

# Garbage and Recycling System Facilities Plan Development

## Values and Outcomes

### Overview

The Garbage and Recycling System Facilities Plan, to be adopted by Metro Council, will outline future infrastructure investments and services needed to fulfill the goals in the 2030 Regional Waste Plan. The planning process will assess the region's current public, private and non-profit garbage, recycling and reuse infrastructure, identify services gaps, and present potential approaches and a plan for future system investments. Specifically, the plan will include:

1. An overview of the facility-based garbage, recycling and reuse services necessary for achieving the goals of the 2030 Regional Waste Plan,
2. The current and anticipated gaps in those services,
3. 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, and
4. An implementation plan and financing options for Metro's role in advancing the plan and building new facilities.

### Values and Outcomes Introduction

The Garbage and Recycling System Facilities Plan will be guided by the 2030 Regional Waste Plan values and racial equity principles, as well as one new value to reflect Metro's commitment to Tribal consultation. Within each of these values are desired outcomes for the plan, as shown below.

Together, these values and outcomes provide specific policy guidance from Metro Council to develop a plan that, among other things:

- Adopts a demand management approach to reducing garbage through waste reduction infrastructure;
- Improves the quality of and access to services; and
- Keeps services affordable and cost impacts to residents low.

The plan's values and outcomes were developed during phase 1 of the planning process (March-September 2022) with input from multiple groups, including three of Metro Council's formal advisory committees (Committee on Racial Equity, Metro Policy Advisory Committee and Regional Waste Advisory Committee) and the Community Advisory Group, convened to advise on key decision points throughout the development of this plan. A final draft of the plan's values and outcomes was presented to Metro Council at a work session on May 31, 2022. Based on Metro Council's input at that meeting, staff revised the draft values and outcomes and will share with Metro Councilors in briefings for their endorsement in September 2022.

### Planning Assumptions

Key assumptions to clarify the context and expectations for the plan include:

- In alignment with the values, vision and goals of the Regional Waste Plan to protect the environment and human health and conserve natural resources, this plan will support efforts to decrease the total amount of waste generated in the region through waste prevention, reuse and repair strategies following the principles of sustainable materials management and circular economy. For the waste that cannot be prevented from entering the regional garbage and recycling system, the plan will support the development of infrastructure

needed to increase the amount recovered for recycling and composting and to manage the leftover garbage in a way that protects the environment and human health.

- The plan will take a holistic view of the garbage and recycling system (understood to encompass garbage, recycling, composting, reuse and repair activities) and will help clarify Metro’s future role in providing facility-based services, including facilities to be built or renovated by Metro, or by Metro in cooperation with public, private and non-profit partners (referred to as “facility projects identified in the plan” in the outcomes below).
- For other public, private and non-profit providers in the regional garbage and recycling system, the planning process may identify recommendations for them to meet some of the identified gaps in the system and project outcomes. Based on Metro Council direction, some recommendations may be further developed into policies and programs to regulate or offer incentives to these other providers. The new initiatives would be developed after completion of this plan, within the ongoing efforts to implement the 2030 Regional Waste Plan.
- The planning process is informed by the assumption that the region’s garbage and recycling system remains a hybrid system made up of a mix of public, private and non-profit providers.

## Values and Outcomes

### Regional Waste Plan Values

#### 1. Protect and restore the environment and promote health for all

*Ensure that current and future generations enjoy clean air, water and land. Lead efforts to reduce impacts of climate change and minimize release of toxins in the environment.*

	Proposed Outcomes	Related Policy Guidance	Outcome type
A	<b>Operations impact on people:</b> The plan identifies the design, technology and operational best practices that all facility projects identified in the plan must implement to minimize nuisances and negative human health and safety impacts on employees, customers and neighboring communities, and to repair past harm.	<b>Regional Waste Plan Goal 12,</b> Actions 12.1, 12.2, 12.3 <b>Goal 16,</b> Action 16.3	Planning and Implementation
B	<b>Green building:</b> New construction or major renovation projects identified in the plan adhere to Metro's proposed Sustainable Buildings and Sites policy update (expected to be reviewed by Metro Council in October 2022). The new policy includes requirements to meet the International Living Future Institute’s Core Green Building Certification standard that addresses ecological and climate change impact, access to transit, water and energy reduction, human health, responsible building materials, accessibility, equity and inclusion, biophilic design & education.	<b>Regional Waste Plan Goal 12,</b> Action 12.4 <b>Goal 7,</b> Action 7.1	Implementation
C	<b>Operations impact on the environment:</b> Existing facilities owned or leased by Metro meet the operations and maintenance standards in Metro’s proposed Sustainable Buildings and Sites Policy and reduce emissions of carbon dioxide, particulate matter, and other pollutants and toxins from on-and off-road vehicles, stationary equipment, and products and materials used onsite.	<b>Regional Waste Plan Goal 12,</b> Actions 12.3, 12.4	Implementation
D	<b>Good neighbor agreements:</b> All facility projects identified in the plan work toward developing good neighbor agreements with their host communities to lessen negative environmental and human health impacts from facility operations.	<b>Regional Waste Plan Goal 13,</b> Action 13.3	Implementation

## 2. Conserve natural resources

*Reduce the amount of energy, water and raw materials needed to make products. Manage materials to their highest and best use (reduce, reuse, recycle).*

	<b>Proposed Outcomes</b>	<b>Related Policy Guidance</b>	<b>Outcome type</b>
A	<b>Priority materials:</b> The plan identifies high-priority materials to target for reuse, repair, recycling or composting and the infrastructure investments needed to manage those materials efficiently, at a regional scale, following the principles of the sustainable materials management and circular economy frameworks.	<b>Regional Waste Plan Goal 8</b>	Planning
B	<b>Reuse, repair and upcycling support:</b> The planning process identifies opportunities for facility projects identified in the plan to provide workspace for business incubation, access to materials and other tools for supporting projects that reuse, repair and upcycle materials.	<b>Regional Waste Plan Goal 8, Actions 8.2, 8.5, 8.6</b>	Planning and Implementation
C	<b>Expanded reuse and repair infrastructure:</b> The region’s reuse and repair infrastructure is expanded to provide neighborhood scale opportunities to buy and donate reusable and repairable items throughout the region, particularly where those services are not currently available.	<b>Regional Waste Plan Goal 8, Actions 8.2, 8.4, 8.5, 8.6</b> <b>Metro Racial Equity Strategy Goal D</b>	Implementation
D	<b>Colocation of reuse, repair and recycling infrastructure:</b> The siting process for facility projects identified in the plan gives preference to areas where reuse, repair and recycling businesses already exist or could locate in the future for potential colocation benefits.	<b>Regional Waste Plan Goal 8</b>	Implementation

## 3. Advance environmental literacy

*Facilitate life-long environmental learning for youth and adults. Increase knowledge of natural systems, and the human impacts on them, in order to foster civic responsibility and community empowerment.*

	<b>Proposed outcomes</b>	<b>Related Policy Guidance</b>	<b>Outcome type</b>
A	<b>Environmental education at new facilities:</b> Facility projects identified in the plan provide opportunities for youth and adults to learn about the recycling and garbage system, environmental justice and the connections between products, human health and nature, through tours, displays, exhibits, viewing rooms and events.	<b>Regional Waste Plan Goal 6, Actions 6.2, 6.3, 6.4</b> <b>Goal 9, Actions 9.1, 9.3</b> <b>Metro Racial Equity Strategy Goal D</b>	Implementation
B	<b>Community partnerships to develop education:</b> Environmental education and programming offered at facility projects identified in the plan are developed in partnership with community-based organizations and non-profits focused on waste prevention, reuse, repair, recycling, composting, environmental justice, sustainable materials management, and toxics reduction.	<b>Regional Waste Plan Goal 6, Actions 6.2, 6.3, 6.4</b> <b>Goal 9, Actions 9.1, 9.3</b> <b>Metro Racial Equity Strategy Goals B, D</b>	Implementation

#### 4. Foster economic well-being

*Promote inclusive prosperity and living well for all residents of the region. Increase access to economic opportunities for all communities.*

	<b>Proposed outcomes</b>	<b>Related Policy Guidance</b>	<b>Outcome type</b>
A	<b>Good jobs:</b> Facility projects identified in the plan offer jobs with living wages and benefits, as well as a safe work environment with on-site amenities for employees.	<b>Regional Waste Plan Goal 3, Action 3.2</b> <b>Goal 12, Action 12.1</b> <b>Metro Racial Equity Strategy Goal C</b>	Implementation
B	<b>Public operation of facilities:</b> Facility projects identified in the plan are publicly operated to support implementation of Metro’s workforce diversity and wages goals.	<b>Regional Waste Plan Goal 3, Action 3.5</b>	Implementation
C	<b>Construction Career Pathways:</b> Metro implements all applicable strategies in the Construction Career Pathways policy framework to the construction, renovation and operation of facility projects identified in the plan in order to recruit, train and retain individuals who are underrepresented in the garbage and recycling industry, particularly women and people of color.	<b>Regional Waste Plan Goal 4, Actions 4.1, 4.2</b> <b>Metro Racial Equity Strategy Goal C</b>	Implementation
D	<b>Opportunities for people with employment barriers:</b> In partnership with workforce and community-based organizations, facility projects identified in the plan provide workforce development opportunities within the garbage, recycling, reuse and repair sectors for people with barriers to employment.	<b>Regional Waste Plan Goal 4, Action 4.5</b> <b>Metro Racial Equity Strategy Goal C</b>	Implementation

#### 5. Ensure operational resilience, adaptability and sustainability

*Maintain a regional system that is safe and responsive to changing conditions to ensure long-term viability. Prepare for recovery after natural disasters.*

	<b>Proposed outcomes</b>	<b>Related Policy Guidance</b>	<b>Outcome type</b>
A	<b>Links to transportation and land use planning:</b> The planning process evaluates and incorporates key elements of interrelated regional transportation and land use planning projects, such as the 2023 Regional Transportation Plan.		Planning
B	<b>Funding options for facilities:</b> The planning process identifies scenarios and funding options for the plan’s final list of facility investments that balance all aspects of Metro Council’s solid waste rate and fee setting criteria, including affordability and cost impacts to residents, fiscal responsibility, waste reduction, consistency and predictability.	<b>Regional Waste Plan Goal 14, Actions 14.2, 14.3, 14.6</b>	Planning
C	<b>Design for efficient and flexible operations:</b> Facility projects identified in the plan are designed for highly efficient and flexible operations, such as having flat tipping floors for better screening of materials for reuse/recycling, easier cleaning and faster unloading for customers.		Planning and Implementation
D	<b>Natural hazard resilience:</b> The plan identifies the earthquake, flood, and natural hazard performance standards to implement at facility projects identified in the plan.	<b>Regional Waste Plan Goal 18, Actions 18.4 18.5</b>	Planning and Implementation

E	<b>Redundant infrastructure and disaster resilience:</b> The plan identifies the investments needed to build redundant and resilient infrastructure, equipment and services into the garbage and recycling system for enhancing disaster resilience.	<b>Regional Waste Plan Goal 18,</b> Actions 18.1, 18.4	Planning and Implementation
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## 6. Provide excellent service and equitable system access

*Ensure that high-quality and good-value programs, services and facilities are equitably accessible to all.*

	<b>Proposed outcomes</b>	<b>Related Policy Guidance</b>	<b>Outcome type</b>
A	<b>Direction for current Metro facilities:</b> The plan establishes direction for improvements to existing Metro owned or leased facilities, including such facilities as the Regional Illegal Dumping Deployment Center, MetroPaint, Metro South and Metro Central Transfer Stations, Metro West site.	<b>Regional Waste Plan Goal 16,</b> Actions 16.6	Planning
B	<b>Retail-like facilities for improving access:</b> The plan considers retail-like facilities (such as stores and malls) that can serve both as collection points for certain recyclable and reusable materials and places where people can shop upcycled, used or repaired items and sustainable products.	<b>Regional Waste Plan Goal 16</b> <b>Metro Racial Equity Strategy Goal D</b>	Planning
C	<b>Preferred scenario for maximizing access and reducing impacts:</b> The plan outlines a preferred scenario for a future network of regional facilities to be built over the next 20 years consisting of a mix of smaller-scale facilities and large transfer stations, in order to maximize access to service, geographic equity and reductions in environmental and human health impacts.	<b>Regional Waste Plan Goal 8,</b> Action 8.5 <b>Goal 16,</b> Actions 16.1, 16.2	Planning and Implementation
D	<b>Improving facility access for people who use transit or cars:</b> When siting facilities designed to serve the general public, preference will be given to sites that are close to a major road or highway and public transit to increase accessibility for customers with or without cars.	<b>Regional Waste Plan Goal 16,</b> Actions 16.1, 16.2 <b>Metro Racial Equity Strategy Goal D</b>	Implementation
E	<b>Affordability for low-income customers:</b> Facility-based services that are identified in the plan are kept affordable for low-income customers through methods such as income-based sliding scale pricing or discounts.	<b>Regional Waste Plan Goal 14</b> <b>Metro Racial Equity Strategy Goal D</b>	Implementation
F	<b>Language accessibility and cultural competence:</b> Facility projects identified in the plan employ multilingual and culturally competent staff, provide information in multiple languages and use communication tools (flyers, signage, and wayfinding) that are simple and easy to understand by all.	<b>Regional Waste Plan Goal 11,</b> Action 11.1 <b>Metro Racial Equity Strategy Goal D</b>	Implementation
G	<b>Accessibility for people with disabilities:</b> Facility projects identified in the plan are accessible and inclusive to people with disabilities.	<b>Metro Racial Equity Strategy Goal D</b>	Implementation

## Regional Waste Plan Principles

### 7. Community restoration

*Take action to repair past harms and disproportionate impacts caused by the regional solid waste system.*

	Proposed outcomes	Related Policy Guidance	Outcome type
A	<b>Facility benefits and burdens evaluation:</b> The planning process evaluates the benefits and burdens of potential facility investments on historically marginalized communities, using a climate justice lens.	<b>Metro Racial Equity Strategy Goal A</b>	Planning
B	<b>Incorporating needs and input from historically marginalized communities:</b> The planning process incorporates the viewpoints and needs of historically marginalized communities as they relate to garbage and recycling facilities and services.	<b>Regional Waste Plan Goal 1</b> <b>Metro Racial Equity Strategy Goal B</b>	Planning

### 8. Community partnerships

*Develop authentic partnerships and community trust to advance the plan's vision.*

	Proposed outcomes	Related Policy Guidance	Outcome type
A	<b>Community Advisory Group:</b> The planning process is guided by a new Community Advisory Group, made up of members representing historically marginalized communities from throughout the region, who works alongside staff to review draft findings and develop plan elements, and creates leadership opportunities for members.	<b>Regional Waste Plan Goal 1, Action 1.1</b> <b>Metro Racial Equity Strategy Goal B</b>	Planning
B	<b>Involving community based organizations:</b> Metro actively involves local community based organizations in the siting, review, design and construction of facility projects identified in the plan.	<b>Metro Racial Equity Strategy Goal B</b>	Planning and Implementation
C	<b>Reuse and repair partnerships with historically marginalized communities:</b> If facility projects identified in the plan provide business incubator or space for the reuse, repair and upcycle of materials, Metro seeks to partner with and support projects led by people, organizations and businesses from communities of color, immigrant communities and other historically marginalized groups.	<b>Metro Racial Equity Strategy Goal E</b>	Planning and Implementation

### 9. Community investment

*Emphasize resource allocation to communities of color and historically marginalized communities.*

	Proposed outcomes	Related Policy Guidance	Outcome type
A	<b>Community benefits agreements:</b> Facility projects identified in the plan work towards developing Community Benefits Agreements with their host community to ensure benefits and investments, such as Community Enhancement Grant funds, are equitably shared and help address the host community's needs.	<b>Regional Waste Plan Goal 13, Action 13.4</b> <b>Metro Racial Equity Strategy Goal E</b>	Implementation

B	<b>Community gathering spaces:</b> Facility projects identified in the plan that are intended for residential customers provide community gathering opportunities through, for example, parks, meeting spaces and event venues.	<b>Regional Waste Plan Goal 13</b> <b>Metro Racial Equity Strategy Goal D</b>	Implementation
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***New Plan Value***

**10. Tribal consultation**

*Develop authentic relationships with sovereign Nations so that Tribal interests can be considered in Metro’s Waste Prevention and Environmental Services (WPES) projects and programs.*

	<b>Proposed outcomes</b>	<b>Related Policy Guidance</b>	<b>Outcome type</b>
A	<b>Tribal consultation:</b> Tribes are sovereign nations who have interests that could be affected by development of this plan. Metro’s WPES Department seeks consultation and engagement with Tribal governments on how the plan can help advance shared priorities such as cultural and historic resource protection, environmental protection, addressing climate change and using resources sustainably.		Planning and Implementation
B	<b>Building relationships, partnerships and trust with Tribes:</b> Through government-to -government engagement on this plan, Metro’s WPES Department seeks to establish new relationships, partnerships and build trust with Tribes.		Planning and Implementation