boost to neighborhoods affected by waste facilities. From 1986 to 2017, these grants invested more than \$5 million in neighborhoods in Forest Grove, Gresham, Portland, Oregon City, Sherwood, Troutdale and Wilsonville. These investments will continue in the coming years.

### Grant projects have included:

- Developing environmental education projects for at-risk youth
- Providing low-cost, volunteer based, shopping and delivery service for seniors and people with disabilities
- Removing ivy and restoring habitat in Forest Park
- Installing fire escapes at senior centers
- Producing summer concert programs in local parks
- Planting trees around community parks and main street boulevards in industrial areas



**Goal 13:**

Invest in communities that receive garbage and recyclables from the Metro region so that those communities regard solid waste facilities as assets.

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	IMPLEMENTATION APPROACH	E
<p>13.1 Expand the host community enhancement program to:</p> <ul style="list-style-type: none"> <li>include all solid-waste-handling facilities that impact neighboring communities</li> <li>increase funding and</li> <li>prioritize diversity, equity and inclusion elements in grant funding criteria.</li> </ul>	Metro	Code and authorizations	  
<p>13.2 Implement annual volunteer projects and collection/recycling events in neighborhoods affected by solid waste facilities.</p>	Metro	Partnership agreements Grants	  
<p>13.3 Require each solid waste facility to work toward a good neighbor agreement with its host community.</p>	Metro	Code and authorizations	  
<p>13.4 Evaluate Community Benefit Agreements as a potential tool for garbage and recycling facilities to invest in host communities.</p>	Metro	Regional work groups	  

 Highest potential to advance equity
  New
  Directive action

## WHAT DO GARBAGE AND RECYCLING COLLECTION RATES INCLUDE?

- Collection trucks and drivers
- Reloading of garbage from route trucks to long-haul trucks
- Garbage disposal in landfills
- Recyclables processing
- Recyclables markets
- Yard debris processing
- In some cases, food waste processing
- Government waste reduction and garbage system planning, education and oversight
- Some general government services



**Goal 14:**

Adopt rates for all services that are reasonable, responsive to user economic needs, regionally consistent and well understood.

ACTIONS TO BE COMPLETED BY 2030		LEAD AGENCY	IMPLEMENTATION APPROACH	
14.1	Implement transparent and consistent annual rate-setting processes for all collection service providers.	Cities Counties	Existing programs Code and authorizations	  
14.2	Implement transparent and consistent annual rate-setting processes for all facilities.	Metro	Existing programs Code and authorizations	  
14.3	Establish rates across the region that are consistent for like services.	Metro Cities Counties	Regional work groups Code and authorizations	  
14.4	Implement a low-income rate assistance program for residential collection services.	Cities Counties	Regional work groups Code and authorizations	  
14.5	Evaluate alternative models for collection, processing and transfer services to identify which would deliver the best environmental, financial, efficiency and equity outcomes.	Metro Cities Counties	Regional work groups	  
14.6	Implement strong financial performance reporting standards to provide greater certainty on the financial viability of facilities serving the Metro region.	Metro	Code and authorizations	  
14.7	Require that local governments annually provide information to residents about the components of their garbage and recycling collection rate.	Metro	Partnership agreements	  



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## Goal 15:

Improve the systems for recovering recyclables, food scraps and yard debris to make them resilient to changing markets and evolving community needs.

ACTIONS TO BE COMPLETED BY 2030		LEAD AGENCY	IMPLEMENTATION APPROACH	
15.1	Implement regionally consistent contamination reduction efforts to improve material quality, including education, sorting instructions, collection equipment changes, and customer feedback methods.	Metro Cities Counties	Regional work groups	  
15.2	Regularly assess the list of recyclable materials collected in the residential and business programs in the region relative to end-markets, life cycle environmental benefits, community needs and forecasting of future materials in the waste stream.	Metro Cities Counties	Regional work groups	  
15.3	Develop public-private partnerships to expand local markets for priority recyclable materials, with an emphasis on minority-owned and other business owners from historically marginalized groups.	Metro	Partnership agreements Grants	  

### BUILDING A RESILIENT RECYCLING SYSTEM

Recyclables are commodities that are sold to manufacturers (also known as “markets”) across the United States, North America and the world. These markets fluctuate, and that can have a big impact on recycling collection programs in the Portland area.

A key goal of this plan is to increase the region’s ability to adapt to market fluctuations and to ensure that the materials collected are of the highest quality. This will build resilience in the recycling system.

### Strategies include:

- Implementing regionally consistent efforts to keep garbage out of recycling bins
- Assessing what we collect to ensure we’re creating the most environmental benefits and addressing community needs
- Building capacity to process yard debris and food scraps locally
- Investing in facilities that receive and sort recyclables to improve their performance
- Advocating for incentives to strengthen Oregon end-use markets

ACTIONS TO BE COMPLETED BY 2030		LEAD AGENCY	IMPLEMENTATION APPROACH	
15.4	Fund investments to improve the performance of material recovery facilities through collection rates and/or other mechanisms.	Metro Cities Counties	Existing programs Grants	  
15.5	Facilitate the permitting of composting facilities to process mixed residential yard debris and food scraps, while ensuring minimal impacts on neighboring communities.	Metro Cities Counties	Regional work groups Code and authorizations	  
15.6	Implement stronger linkages between recycling collection programs and material recovery facilities through processing performance standards, supply agreements, regulatory oversight or other means.	Metro Cities Counties	Code and authorizations	  
15.7	Identify and implement changes to recycling collection programs and material recovery facility operations to meet the specifications of a broad range of markets.	Metro Cities Counties	Regional work groups Code and authorizations	  
15.8	Advocate for statewide policies or implement regional policies that create a preference, incentive or requirement for use of recycling end-markets in Oregon and the Northwest.	Metro Cities Counties	Legislative agendas	  
15.9	Advocate to expand the statewide bottle bill program to include additional containers.	Metro Cities Counties	Legislative agendas	  
15.10	Evaluate whether a policy to increase garbage tip fees would further incentivize waste prevention and recovery without harming ratepayers or providing revenue windfalls to transfer station operators.	Metro	Regional work groups	  



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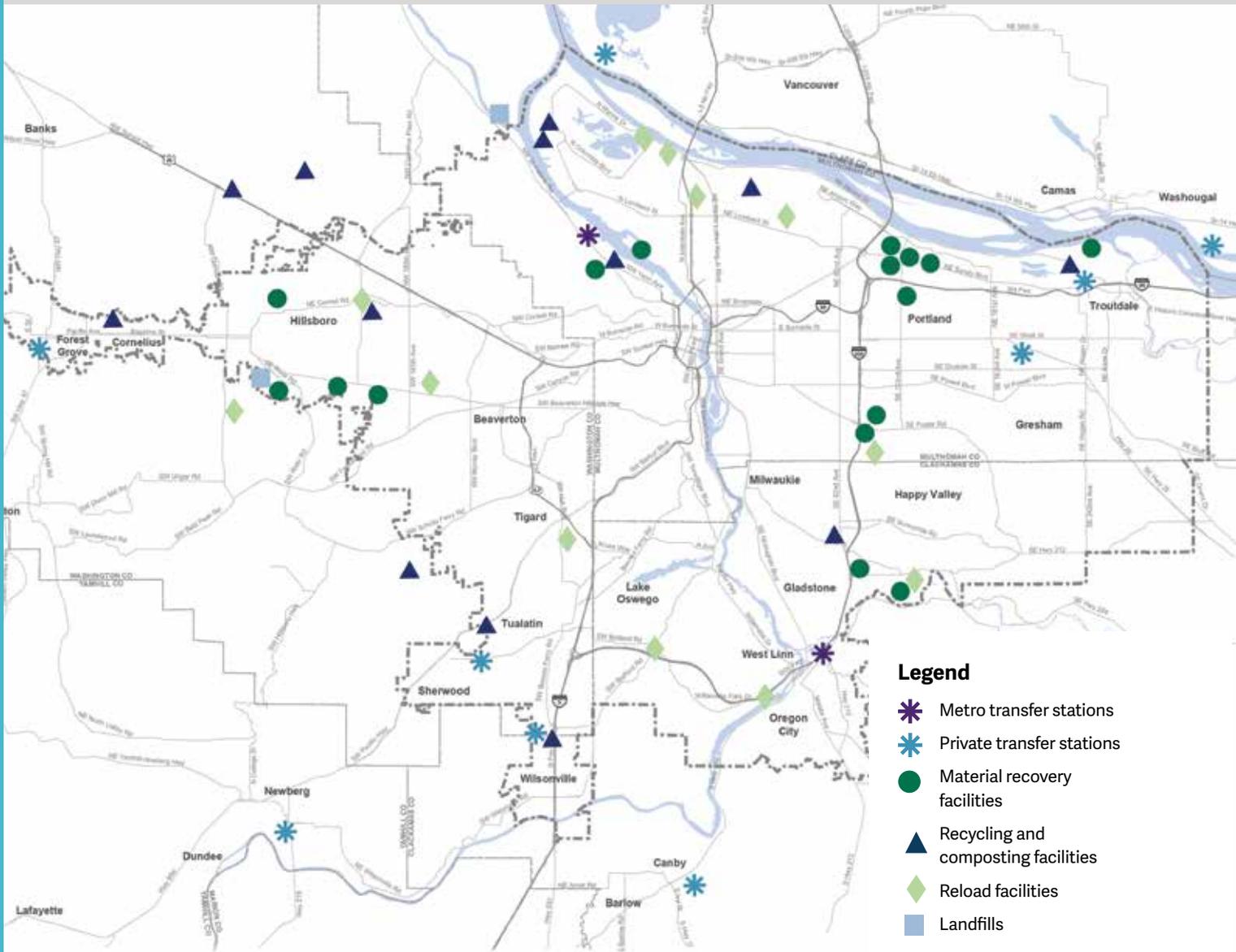
Directive action

## REDUCING THE IMPACTS OF NEW FACILITIES

There is inconsistent access to all of the region's garbage and recycling services, in part because facilities were developed to suit the region's needs many years ago. Today, facilities are not always located where they are most needed, nor are they scaled to meet community needs.

This plan emphasizes locating new garbage, recycling, food scraps and household hazardous waste facilities where they'll provide the best

benefit to the public while minimizing environmental and human health impacts to their neighbors. The plan also looks to expand and improve access to services at existing public and private facilities. Changes to existing facilities and planning for new ones should start with early engagement with the most-affected communities.



**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.

ACTIONS TO BE COMPLETED BY 2030		LEAD AGENCY	IMPLEMENTATION APPROACH	
16.1	Locate garbage transfer stations and allocate material tonnage to them in a way that benefits the public, emphasizing geographic equity, access to service and a reduction in environmental and human health impacts.	Metro	Code and authorizations	  
16.2	Locate recycling and food scraps transfer and recovery facilities to best benefit the public relative to geographic equity and access to service, and to reduce environmental and human health impacts.	Metro	Code and authorizations	  
16.3	Improve interagency and community collaboration on siting and authorizing proposed solid waste facilities to reduce potential impacts on neighboring communities.	Metro	Regional work groups	  
16.4	Maintain public ownership of facilities to ensure that a range of services are accessible to residents at equitable and affordable rates.	Metro	Code and authorizations	  
16.5	Evaluate the feasibility of establishing a publicly owned facility in Washington County to accept and transfer garbage, recycling, food scraps, household hazardous waste and other materials.	Metro Cities Counties	Regional work groups	  
16.6	Expand and improve access to services provided at Metro South Transfer Station.	Metro	Existing programs	  
16.7	Implement the Metro Transfer System Configuration policy.	Metro	Code and authorizations	  



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Directive action



# Disaster resilience

## GOALS ADDRESSED:

Goal 17: Effectively coordinate public and private partners in planning for the impact of disasters on the solid waste system.

Goal 18: Ensure routine garbage and recycling collection, processing, transport and disposal operations can be restored quickly following a system disruption.

Goal 19: Plan disaster debris response operations to expedite the clearance and removal of debris, making the best use of locally-based services and materials and maximizing recovery.

*From earthquakes to landslides to fires, the Metro region is vulnerable to disasters, both natural and human-caused. Disasters threaten people's safety, and they also have the potential to generate large amounts of debris: building debris, trees and plants, hazardous waste and other matter.*

The region's garbage and recycling system must be resilient and prepared to recover quickly after a disaster, and the recovery process should minimize harmful impacts to local communities. By planning how to manage both disaster debris and regular garbage and recyclables in a manner that protects public health and safety and safeguards the environment, the region will be better prepared to respond to and recover from a major incident.

The Disaster Debris Management Plan adopted by Metro in 2018 is designed to work in collaboration with local partners' disaster debris plans to provide guidance on how to manage and coordinate debris operations and system disruptions. The goals and actions in the 2030 Regional Waste Plan ensure the region will be ready to implement the debris operations before a disaster happens.

The actions focus on:

Coordinating effectively with partners

Preparing to restore routine garbage and recycling services following a disruption

Planning to expedite the removal of debris in a way that makes the best use of local services and maximizes recovery

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## WHY IS IT IMPORTANT TO PLAN FOR DISASTER DEBRIS?



### WITHOUT A PLAN

- Debris on streets, in homes
- No sorting
- Regular garbage system overwhelmed
- Clean-up may take years
- Threats to health and safety



### WITH A PLAN

- Process for removing debris
- Debris management sites supplement regular system
- Clean-up is faster, more efficient
- Coordination with local partners



**A worst-case-scenario earthquake with a magnitude of 9.0 could create over 17 million tons of debris from damaged buildings. That's more than 7 times the total waste generated by the Metro region in 2016.**

**Goal 17:**

Effectively coordinate public and private partners in planning for the impact of disasters on the solid waste system.

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	IMPLEMENTATION APPROACH	E
17.1 Develop a regional solid waste emergency management response and recovery framework in partnership with local governments and community organizations that prioritizes those most vulnerable in a disaster.	Metro Cities Counties	Regional work groups	  
17.2 Conduct periodic exercises to test and practice the implementation of disaster debris plans.	Metro Cities Counties	Regional work groups Partnership agreements	  
17.3 Develop a coordinated preparedness and response messaging program that is accessible and culturally responsive.	Metro Cities Counties	Regional work groups Partnership agreements	  
17.4 Develop a database of existing public and private solid waste infrastructure capabilities that can be integrated with other public databases.	Metro	Partnership agreements	  

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**Goal 18:**

Ensure routine garbage and recycling collection, processing, transport and disposal operations can be restored quickly following a system disruption.

ACTIONS TO BE COMPLETED BY 2030		LEAD AGENCY	IMPLEMENTATION APPROACH	
18.1	Implement strategies to maximize access to critical solid waste infrastructure during disruptions.	Metro Cities Counties	Regional work groups Partnership agreements	  
18.2	Implement requirements for solid waste system service providers to prepare and maintain emergency operations and continuity of operations plans.	Metro Cities Counties	Regional work groups Code and authorizations	  
18.3	Prioritize the use of the current solid waste infrastructure for the processing of normal garbage and recycling, rather than for disaster debris, following a debris-generating incident.	Metro Cities Counties	Partnership agreements	  
18.4	Develop disaster resiliency standards for the design and construction of new facilities or when existing facilities are renovated.	Metro	Regional work groups Code and authorizations	  
18.5	Develop engineering and financing strategies to facilitate the seismic retrofit of existing public and private solid waste infrastructure.	Metro	Regional work groups	  
18.6	Conduct periodic assessments of solid waste system facilities for vulnerabilities to different hazards.	Metro	Regional work groups	  

 Highest potential to advance equity  New  Directive action



**Goal 19:**

Plan disaster debris response operations to expedite the clearance and removal of debris, making the best use of locally-based services and materials and maximizing recovery.

ACTIONS TO BE COMPLETED BY 2030		LEAD AGENCY	IMPLEMENTATION APPROACH	
19.1	Identify and pre-authorize debris management sites throughout the region.	Metro Cities Counties	Partnership agreements	  
19.2	Develop incentives for debris management contractors to prioritize purchasing services and materials from locally owned companies, with an emphasis on minority-owned and woman-owned businesses.	Metro	Partnership agreements	  
19.3	Develop agreements and contracts with service providers and partner jurisdictions to ensure rapid mobilization of regional and out-of-region resources during emergency response operations.	Metro Cities Counties	Partnership agreements	  
19.4	Develop strategies for the safe reuse, recycling and disposal of materials following a debris-generating incident.	Metro	Regional work groups Partnership agreements	  
19.5	Create incentives or requirements for debris management contractors to collect and separate debris materials for reuse and recycling.	Metro Cities Counties	Partnership agreements	  

 Highest potential to advance equity     New     Directive action