

Agenda



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Meeting: Regional Waste Advisory Committee
Date: Thursday, October 19, 2023
Time: 8:30 a.m. to 10:30 a.m.
Place: Zoom virtual meeting
Purpose: *The purpose of the Regional Waste Advisory Committee is to provide input on certain policies, programs, and projects that implement actions in the 2030 Regional Waste Plan, as well as to provide input on certain legislative and administrative actions that the Metro Council or Chief Operating Officer will consider related to the implementation of the 2030 Regional Waste Plan.*

- | | | |
|------------|---|--|
| 8:30 a.m. | Welcome and Introductions
Introduce new members | Marta
McGuire
Metro |
| 8:40 a.m. | Garbage and Recycling System Facilities Plan - Symposium Recap
<i>Purpose: Informational</i>
<i>Provide a brief recap of the Reuse, Recycling and Garbage System Symposium held on September 27 and an update on next steps to develop a preferred scenario.</i> | Estee Segal, Metro
Luis Sandoval, Metro |
| 8:50 a.m. | Mattress Producer Responsibility Legislation Update
<i>Purpose: Informational</i>
<i>Update on Metro's participation to support efficient and equitable implementation of Oregon's statewide Mattress stewardship program (EPR) to improve access to responsibly disposing of mattresses.</i> | Sabrina
Gogol,
Metro |
| 9:00 a.m. | Rate Transparency
<i>Purpose: Consultation</i>
<i>Metro staff will present Metro's framework to address the oversight of rates charges by private transfer stations and seek input from the committee on moving to Step 3 of the rate transparency process to conduct a full detailed rate review of actual costs to provide wet waste transfer.</i> | Holly
Stirnkorb,
Metro |
| 9:40 a.m. | Bulky Waste Policy Project Phase 2 and Pilot Update
<i>Purpose: Informational</i>
<i>Update on the phase two findings and overview of the Multifamily Bulky Waste Collection study, also known as the pilot.</i> | Sara Kirby,
Metro
Casey
Mellnik,
Metro |
| 10:15 a.m. | Consideration of meeting minutes | |
| 10:20 a.m. | Public Comment | |
| 10:30 a.m. | Adjourn | |

Upcoming RWAC Meeting: Thursday, November 16th, from 8:30 a.m. to 10:30 a.m.

For agenda and schedule information:

Carly Tabert: carly.tabert@oregonmetro.gov

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Welcome

Reuse, Recycling and Garbage System Symposium

Workshop Discussion Guide
September 2023



Metro



Welcome | We're glad you're here.

We live in a place where people care deeply about protecting our lands and waters, conserving resources, keeping people healthy and ensuring that everyone has what they need to thrive. There is a strong connection between our ability to achieve these values and the decisions we make about managing waste.

Four years ago, our region adopted the 2030 Regional Waste Plan, an exciting and ambitious blueprint for how the region plans for and manages the impacts of the products we consume throughout our lives and when we

throw them away. The plan is the result of a community-driven process that centered racial equity, collaboration and partnership. It sets the direction for how we reduce the impacts of products in the region for the next decade plus.

Today we ask: what facilities do we need to provide excellent garbage and recycling services for everyone, and how can we build and operate those facilities to reduce the amount of materials sent to landfills? The Garbage and Recycling System Facilities Plan will identify the facility-based services needed to achieve the goals of the Regional Waste Plan.



Learn more about Metro's [2030 Regional Waste Plan](#).

About this guide

This document is designed to **spark conversation** around the future of the region's garbage and recycling facilities.



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The Garbage and Recycling System Facilities Plan

Metro is convening local government, industry and community-based leaders to guide the development of the Garbage and Recycling System Facilities Plan. The purpose of the plan is to identify facility investments that reduce waste, increase access and keep ratepayer costs

affordable. The plan will consider investment in current facilities – including Metro’s two transfer stations – and new facilities like reuse and recycling centers.

Project need

Today, significant gaps exist in the region’s reuse, recycling and garbage facilities, and other waste-related services. Between September 2022 and June 2023, Metro used a combination of engagement activities and technical research to identify facility gaps in the regional reuse, recycling and garbage system. Some of the key gaps identified include:

- In certain parts of the region, like Washington County and east Multnomah County, people lack access to drop off recyclables, household hazardous waste, garbage and large household items that could be reused. And there are significant differences in the prices people have to pay for dropping off certain materials depending on where they are located within the region.

- For the companies that collect garbage and recycling from people’s homes and businesses on behalf of cities and counties, there are facility gaps in terms of access, cost differences and disaster resilience for food waste, yard debris and garbage.
- Reuse and repair businesses and organizations told Metro they need more warehouse and flexible space to sort, repair and store items for reuse and that they need more consistent funding to be able to increase the collection and distribution of used items.

Additional gaps were identified by the community over the last year and are included in Appendix B.

Spotlight



When the Metro South transfer station opened 40 years ago, it was expected to handle up to 800 tons of waste per day. From June 2021 to June 2022, the facility processed more than 329,000 tons of waste. Learn more: [Metro South celebrates 40 years of operation.](#)



The Garbage and Recycling System Facilities Plan

The planning process

This project has five steps:

- 1 Identify the **values and outcomes** informed by the 2030 Regional Waste Plan into the facilities planning process.
- 2 Conduct a **gap analysis** to identify current and future facility needs and develop scenario evaluation criteria.
- 3 Develop and discuss **scenarios** and choose a preferred set of investments to address the gaps.
- 4 Create a **funding and implementation strategy** to pay for the selected investments.
- 5 Draft a **final plan** for Metro Council to consider for adoption.

The Garbage and Recycling System Facilities Plan aims to improve the garbage and recycling system – including public, private and non-profit facilities. While the main goal is to develop a comprehensive plan for investing in public infrastructure, Metro could influence what private and non-profit industry partners build and improve.

“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.”
- 2030 Regional Waste Plan



Facilities overview

Metro operates five facilities that help manage waste in the region, alongside several private and non-profit facilities. The Garbage and Recycling System Facilities Plan will take a holistic view of the system and help clarify Metro's future role in providing facility-based services, including facilities to be built or renovated by Metro or in cooperation with public, private and non-profit partners.

Metro's existing facilities

Transfer stations

Modern transfer stations are designed to accept a broad range of materials for reuse, recycling and landfill disposal from all types of customers, from individuals and businesses like property owners and contractors, to hauling companies that provide curbside garbage and recycling collection services across the region. Transfer stations also often offer household hazardous waste collection, accepting materials like paint, batteries, sharps and aerosols from the public.

Metro Central and Metro South – These transfer stations accept garbage, yard debris, food waste, household hazardous waste and some materials for recycling. Both facilities face challenges, offer limited recycling and do not have reuse drop-off options for the public.



Metro Central



Metro South

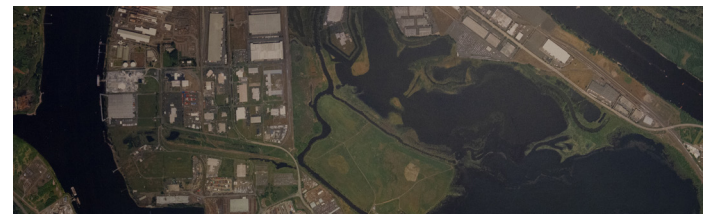
Other facilities



MetroPaint – This leased facility on Swan Island recycles used paint into new paint that is sold through a retail storefront and distributed to other retailers.



RID Deployment Center – Metro's RID Patrol tackles the problem of dumped garbage on public property and provides other cleanup services. The facility provides parking and storage in addition to office and training space.



St. Johns Landfill – This site served as the region's primary garbage disposal site for 50 years. Since completing the final landfill cover system in 1996, Metro has spent nearly \$20 million on landfill post-closure care and is obligated to continue managing this facility.

Facilities overview

New infrastructure for reuse and food waste

Reuse and repair centers provide a temporary home for items and materials that could still be useful but need to be repaired or redistributed.

The Garbage and Recycling System Facilities Plan considers two new types of facilities to support reuse in greater Portland:

Reuse hub – Regional facility for multiple reuse organizations and businesses to store, process, and repair used items collected from residents or businesses at the same facility or elsewhere.

Reuse mall – Regional facility for multiple organizations and businesses to sell used, upcycled and refurbished items. The facility

could provide space for community gatherings and sustainability events and for food vendors focused on sustainably-sourced ingredients and low-carbon food options. The facility could also sell MetroPaint and offer areas for the public to drop-off recyclables not accepted at the curb, like film plastic.

Food waste processing facilities use food scraps to make compost or biogas, keeping materials out of landfills and reducing our impact on the environment.

Three of the scenarios in this guide propose adding equipment at Metro Central that would significantly increase Metro's capacity to accept food waste and send it to different types of composting and biogas facilities.



Scenarios overview

Planning for the future

A scenario-based approach

Scenario planning is a practice that helps people think about the many ways the future could unfold. It supports decision-making about projects, policies and investments in an accessible way. In this guide, we present four scenarios for the future of facilities in our region. The preferred scenario may be one of these four scenarios, a modified scenario or a combination of elements from two or more scenarios. The evaluation criteria and analysis included in this guide provide additional information to understand the potential impacts of each scenario.

Building the scenarios

There are three main types of tools Metro can use to address facility gaps:

- **Building new Metro facilities and renovating existing ones:** Metro could build new facilities and/or renovate its existing transfer stations to address specific facility gaps in different parts of the region.
- **Direct investments in private and nonprofit facilities:** Metro could provide funding to businesses and nonprofits to increase the collection of items for reuse and recycling using their own facilities, equipment and methods.
- **Policies and programs:** Metro could implement a range of options such as increasing requirements on private garbage and recycling facilities and/or city and county collection programs. Metro could also create programs to encourage – rather than require – cities, counties and private facilities to expand services.



Scenarios overview





The scenarios on the following pages apply three main tools in different ways to address facility gaps that were identified through engagement and analysis.

Scenarios

This guide shows four potential scenarios: Baseline, Full-Service, Distributed and No-Build. As you look through the scenarios, make note:

- What are the potential challenges and opportunities within each scenario?
- Is there a combination of the scenarios that would best advance the project’s values and outcomes for greater Portland?

Your input during the Reuse, Recycling and Garbage System Symposium and the preferences you share in the survey will help inform Metro Council’s decision this winter on a preferred scenario. The preferred scenario or combination of scenario components will move forward into phase four of the System Facilities Plan for more analysis, including developing a detailed funding and implementation strategy.

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



Baseline

Metro maintains current facilities and does not build new facilities.

Evaluation

How well the scenario meets criteria

Environment



Access



Jobs



Cost



Environmental Justice



Resilience



Cost impact to households

Under this scenario, the average monthly garbage collection bill for single-family households would be about \$39.00 in 2040, which would be \$1.30 more than it is today (in today's dollars).



Metro maintains current transfer stations by:

- Making only essential capital improvements to Metro Central and Metro South.
- Continuing to provide transfer and household hazardous waste services to both self-haul and commercial customers.



Other facilities

Metro sells the Cornelius site, makes improvements to the RID facility and continues to lease the MetroPaint building.

Benefits

- Relatively easy to implement as no significant policy changes or property purchases are required.
- Metro continues operating facilities, ensuring that the facilities are subject to Metro policies and labor agreements in areas such as green building, wages and benefits.

Challenges

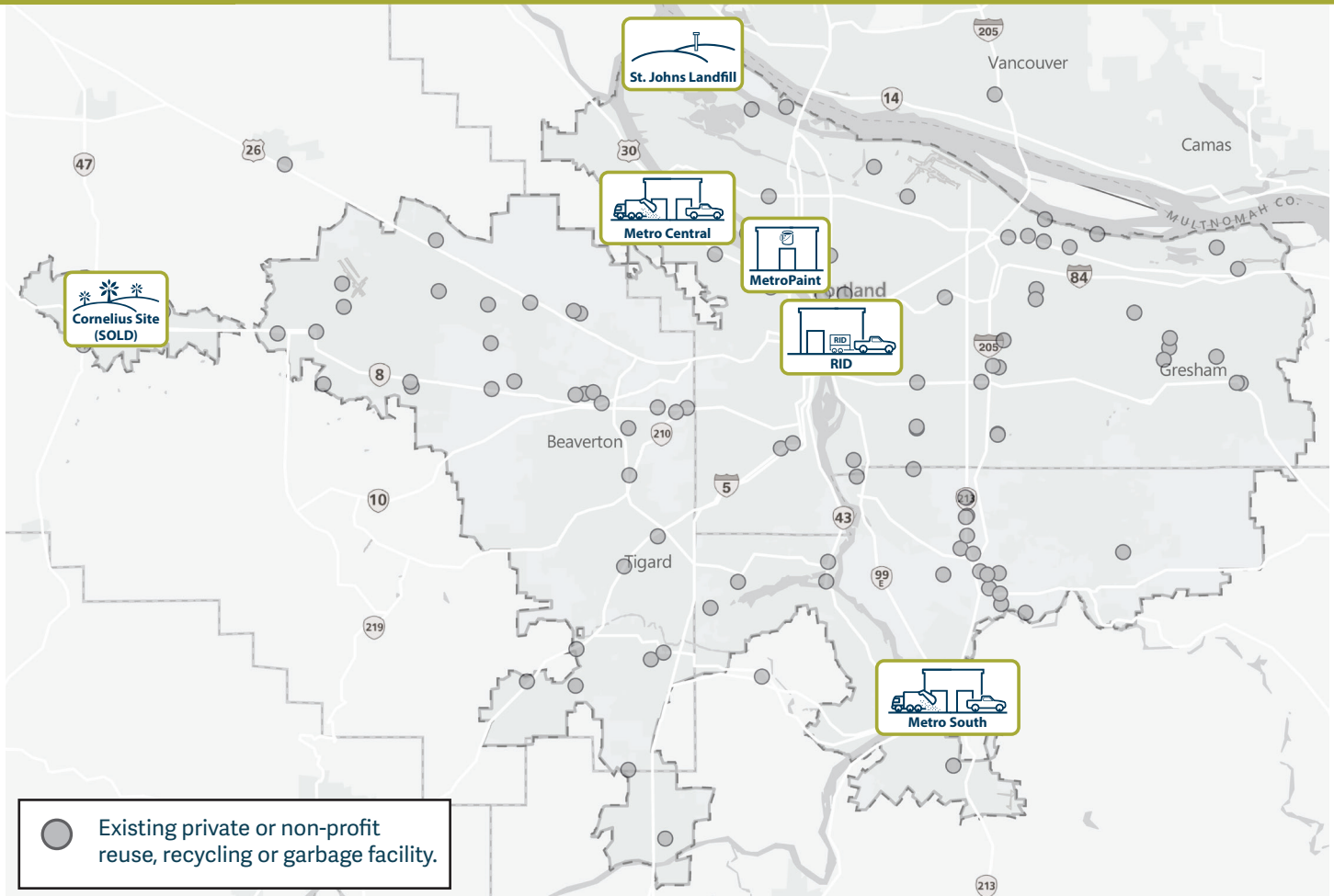
- The gaps identified in this project, including lack of access and resiliency, are unlikely to be addressed.
- The risks and challenges with the high volume of traffic at Metro's transfer stations, particularly at Metro South, remain unaddressed.
- Facilities focus on transferring materials to landfills rather than promoting more reuse, recycling and composting.
- Flooding, earthquake and other disaster-related risks faced by Metro facilities remain unaddressed.
- Metro continues to operate existing equipment and buildings that are aging and increasingly costly to maintain.



Metro

Baseline

Metro maintains current facilities and does not build new facilities.



Scenario highlights

Metro Central and Metro South – Continue routine maintenance of buildings and equipment. Retain current services.

RID facility – Continue program operations.

MetroPaint – Continue leasing current facility.

St. Johns Landfill – Continue operations.

Cornelius site – Sell existing property.





Full-Service

Metro builds four new transfer stations and two new reuse facilities.

Evaluation

How well the scenario meets criteria

Environment



Access



Jobs



Cost



Environmental Justice



Resilience



Cost impact to households

Under this scenario, the average monthly garbage collection bill for single-family households in 2040 would be about \$41.80 which would be \$4.10 more than it is today (in today's dollars).

Transfer stations

Metro builds four full-service transfer stations across three counties by:

- Redeveloping Metro Central and Metro South.
- Building a new facility on the Metro-owned Cornelius site.
- Acquiring a site and building a new facility in east Multnomah County.



Reuse facilities

Metro builds or leases two new regional reuse facilities:

- Reuse hub – A warehouse that reuse businesses and organizations can use to sort, store and repair reusable items.
- Reuse mall – A retail space where folks can drop off and purchase reusable items.



Other facilities

Metro improves existing facilities by:

- Redeveloping the RID facility to house the program office and vehicles, a modern MetroPaint processing facility and a small reuse and recycling center.
- Investing in equipment to pre-process food waste at Metro Central.



Benefits

- New, full-service transfer stations can be planned and designed for their intended use and customers from the start.
- One-stop shop for numerous services.
- Metro builds, owns and operates facilities, ensuring that the facilities are subject to Metro policies and labor agreements in areas such as green building, wages and benefits.

Addresses the gaps in West and East of the region

Reuse supported more fully, based on stakeholders stated needs.

Generally more capacity and more ability to make best use of materials (sort out organics for composting, recycling, reuse)

Challenges

- There are limited sites in industrial zoned land that are large enough.
- No improvement in access for people who cannot take materials to a facility, such as people with limited mobility and people who don't own a car or drive.
- Construction of each new full-service transfer station could take four to six years from start to finish.

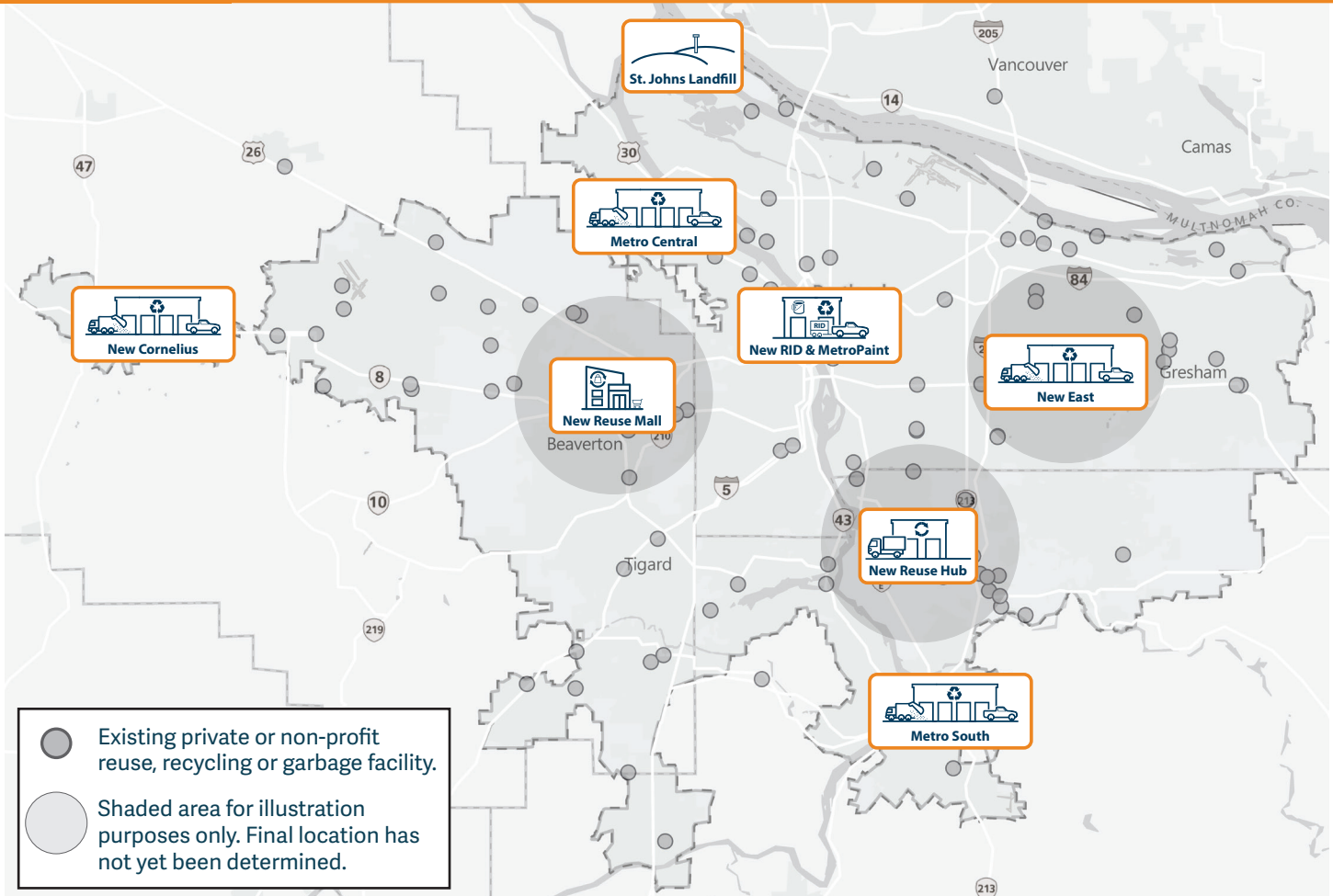
Likely high cost

Are reuse businesses willing to partner with Metro in operating facilities?

— Advisory committee feedback

Full-Service

Metro builds four new modern transfer stations and two new reuse facilities.



Scenario highlights

Full-service transfer stations – Redevelop Metro Central and Metro South, and build two new facilities (New Cornelius and New East) that accept materials for reuse, recycling, compost and garbage from commercial and public customers, as well as household hazardous waste.

New RID and MetroPaint facility – Redevelop current site to include RID Patrol, MetroPaint and a small reuse and recycling center.

New reuse hub – Warehouse for tenants to store, process and repair used items collected from residences or businesses.

New reuse mall – Facility for tenants to sell used items collected at the same facility or elsewhere.

St. Johns Landfill – Continue operations.

New reuse facilities



New Reuse Hub



New Reuse Mall

Example: [Resource Central](#) in Boulder, CO



Distributed

Metro builds a network of distributed mid-sized facilities across the three counties.

Evaluation

How well the scenario meets criteria

Environment



Access



Jobs



Cost



Environmental Justice



Resilience



Cost impact to households

Under this scenario, the average monthly garbage collection bill for single-family households in 2040 would be about \$40.70 which would be \$3.00 more than it is today (in today's dollars).

Public facilities

Metro builds four reuse and recycling centers with warehouse hubs by:

- Redeveloping Metro South and building new facilities in Washington County, Clackamas County and east Multnomah County.
- Adding a small facility at the existing RID Deployment Center that accepts only some reuse, recycling and household hazardous waste.



Commercial facilities

- Building two mid-sized transfer stations for commercial haulers that also process household hazardous waste. This includes renovating Metro Central and adding a new facility in Clackamas County.
- Metro builds one mid-sized transfer station for commercial haulers in Cornelius, co-located with a public facility.



Other facilities

Metro improves existing facilities by:

- Making a long-term investment in MetroPaint by purchasing a permanent building to house the program and ending the current lease.
- Investing in equipment to pre-process food waste at Metro Central.



Benefits

- Reuse and recycling centers not only offer people a place to drop off items, but also to shop for used and refurbished goods, access repair services and have space for meetings.
- Facilities could be designed for more flexibility to accommodate changing material markets.
- Metro owns and operates facilities, ensuring that the facilities are subject to Metro policies and labor agreements in areas such as green building, wages and benefits.

Better distribution of services throughout the region

Better access - more, smaller centers to bring materials to.

Challenges

- Will require locating and purchasing industrial zoned sites for three new facilities.
- Construction of each site may take three to five years from start to finish.
- No improvement in access for people who cannot take materials to a facility, such as people with limited mobility and people who don't own a car or drive.

Transitioning customers to two types of different facilities will take a lot of coordination

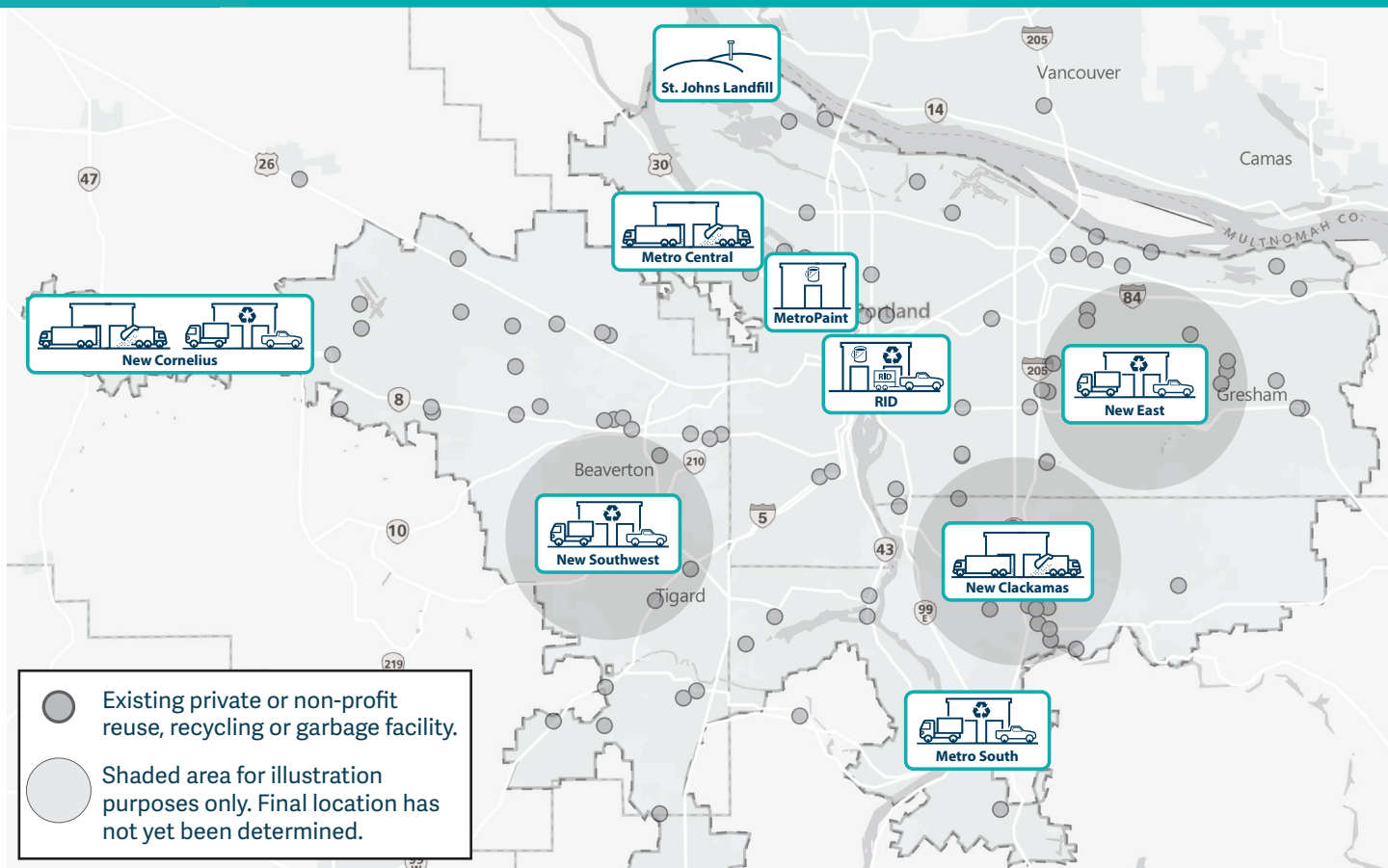
A lot of new construction; assuming this takes time and cost is substantial.

— Advisory committee feedback



Distributed

Metro builds a network of distributed mid-sized facilities across the three counties.



Scenario highlights

Public facilities – Four new facilities (Metro South, New Cornelius, New East, New Southwest) that serve the public with a reuse and recycling center, reuse retail space and reuse warehouse hub. Accept garbage and some household hazardous waste.

Commercial facilities – Three new facilities (Metro South, New Cornelius, New Clackamas) that serve commercial haulers for food waste, yard debris, clean wood, garbage and other materials. Include full household hazardous waste facilities.

New RID facility – Redevelop current site to include RID Patrol and a small reuse and recycling center.

MetroPaint – Purchase new building and end current lease.

St. Johns Landfill – Continue operations.

New facilities



The scenario proposes to build a network of facilities that are specific to different types of customers – separating businesses and the public – to increase accessibility, on-site safety and recovery of materials.



No-Build

Metro increases requirements on local government and private facilities, funds the expansion of services at private and non-profit facilities, and renovates Metro's existing facilities.

Evaluation

How well the scenario meets criteria

Environment



Access



Jobs



Cost



Environmental Justice



Resilience



Cost impact to households

Under this scenario, the average monthly garbage collection bill for single-family households would be about \$49.40 in 2040, which would be \$11.70 more than it is today (in today's dollars)."

Regulate

- Require local governments to add new materials and services to curbside collection programs, and require all residents to subscribe to curbside collection.
- Regulate the rates that private facilities charge commercial customers for accepting mixed garbage and mixed construction waste.



Invest

- Establish a new fee to support reuse organizations to recover more materials for reuse and repair.
- Provide financing to expand or add services at private facilities to fill gaps in recycling, composting and garbage services.



Renovate

- Redevelop Metro South to add a separate recycling drop-off area, improve traffic safety and reduce flood damage risks.
- Renovate Metro Central to add food waste processing equipment and make upgrades to enhance customer and staff safety.



Benefits

- With new regulations and investments in private and non-profit facilities, Metro can address facility gaps without building new facilities.
- By requiring local governments to add more materials and services to curbside collection programs, this scenario reduces – but does not fully eliminate – the need to build facilities that accept materials from the public.

Metro Central and South are known places - public doesn't need to learn a lot to continue using these sites.

Potentially better transparency of private transfer station rates.

Invites exploration of evolving services at private transfer stations as well, that's potentially helpful for everyone.

Challenges

- Requires implementation of new regulations on local governments and private facilities.
- Grants and loans require significant administrative time to implement.
- Adding new materials and services to curbside collection programs significantly raises average garbage and recycling service bills for homeowners and many renters.
- Shifting collection of materials to curbside programs and to private and non-profit facilities reduces flow to Metro facilities and significantly increases the costs of operating them.

How will Metro be able to compel local governments to take on additional requirements for collection?

Service gaps for items like bulky self-haul and household hazardous waste continue.

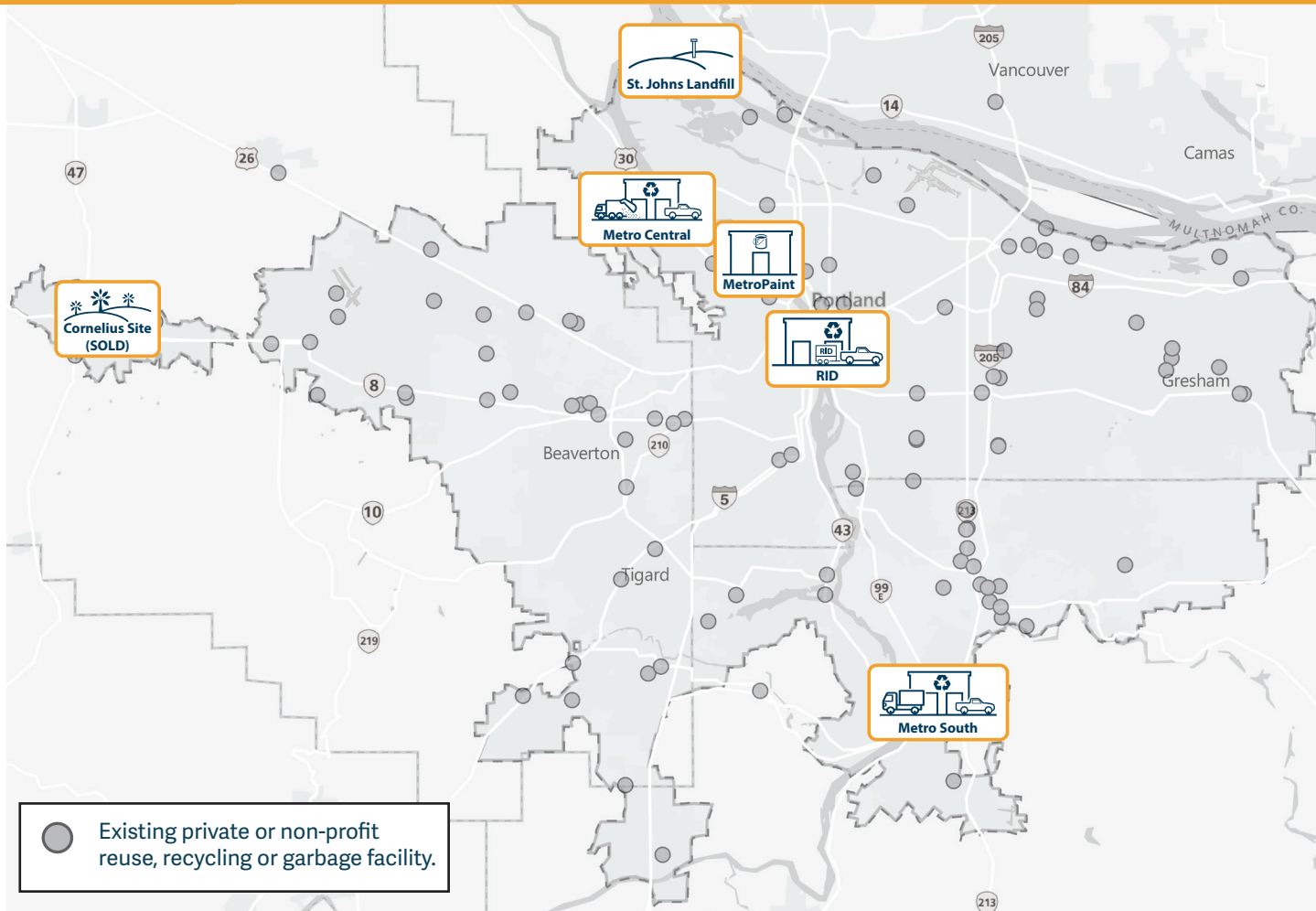
Requirements for curbside garbage pickup on low-income populations.

— Advisory committee feedback



No-Build

Metro increases requirements on local government and private facilities, funds the expansion of services at private and non-profit facilities and renovates Metro's existing facilities.



Scenario highlights

Metro Central and Metro South – Both transfer stations are renovated or redeveloped to add equipment, increase space for recycling and mitigate the risks from climate change and natural hazards.

RID facility – Expand to include small reuse and recycling drop-off.

MetroPaint – Continue leasing current facility.

St. Johns Landfill – Continue operations.

Cornelius site – Sell existing property.

Private Facilities

Other private and non-profit facilities in the region include: repair and reuse facilities; recycling, composting and biogas facilities; material recovery facilities; recycling depots; and transfer stations.

Of the eight transfer stations serving the region, six are privately owned. Like Metro Central and Metro South, these facilities accept garbage, yard debris and food scraps and consolidate materials for transfer. Unlike Metro's facilities, not all private facilities offer public self-haul services.

Comparing the scenarios

Scenario planning is all about sparking conversations. The scenarios represent different ways of responding to the gaps identified through engagement and technical analysis. Here are some of the ways to compare the scenarios.

Services available to the public:

	Baseline	Full-Service	Distributed	No-Build
Self-haul garbage	No service improvements.	Drop-off available at four new full-service transfer stations.	Drop-off available at four new public facilities. Some customers with large amounts may need to use one of three new mid-sized commercial transfer stations.	Garbage collection becomes mandatory for people living in single-family homes throughout the region.
Household Hazardous Waste	No service improvements.	Drop-off available at four new full-service transfer stations for all household hazardous waste currently accepted at Metro facilities.	Drop-off available at five new reuse and recycling centers for common items currently accepted at Metro's mobile collection events – like paint, sharps and batteries. Other items including asbestos accepted at three new mid-sized commercial transfer stations.	Collection remains available at Metro Central and Metro South and at mobile collection events. Some items including batteries collected curbside.
Reuse	No service improvements.	Drop-off available at four new full-service transfer stations, a reuse warehouse and a reuse mall where people can also purchase items.	Drop-off available at five new reuse and recycling centers.	Drop-off available at reuse organizations and businesses; some items collected curbside.
Hard-to-recycle items	No service improvements.	Drop-off available at four new full-service transfer stations.	Drop-off available at five new reuse and recycling centers.	Drop-off available at some private and non-profit facilities; some items like plastic clamshells collected curbside.

For more information view the [Gap Analysis](#) and [Detailed Scenarios](#).

Comparing the scenarios

Improvement to processing facilities:

	Baseline	Full-Service	Distributed	No-Build
Commercial organics processing	Invest in organics processing equipment at Metro Central, and accept organics at both Metro Central and Metro South.	Invest in organics processing equipment at Metro Central, and accept organics at four new full-service transfer stations.	Invest in organics processing equipment, and accept organics at three new mid-sized transfer stations.	Invest in organics processing equipment at Metro Central and some private facilities to facilitate commercial organics processing within the region.
Warehouse and retail space for reuse and repair sector	No infrastructure improvements.	One large warehouse space for repairing and storing materials available for lease to organizations (reuse hub). One large retail space for selling and collecting materials available for lease to organizations (reuse mall).	Four new small to medium reuse and recycling centers with dedicated retail, storage and repair space available for lease to organizations.	Grant program for reuse and repair organizations to address specific gaps related to reuse and repair in the region.
For more information, view Appendix C.				

Comparing the scenarios

How the scenarios performed in Metro's evaluation criteria:

	Baseline	Full-Service	Distributed	No-Build
Each scenario was scored using a set of 15 criteria grouped into the six categories below.				
Environment	1.00	5.00	4.50	3.50
Access	1.00	4.50	5.00	3.25
Jobs	1.00	5.00	4.25	2.50
Cost	5.00	1.00	2.75	1.25
Environmental Justice	1.50	1.00	5.00	3.25
Resilience	2.25	3.00	3.25	2.50
For more information, view Appendix D.				

How the scenarios meet Metro Council's policy priorities:

	Baseline	Full-Service	Distributed	No-Build
Waste Reduction Tons of materials recovered in 2040 for reuse, recycling and composting.	1.13 million	1.29 million	1.23 million	1.22 million
Access Percentage of the population in 2040 who live within 20 minutes of the nearest self-haul facility.	78.7%	93.8%	98.7%	87.5%
Affordability Average single-family garbage and recycling collection bill in 2040 (shown in today's dollars).	\$39.00 per month	\$41.80 per month	\$40.70 per month	\$49.40 per month
For more information, view Appendix D.				

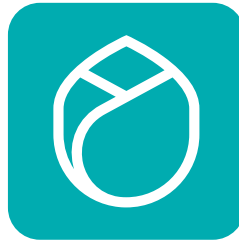
Your turn to weigh in

Consider the “Rose, Bud and Thorn” discussion prompts below for each scenario.



Rose

What aspects of each scenario do you like most and why?



Bud

What changes would you make to improve each scenario?



Thorn

What aspects of each scenario do you like least and why?

After seeing and discussing the scenarios, what is your preferred scenario?

Is there a combination of the scenarios that would best advance the project’s values and outcomes for greater Portland?



Take our online [survey](#).

Appendix A: Values and outcomes

What is guiding the development of this plan?

The Garbage and Recycling System Facilities Plan is 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 nation consultation. Within each of these values are desired outcomes for the plan.

The values and outcomes were shaped with input from Metro Council and advisory groups in fall 2022. They have guided the evaluation of facility and service gaps as well as investment options and will help identify the right plan to move forward.



Learn more about the [values and outcomes](#).



Healthy people and environment

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



Resource conservation

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



Environmental literacy

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



Economic well-being

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



Excellent service and equitable system access

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



Operational resilience, adaptability, and sustainability

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



Community restoration

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



Community partnerships

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



Community investment

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



Tribal consultation

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

Appendix B: Gap analysis

Between September 2022 and June 2023, Metro used a combination of engagement activities and technical research to identify facility gaps in the regional reuse, recycling and garbage system.

Engagement efforts gathered input from local government partners, representatives from the garbage and recycling industry, reuse and repair organizations, and community members.

The technical analysis focused on transfer facilities. These facilities accept materials from the public or garbage and recycling companies, consolidate loads and transport the materials to other facilities to be process for reuse, recycling, composting and landfilling. For example, most curbside trash is taken to a transfer facility before it ends up in a landfill.

Metro looked at 14 groups of facilities, organized by the materials they process and what customers they serve. The technical analysis assessed gaps in three main areas:

- Access – How long does it take to drive to facilities and how close are they to public transportation, walking and biking infrastructure?
- Cost differences – How consistent are disposal costs throughout the region?
- Disaster resilience – Are facilities located in areas at high risk of flooding or earthquake damage?

The interactive images below summarize the gaps identified through the engagement and technical analysis work done during phases 2 and 3 of the Garbage and Recycling System Facilities Plan effort.



Learn more about the [gap analysis](#).



Appendix C: Scenario elements and tools

There are three primary tools Metro can use to address identified facility gaps:

1. Develop policies and programs
2. Make investments in private and non-profit facilities
3. Build new or renovate existing Metro facilities

The table below summarizes how each scenario proposes to apply the different tools to improve facilities and infrastructure.



View a [detailed comparison of the scenarios.](#)

Scenario elements and tools	Baseline	Full-Service	Distributed	No-Build
Develop policies and programs	Metro could implement a range of options from increasing requirements on Metro-regulated private garbage and recycling facilities and on cities and counties.			
Regulation of rates charged by private facilities for commercial wet and dry waste				✓
Wet waste tonnage allocations	✓	✓	✓	
New requirements on local governments to expand curbside collections services				✓
Direct investments in private and non-profit facilities	Metro could provide funding to businesses and non-profits to increase the collection of items for reuse and recycling using their own facilities, equipment and methods.			
Dedicated fee to support increase in recovery for reuse and repair				✓
Grants or low-interest loans to fill gaps in facilities that accept materials for recycling, composting or landfill disposal from the public and/or commercial customers				✓
Invest in Metro facilities (build new and/or renovate existing)	Metro could build new facilities and/or renovate its existing transfer stations to address specific facility gaps in different parts of the region.			
Public facilities (aka reuse and recycling centers with reuse warehouse hubs)			✓	
Commercial facilities			✓	
Full-service transfer stations		✓		
Reuse mall		✓		
Reuse warehouse hub		✓		
Regional Illegal Dumping (RID) facility	✓	✓	✓	✓
MetroPaint		✓	✓	
St. Johns Landfill	✓	✓	✓	✓

Appendix D: Evaluation results

The four scenarios were assessed using evaluation criteria developed in phase 2 of the project. The planning horizon for this evaluation goes through the year 2040.

The following six categories of evaluation criteria were developed and assessed: Environment, Access, Jobs, Cost, Environmental Justice and Resilience. Each of the criteria has one or more sub-criteria which were based on the values and outcomes developed in phase 1 of the project and are explained in more detail in this [summary flyer](#). Complete results with detailed descriptions of the evaluation methodology can be found in the [Evaluation Criteria Results Memo](#).

Environment

This category has three sub-criteria that measure anticipated greenhouse gas emission reductions under each scenario: Criterion 1 estimates greenhouse gas emissions reduced by diverting materials for reuse and repair. Criterion 2 estimates greenhouse gas emissions reduced by recovering materials for recycling and composting. Criterion 3 estimates greenhouse gas emissions reduced by decreased travel to and from facilities as well as onsite. The Full-Service scenario showed the greatest reduction in greenhouse gas emissions primarily due to increased recovery of organic materials for composting.

Overall Score	Baseline	Full-Service	Distributed	No-Build
	★ ★ ★ ★ ★	★ ★ ★ ★ ★	★ ★ ★ ★ ★	★ ★ ★ ★ ★

Access

This category has two sub-criteria that quantify access to solid waste management facilities within greater Portland under each scenario: Criterion 4 measures the percentage of the population within 20 minutes of the nearest self-haul facility. Criterion 5 measures the percentage of the region's area within 20 minutes of the nearest commercial hauler facility. The Distributed scenario showed the most improved access to facilities.

Overall Score	Baseline	Full-Service	Distributed	No-Build
	★ ★ ★ ★ ★	★ ★ ★ ★ ★	★ ★ ★ ★ ★	★ ★ ★ ★ ★

Jobs

This category has two sub-criteria that evaluate employment opportunities under each scenario: Criterion 6 estimates the total number of new jobs including positions within Metro and the private industry. Criterion 7 captures the potential employment and workforce development opportunities for historically marginalized communities. The Full-Service scenario scored the highest in this category.

Overall Score	Baseline	Full-Service	Distributed	No-Build
	★ ★ ★ ★ ★	★ ★ ★ ★ ★	★ ★ ★ ★ ★	★ ★ ★ ★ ★

Appendix D: Evaluation results (continued)

Cost

This category has four sub-criteria that consider potential costs associated with each scenario: Criterion 8 evaluates the estimated increase to the Regional System Fee, Criterion 9 evaluates the estimated increase to the average curbside rate, Criterion 10 evaluates the estimated increase to the tonnage charge at Metro facilities and Criterion 11 evaluates the estimated percentage of monthly median income associated with increases to curbside rates. The Baseline scenario showed the least increase to overall costs, followed by the Distributed scenario.

Overall Score	Baseline	Full-Service	Distributed	No-Build
	★★★★★	★☆☆☆☆	★★★★☆	★☆☆☆☆

Environmental Justice

This category has two sub-criteria that evaluate environmental impacts under each scenario: Criterion 12 represents burdens to communities in the region, and Criterion 13 represents benefits to communities in the region. The Distributed scenario performed the best.

Overall Score	Baseline	Full-Service	Distributed	No-Build
	★★★☆☆	★☆☆☆☆	★★★★★	★★★★☆

Resilience

This category has two sub-criteria: Criterion 14 evaluates the safety of Metro's solid waste facilities based on potential natural hazards like flooding and earthquakes. Criterion 15 evaluates the redundancy of the region's solid waste infrastructure for disposal of various materials. The Distributed scenario performed the best.

Overall Score	Baseline	Full-Service	Distributed	No-Build
	★★★☆☆	★★★★☆	★★★★★	★★★★☆



View the [summary flyer](#).



View the [Evaluation Criteria Results Memo](#).

REGIONAL WASTE ADVISORY COMMITTEE

Meeting Worksheet

PRESENTATION DATE: 10/19/23

LENGTH: 5 minutes

PRESENTATION TITLE: Mattress Producer Responsibility Legislation Update.

DECISION TYPE: n/a

RELATED REGIONAL WASTE PLAN GOALS:

PURPOSE OF PRESENTATION

- Committee receives an update on Metro's support for the statewide mattress producer responsibility program.

ACTION REQUESTED

- Informational.

BACKGROUND

- Like many kinds of bulky waste, mattresses can be very hard to get into the garbage or take for special recycling. Metro began advocating for legislation to improve the recovery of mattresses in 2019 and supported the successful passage of Oregon's Mattress Stewardship Act (SB1576) in 2022. Thanks to this new law, there will be more convenient options for old mattresses starting in 2024. This law requires mattress producers to share responsibility for managing old mattresses across Oregon by implementing a "mattress stewardship program." The mattress program is supposed to increase mattress recycling, establish new convenient locations in every county for residents to drop off their mattresses, reduce illegal dumping, and create recycling-sector jobs. The program will be funded by a small amount of money collected at retail sales of mattresses.
- Ahead of the start date for Oregon's mattress program, Metro connected with mattress haulers, retailers, recyclers, and reuse organizations, local governments and community centered non-profits to understand the how the mattress program could be implemented better to meet the needs of people in the greater Portland area. This engagement informed the *Metro Vision for Mattress Recycling, Renovation, and Reuse* (April 2023).
- Metro provided feedback to the Oregon Department of Environmental Quality (DEQ) as a participant in DEQ's advisory committee for implementing the law and also through formal comments on DEQ's proposed administrative rules for the law.
- On July 21, 2023 DEQ adopted administrative rules that reflect the feedback Metro provided during the administrative rulemaking process. The adopted rules require the producer responsibility organization to provide up to date information about collection sites and events to help people properly dispose and recycle mattresses. The rules also authorize

DEQ to get key information about how well the program is performing from the producer responsibility organization and provide DEQ with funding for strong and consistent oversight of the program.

- Metro's work on this topic advances two Regional Waste Plan Goals:
Goal 5: Reduce the environmental and human health impacts of products and packaging that are made, sold, used or disposed in Oregon.
Goal 8: Increase the reuse, repair and donation of materials and consumer products.

QUESTIONS FOR CONSIDERATION

- n/a

NEXT STEPS

- In Summer/Fall 2023, staff across WPES in Policy and Compliance, GRO, and RID are building relationships with the produce responsibility organization responsible for implementing the statewide program (the Mattress Recycling Council) and discussing how Metro's role as a collector of mattresses and provider of illegal dumping clean up services could change when the new program launches in 2024.
- WPES intends to submit public comment on the produce responsibility organization's implementation plan for 2024. Comments are due November 24, 2023.
- Metro planner Sara Kirby is facilitating conversations across WPES to create a strategy for how WPES works with producer responsibility organizations, including for mattresses.
- There is currently no future engagement planned for RWAC.

ATTACHMENTS

- *Metro Vision for Mattress Recycling, Renovation, and Reuse* (April 2023).



Vision for Mattress Recycling, Renovation, and Reuse

Metro supports an effective and equitable implementation of the Oregon Mattress Stewardship Act to reduce illegal dumping, increase convenient and affordable collection options and divert mattresses from the waste stream.

Background

The purpose of this vision is to support Metro's ongoing work to advocate for an effective and equitable implementation of the Oregon mattress stewardship law in the greater Portland area. Metro began advocating for legislation to improve the recovery of mattresses in 2019. Together with a coalition of partners, Oregon's Mattress Stewardship Act (SB 1576) passed in 2022. The legislation requires mattress producers to share responsibility for managing discarded mattresses across Oregon by joining stewardship organizations (SO) that will implement a statewide mattress stewardship program. The program will establish convenient collection locations in every county for unwanted mattresses, reduce illegal dumping, and support the recycling, renovation, and reuse of mattresses over landfilling them. The stewardship organization program and the Oregon Department of Environmental Quality's (DEQ) oversight of the program will be funded by a small assessment collected from consumers at retail sales of mattresses.

As required by the law, mattress SOs must submit to DEQ a plan for implementing the stewardship program. The DEQ Director will appoint a Mattress Stewardship Program Advisory Committee that includes representatives from local governments, the solid waste industry, the environmental community, and the public. The committee will consult with SOs regarding the review and approval of stewardship plans, plan amendments, and annual reports.

Stewardship organizations must, in the third year of implementing a mattress stewardship program, do the following:

- Conduct a study evaluating the most effective methods of providing discarded mattress collection services to people with low-incomes and also people living in multifamily housing;
- Report to the DEQ on the scope of discarded mattresses not being collected as part of the mattress stewardship program and recommendations on how to direct the discarded mattresses to, and include them, in the SO's program; and
- Conduct a life cycle assessment report of mattresses sold in Oregon to quantify and understand the environmental impacts, which can drive decisions to improve the program to benefit the environment.

This law is one of several extended producer responsibility (EPR) laws enacted in Oregon. Oregon also has EPR laws to support recovery of paint, electronics, unused medications, and packaging. EPR laws require producers to take on some degree of financial and management responsibility for their discarded products. Additionally, EPR laws create incentives for producers to incorporate environmental considerations into the design of their products and packaging.

Project Overview and Progress to Date

Metro initiated a project to identify, with input from key stakeholders, desired outcomes for the program, challenges to obtaining those outcomes, as well as next steps to help Metro support an effective and equitable implementation of the Oregon mattress stewardship law in the greater Portland area. Metro and our project consultants the Product Stewardship Institute (PSI) conducted research and interviews of a wide range of stakeholders, including representatives from local and state government, haulers, retailers, large mattress generators (e.g., universities and hotels), the mattress industry, community organizations, and mattress reuse, recycling, and renovation organizations. Following the interviews and research, Metro and PSI facilitated a multistakeholder meeting on December 5, 2022 to discuss and obtain feedback on the draft vision and desired outcomes for the mattress stewardship program in the greater Portland area. Metro appreciates the participants' contributions at every step in the engagement process.

List of participants

- BedMart
- City of Beaverton
- City of Gresham
- City of Portland
- Clackamas County
- Community Warehouse
- Environmentally Conscious Recycling
- Frog and Toad Hauling
- Mattress Firm
- Mattress Recycling Council
- Multifamily NW
- Oregon Department of Environmental Quality
- Oregon Restaurant and Lodging Association
- Oregon Refuse and Recycling Association
- Portland State University
- St. Vincent de Paul Society of Lane County
- Trash for Peace
- Washington County
- Waste Connections
- Waste Management

Representation from Metro included staff with expertise in solid waste operations, illegal dumping, state and regional affairs, policy, and those working on related, interconnected Metro projects. Two projects are especially interconnected: the Garbage and Recycling System Facilities Plan and the Bulky Waste Policy Project teams because implementation of the statewide mattress law will impact facility infrastructure in the region for reuse and repair, recycling, disposal and establishes requirements and funding for the collection of responsibly managed and illegally dumped mattresses. These interconnections create an opportunity for project findings to be shared across projects and for Metro's projects to work together to leverage engagement of overlapping stakeholders. This project also advances the 2030 Regional Waste Plan commitment to increase the reuse, repair and donation of materials and consumer products by supporting statewide legislation that makes producers and manufacturers of products minimize adverse impacts from products made, sold, used or disposed.

OUTCOME 1: Equitable Collection Access

Key Challenges

For people living in multifamily homes, often residents cannot directly request mattress removal service from haulers. Usually only property managers/owners can request removal. Multifamily residences often lack adequate designated covered storage space to keep mattresses dry for reuse, renovation, and recycling. Residents' lack of personal transportation to collection sites and physical capabilities to move a mattress are barriers to equitable collection access. Illegal dumping of unwanted mattresses is also a key challenge.

Potential Solutions

- Implement mattress collection services (e.g., regular bulky waste pickup, curbside, use of independent haulers to help where transportation and individual physical capabilities pose barriers to collection);
- Procure financial support from stewardship program for: 1) collection services; and 2) nonprofits, multifamily housing, and others in leasing parking space to host a storage container;
- Collaborate with other stewardship programs (e.g., electronics) on providing collection options; and
- Effective and equitable distribution of collection infrastructure.

OUTCOME 2: Ample Reuse, Renovation, and Recycling Opportunities

Key Overall Challenges

There is a lack of knowledge about the range of reuse, renovation, and recycling opportunities hampers diversion of mattresses from disposal. Disposal is easier and cheaper than reuse, renovation, and recycling. Collectors and haulers need convenient and reliable access to reuse, renovation, and recycling facilities to divert mattresses from disposal. Collectors, haulers, and processors need adequate space to consolidate and process mattresses for recycling, renovation, and reuse. Illegal dumping is a challenge to moving mattresses into the flow of mattresses to be reused, renovated, and recycled. Wet mattresses are harder to manage, cannot be reused/renovated and are harder to recycle.

Key Challenges to Reuse

A key challenge to advancing mattress reuse is existing infrastructure and systems that make it easier to recycle and dispose than reuse. Collection sites often only accept material for recycling/renovation or they accept for disposal. Haulers don't routinely take mattresses to reuse locations. A related challenge is how to prioritize and incentivize reuse over recycling. With implementation of the mattress stewardship law, consumers will now be able to drop off mattresses free of charge for recycling, which will compete with the existing option of dropping off an unwanted mattress free of charge for reuse. People are less likely to choose to reuse unless it is as convenient as recycling or there is a special incentive for reuse. Lack of reuse standards and certifications as well as concerns about liability may also hinder reuse opportunities.

Potential Solutions

- Prioritize and incentivize reuse, such as: 1) incentives for businesses and haulers to take mattresses to reuse locations; 2) a reuse convenience standard; and 3) a finder's fee for unwanted mattresses and a tiered finder's fee for reuse;
- Procure financial support from stewardship program for incentivizing reuse;
- Invest in recycling, renovation, and reuse infrastructure that provides adequate space to consolidate for recycling, renovation, and reuse since having space can be a challenge for facilities seeking to locate or expand in the greater Portland area;
- Effective and equitable distribution of unwanted mattresses through processing infrastructure;
- Implement mattress collection services (e.g., regular bulky waste pickup, curbside, use of independent haulers to help where transportation and individual physical capabilities pose barriers to collection);
- Disposal ban could help increase diversion;
- Build relationships between large generators and organizations that work with populations in need of mattresses (e.g., housing authorities, post-incarceration support) and organizations that reuse, renovate, and recycle;
- Government regulation of minimum sanitation standards can provide consistent criteria to identify mattresses for reuse; and
- Education and outreach on diversion opportunities, collection options, and maintaining mattress quality, as well as bulky waste tags for illegal dumping.

OUTCOME 3: Culturally Responsive and Timely Education and Outreach

Key Challenges

Currently, there is limited mattress-specific education and outreach on reuse, renovation, or recycling.

Potential Solutions

- Education and outreach need to be community-based, culturally responsive, and channeled through existing networks to be effective and efficient;
- Provide education/outreach on collection options, reuse, renovation, recycling, and maintaining mattress quality (e.g., covered + protected from weather, insects, etc.) by transcreating materials and through use of audio and video;
- Provide bulky waste tags for illegal dumping that are transcreated and in multiple languages;
- Prioritize providing information to property managers and housing agencies;
- Build in criteria to ensure outreach/engagement is adequate, including face-to-face contacts in outreach to build relationships and ensure continuity and consistency of outreach; and
- Awareness surveys need to evaluate: 1) low-income communities separately from statewide; and 2) those using the program and not using the program.

OUTCOME 4: Set and Meet Ambitious and Achievable Performance Goals

Key Challenges

Lack of, and gaps in, data on unwanted mattress generation, collection, transportation, reuse, renovation, and recycling in greater Portland and Oregon make it difficult to establish baseline/benchmark from which to set goals (disposal and illegal dumping data is available).

Potential Solutions

- Use existing data for disposal and illegal dumping in considering performance goal levels;
- Continue to review data from other jurisdictions and compare on a per capita or other basis;
- Access and review data as it becomes available from the SO when they develop their budget and program plan;
- Review program plan proposed definitions and methodology for calculating performance goals of “collection target,” “recycling rate,” and “public awareness” to determine whether they are effective for monitoring and driving program performance; and
- Advocate for evaluations of the program that are focused on access (e.g., education, convenience, and affordability).

Next Steps

Metro already completed participation in the DEQ Rulemaking Advisory Committee meetings in December 2022 and February 2023 to offer input and feedback on proposed rules. Key upcoming dates for participation in the mattress stewardship program timeline are, or are expected to be, as follows:

Spring 2023

- DEQ provided a Notice of Proposed Rulemaking on March 29, 2023. A public hearing on the proposed rules will be held on April 19, 2023 and the proposed rules are open for public comment until April 28, 2023.

Summer 2023

- DEQ sends draft rules to the Environmental Quality Commission for adoption.
- DEQ Director appoints the Mattress Stewardship Program Advisory Committee.

Fall 2023

- Stewardship organization submits stewardship plans to DEQ by October 1st.
- Mattress Stewardship Advisory Committee reviews and the public comments on stewardship program plan.

2024

- Mattress stewardship program is expected to be implemented.
- Stewardship organization submits annual report by July 1st.
- Mattress Stewardship Advisory Committee reviews annual report.

To advance the desired program outcomes and vision summarized above, Metro intends to leverage the requirements in the law and the opportunities for input by taking steps that include, but are not limited to, the following:

- Advocating to include key representatives from greater Portland, including multifamily and rural representatives, on the Mattress Stewardship Advisory Committee.
- Advocating for the SO to incorporate, into the program, key takeaways from the outcomes of the Garbage and Recycling System Facilities Plan and Bulky Waste Policy Projects.

- Evaluating, in the SO's proposed initial and future program plans:
 - Proposed goals using California mattress law goals and Oregon's baseline data;
 - Education and outreach for adequacy, equity, and cultural responsiveness; and
 - Proposed collection infrastructure to support equitable access.
 - How the program plan incorporates findings from the required study (in program operation year three) of effective methods of providing collection services to people with low incomes and multifamily housing.
- Monitoring, in the SO's annual reports:
 - Collection, recycling, and public awareness goals, which, if not met, may provide an opportunity to advocate for more equitable collection access as well as education and outreach;
 - Data on mattresses collected, recycled, renovated, and reused to determine whether there is equitable distribution through the infrastructure; and
 - Recommendations for any changes, including the utility of a mattress disposal ban to advance opportunities for reuse, renovation, and recycling.

REGIONAL WASTE ADVISORY COMMITTEE

Meeting Worksheet

PRESENTATION DATE: October 19, 2023 **LENGTH:** 30 minutes

PRESENTATION TITLE: Rate Transparency

DECISION TYPE: Advisory

RELATED REGIONAL WASTE PLAN GOALS: 14

PRESENTER(S): HOLLY STIRNKORB AND JENNA JONES

PURPOSE OF PRESENTATION

The purpose of the presentation is to describe Metro's policy framework to address the oversight of rates charged by private transfer stations and seek input from the committee on moving to Step 3 of the rate transparency process in the Transfer System Configuration Policy adopted in 2016. This presentation builds on information shared by Metro staff at the August 17th Regional Waste Advisory Committee meeting about the oversight of rates charged by private transfer stations.

ACTION REQUESTED

Metro is requesting advisory guidance from the committee to moving to Step 3 of the rate transparency process to conduct a full detailed rate review of actual costs of private transfer stations to provide wet waste transfer.

BACKGROUND

The 2030 Regional Waste Plan seeks to ensure that rates for services are reasonable, responsive to user economic needs, regionally consistent and well understood (Goal 14). The Regional Waste Plan also includes actions to implement transparent and consistent rate-setting processes for all collection service providers and facilities in the region (Action 14.2) and establish rates across the region that are consistent for like services (Action 14.3). Metro does not regulate rates at privately owned facilities but could exercise the authority to do so if Metro Council finds it to be in the public interest.

Metro has taken Steps 1 and 2 of the process in the Transfer System Configuration Policy to improve rate transparency at private transfer station. These steps have provided estimates, but actual detailed cost data is needed to understand rates charged by private transfer station and determine if charges are reasonable based on cost of service. The voluntary incentives offered by the goals-based tonnage allocation program to advance rate affordability and consistency have not been effective in encouraging private transfer stations to set rates that are no more than Metro's garbage disposal fee. In the last two years rates ranged from slightly below Metro's fees to as much as 15% above Metro's fees for an average load-size of 8 tons.

Inconsistent rates that are not well understood impact the equity of the solid waste system. Local governments have expressed concerns about rate transparency since 2010 when rates at private facilities began to exceed rates at public stations. Most recently, this was

identified during the FY 22-23 and 23-24 budget engagement process and System Facility Plan engagements. Local governments are concerned that wet waste transfer rates at private transfer stations are too high based on cost of service. These rates, which are passed on to residential and business garbage service customers through garbage collection rates, may result in some communities paying more than others for the same wet waste transfer services, creating inequities in the regional disposal system.

Metro staff seeks advisory guidance from the Regional Waste Advisory Committee on whether Metro Council should proceed with a resolution to direct a cost-of-service study of rates at private transfer stations. Advisory guidance will be shared with Metro Council at the October 26 meeting when Council considers the matter.

QUESTIONS FOR CONSIDERATION

- Does the committee have input on moving forward with Step 3 of the Transfer System Configuration Policy, which includes conducting a full detailed rate review at private waste transfer stations, including a detailed review of financial records, to determine costs relative to rates charged?
- Does the committee have input on anything related to private transfer rates at this time?

NEXT STEPS

- At the October 26, 2023 Council meeting, Metro staff request guidance on proceeding with formal consideration of a resolution to direct a cost-of-service study of rates at private transfer stations.
- The Regional Waste Advisory Committee will be informed about the outcome of the October 26, 2023, Council meeting. If Council directs staff to move forward with a cost-of-service study of rates at private transfer stations, the committee will be informed about the study design and resulting aggregated cost-per-ton for wet waste transfer by private transfer stations.

ATTACHMENTS

- Rate Review Transparency Background

REGIONAL WASTE ADVISORY COMMITTEE

Meeting Worksheet

PRESENTATION DATE: 10/19/23

LENGTH: 30 minutes

PRESENTATION TITLE: Bulky Waste Policy Project Phase Two Findings and Pilot Study Update

DECISION TYPE: Informational

RELATED REGIONAL WASTE PLAN GOALS: Goal 10: "Provide regionally consistent services for garbage, recyclables, and other priority materials that meet the need of all users."

PRESENTERS: Sara Kirby and Case Mellinik, Metro

PURPOSE OF PRESENTATION

This presentation will provide an informational update on the phase two findings and phase three pilot study of the Bulky Waste Policy Project, a collaborative project, including Clackamas and Washington counties, the cities of Beaverton, Gresham and Portland, and Metro.

The purpose of the project is to implement 2030 Regional Waste Plan guidance to establish consistent and regularly occurring bulky waste service with an emphasis on multifamily communities and lower income households.

BACKGROUND

Regional Service Standard

Metro code sets the base level of service for all local government recycling collection programs in greater Portland, and it includes standards for education and services for residents and businesses. This is referred to as the Regional Service Standard that includes rules established in Metro code and administrative rules for garbage and recycling collection standards. In 2021, the rules were updated to address inequities in multifamily housing by establishing minimum collection standards for garbage and recycling and require consistent recycling bin colors and signage. Additionally, the Regional Service Standards sets a requirement for regularly occurring bulky waste collection. The Bulky Waste Policy Project is bringing partners together to develop consistent, affordable, and convenient bulky waste collection services for all households in the greater Portland area by July 1, 2025. A

Bulky Waste Policy Project

The Bulky Waste Policy Project is taking a close look at the bulky waste collection services currently available for multifamily and single-family homes, particularly where the services may not be meeting the needs of people living in multifamily homes. Bulky waste, sometimes called large household items, are items such as tables, couches and mattresses that are too large to fit in a standard garbage and recycling bin.

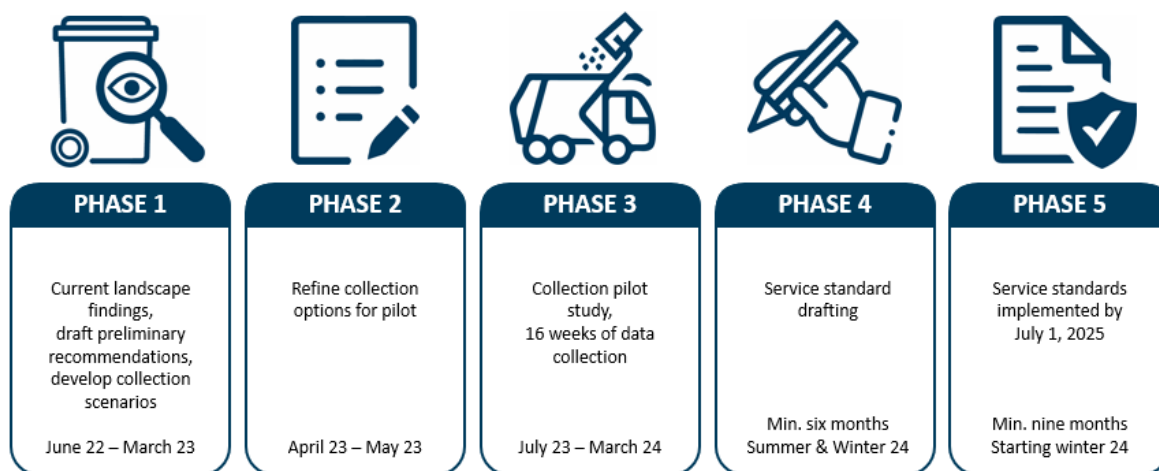
Current Levels of Service for Multi-Family and Single-Family

Currently, garbage and recycling collectors in all cities and counties provide bulky waste collection service for an additional fee at the request of the account holder. Account holders are usually single-family homeowners or property owners or managers. A handful of cities provide an annual bulky waste collection to single-family homes or an annual drop-off day for all residents as a part of regular garbage and recycling service. On the multifamily side, the property manager is usually the account holder and authorizes charges to the account. In most cases, people living in multifamily

homes are not able to access bulky waste collection services for an additional fee from their certificated, franchised or licensed collector because they are dependent on the property manager for information, access and approval of the charges. There are no jurisdiction-wide multifamily bulky waste collection services offered as part of garbage and recycling service in greater Portland. There are successful property-specific, local examples where collection companies and property manager have agreements to regularly pick up bulky waste at those properties.

Project Timeline

The project is broken across five phases of work. Phase one was completed last spring that assessed the current landscape and engaged with community members, property managers and collection companies. The purpose of phase two engagement was to better understand their perspectives by collecting feedback on three potential bulky waste collection scenarios and one status quo scenario. All audiences recognized issues with the current system and saw value in a regularly occurring, consistent approach. All audiences also identified cost as the key issue in considering future services, as well as space constraints on multifamily properties for the service. Engagement summaries are included as attachments.



Phase two findings and phase three pilot study:

- In phase two, the project also aimed to model costs of various multifamily and single-family collection scenarios. The project team was unable to obtain data to inform what the cost should be for regularly occurring multifamily bulky waste services. This in turn shifted the objectives and outcomes of the phase three pilot from ground testing potential collection standards to gathering a robust and reliable dataset on multifamily bulky waste generation and estimating the cost of an on-route multifamily bulky waste collection service.
- The Multifamily Bulky Waste Collection Study, also known as, “the pilot,” is taking place from Oct. 1, 2023, through Jan. 19, 2024, at 40 multifamily properties in Gresham. Each property is visited weekly by their franchised collection company. Cost and material generation data will be tracked to inform future policy decision making.
- Each property will be visited three times throughout the pilot to raise participant awareness of the service. Flyers in English and Spanish are left at each tenant’s door. Additionally, a large sign has been placed at each site to show where materials are to be placed for collection. The flyers and the sign include a QR code for participants to use to find additional information in Arabic, English, Russian, Simplified Chinese, Spanish, and Vietnamese. More details on the pilot will be shared during the presentation.

- The project team is in the process of deciding whether a pilot is needed for single family. If the team decides a pilot is not needed, Metro could choose to require local governments to establish standards for that sector sooner.

QUESTIONS FOR CONSIDERATION

Do members have any questions on the Bulky Waste Policy Project?

NEXT STEPS

Metro staff will be presenting an update to Metro Council in November on the pilot project.

Metro staff will come back to this committee following the completion of the pilot to share outcomes and findings.

ATTACHMENTS: Phase two engagement summaries

CBO Discussion Groups Summary

Bulky Waste Policy Project – Phase Two Engagement

Local governments and Metro hosted discussion groups with Community Alliance of Tenants, Northwest Housing Alternatives, and Trash for Peace to seek feedback from community members representing multifamily building tenants and other historically marginalized experiences. Discussion groups were conducted in Spanish, Amharic, Tigrinya and English and approximately 20 participants were compensated for their time.

The focus of these meetings was to hear feedback on the four options to collect multifamily bulky waste. The following is a summary of what was heard.

Discussion Questions

Discussion was based on these questions:

- *What do you like & dislike about each option?*
- *Which collection option do you prefer overall?*
- *How should this collection of materials be paid for: per trip, as needed or divided amongst units as part of regular garbage/recycling service?*

What we heard:

Option A: Direct bill to tenant - Large item collection service is scheduled and paid for by tenants, directly to the garbage company.

- Like paying for only what you need if you don't often have bulky waste.
- Like having set prices so you know what the cost will be.
- Concern that some residents would continue to dump bulky waste to avoid paying, or others would add bulky waste to existing items waiting to be picked up.



- Some tenants wouldn't mind calling the collection company to schedule pickup, however they need language options besides English.
- Dislike needing to schedule pick-up individually because of work schedules and needing to coordinate help to carry bulky waste to the pick-up location.
- Prefer to have property managers handle communication with collection companies.
- Like that it's as-needed rather than waiting for a bulky waste event day.
- Costs may need to be subsidized for some tenants.

Option B: One time per year for each unit - Each unit could call the garbage and recycling company to schedule a collection of a set amount of large unwanted items.

- Like the low monthly payment, shared amongst tenants, rather than one large bill.
- Concern that others would add bulky waste to existing items waiting to be picked up. Would not solve the issue of figuring out which unit items came from, or illegal dumping from non-residents.

- Some disliked the frequency, once per year is not enough.
- Some thought the frequency was enough.
- Dislike the additional charges if you need a pick-up more than once a year.
- Would depend on how many items are allowed, might not be enough at that frequency.
- Unsure how scheduling and tracking the yearly pick-up would work.

Option C: Weekly collection - A bulky waste collection vehicle would come by every multifamily property every week on a regular day and time, and collect any large items present.

- Preferred option by most participants.
- Frequency may be unnecessary, biweekly may suffice.
- Tenants wouldn't mind paying extra monthly if they have the added service to use.
- Like option depending on rate increase.
- Like not needing to call & schedule.
- Like having a specific day for pick-up.
- Concern that a regular collection pile of bulky waste would invite non-residents to illegal dump.
- Dislike that some may be paying for a service they wouldn't use.
- Like that bulky waste wouldn't be sitting around long.

Option D: On-Demand - Property managers and garbage and recycling route drivers can call in for collection of large, unwanted household items that appear onsite outside.

- Dislike this option since it is not proactive, and too similar to how bulky waste is currently managed. We should assume that people need the service rather than treating it like an anomaly.
- Like that property managers and route drivers would make the calls rather than tenants.
- Concern that items would be sitting outside
- too long depending on how available property managers are to call.
- Like that it is as-needed.

Overall comments and takeaways from participants:

- Participants preferred regular pick-up service that doesn't need to be scheduled.
- Options C & D are preferred.
- Tenants prefer having a designated place to put bulky items waiting for collection for aesthetic reasons and safety for children.
- Cost will always be passed on to tenants some way, cost will be an important deciding factor.
- Concern for the unknown cost in Option B, C, & D
- Tenants want to know cost upfront regardless of how billing is managed.
- Some participants liked the idea of spreading out the cost on a monthly basis while others preferred paying individually so you're only paying for services you use.
- People may still need help getting the items from their apartments to the designated pick-up locations.
- Language accessibility is important. Materials should always be available in languages besides English.