

Stakeholder Assessment Summary

Metro South Station
Task 2: Research & Communications

November 2013

Prepared for:



Metro

Prepared by:

HDR

HDR Engineering

Table of Contents

What did we hear from customers and South Station operations staff (Metro and Allied)? 3

What did we hear from Metro staff (Solid Waste and Sustainability)?..... 4

Workshops 1a and 1b Results 5

Appendix A Stakeholder Interviews Summary..... 8

Appendix B Intercept Survey Executive Summary 13

Appendix C Operations Staff Discussion Groups Summary 16

Appendix D Metro Staff Discussion Group Summary 22

Appendix E Workshop 1a/ 1b Summaries 27

HDR Engineering, Inc. (HDR) is working with Metro to assess the adequacy of services offered at the Metro South Station (MSS) solid waste transfer facility. The project is being conducted to identify challenges and needs of the existing site operations and infrastructure. This Stakeholder Assessment report was prepared by HDR to summarize the many stakeholder conversations, staff discussions and other feedback collected during Phase 1 of the study process (Task 2: Research & Outreach).

The results from the stakeholder feedback helped inform the needs assessment of the facility, which is the basis for developing potential scenarios and conceptual designs to improve future operations. During Phase 2 (Task 3: Engineering), the key stakeholders will continue to be engaged in a workshop/discussion process to help evaluate and select among the range of options being developed for South Station.

From January through October 2013, HDR staff, together with sub-consultants Zenn Associates and DHM Research, conducted stakeholder outreach and analysis for Metro South. This outreach was focused on six primary stakeholder groups with an interest in the facility:

1. Commercial waste haulers
2. Residential and business self-haul customers
3. Local government staff
4. Metro staff (Solid Waste and Sustainability)
5. MSS operations staff (Allied and Metro)
6. Other (Miscellaneous)

Questions asked of the stakeholders varied according to the group. In general, the questions followed these lines of inquiry concerning South Station:

- Interest in facility and frequency of use (where applicable)
- Types of materials discarded and/or recycled
- Reasons for facility use relative to other sites/services available
- Satisfaction level of operations and customer service
- What could be improved upon
- What's working well/what not to change

Most stakeholders were interviewed in person, either individually or in small group settings. Some interviews were conducted over the phone. Additionally, two rounds of intercept surveys were conducted in spring 2013 to obtain feedback from self-haul customers. Facility operations staff (Metro and Allied) were contacted during two small group meetings held on site. A March roundtable discussion collected feedback from Metro Solid Waste and Sustainability staff members.

Methods for reaching the stakeholders included the following:

Stakeholders	Outreach Method				
	Phone interviews	Individual meetings	Group meetings	On-site surveys	Email surveys
Commercial haulers	X	X	X		X
Self-haul customers	X			X	X
Local governments	X	X	X		X
Internal Metro staff		X	X		
Operations staff (Allied and Metro)			X		X
Other (Miscellaneous)	X		X		X

Summaries of the outreach methods are included in the Appendices. Key takeaways follow.

What did we hear from customers and South Station operations staff (Metro and Allied)?

Key takeaways from the cumulative stakeholder feedback are summarized in the following themes:

Metro South is highly valued – The facility is convenient for most, with a loyal customer base, especially the self-haul customers. The location in Oregon City off I-205 serves the South Portland metro area well. South Station operations personnel receive high marks for customer service. The expanding range of services provided, such as receiving organics and household hazardous waste, are valued by customers. The host community, Oregon City, appreciates South Station’s value in bringing people to the community and the revenue generated from the host fees. There appears to be a symbiotic relationship between South Station and the nearby Home Depot for many customers.

For commercial haulers, the facility is considered a strategic asset in the Metro solid waste system (although there are conflicting views about the need to continue providing for self-haul customers). While most commercial operators don’t want to see the facility go away, many are interested in optimizing its value for private industry. A vast majority of self-haul customers choose to visit South Station even though they have home garbage and recycling services and are aware that other disposal options are available to them; they do so because they consider South Station to be convenient, better able to receive their non-curb materials, and cheaper than other options available. Many have been coming to South Station for so long that they simply don’t consider other options.

What can be improved? – Additional space for receiving organics, household hazardous waste and material recovery were the top needs identified by customers and operations staff alike. Also of interest is increasing safety and operational efficiency by separating commercial and self-haul traffic and providing more consistency in how various areas within South Station are used. Drivers who visit daily/frequently prefer not to share the same space with slower/less frequent customers who take more time. More flexible, adaptable space, a better sort line, and more options for self-sorting recyclables would be valued improvements.

What should not change? – There appears to be much interest in maintaining a South Station waste collection and recycling facility at its existing location. Opinions about what services might be relocated, if any, varied according to who was being asked. If some services are relocated elsewhere, a common but inconclusive suggestion was to leave Metro South as a facility for self-haul customers and direct the commercial haulers to other site(s); the thinking being that commercial drivers would more easily be able to adapt to the change in location. The optimum outcome might appear to be reconfiguring the facility to better accommodate all existing uses since South Station’s services, location and convenience are so appreciated by all users. The high level of overall satisfaction with the facility (approaching rates of 90%) would suggest maintaining the location and most current services of South Station.

What did we hear from Metro staff (Solid Waste and Sustainability)?

Key takeaways from the Metro staff discussions are summarized in the following themes:

Metro South is an adaptation success story – It was never intended to be a material recovery facility or do everything it is now doing. Operations staff members have been very creative in reconfiguring the site over time. South Station has evolved from a garbage transfer station into a multi-purpose facility that now handles household hazardous waste, residential organics, material recovery and recyclables. It is a one-stop shop that gets high marks for customer service. The facility has high rates of use and material reload for its relatively small footprint (9.5 useable acres). The small size and current configuration limit the recovery rates, however.

The location is important to its success – People are aware of its location and know how to find it. Some customers actually live closer to Metro Central but use South Station instead. It would be difficult to find an alternative, more convenient location for the facility since close-in industrial parcels of sufficient size near major roads are hard to come by and nearby residents often oppose the development of a new transfer station. It would probably be cheaper and more politically feasible to re-design South Station than move the facility elsewhere.

Staff ideas for further consideration:

- Options to relocate some services, such as recyclables or organics, should be looked at. Organics is a new waste stream that may grow at a faster rate over time than municipal solid waste.
- Provide more options for customer self-sorting, some of which could be relocated elsewhere. Customers value the ability to recycle and may be open to other locations for this.
- Going “up” by building a new two-story facility at the same site may provide the space needed for more efficient service delivery. For example, more room for general sorting would greatly increase the recovery rates.
- Consider the adjoining parcel southwest of the site for possible expansion.
- Consider amendments to the Oregon City host fee rate to continue the mutually beneficial local partnership.

Workshops 1a and 1b

In order to develop a range of reasonable site alternatives for on- and off-site improvements to Metro South Station, internal and external stakeholder feedback was collected on the values and needs identified for the facility.

Workshop 1a

Workshop 1a, a two-hour facilitated meeting, was held at Metro on August 9, 2013 to obtain Metro staff input in a prioritization exercise. Using keypad polling, 10 participants ranked the 12 needs based on six identified Metro values for handling the region’s solid waste. The results were as follows:

Electronic Polling Ranking and Score

- 1 Household Hazardous Waste (9.4)
- 2 Commercial Organics (9.0)
- 3 Residential Organics (9.0)
- 4 Space for Sorting (8.7)
- 5 Self haul waste (7.9)
- 6 Commercial Waste Deliveries (7.6)
- 7 Customer Safety (7.5)
- 8 Education/Wayfinding (7.1)
- 9 Wood Waste & Recyclables (6.7)
- 10 Minimize Queue Times (6.1)
- 11 Yard Debris & Wood (6.0)
- 12 Source Separated Recyclables (5.2)

After the voting exercises were concluded, the group suggested some changes to pare down the needs list, removing *Customer Safety* (since it applies to all needs), combining *Space for Sorting* with *Wood Waste and Recyclables*, combining *Residential Organics* and *Yard Debris*, pulling *Education* out as a

separate category, and adding *Wayfinding to Minimize Queue Times*. This reduced the number of Needs from 12 to nine:

The revised Metro South Needs List is as follows:

1. Household Hazardous Waste
2. Commercial Organics
3. Residential Organics and Yard Debris
4. Self-haul Waste
5. Recoverables Sorting
6. Commercial Waste
7. Customer Education
8. Minimize Queue Times/Wayfinding
9. Source-Separated Recyclables

Workshop 1b

Following Workshop 1a, Metro staff and the consultant team determined that the electronic polling exercise ranking the six values against the 12 needs (a total of 72 separate questions), while very useful for the project, may not be the best approach for collecting similar feedback from other stakeholders. It was decided that an online survey would be the preferred method for gathering this input prior to the second round of workshops.

A link to a short, six-question survey was emailed to 127 stakeholders representing the following categories: Government agencies, Industry, Metro account holders, Willing participants from the intercept surveys, and Other.

Twenty-seven stakeholders responded to the survey, representing a mix of the above, primarily government agencies, private industry and residential self-haul customers. They were asked to assign a Low – Medium – High priority to the nine ranked Metro South needs that staff identified in Workshop 1a. Based on this input, the Stakeholder needs are ranked as follows:

1. Recover recyclables and divert-able materials from the mixed waste stream
2. Receive household hazardous waste at the facility
3. Receive commercial waste deliveries
4. Receive residential organics and yard waste
5. Receive self-haul waste
6. Minimize queue times and provide wayfinding
7. Receive source separated commercial organics
8. Receive source separated recyclables
9. Provide customer education

Other identified needs not on the list (open ended) yielded:

- Batteries
- Separation from commercial drivers and public customers
- Wash rack for commercial vehicles
- Opportunities to salvage building supplies
- More space to handle commodities and organics

Seven respondents indicated an interest in attending Workshop 2b.

Appendix A

Stakeholder Interviews Summary

Interview Participants (listed alphabetically)

Organization	Name(s)
Allied / Republic	Steve Brum, Craig Holmes, Ray Phelps, Derek Ruckman
Clackamas County	Laurel Bates, Sherri Dow, Kevin Geinger, Rick Winterhalter
Clackamas County Refuse and Recycling Association	Dave White, members and their drivers
City of Oregon City	Tony Konkol, John Lewis, Martin Montalvo
City of Portland	Bruce Walker
Home Depot, Oregon City	Derek Jones, Randy Miller
Kahut/Hoodview Disposal	Andy Kahut
Metro Staff	Doug Anderson, Tom Chaimov, Paul Ehinger, Jennifer Erickson, Penny Erickson, Chuck Geyer, Pete Hillman, Bryce Jacobson, Scott Klag, Bill Metzler, Jim Quinn, Ken Ray, Joel Sherman, Paul Slyman, Rob Smoot
Metro South Station Operators	23 Metro and Allied staff members (see Appendix C)
Oak Grove Sanitation	Michael Borg
Oregon City Garbage	Allan Bushey
Pride	Mike Leichner
Sunset Disposal	Carla Schaeffer
Washington County	Theresa Koppang
Washington County Solid Waste Coordination Committee	Peter Brandom (City of Hillsboro), Amy Burns (City of Sherwood), Martha Debry (City of North Plains), Rob Drake (City of Cornelius), Kathy Kaatz (City of Tualatin), Scott Keller (City of Beaverton), Leslie Kochan (Oregon DEQ), Beverly Maughan (City of Forest Grove)
Waste Connections	Joe Wunderlick
Waste Management	Dean Kampfer

As part of the initial assessment of stakeholders for the Metro South Station study, HDR Engineering and Zenn Associates staff conducted interviews — both individual and small groups — with more than 15 key stakeholder groups. The list of stakeholders (above) included frequent facility users, affected government staff including other waste managers, facility operators, and waste management companies and drivers in the region.

The interviews examined Metro South’s perceived strengths and weaknesses surrounding the current operations of the facility and explored possible changes in the future — both short and long term.

The interviews were not intended as a scientifically-valid survey, but instead represent many viewpoints for consideration as the project moves forward and scenarios for Metro South are developed and analyzed. Moreover, the surveys identified those likely interested in topics that are assumed to be part of the project decision process.

What's working well at Metro South?

The majority of stakeholders articulated a clear need for Metro South, especially for self-haul customers. The public self-haul services that Metro South provides is somewhat unique as a service to the region because many other facilities can't or won't take the time required to work with them. The location is extremely well suited for the greater South Portland metro area, and the facility's long history makes it a familiar location for community members and businesses with self haul needs. The facility receives very high marks for customer service from users. It's well known and easy to visit. It also provides convenient hours and needed consistency in the time required to get both commercial and residential customers in and out (usually under 10 minutes.)

Several stakeholders noted the need for the transfer station as a gauge for public and private rate setting. Without it, the market, especially for self haulers and small private companies, might not be as stable.

The household hazardous waste facility is absolutely essential for the region, according to some stakeholders. Metro South also serves as a key cog, at this point, in handling organics. Currently 40 percent of Portland's residential organics flows through Metro South.

At the local level, officials in Oregon City appreciate having the facility there and are open to opportunities to increase its value to the community.

What can be improved at Metro South and how?

The most frequent issue cited among stakeholders concerned the site's capacity and the related challenges associated with taking additional waste or handling existing flows. A number of stakeholders expressed concerns about future expansion of organics programs because of the lack of space at Metro South.

Related to this, several also expressed concerns about the ability to deal with organics' contaminants at Metro South because of the lack of space for adequate processing.

The design of Metro South, particularly the pit, makes identifying haulers that are dumping loads mixed with higher percentages of recoverables more difficult. This is a missed opportunity to provide useful feedback to these haulers so they can make adjustments or provide feedback to their customers.

Also, some stakeholders said the design gets in the way of a higher recovery rate (Only about 13 percent at South compared with 40 percent at Central).

Some interviewees also identified trends or ideas that might have an impact on the future of Metro South. Several stakeholders identified a changing waste stream and the need to anticipate possible effects such as:

- Where commercial organics collection will be over the next several years
- Whether the Columbia Biogas facility gets built

- Changes to the weight of the discard stream (likely to become much lighter)
- The possibility of more take-back systems initiated and underway (particularly for toxics)
- A significant change in materials to be transferred (less) versus discards that can be recovered from the waste stream that will need to be handled (more)

One stakeholder also suggested looking at the transfer truck parking area to ensure that it's the right space needed.

One stakeholder suggested that self haul is almost too well served, noting that the service provided doesn't convey the full impact of recovery from a cost-standpoint.

Metro South facility operators (Metro and Allied staff) provided additional, very specific observations and suggestions for improvement. The most frequently cited areas of staff concern are traffic patterns, room for materials storage, sorting and transport, confusing signage, conflicting demands from business and self haul customers, and the need for customer education. These issues and proposed solutions are discussed in a separate memo.

Commercial drivers visiting the facility requested cleaner floors in the bays as well as more separation from commercial and residential haulers. The wash bay is also used and appreciated by this group.

Suggestions for the future of Metro South

Several interviewees suggested getting a better understanding of the customer base and its changing habits and preferences to aid decisions about Metro South. Some suggested a further understanding of the self-haul market and what would work for them. For example, one suggested that a number of smaller, more local facilities and drop-off locations might work for self haul. Another suggested that home remodeling might be a niche (Home Depot-type development) for that area and contribute to trips to Metro South. This might be a consideration for future development of the area. Others suggested that anaerobic digesters and biogas facilities might become a "game changer" for the waste stream in the region.

Fuel costs and use were also mentioned as a significant consideration in future forecasting.

Some suggested long-term consideration of the policy side of the waste stream: will there be limits on what can be discarded? (Plastic bags or other bans, for example). Will there be different dry waste standards?

Most agreed that space will continue to be an issue if Metro South aims to expand or become a more efficient one-stop shop. However, several provided suggestions about space and use adjustments. One interviewee suggested exploring a tiered system for customers: one tier for those frequent users who know what they're doing (an express) and another for those less frequent who are uncertain about what they need to do. It might decrease in-and-out time. Another suggested exploring partnerships as possible business opportunities. Public/private partnerships could provide better sorting and more

state-of-the-art recovery and reuse. Another stakeholder suggested examining the northern-most land at the station to see if it could be better utilized.

If space were available, several suggested expansions of services in dry waste, hazardous waste, recycling and self-haul components. These are the more underserved areas in the region or provide the most service to non-commercial customers.

Some concerns were expressed about pursuing waste-to-energy options. The concerns centered around the materials left to be burned as the waste stream decreases in the future, and a concern about a burn facility's impact on the regional recovery efforts. Additionally, the siting process for a burn facility could be controversial and very difficult to accomplish in this region.

If some services are relocated elsewhere, the most popular suggestion was to leave Metro South as a facility for self-haul customers and direct the commercial haulers to other site(s). One stakeholder said the facility is absolutely essential for rural residents of Clackamas County, many of whom do not have garbage pick-up.

Some other suggestions included:

- Consider affect on recovery efforts along with any changes.
- Make sure industry is involved and has input to ensure fairness.
- Recognize issues with some of the related companies' time needs to change and adapt. It often can't happen quickly.
- Consider letting tonnage limits go and allow private facilities to take their waste to where they get the best deal. This could ease capacity issues.
- Consider regulations that work for businesses and have both financial and environmental benefits.
- Do not forget landfilling as a choice for non-recoverables. At this point, it is still the best option.

Appendix B

Intercept Survey Executive Summary

INTRODUCTION & METHODOLOGY

DHM Research conducted 306 in-person interviews with Metro South Station (MSS) customers. The surveys were conducted on site, by a team of trained interviewers. To ensure a representative sample and control for any seasonal effects, the interviews were conducted over two periods (March 23-30, 2013 & May 28-June 3, 2013). Of the customers interviewed, 240 were residential customers and 66 were business customers. The interviews took an average of five minutes. The purpose of the survey was to understand the profile of customers who use MSS, the material they dispose of, and their satisfaction with the service.

KEY FINDINGS

Distance traveled

- The median distance traveled by customers to MSS was 9.5 to 10 miles for residential and business customers respectively

Combined trips

- While unloading their garbage was the primary reason for visiting MSS for both residential (71%) and business customers (74%), about 3 in 10 users combined their visit to MSS with other stops
 - Home Depot and Fred Meyer were the most frequently mentioned stops customers combined with their trips to MSS

Home & business garbage service

- 87% of residential and 61% of business users have garbage and recycling service at their home or business
 - For residential users, the primary reasons for coming to MSS were that the items they hauled were too big for their cans at home (46%), remodeling (21%), and cleaning out their home (19%)
 - For business users, the primary reasons for visiting MSS were remodeling (39%), items too big for the can (27%), and other options are either too inconvenient (23%) or too expensive (21%)

Other options

- 83% of residential users did not look at other options before deciding to come to MSS, but of those, 75% were aware that other options, like putting out extra cans or renting a dumpster, were available

Types of garbage hauled

- The most common types of garbage hauled by residential users were typical “household garbage” (43%), followed by construction demolition (29%) and recyclables (23%)
- The most common types of garbage hauled by business users was primarily trash construction demolition (76%)
- About 21% of residential and 9% of business users visited the hazardous waste facility

Frequency of MSS visits

- 79% of residential customers use MSS 2-3 times per year or less
 - And 31% had used other transfer stations in the region
- 85% of business customers use MSS 1-2 times per month or more
 - And 59% had used other transfer stations in the region

Overall satisfaction with MSS

- MSS users are extremely satisfied with the level of service at the transfer station
 - 88% of residential users and 85% of business users were very satisfied with their visit
 - These are exceptionally high levels of satisfaction, a level which DHM Research rarely sees in other public or private sector customer research

Appendix C

Operations Staff Discussion Groups Summary

Attendees:

Operations Staff: Johnnie Walters, Dan Long, Dan Roan, Eric Johns, John Brandsberg, Mike Toole, Denise Hays, Matt Comstock, Ryan Haberlach, Chris Buchtel, Francisco Ramo, Justin Mathison, Shellie Moran, Stacy Dodson, Cheryl Staton, Michelle Rodriguez, Enrique Vargas, Terry Reopelle, Randy Claggett, Beverly Hatch, Kendall Walden, Ron Hall, Chuck Birdsong

Project Team: Alex Cousins (HDR), Olivia Williams (HDR), Doug Zenn (Zenn Associates), Penny Erickson (Metro), Chuck Geyer (Metro)

Summary:

Metro South Station (MSS) is well located and is well known throughout the region, especially for self-haul customers. The location along I-205 makes it popular and easy to find. Operations staff have been creative about adapting to the facility's constraints, making modifications as they can for increased storage capacity and better materials flow. The staff are justifiably proud of the work they do at MSS, operating a safe facility and providing much needed services to the region.

The most frequently cited areas of staff concern are safety issues from crossing traffic patterns, insufficient room for materials storage, sorting and transport (which are negatively affecting recovery and recycling rates), confusing signage, conflicting demands from commercial haulers and self haul customers, and the need for customer education.

On February 14, 2013, the HDR team held two discussion groups with 23 Metro and Allied staff who operate MSS to collect their feedback about what works well and what can be improved at the facility. For brevity, the notes from the two meetings have been combined in this document. The discussion notes have been broken into topical areas as follows.

EXISTING CONDITIONS:

- Facility open since 1983
- Site changes based on needs of the customers at the time
- Night work for dry waste recovery
- Lots of moving parts – facility morphs daily, even hourly
- Load types are asked by staff, then customers are assigned bays
- “Traffic 1” position at site entrance in front of scales and provides direction to open scale lanes
- Spotter in the parking lot (“Traffic 2”), then the rest are in bays, who assign the spaces:
 - Seven stalls for self-haul on floor (Bay 1). Customers dump onto floor where staff sorts through for recoverables. Waste is then pushed into the pit by a loader.
 - Bay 2 is commercial, 3-5 stalls (can also direct self-haul to Bay 2 during weekends, peak times). Commercial trucks dump over low rail directly into pit.
 - Bays 3 & 4, are commercial and self haul – recoverables and organics
- Recovery:

- Recover primary materials wood, metal, carpet, cardboard, plastic conducted by Allied staff in Bay 2. Collected in small bins and taken over to sort line.
- Sorting done at night (6 people, hand pick), into bins/trailers
- They try to keep the pile in Bay 3 but often there is not enough space
- Use push broom & magnets, sweeper for cleaning (off-hours)
- Sat./Sun. are busiest days for self-haul and household hazardous waste (HHW)
- Monday is very busy too with self haul left over from the weekend plus commercial
- Waste and wood is hauled by Walsh; Drop boxes hauled by Allied
- 25-30 transfer truck trips per day (at peak was 50)
- Staffing 12 full-time; 8 interns & temps (8 working usually; up to 12 on Saturdays)
- Scales – 4 staff in winter. 5 on Saturdays. Scalehouse C has best ergonomic design.
- Four scales and 3 scale houses – 1 in and 1 out on weekdays, 2 in and 2 out on weekends
- Two compactors for Bays 1, 2
- Bays 3,4 use top load (for wood, other)
- Scavenging is not allowed
- Recycling bins work well; out of the way enough. Curbside rather than going into the bays.
- Majority of customers are regulars who are familiar with the facility. Issues probably occur about 20% of the time, mostly with new/infrequent customers.
- Allied's contract goal is to recover 15% of dry waste. Typically get 16-18%
- Allied separates reusables (i.e. furniture) as time/space allows for St. Vincent DePaul. Hauled approximately 2/month.
- Staffing seems sufficient. Staffing numbers increase during busier times.
- Use "board" system for tracking customer load types throughout facility and assigning credits, if applicable
- Transaction count has dropped approximately 20% since 2008
- Hazmat staff on tipping floor (Bay 2) identifies and removes HHW that is placed in waste piles, then takes to HHW building.
- At HHW, Metro staff unloads materials (if accessible) and sorts out front. Full size trailer used to haul materials approx. 1/week in winter and 2/week in summer (during off-hours). Average \$5 fee charged to customers.

CHALLENGES:

Traffic:

- A lot of potential stopping/decision points once people arrive (Biggest question from customers is "Where do I go?")
- Some drive in too fast and miss HHW turn at site entrance
- Self haul customer numbers and slow unloading can take up space/time for commercial haulers
- Biggest traffic tie-ups are at the bays (1&2). Commercial outbound 2 crosses inbound and outbound public with poor visibility. Big safety concern.
- Vehicles must cross lanes to get on scales on weekdays.
- "Triangle of death" is just beyond scales where most crossings occur (both entering and exiting – haul trucks need better circulation with all of the public driving through.)
- Drivers must pay attention (commercial drivers have been asked to hit their horns upon entering)
- Queuing = backed up all the time – at any of the bays
 - Busiest on Saturday and Monday
 - Monday is a big commercial day; includes self haul leftover from weekend
- People can get confused that traffic patterns differ from weekends to weekdays. They will go to where they are used to going despite cones, directions, signs, etc. to the contrary. They get scared of the unknown or just used to a certain way.
- Confusion about two site entrances. First gate currently used only by transfer trucks and employees.
- The public/self haul customers outnumber the commercial garbage trucks by far.
- In Bays 3 & 4, the loader is in the way. Pinch points - people get too close to the wood piles, etc.
- Lots of one-way areas are being used bi-directionally

- Elderly or handicapped sometimes try to unload themselves and take a lot of time
- Convergence of Scale 4 and bypass lane is a big safety concern. People come through bypass lane too fast without looking to see if anyone is coming off scale.

Site/Tipping Buildings:

- Have converted break room into supervisors office
- No space for equipment
- Converted maintenance area
- Safety concern with mixing public and commercial organics customers
- Safety concern with rolling stock operating closely to customers
- Pit and pit dozer are expensive to maintain. Have had to replace walls inside pit
- Materials -
 - Too busy and not enough space for recoverables sorting in Bay 2
 - General space constraints. Have to move materials multiple times around site:
 - Recoverables bins – forklift over to drop boxes
 - Paint cages from HHW up near maintenance
 - Cardboard collected in multiple bays
 - Lightbulbs
 - Propane cylinders
 - Hazmat in self-haul
 - Cost (marketability); fluctuation on commodity pricing

Customer Education:

- Self haul customers get lots of questions about what's in their loads. Part of the problem because public outnumbered the garbage trucks.
- People don't clearly articulate what they are bringing in; miss HHW on the way in then have to go back
- People don't realize what's recyclable/recoverable in their own loads.
- People often don't know how to back up or manage their rig, some people don't like to listen to directions or they are on their cell phones
- Confusion in terminology between recycling and recoverable
- Green /red boards – people don't put them on the dashboard for staff to see them; They don't work well for scale house staff
- Not all staff have good communication skills; customers don't get direction, have to stop to ask what to do.
- Customers need to be educated why things must be done a certain way
- Customers tend to think all staff have the same jobs and we don't; they can get annoyed being asked the same questions by us
- Lots of questions from customers about whether their rig can fit around turns, through the canopy, etc.
- Confusion between "recyclables" and "recoverables" – recoverables aren't free

Signage:

- People can't read all the signs or the signage needs clarification. Penny noted that signage improvements will be made this year.
- "Do our signs even make a difference?"
- Signs are too busy, and too many of them. Need to be simplified.
- People get very literal when reading the signs.
- Signs probably worked better back when more people came through the facility and there were longer queues so people had more time to read the signs.
- Signs are not consistent with the traffic signs people know

Commercial Concerns:

- Not as problematic; Commercial easier to work with than the public. When busy, they might turn around and back in to Bay 1.
- Messy/slimy floor (residue actually eats the floor; has to be sealed periodically), rail gets dirty, skylights have helped a lot with visibility– used to be a cave.
- Truck wash is heavily used and not designed well. Too short. Drains out of the facility. Causes problems with Metro’s sewer discharge. Haulers feel wash is necessary at the site.

Odors:

- Some commercial loads really stink; hard to breathe
- Misting doesn’t help with the smell
- Really bad smells are usually temporary
- Many odor complaints are actually caused by offsite activities

Scale House:

- Scales are focused on self haul. Commercial and some small haulers are automated (RFID)
- Scale 3 is 80’ and the longest. Used by the big rigs. It creates a tight turn for them
- Staff get complaints when people want to move and they can’t
- People focus on the person talking to them; not everyone pays attention to the lights.
- Ergonomics not uniform or good for staff at all of the scale houses. Some visibility and sun glare challenges.

Household & Small Quantity Generator (SQG) Hazardous Waste:

- HHW not open on Sundays and much of the public expects them to be (repeated consistently during both meetings)
- People come in too fast and miss the sign. Dangerous when they try to back up. Traffic island is in the way. Or they have to go back around to unload. People have come close to getting hit.
- Drivers don’t always pay attention to the signs and arrows.
- Estimated 60/40 split between repeat and new customers. Sat. and Mon. are their busy days. 60% of HHW customers bring in other garbage (higher on Sat.).
- Customers can get annoyed when they have to go around and dump their garbage before unloading their HHW. Because HHW has different hours, it doesn’t work well for other staff.
- People want to leave their HHW loads when the collection point is not open.
- Metro policy differences cause challenges: If used oil comes to the bays, it’s no cost to leave; if it comes to HHW there is a fee. People try to game the system and hide HHW within their loads. (Opportunity to educate customers – people think they’re getting away with something and it’s cheaper to dump in the bay rather than pay the HHW fee when it’s not.)
- Hospital loads are a big issue (Sharps) when they come in via commercial loads and contain medical waste. Allied has to check and it can tie up a bay all day. Sharps are addressed through an HHW exchange program that is very popular.
- No emergency response abilities here if hot load is received.

POTENTIAL SOLUTIONS

- Idea previously considered: Have public dump everything in to one bin, take it offsite and sort it elsewhere. (Metro looked at this and determined it would be too expensive.)
- Could get rid of pit (extremely costly to run); install a flat floor
- More bins for self-sort and less recovery in the pile would be an improvement, however, takes more time. Staff want to get the public in/out quickly. Quicker for staff to sort.
- If there was space people could remove their own tarps as they're waiting in line vs. waiting until they are in the bay Inefficiencies in material handling, wish they had a baler for cardboard, wood gets handled several times
- Need more room for employee parking; available spaces have been taken for storage
- Need uniform signage with minimal text; also consider ESL issues
- Traffic lights above the scale houses (like toll booths), with an arm that lowers and raises
- HHW needs to stay with public self-haul. People don't want to drive to more than one place to dispose
- Need more storage; not enough storage in HHW area.
- HHW could use a traffic person on Saturdays
- HHW should have Sunday hours (this was a popular suggestion)
- Facility could use an additional traffic person on weekends
- Have the trucks that pick up the HHW come in through the commercial gate and swing around so they don't have to back up on to Washington St. as much. Would like more room on the backside of the building for greater access for forklifts. Removing the traffic island should help.
- Customers would like Styrofoam and carpet recycling.
- Buy an extra skidsteer for HHW transfer between buildings.
- Investing in staff education and communication skills is one way to improve efficiency of operations. Staff acknowledging customers when there are waits goes a long way.
- Everyone should get a cart; even when they say they're all trash, they still have wood, etc. There are not enough carts. There are better ways to streamline this facility. If there was more room, people could self-sort.
- Sort line does 90% of the recycling Staff see a lot of items they wish they could grab but they are busy, not enough time, not enough space, not safe, etc. Bay 2 not large enough for safe, efficient recovery. Consider sort line near pit.
- Better ingress and egress with all of the bays would be good to have. Separate in and out.
- Consider locating satellite sister sites for dropping off recyclables elsewhere. Make it convenient for people.
- Quick in/out for commercial trucks
- Traffic spotter by the scale houses on Saturdays would be very helpful
- Organics could go to a new site. Also commercial recycling and HHW.
- Commercial would probably be more easily relocated but we'd rather find a new place for the public because of the space problems
- Need space for tours and trainings; can't accommodate all of the requests received.
- Consider loadout via rail spur since site is adjacent to railroad.

Appendix D

Metro Staff Discussion Group Summary

Metro Staff: Chuck Geyer, Tom Chaimov, Bill Metzler, Scott Klag, Jennifer Erickson, Jim Quinn, Alex Cousins, Bryce Jacobson, Rob Smoot, Pete Hillman, Penny Erickson, Ken Ray

HDR Team: Alex Cousins, Doug Zenn

Date: March 5, 2013

Meeting objectives:

- Get the perspectives of non-management staff on considerations that will affect the future of the Metro South Station.
- The purpose of the meeting was to discuss issues identified by Metro internal stakeholders that should be addressed by the project.

Discussion:

- What is working well? (Can we/should we do more of this?)
 - Pete: The atmosphere is welcoming. They take care of the folks, get them through as quickly as they can. There can be long lines on weekends, though not most of the time. The scale house and contractor do a great job.
 - Bill: Agrees. It is customer-service friendly and staff is very customer service friendly and helpful.
 - Jim: It is great the public has one place for trash, recyclables and hazardous waste (one stop shop). More than half of customers come to both hazardous waste and scale house.
 - Tom: One of the best things is that people know where it is. It has easy access and close to Home Depot for dual purpose trips.
 - Jennifer: Has seen studies where people who live closer to Metro Central still prefer to go to Metro South (perception that Metro Central is harder to find).
 - Tom: The pit layout at South is very efficient for pushing waste.
 - Penny: Compaction and transport are working very well; Reload operation is very efficient. On average, we load 21, 34.25 tons loads per day, which is the highest landfill payload average that I am aware of.
- What can we improve on? (What needs to happen to do this?)
 - Rob: Can be a difficult turn out of hazardous waste into the lane for the scale house.
 - Jennifer: It's easier to get in and out of Central. The lines are shorter there and it is less imposing. Central is less confusing.
 - Rob: Top-loading out of bay 3 and bringing it up to bay 1 is an issue from a stormwater management perspective. Should bring in a compactor, though it would be very expensive to do so and we'd need to add more power.
 - Jennifer: Commercial organics!
 - Bill: How about residential organics? Penny: we have to move one item off the floor to make room for another item. It does not make for easy transportation and has material sitting on the floor for extended periods of time.
 - Chuck: Garbage is down, residential organics are up (new waste stream). Trend is more commercial organics. Wet and dry waste should stay together.

- Bill: What if residential food waste got relocated? Would that free up space? Penny: It could help but not solve long-term problems.
- Penny: Nobody ever intended for this to be a material recovery facility or do all the things it's doing now. We're doing some incredible things with the facility now. (It is a 11.5-acre site 9.5 usable.). One idea is to move self-haul to a new location with the idea that eventually commercial moves there too.
- Chuck: Replacing the site entirely is a \$50 million proposition at a minimum.
- Bryce: There is a two-story transfer station up in King County – Lakeshore. Got twice as much use out of limited amount of land. Could we go up two floors?
- Chuck: It would be cheaper to re-design than build elsewhere.
- What else should we consider? (What's stopping us from doing this, other than space?)
 - Bill: Could we move organics out and re-design the site to accommodate other needs?
 - Jennifer: You don't have self-haul of organics. It's a homogenous stream. It seems to make sense to find another location to handle commercial and residential organics. Looking to the future, there may be less municipal solid waste and more organics.
 - Bill: If you go to pyrolysis, you need more MRF capacity to get recoverable material out of the waste stream. Not sure if sending garbage to a burner changes the facility needs – you still need transfer and reload capacity.
 - Pete: the “triangle of death” plus the truck parking – we run forklifts with lots of materials, plus hauling drop boxes that tear up the pavement.
 - Jennifer: Adjoining parcel just to the southwest of the site – can we expand there that handles a separate stream from what is handled on the current Metro South site? (There is a wetland in between.) Rob: It's a small narrow site – may not be best location for handling separate material nor would Oregon City be thrilled with the prospect.
 - Penny: We need to offer a full suite of services, such as can be found at a “recovery park.” Customers have said they would like to do more recycling themselves. Because of constraints on Metro South, we need to get customers in and out. We also need opportunities to put materials into other recycling markets (St. Vincent DePaul, Rebuilding Center, others).
 - Jim: There are lots of opportunities if space would afford us, we could do more with household hazardous waste.
 - Scott: This is an expensive site on a square-foot basis. If we want to do more things that take up more space but don't necessarily pay for themselves, should we be considering other less expensive locations for those services (such as household hazardous waste)? Believes the public supports having facilities close by that handle materials other than “wet stinky garbage.”
 - Jennifer: You will be hard pressed to find an available industrial site in the region that is larger than 25 acres.
 - Scott: People can learn to take things elsewhere. We are handling lots of materials (electronics, paint, glass bottles, others) at different locations that the public has

grown accustomed to. The public can adapt if we direct materials to other locations. There is an opportunity to move items out of the waste stream to different locations.

- Bryce: Carpet can be recycled at the wholesaler rather than go through a dirty solid waste facility. Much of this comes from commercial sites, not homeowners, though we will get some do-it-yourself home remodelers needing this.
- Bryce: Source separated recovery will up our recycle rates. Customers would like to do more recycling at the site, particularly with metals and other source-separated materials. Same goes for building material reuse. We could get more of that material with good information and marketing. Lane County has a facility with stations where you drop off recycling and other reusable materials before you get to the scales. There's a small-scale facility in Manzanita that is more focused on reuse and recovery than on garbage. Recology has a couple facilities in the Bay Area.
- Scott asks about budget for improvements and whether we should constrain our thinking accordingly. (Chuck – there are no limits on what we can propose or consider right now.)
- Chuck: Last master facilities plan recommended moving the commercial haulers off-site.
- Jennifer: Had heard rumblings that Oregon City wants us off the property. Is that still an issue? (Chuck: the city has backed off and the city is interested in an increase in the community enhancement fee. Some of the per-ton charge – 50 cents – goes into the city's General Fund, in addition to the community enhancement grants.)
- Scott: It would be useful to see a list of major functions at the site and see links and connections between those functions.
- Anyone else we should talk to?
 - Scott: Talk with big transfer stations elsewhere (King County, for e.g.) to see to what extent that going with the extra height or with extra features has saved money
 - Chuck asks Bill if there are innovators in facilities we should talk with. Bill: Tualatin Valley Waste Recovery is new (a giant MRF) whereas Troutdale transfer station no longer does material recovery, so materials for recovery get transported to Tualatin Valley. Residential food waste reloads are popping up – Recology's Suttle Rd. facility (a MRF) and Foster Rd., though Recology has backed away temporarily from residential reload at that facility, probably due to money. Columbia Biogas may never get built and take commercial organics. Any new facility with "garbage in the name" will be difficult to site. It will be easier to re-do Metro South than try to site a new facility elsewhere.
- Next steps: Get this group back together when we are looking at all the pieces to the puzzle but before there are concrete options on the table.

Action items:

- Follow up with Scott Robinson on Council engagement:
 - Council liaisons should know who we're talking with and why on Metro South project. There will be a 1-hour meeting on March 13 with the Council liaisons, Stacey and Harrington.

- Need to connect with Councilor Collette on outreach with Oregon City officials and other stakeholders relative to Metro South
- Chuck: Get the Metro team out for another retreat at Edgefield for a follow-up discussion.
- HDR team to interview Dave White, Steve Schwab and Brian Heiberg.

Appendix E

Workshop 1a/ 1b Summaries

METRO SOUTH STATION WORKSHOP 1A NEEDS RANKING SUMMARY

August 9, 2013
9:00 – 11:00 AM

Attendees:

Metro Staff: Chuck Geyer, Penny Erickson, Elizabeth Cole, Megan Hutton (for Denise Hays), Matt Korot, Bill Metzler (for Roy Brower), Ken Ray, Paul Ehinger, Jennifer Erickson, Tom Chaimov

Project Team: Alex Cousins (HDR), Deb Frye (HDR), Doug Zenn (Zenn Associates),

Summary:

In order to develop a range of reasonable alternatives for on- and off-site improvements to Metro South Station, internal and external stakeholder feedback is being collected on the values and needs identified for the facility. Workshop 1A, a two-hour facilitated meeting, was held at Metro on August 9, 2013 to obtain staff input in a prioritization exercise. Using keypad polling as well as hard copy score sheets (two voting rounds), 10 Metro staff ranked the 12 needs based on six identified Metro values for handling the region's solid waste. This memorandum details those results.

The six Metro values are (in no particular order):

- Protecting people's health,
- Getting good value for public money,
- Keeping the commitment to highest and best use of materials,
- Being adaptable and responsive in managing materials,
- Ensuring services are accessible to all types of customers, and
- Protecting the environment

Using electronic polling in PowerPoint, staff registered their input to the following question:

"In 2020, it is (essential/helpful/unnecessary) for Metro South to [insert need] to [insert value]."

This required answering 72 individual questions (12 Needs x 6 Values).

Based on these, staff placed highest emphasis on **handling household hazardous waste, handling organics (both residential and commercial) and increasing space for sorting**. At the other end of the priorities were minimizing queue times, receiving yard debris and wood and providing source separated recyclables.

Needs ranked by Values (electronic polling – average score in parentheses):

- 1 Household Hazardous Waste (9.4)
- 2 Commercial Organics (tie 9.0)
- 3 Residential Organics (tie 9.0)
- 4 Space for Sorting (8.7)
- 5 Self Haul Waste (7.9)
- 6 Commercial Waste Deliveries (7.6)
- 7 Customer Safety (7.5)
- 8 Education/Wayfinding (7.1)
- 9 Wood Waste & Recyclables (6.7)
- 10 Minimize Queue Times (6.1)
- 11 Yard Debris & Wood (6.0)
- 12 Source Separated Recyclables (5.2)

After the voting exercises were concluded, several staff members agreed that perhaps the questions focusing entirely on Metro South are too limited and don't properly consider the facility's role in the *system*. "How should we serve the customers in the south Metro region?" could be the better question to be asking.

The group suggested some changes to pare down the needs list, removing *Safety* (since it applies to all needs), combining *Space for Sorting* with *Wood Waste and Recyclables*, combining *Residential Organics* and *Yard Debris*, pulling *Education* out as a separate category, and adding *Wayfinding* to *Minimize Queue Times*. This reduced the number of Needs from 12 to nine.

The revised Metro South Needs List is as follows:

1. Household Hazardous Waste
2. Commercial Organics
3. Residential Organics and Yard Debris
4. Self-haul Waste
5. Recoverables Sorting
6. Commercial Waste
7. Customer Education
8. Minimize Queue Times/Wayfinding
9. Source-Separated Recyclables

METRO SOUTH STATION WORKSHOP 1B NEEDS RANKING SUMMARY

Online Survey

2. What is your affiliation? (required - choose one of the following)

Affiliations						
Answer Options	Government Agency	Private Industry	Residential Self-Haul Customer	Commercial Self-Haul Customer	Other	Response Count
Select from the drop down menu	6	9	9	1	3	28

3. Metro South Station Needs - The above described needs are listed here in random order. Please tell us whether you think each need is a high, medium or low priority:

Answer Options	High	Medium	Low
Receive self-haul waste	16	8	4
Receive commercial waste	17	8	3
Receive residential organics and yard waste	16	8	3
Receive source separated commercial organics	13	9	5
Recover recyclables and divert-able materials from the mixed waste stream	20	6	1
Receive source separated recyclables	9	11	7
Receive household hazardous waste at the facility	19	7	1
Provide customer education	9	11	7
Minimize queue times	16	11	1

4. Is there a need associated with Metro South Station not on our list that you would like to add?

Answer Options	Response Count
	12

No.

Batteries

For safety and service for commercial customers you need to have a separate public drop area from commercial, i.e. trucks that dump to hand off load!

Wash rack for commercial vehicles is a high priority.

No

Provide opportunities for salvaging building supplies.

None

No

More Space to handle commodities, and organic materials.

No

No

5. Would you be interested in participating in an upcoming 2-3 hour workshop to consider specific on- and offsite improvements at Metro South Station?

Answer Options	Response Percent	Response Count
Yes	25.0%	7
No	42.9%	12
Perhaps (Ask Me Later)	32.1%	9

6. Anything else you'd like to tell us?

Answer Options	Response Count
	14

Metro South is a strategic facility of the Metro solid waste system and the long term plan needs to be resolved.

While I think this facility is a great resource to have close and convenient, its an unfortunate facility to have in the front yard of your community. I appreciate the Metro Management efforts to keep this facility as low an impact as possible. Yet its still a regional facility which Oregon City is burdened with and I think the community should see more usage proceeds (higher tipping fees) for more community enhancements.

i don't like going to the 'dump' as it's way across town but the people at the OC waste station are so terrific, it makes the trip pleasant and I come away with a smile. thanks!!

At any given day at any time my trucks can spend up to an hour in your facility do. Do people hand off loading in the commercial recyclable bays.

The site has been running very smoothly and effectively. The dump times have been good as we do not use the site on weekends except early before the public shows up.

I am familiar with operations at Central, but have only been to South once or twice and so may not be the best person to weigh in on specific on and off site improvements for that site.

No

I'm most interested in how the facility can be designed to maximize diversion of recoverable materials that can be reused.

Important to balance needs with rate impacts. For example, providing more customer education may have a cost which in turn may increase rates & ultimately could impact collection costs as well as disposal.

All of the Metro Station Needs are high priority, and worth doing. But if I had to rate any Needs as being "sacrificeable", then the Customer Education and Minimize Queue Times are (theoretically) slightly less important than the others. But only because they don't reduce "services available at the facility".

Reusable material (including lumber) sorting, education, staff training, and dedicated area

The facility was sited as a place for commercial and public customers to dispose of trash. I feel this needs to remain the focus of the site. It is not sized or designed to do it all.

Metro has played a critical role in receiving residential food scraps / yard debris and expanding to accept the commercial stream would greatly assist the expansion of those services throughout the region.