Future of Metro South Station

Metro is taking a new look at services provided at Metro South station to make the facility more efficient and sustainable for the long run.

Metro South, a solid waste transfer station owned and operated by Metro and located in Oregon City, is a well-used facility that receives many types of materials from a variety of sources. Commercial garbage haulers bring garbage collected at homes and businesses to Metro South, where workers try to reclaim and reuse as many materials as possible before the rest is transported to landfills. These haulers also bring organic materials (yard debris and food waste) to Metro South to be transferred to other facilities for composting.

In addition, Metro South is the most heavily-used facility in our region for households and small businesses to bring their "self-haul" materials – garbage, construction debris, recyclable items and others – for recovery, reuse and disposal. Metro South also features a household hazardous waste facility where paints, solvents and other chemicals can be collected and handled safely without creating extra hazards for our environment.

Since its opening in 1983, Metro South has evolved from a garbage transfer station to provide the various waste management services it offers today. But Metro South is a constrained facility with limited room to grow, making it increasingly difficult for Metro South to continue to provide the full set of services it currently offers.

Metro is undertaking a two-year evaluation of the services currently offered at Metro South. It is considering projections for future demand for different types of waste management services, the availability (or lack thereof) of similar services at nearby locations, and recommendations for enhancing the sustainability and efficiency of Metro South's operations over time.

This effort has three stages:

1. A review of the solid waste transfer system in the Metro South service area
2. A comprehensive needs assessment of Metro South customers
3. The development of future options to address any unmet or emerging needs

The project is currently in the third and final stage, developing concepts to improve the facility operations and address future needs. Metro has been working with all types of customers of Metro South in this assessment and will provide options for the Metro Council to consider in 2014 to guide the future operations of the facility.

Metro South Station Assessment Project Update

December 2013

Metro South Station is in an important chapter in its thirty-year history. Long a linchpin in the regional solid waste system, the facility's layout and constrained size limit its operational efficiency and capacity for growth. Since Metro South opened as a garbage transfer station in 1983, the region's waste management priorities—and the demands of customers for new services—have evolved to include recycling, material recovery, organics collection and household hazardous waste disposal. A number of prior studies identified specific shortcomings of the facility, especially limitations in material recovery ability. The current project is looking at what can be done with Metro South today to ensure that it continues to meet the needs of its customers in the years ahead.

This assessment, part of the Solid Waste Roadmap, includes two phases and is being led by HDR Engineering. Phase 1 (Dec. 2012 to Oct. 2013) involved widespread outreach and data collection from Metro South's customers and other stakeholders about the facility's services. It also included analysis of the materials coming through the facility now, as well as what is projected to in the future. Phase 1 provided a solid foundation that resulted in a list of prioritized needs for Metro South's continued operations.

Phase 2 (Nov. 2013 to Feb. 2014) considers these needs in a preliminary engineering exercise. It includes developing potential scenarios and conceptual layout designs to improve facility operations. Metro currently is reaching out to various stakeholders – public, private and non-profit – for input associated with these options. Metro Council will decide in March 2014 which option(s) to pursue further, with a preferred alternative to be selected later in the year.

What have we learned so far?

Highlights of the project's findings reveal that Metro South customers value:

- **Location**: Metro South's location in Oregon City off I-205 is convenient and serves the South Portland metro area well; there appears to be much interest in maintaining a waste collection and recycling facility here.
- **Service Variety**: The loyal customer base, especially the self-haul customers, values the one-stop-shop appeal of Metro South and the multiple services available on site.
- **Customer Service**: The operations personnel receive exceptionally high marks for customer service, with satisfaction rates approaching 90%.

Metro South can be improved through:

- **More, flexible space**: Adding more space for receiving organics, HHW and material recovery (top needs identified).
- **Improved traffic flow**: Providing more separation between commercial and self-haul traffic and more consistency in how various areas within Metro South are accessed and used.

Questions?

More information about the Metro South Station Assessment can be found at www.oregonmetro.gov/metrosouth or by contacting Chuck Geyer, Metro Principal Solid Waste Planner, at 503-797-1691 or chuck.geyer@oregonmetro.gov.

RED FENDER
CONSULTING, LLC

Preassessment Report

Metro South Station

MAY 2012

Metro

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INTRODUCTION

Metro South Station ("MSS") is a widely used regional transfer station located in Oregon City, Oregon. Opened in 1983, MSS was originally envisioned as a transfer facility and an adjunct to a mass burn facility that was never built. It's footprint, layout, and design did not contemplate material recovery, which is now a standard part of waste collection and transfer systems.

Today, MSS serves a variety of clientele. On any given day, commercial waste hauling trucks enter the facility alongside pick-up trucks driven by self-haulers. Commercial waste is dumped into a large pit, where it is compacted and shipped to the Columbia Ridge Landfill. Self-haul debris is emptied and source-separated to the best extent possible in several flat floor buildings. MSS also accepts recycled material and hazardous waste.

To adapt to the demands of material recovery, MSS has undergone considerable transformation since it was first constructed. The talented team that runs the facility, backed by the supporting staff at Metro headquarters, have done a yeoman's job over the past 29 years adapting the facility to a changing waste stream. These adaptations, however, have created a number of important issues that confront MSS today.

- Capacity limitations, exacerbated by self-help clientele (self-haul makes up approximately 70% of the trips made to MSS but generates only 25% of the waste delivered to the facility)
- Traffic and circulation issues, both on the site and the surrounding area
- Materials recovery rates below targets
- Questions about how the facility fits within the Oregon City Town Center project
- The expiration of the 2019 waste disposal contract, which could result in the reconfiguration of the disposal system and the station's role
- The ability of MSS to serve an increasingly-complex waste stream moving into the future

MSS provides a vital service to the Portland area. Its customer base is loyal, it generates ongoing revenue for neighborhood improvement projects, and it's been part of the community for nearly three decades. However, given the demands placed on it, and drawing on a number of studies and surveys of its services and customers, MSS is struggling to meet the current needs of its customer base. Since Metro's mandate includes long-term planning, there are also concerns about how MSS will meet future needs if it is already a capacity today.

To determine what changes should be made to MSS, if any, the Metro South Waste Roadmap Project is conducting an 18-24 month project titled, "Assess Adequacy of Services for the Metro South Station Service Area." Chuck Geyer leads the project with team members Penny Erikson, Bryce Jacobson, Josh Naramore, and Matt Tracy.

The project has three stages.

1. A review of the solid waste transfer system in the Metro South service area.
2. A comprehensive needs assessment of MSS customers
3. The development of options to meet any unmet needs.

As part of the project, Red Fender Consulting was hired to provide the parameters of a process to scope the needs assessment.

NEEDS ASSESSMENT METHODOLOGY

The project team is following generally accepted protocols for a needs assessment project. These include:

- Preassessment. Determine the overall scope and plan for the assessment project to ensure that the implementation goes smoothly and generates justifiable information to make decisions.
- Assessment. The purpose of this phase is to implement the assessment in a methodologically sound manner that generates justifiable information to make decisions.
- Postassessment. The purpose of this phase is to share the information from the assessment, guide decisions, and support the implementation of recommendations.[1]

Preassessment covers the following steps:

- Establish the overall scope of the needs assessment project
- Identify the primary performance issues
- Define the data requirements
- Create a management plan
- Validate the management plan

The last step—validation of the management plan—will take place after a review of this document and a final team meeting.

STEP 1: ESTABLISH THE PROJECT SCOPE

The project team took a two-step approach to establish the project scope.

Step 1: Lay the initial groundwork.

- Set the project goals
    - Establish a comprehensive overview of current services, customer types (and various subsets of these classifications), and state of sustainable practices in the Metro South service area
    - Determine the variables or factors to examine through the needs assessment
    - Identify customers' current and future service needs and gaps in the Metro South service area
    - Using performance criteria, develop a list of policy options to satisfy customer needs. Rank the options and develop conceptual designs and preliminary costs for recommended approaches
- Set the parameters for the way in which the project will be conducted

[1] Watkins, Ryan, West Meiers, Maurya, and Visser, Yusura Laila, *A Guide to Assessing Needs* (Washington, DC: The World Bank, 2012) 50-53.

- An open and transparent process
- Reach out to all parties who may have a say in MSS' future
- Have MSS provide the highest level of service to the community
- Balance all of the components—fiscal prudence, customer needs, environmental concerns, and a safe work environment, to name a few—in order to find the highest and best use of the facility

- Draft an initial list of MSS primary performance issues
- Determine which individuals and organizations should be contacted during the preassessment and assessment period

The team accomplished these tasks with two meetings held in early April, 2012.

Step 2: Review the groundwork with a wider audience of preassessment individuals to ensure accuracy and completeness.

The project originally anticipated a workshop to review the initial groundwork. After the groundwork phase was complete, however, it became clear that a more targeted approach to the review process would be more effective. Three meetings were held in April and May 2012 with following individuals:

- Meeting 1: Rick Winterhalter
- Meeting 2: Bob McMillan, Jim Quinn, Ken Ray, Rob Smoot, Scott Klag, Jen High, Vicki Kolberg and Bruce Philbrick
- Meeting 3: Dan Cooper and Andy Cotugno

Each of the three meetings had a similar format: review and discuss the initial performance issue list developed by the project team, adjust the issue priority rankings (if necessary), and review the assessment participant list on a by-issue basis for accuracy and completeness.

STEP 2: IDENTIFY THE PRIMARY PERFORMANCE ISSUES

ISSUE CRITERIA

The chief purpose of the preassessment phase was to identify the performance issues confronting MSS in advance of writing the RFP. The team used the following accomplish this.

- Establish the list of performance issues
- Prioritize each item on the list
- Determine the tools that would be needed to perform the needs assessment for that issue (e.g., intercept survey, one-on-one meeting)
- Determine who should be contacted to gather the needs assessment data

PERFORMANCE ISSUE CATEGORIES

At the conclusion of the preassessment meetings, nineteen distinct performance issues were identified (see Appendix A for a complete list). They can be broken into the following categories:

- Space and capacity constraints
    - Despite best efforts at configuring the site, space to perform material recovery and store recovered material for transfer remains constrained
- Shortcomings in material recovery capability
    - From picking wet waste to reuse or sale of recovered material, MSS is struggling to meet its current recovery goals. There are also concerns on how to achieve higher recovery targets slated for the future
- Impact of self-haul customers on the facility workflow
    - MSS is very popular with self-haul clientele. However, their use of the facility brings circulation and efficiency issues that must be addressed during the assessment phase of the project.
- Physical traffic flow and safety—onsite and in/out of the facility
    - Even with recent infrastructure improvements around MSS, there are still safety concerns surrounding the amount of vehicular traffic entering, circulating within, and exiting the facility
- Psychological and attitudinal factors
    - From generational beliefs about the role of a transfer station to public opinion about recycling and garbage services, the team identified several intangible issues that are having an effect on the MSS operation
- Political and financial considerations
    - For example, the role of the facility vis-à-vis Oregon City Regional Center planning projects

There was a central question that ran through the preassessment team's work. As mentioned earlier, MSS was originally designed to be a waste transfer facility. Material recovery was introduced later and has grown to such an extent that it is now a primary site activity.

> *With a goal of 50% dry waste recovery (more than triple what the facility can currently achieve), and with the myriad of performance issues facing the facility, how can MSS do a better job with material recovery without moving recovery activity offsite as the last major MSS study suggested?*

This question is central to the MSS needs assessment project and must thread its way through the recommendations as the project data is analyzed.

PRIORITY RANKING

The team assigned a four-tiered ranking scale to each of the nineteen performance issues. The tally is shown below.

- Urgent 2
- High 6
- Medium..... 6
- Low 5

STEP 3: DEFINE THE DATA REQUIREMENTS

DATA SOURCES

The team identified a broad range of stakeholders who should have input on the MSS Needs Assessment project. These are summarized in the list below.

- Self-haulers
- Commercial haulers
- Local governments
- Vertically-integrated businesses owners and other businesses
- General public
- Key individuals with specific political, situational, or regulatory knowledge
- Other facilities that have experienced similar issues as MSS
- Other transfer station operators
- MSS employees

DATA COLLECTION TOOLS

As the team reviewed the performance issues, they developed a list of data collection tools that could be used during the needs assessment project. Not only can these tools solicit information for the needs assessment (inbound data), they can also be used to communicate information about the project to interested parties (outbound data).

- Intercept survey
- Public opinion survey
- Small group interviews
- One-on-one interviews
- E-newsletters
- Metro website
- Presentation (outreach)
- Postcard notification

- Promotion and Advertising
- Open Houses
- Review of scalehouse-generated transactional data

STEP 4: CREATE A MANAGEMENT PLAN

Introduction

The final part of the preassessment process is to offer a management plan that can be used to evaluate and subsequently monitor proposals to conduct the assessment

Goals

The goals of the needs assessment project are the same as listed above:

- Establish a comprehensive overview of current services, customer types (and various subsets of these classifications), and state of sustainable practices in the Metro South service area
- Determine the variables or factors to examine through the needs assessment
- Identify customers' current and future service needs and gaps in the Metro South service area
- Using performance criteria, develop a list of policy options to satisfy customer' needs. Rank the options and develop conceptual designs and preliminary costs for recommended approaches

Timeline (Exhibit B)

- Complete scoping phase (May, 2012)
- Draft and review the RFP, select the vendor, and award the contract (August, 2012)
- Perform the Needs Assessment (August – June, 2013)
    - Develop questionnaires
    - Perform two intercept studies
    - Traffic/process flow analysis
    - Material market analysis
    - Gap analysis
- Options Development (April – November, 2013)
    - Identify and prioritize possible solutions
    - Develop conceptual details
    - Ranking & option refinement
    - Associated policy review
    - Final ranking/recommendations
- Presentation to Metro Council
    - December 26, 2013

OTHER CONSIDERATIONS

Assessment Team Members, Roles, & Responsibilities

A team that will manage the needs assessment project must be defined, formed, and empowered.

Budget

A budget for the needs assessment project needs to be set and approved.

Selection of Needs Assessment Vendor

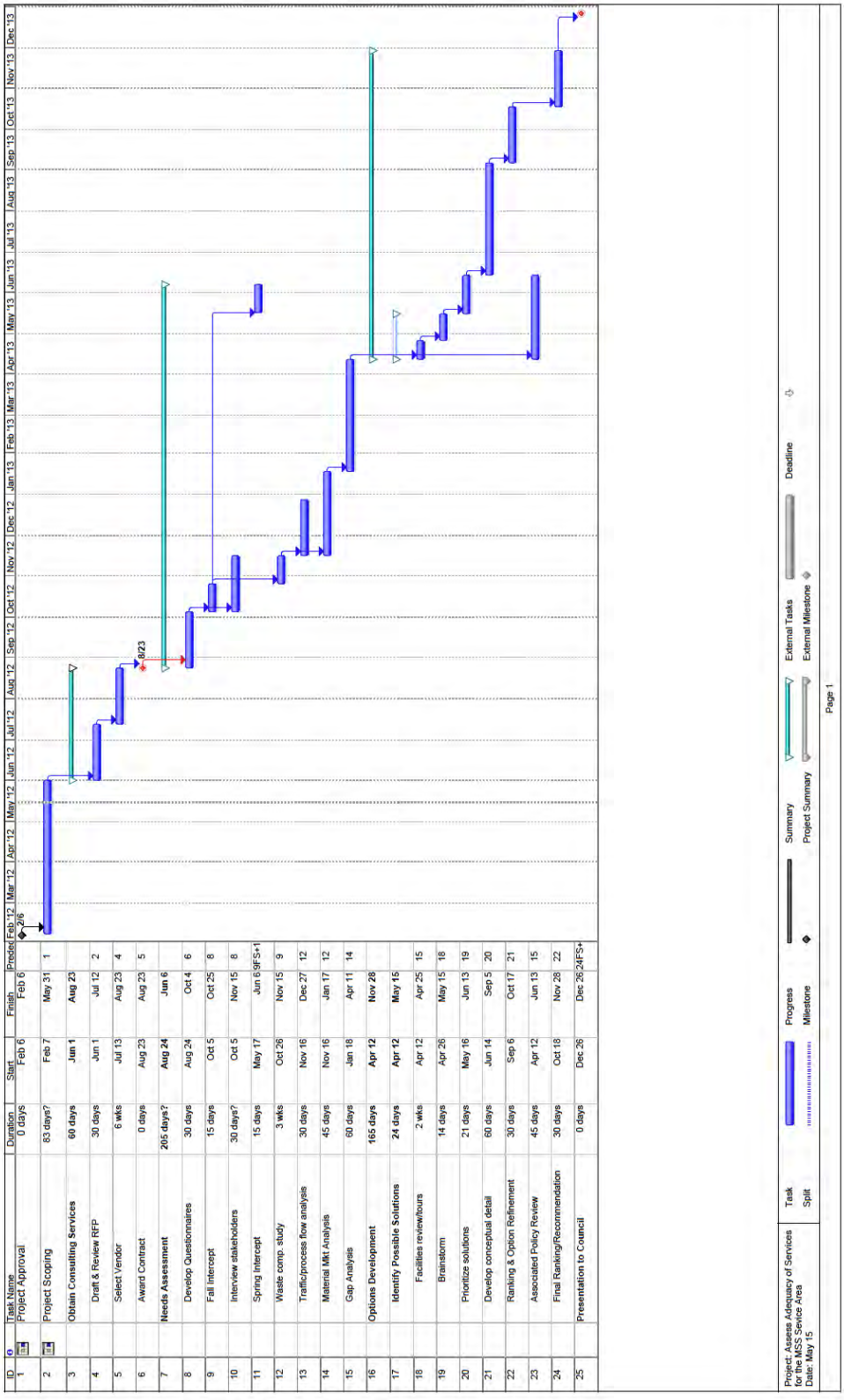
The assessment team, as part of the RFP drafting process, must decide the criteria on which the needs assessment vendor will be selected.

APPENDIX A
List of MSS Performance Issues

#	PRIORITY	ISSUE	SPEAK WITH?
1	Urgent	Space constrained (storage, queuing)	Commercial haulers Other cities/other systems w/satellites Self-haulers
2	High	Can't offer every service customers want with current layout (e.g., commercial organics recovery)	Users of facility Local governments Regulators who are cleaning up illegal dump sites Central and private customers (ECR)
3	High	Maximizing material recovery can't be accommodated	Transfer station operators End market representatives
4	Medium	No ability to quickly drop off recycling without going through scale house and entering facility	Other facilities that have had a self-haul problem (and how their solutions have worked) Self-haul customer
5	Low	Need more space to generate LEED recovery reports by load (waste characterization; spot weights and measure studies)	LEED folks Other operators
6	Low	Fraudulent out-of-area drop activity may be encouraged by lack of service cost and/or convenience	Regulators
7	Medium	Not enough emphasis on reuse (encourage reuse at the site)	Markets Contractors Rebuilding center West Vancouver Lane County
8	Medium	Safety concerns because of the unsignalized intersection	Commercial haulers (who use bypass lane) Oregon City (how they decide when back gate is a safety issue)
9	High	Concerns about facility in/out traffic flow	Customers Emergency responders
10	High	On-site transportation safety (e.g., trailer movement)	Penny Operator Customers Transporters
11	Medium	Inability to pick the wet waste	Operators
12	Low	General attitude that recycling is "free" affects consumer behavior	
13	Low	Generational thinking ("Grandpa went to the dump, so I have to.")	Survey
14	Medium	Facility not properly marketed	Competitors

#	PRIORITY	ISSUE	SPEAK WITH?
15	Medium	Private facilities have competitive advantage compared to MSS (they won't take self-haul customers)	1. Doug Anderson
16	High	2019 disposal contract expiration-could it bankrupt MSS	1. Doug Anderson
17	Low	Impact of rising fuel costs vis-à-vis usage patterns	1. Bill Stein
18	High	Impacts of development in surrounding area (town center developments, Max Green Line)	1. OR City (Tony Kunkel) 2. County 3. County Land Use Transportation Planners 4. ODOT 5. John Williams 6. Megan Gibb 7. Fred Bruening
19	Urgent	How to improve material recovery now that it's become a primary activity (and who are we recovering for?)	1. Mapcore

APPENDIX B
Management Plan Timeline



Stakeholder Assessment Summary

Metro South Station
Task 2: Research & Communications

November 2013

Prepared for:

Metro

Prepared by:

HDR Engineering

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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-curbside 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 Stakeholderneeds 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 garage 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

Portland Metro South Station Groups with Operations Staff **Discussion**

February 14, 2013
7:30 – 9:30 AM
2:30 – 4:30 PM
Metro South Station
Oregon City

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 Clagett, 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 outnumbers 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 though 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 itcan 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 recyclingStaff 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:

- <u>What is working well? (Can we/should we do more of this?)</u>
    - 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.

- <u>What can we improve on? (What needs to happen to do this?)</u>
    - 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.

- <u>What else should we consider? (What's stopping us from doing this, other than space?)</u>
  - 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 that 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.

METRO SOUTH STATION STAKEHOLDER WORKSHOP MEETING NOTES

December 12, 2013
11:00 AM – 2:00 PM
Metro, Room 301

Attendees:	
Metro Staff:	Chuck Geyer, Penny Erickson, Paul Ehinger
Project Team:	Alex Cousins, Deb Frye, Olivia Williams, Doug Zenn
Stakeholders:	Dan Blue, Dean Kampfer, Rick Winterhalter, Blaine Colvin, Shane Endicott, Amy Wilson, Dave White, Michael Leichner, Dan Walsh, Joe Connell, Theresa Koppang, Ray Kahut, Jim Winterbottom, Martin Montalvo, Bruce Walker

Overview:

Options for potential on- and off-site improvements to Metro South Station (MSS) were presented to a range of stakeholders at this facilitated, three-hour workshop on Dec. 12, 2013. Participants included commercial waste operators, government agencies, small businesses and not-for-profits. Based on input from Metro staff, a stakeholder survey and interviews, three general approaches for the facility were presented to the group:

- Operational modifications only
- Facility retrofit (onsite only)
- Facility retrofit with offsite improvements.

These notes detail the presentation and discussion that followed.

Doug Zenn called the meeting to order and stated that the purpose of the meeting was to review draft options for South Station improvements and narrow down the number of options for further development. The project team wants feedback from the group regarding the options presented. A diverse group of stakeholders was invited to ensure broad perspectives. The ultimate goal is to narrow down the options to a single facility concept for Metro Council consideration.

After a round of introductions, **Olivia Williams** with HDR reviewed the **existing facility and its operations**. MSS currently provides many more services than it was originally designed to manage. Specific site challenges include traffic congestion and flow from the mix of commercial and self-haul vehicles; inefficient material handling – the layout of the facility requires multiple material processing and handling; and inadequate space for the separation of materials and storage. Despite these challenges, MSS remains a highly popular and well-used facility, particularly for the self-haul clientele. Self-haul represents 70% of the MSS customer base but only 18% of the material received.

Alex Cousins of HDR then provided an overview of the **stakeholder outreach** that has been conducted to date. Stakeholders include commercial haulers, self-haul customers, local governments, Metro staff, operations staff from Metro and Allied, facility neighbors, and a variety of other private and non-profit customers. Outreach methods included phone interviews, individual and small group meetings, on-site surveys and email surveys. People were

asked about their frequency of facility use, the type of materials they bring, why they choose it relative to other options available, satisfaction with the services provided and whether they think anything on site should be changed.

Key takeaways from the outreach findings indicate that customers appreciate and highly value the "one stop shop" service offerings they receive on site, such as recycling, organics and household hazardous waste. A vast majority of self-haul customers choose to visit MSS 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 MSS to be convenient, better able to receive their non-curbside materials, and cheaper than other options available. Many have been coming to MSS for so long that they simply don't consider other options.

Additional space for receiving organics, household hazardous waste (HHW) 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 MSS 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.

There appears to be much interest in maintaining the MSS 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. The optimum outcome might be to reconfigure the facility to better accommodate all existing uses since MSS's services, location and convenience are 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 MSS.

Following a Metro staff workshop in August 2013, and a stakeholder survey in September, a list of nine prioritized **facility needs** was developed based on six established Metro values from the Solid Waste Roadmap. The needs are as follows in priority order:

1. Household Hazardous Waste
2. Commercial Organics
3. Residential Organics & Yard Debris
4. Self-Haul Waste
5. Space for sorting Recyclables & Wood Waste
6. Commercial Waste Deliveries
7. Customer Education
8. Minimize Queue Times & Provide Wayfinding
9. Source-Separated Recyclables

Deb Frye of HDR then reviewed a series of charts depicting **total tonnages** and **projected diverted materials** at MSS in 2018 and the space needs that will be required to handle them. Residential organics is projected to grow to 54% of total volume, followed by wood waste at 20% and commercial organics at 13%. There is presently very little room to separate, store and process these materials on site. Total tonnage collected (all material) is anticipated to climb from 204,628 tons in 2012 to 281,778 tons in 2019. This is based on a conservative growth estimate for the region, which planners feel is most likely.

The existing facility offers 48,800 square feet for material processing and handling. Facility space requirements show that 53,400 to 66,500 square feet of space will be needed in the future to handle expected volumes of waste, or

another 4,600 to 17,700 of new space will be required. Creating this additional space with efficient traffic movement on the existing site footprint is a challenge.

Next, Olivia and Deb went over the **draft facility concepts**. Three categories were considered:

1. Operational modifications only
2. Facility retrofit (onsite only)
3. Facility retrofit with off-site improvements

For **Category 1**, none of the operational modifications-only options were deemed sufficient to accommodate future needs. There simply is not enough space on-site to reconfigure operations to gain enough efficiency in diversion and recovery to rely on that method alone. Therefore, this category was dismissed from further consideration as a standalone option.

Category 2 – Facility Retrofit

Option 1: Organics Storage adds 6,500 square feet of additional space for organics by extending Bays 3 and 4 to the north with a small building addition. Doing so would remove an existing storage shed and some trailer parking. This addition would serve residential customers. Minor traffic pattern adjustments would be needed.

Option 2: Additional Processing Line adds a 25,000 square foot addition to Bays 3 and 4 on the east side of the existing building. This would require extensive earth work and columns to support the tipping floor due to site topography. The addition essentially doubles the size of the facilities for self-haul customers and provides space for additional bays and a new processing line. The columns below the new addition would need to accommodate commercial trucks accessing the compactor in Bays 1 and 2. As with Option 1, minor traffic pattern adjustments would be needed.

Option 3: Full Build-out is an extensive site modification of the existing facility. Both Bays 3/4 and 1/2 would be connected with a new structure containing new bays, processing line and floor space for material separation and storage. The compactor would be removed and replaced with floor space in this scenario. Traffic patterns would change significantly, with transfer trailer traffic accessing the site from the existing Washington Street entrance to a new driveway to the north of the facility. Commercial traffic and self-haul customers would also be separated from each other using the existing Washington Street entrance to the south. Extensive modifications to Bays 3/4 and 1/2 would be required under this scenario.

Options 1 and 2 could be phased in to an Option 3 build-out, to maintain operation of the existing facility during construction.

Category 3 – Facility Retrofit with Offsite Improvements

Option 4: Offsite Self-Haul could be an addition to on-site facility improvements mentioned above. Under this scenario, self-haul activities would be relocated to a new, yet-to-be-determined location in the region.. Referred to as an “eco-depot,” the concept portrayed a 35,600 square foot structure for self-haul drop off, plus 3,800 square feet for recycling and additional space for HHW collection and administrative offices. This option assumes 10-15 acres of available industrial land would be needed for adequate space.

Stakeholder Questions & Comments

Project Background and Facility Concept Information:

Clarifying Questions / Comments

- **Comment**: 2009 figures show that 52 percent of self-haulers use MSS. Is that figure based on transaction or weight? **Response**: believe that is based on trip counts, but would have to double check the reports to verify.
- **Comment**: self-haul customers comprise 18 percent of tonnage received at the station. Commercial-haulers account for over 80 percent of tonnage received at the station. Customer base information is skewed a bit because Monday – Friday numbers would be higher for commercial-haulers and the weekend numbers would be higher for self-haulers. **Response**: Monday tends to be the busiest day for combined usage from self-haulers and commercial-haulers.
- **Comment**: does self-haul include contractors? **Response**: Yes – small vehicles.
- **Comment**: please give an explanation of what you mean by commercial customer. **Response**: commercial customers use the facility as a function of their business, rather than for personal reasons.
- **Comment**: Metro and regional values are being used to benchmark all Solid Waste Road Map Projects. They will be a part of Metro's guiding principles for MSS also.
- **Comment**: what is the difference between the values ranking and three stars from the online survey slide? **Response**: stars show the top three values selected during the stakeholder survey, which was a very small sample from six questions. The nine values were generated from a 2-hour discussion and polling exercise conducted with Metro.
- **Comment**: would re-usables be considered a part of space for sorting recyclables and wood waste? **Response**: Yes. That is anything you can divert, recycle or reuse.
- **Comment**: Metro does not currently take commercial organics at MSS. Tonnages shown were just a projection per Metro based on low economic growth recovery.
- **Comment**: City of Portland is pleased with the responsiveness of the Metro staff to open up facilities for the residential food scrap program. If other agencies looked to do a similar program, the current assumptions would be well short of what would actually be received. **Comment**: immediate modeling is based on current policies, which encourages commercial organics coming online before residential organics. That is what was taken into consideration for the projections provided.
- **Comment**: is residential organics coming from the City of Portland program? **Response**: there was some growth, but it would have to be a new program to cause a large increase.
- **Comment**: if new programs came online, would that reduce numbers of wet waste? **Response**: there could be more of a shift from wet waste to organics, yes.
- **Comment**: would it make more sense to build projections on high economic growth? The work being done no may not meet future needs. **Response**: Metro did not believe the other forecast of the medium and high economic growth models were viable. Metro felt that the figures derived from the low economic growth model are more realistic for what we can expect.
- **Comment**: the problem with self-haul is that it is hard to recover from and takes up a great deal of space. How does Metro's view of self-haul fit into this plan? **Response**: Every jurisdiction Metro has researched has similar issues with self-haul customers. It appears there will be a significant self haul demand for quite some time that Metro needs to take care of. Metro needs to be able to respond to that customer base. The model being shared reflects what Metro believes needs to be addressed.

- **Comment**: Metro could look at pricing more realistically and self-haul numbers may change (decline) with education and outreach. **Response**: based on the revenue return per customer, it seems that self-haul is essentially paying their way.
- **Comment**: are they paying their way in regards to the planned improvements of the facility? **Response**: that will be something we will take a look at in the future.
- **Comment**: does Metro know the breakdown of who uses the facility? **Response**: yes, based on ZIP code, it comes from all over South Metro area and beyond. Clackamas County customers would seem to be first and it would be difficult to say after that.
- **Comment**: is the far end of the site the end of the property? Theoretically the building in Option 1 could be extended further if there was another site for trailer parking. **Response**: the site starts coming to a point which creates limited space to extend operations.
- **Comment**: the yellow addition in Option 1 is for residential only? **Response**: that is correct.
- **Comment**: any options for taking the exit out a different way? **Response**: yes, that is a part of the goal with Option 3. The self-haulers would have to re-weigh, so they would still have to use the current exit.
- **Comment**: there is limited green space; has the design team calculated what will happen with additional storm water run-off and how to accommodate that? **Response**: not at this stage. This will be considered if planning moves forward on a particular option.
- **Comment**: are you looking at the offsite station (Option 4) being in the same area? **Response**: somewhere in the general vicinity, but that has not been defined. Right now Metro is figuring out what makes sense to do. The hope would be to find a place that would be as easy to find as MSS. Tthese options are to identify what some of the improvements might cost and the benefits they provide. Right now we are looking to figure out what types of things we can do that will make sense.

Discuss Concepts:

Option 1

- **Comment**: there are a lot of public and transfer trailers crossing each other – safety concerns in that situation. Also, it is important to have trailers parked on site for such reasons as fluctuation in waste and weather conditions.
- **Comment**: I agree that safety is an issue.
- **Comment**: it should be taken off the table, because it does not address the issues. As a piece of the solution it could work, but not as the primary option.
- **Comment**: is limited and would like to see much more robust approach. If it were coupled with a potential new site, that may work.
- **Comment**: the addition displaces something. Where would that existing storage shed be relocated to?

Option 2

- **Comment**: if we are taking out the pit, where would you store waste? There should be storage available for MSW. **Response**: MSW would be stored on the floor and removal of the pit would minimize residue.
- **Comment**: still want to have some storage available for MSW for weather and other various reasons. **Response**: the minimum amount of storage space would still be maintained for MSW.

- **Comment**: What type of constraints would pillars pose on truck access to the compactor? I do not see how that would work.
- **Response**: it depends on how far you are asking trucks to back up.
- **Comment**: this design would work if there is a compactor.
- **Comment**: I am concerned about increasing impervious area and there are storm water and water quality issues. There is also an environmentally sensitive area to the immediate south. It will probably be difficult to get any funding if that area is impacted. Ditto comments to Option 3.
- **Comment**: Options 2, 3 and 4 give great reuse and recovery options. And that should be looked at in a greater way. This is a direction we all need to go. There will be costs associated with reuse of materials and that needs to be passed on to self-haulers bringing materials. If it is separated, they could be provided reductions in their charges.
- **Comment**s: I agree with previous comment.
- **Comment**: not convinced that organics separation is a good addition. It would be helpful to do a cost benefit analysis.
- **Comment**: likes Options 2 and 3 if there is room to move around.
- **Comment**: could you use a different surface – pervious pavement– that provides stormwater improvements? **Response**: it would not be used in an industrial area due to material durability and maintenance issues.
- **Comment**: Structural columns required would be expensive.
- **Comment**: There would likely not be funding available for anything that impacts environmentally sensitive areas.

Option 3

- **Comment**: every truck turning radius on these diagrams does not look like it will support truck turning. **Response**: when the options are narrowed down further, truck turning analysis would be done to accommodate the necessary turning radii.
- **Comment**: there is a need for storage space for trailers on site.
- **Comment**: any alterations to primary and secondary exits will impact traffic patterns on Washington St. Additional turn lanes would be required and that would bring concerns to Oregon City.
- **Comment**: make as much opportunity for trailers to maneuver. Feels like it maximizes the use of the facility and meets the needs.
- **Comment**: Options 3 and 4 provide the best waste diversion opportunity which should be more heavily weighted.
- **Comment**: Costs for increased diversion should be passed down to customers. Incentivize presorting materials.
- **Comment**: Make it as big as you can to maximize diversion.

Option 4

- **Comment**: I like this option.
- **Comment**: I like option 4. Would like to see how the existing MSS would be utilized/reconfigured with this Option. But I need some answers regarding proportional cost in order to really evaluate. Is Option 3 about the same cost as Option 4 at the end of the day? **Response**: Costs have yet to be determined. Will be part of next stage of evaluation.
- **Comment**: is it even feasible politically?

- **Comment**: it makes sense to put the self-haulers at a different location. It provides greater opportunity for recovery and reuse.
- **Comment**: Metro is going to have a difficult time with the local community if they are trying to expand their footprint. If there was some option of trying to use the old landfill site that may be feasible, but using the old landfill site may not be easy because the driving range in that location has a 99-year lease that it will not likely just give up. **Question**: Would Oregon City care if Option 4 was located away from the community? **Response**: Probably not.
- **Comment**: it is important to look at county use.
- **Comment**: if the idea was campaigned around job creation, quality of life and thrift operations, siting a new facility will become part of the social fabric and people will begin to feel connected. Economic growth and environmental benefits may even help to see Metro bonds and taxes put towards the support of such an effort.
- **Comment**: I agree with the previous comment. It should be on the table and let the community get involved in the dreaming.
- **Comment**: Outside of political issues I have to deal with, I like Option 4.

Additional Conversations Regarding Options

- **Comment**: where do these options get you in meeting the needs/goals projected by 2019? **Response**: Option 3 gets Metro the closest to meeting the projected needs of 2019. Option 1 gives Metro a little more space, but does the least; however, it is also the least expensive. Option 2 helps with separation and processing, but still requires the operation of two facilities.
- **Comment**: why do you have options on the table that do not fully meet the goals? **Response**: to see how close we can get to our goals with a range of options.
- **Comment**: it would be helpful to have a percentage of goals that will be achieved with each option in relation to 2019 projections. This group is more technical, so the numbers would help. **Response**: that will be done in the next stage. This was intended to be a high level exercise with more detailed matrices and tables in the next meeting.
- **Comment**: like to see how issue of engaging commercial-haulers will be addressed. Would like to see an earned income stream incorporated with efforts. Residential-haulers can rent a vehicle that can be rented empty and dropped off loaded.
- **Comment**: People want to get in and get out quickly and safely. The site used to be a transfer station and is now a station that serves everyone. Whatever you do, it should be efficient and safe.
- **Comment**: several stakeholders in this meeting are involved in drafting a regional plan for Disaster Debris Management. What efforts does Metro have in place or is planning for an eventual disaster event? **Response**: Metro has looked at using the transfer station in the event of a disaster. Metro calculated how much could be stored and processed to get out. It really depends on what happens, but obviously this facility has its limitations. Metro is looking forward to the regional disaster plan.
- **Comment**: the committee for the disaster debris management should be made aware of plans to improve operational efficiency of this facility. **Response**: it really depends on the kind of disaster. The role for these facilities would be to provide capacity for normal waste streams because that must get back in service as soon as possible. On top of that, the facility could possibly handle some extra waste, such as spoiled food, due to loss of power. The transfer facility could not handle a major event, though.
- **Comment**: I am on the disaster preparedness task force. The task force is asking Metro to identify sites for disaster staging.

- **Comment**: this goes back to Option 4 and goals. This is one more reason to build out the facilities.
- **Comment**: looking between Option 2 and 3, maybe there is a phase 2 ½ for the build out – something that could be phased.
- **Comment**: How about an Option 5 – have commercial traffic come in the entrance from left lane and turn Bays 3 and 4 into a transfer facility; fill the pit in Bays 1 and 2 and have that become the self-haul and recover materials? This would possibly isolate everyone by putting in a secondary exit on the north side by the ODOT right-of-way.
- **Comment**: agree that separating customers would help to ease confusion and congestion.
- **Comment**: what conversation has Metro had with ODOT to utilize ODOT right-of-way? **Response**: There have been no conversations to date. **Comment**: the trucks would not be able to make the turn if such an exit was put in place.
- **Comment**: Metro needs to keep public and commercial users on separate sides. This will create the least amount of problems.

Final Thoughts

Doug went around the table and asked each person to provide their final assessment of the options and if they have a favorite.

- **Comment**: outside of the political considerations, I'm in favor of Option 4 for public safety and efficiency. Do not believe the 2019 goals are achievable without separation of commercial and residential customers. Anything that is done on the existing property would not be a problem for us. Taking away the limited property we have available by siting a new facility would be a challenge.
- **Comment**: Option 5 was a great 'out of the box solution' because it separates commercial from residential. Not sure it could be done though. I like Option 4, but not sure if there are budget constraints.
- **Comment**: I like the sound of Option 5.
- **Comment**: not too excited about the first 3 options because they do not meet the needs. I feel Option 4 represents the ability to meet the long term capacity needs of the facility and regional customers. Would love to be involved in designing Option 4
- **Comment**: I think Option 4 presents better opportunities for separating customers.
- **Comment**: Metro is dealing with the wrong property to try to accomplish its goals. Option 4 is the best option.
- **Comment**: Option 4 gives best possibility of meeting needs and increasing recovery.
- **Comment**: I agree with the previous comment regarding Option 4 giving the best opportunity for reuse and recovery. I feel Option 3 is good also.
- **Comment**: I like Option 4, but I feel it is not politically feasible. I see the potential for Option 2 and 3, but it depends on building design and spacing. I feel Option 5 has a lot of merit too.
- **Comment**. Does Option 4 assume the existing facility becomes commercial only? **Response**: Yes. **Comment**: I feel like optimizing a site is best. I really like Option 3 for that reason. Option 4 would require a big lift on the politicians' part.
- **Response**: one of the thoughts on Option 4 is that by only dealing with small vehicles it will reduce the impact of the facility, thereby increasing the possibility of public acceptance. Everything would be to people scale to include the building. Everything is done inside. Minimal impacts on the neighborhood.
- **Comment**: Option 4 is good but I have the same concerns mentioned regarding the likelihood of getting another local government to accept it, but it should be explored. The current site is so

conveniently located; I would be surprised if Metro could find another location with the same level of convenience. However, I think it should be explored with the Metro Council to see if it is feasible. There needs to be recovery and reuse; they are a real strong driver. Option 5 was creative and addresses everyone's concerns about safety.

- **Comment**: I like Option 4. The statement regarding the new site being people scale makes it more feasible. It helps to make Option 4 more palatable. Haulers do not want the wash rack to be removed though!
- **Comment**: Going to have to find another location in order to accommodate the projected growth of the facility. That impact will have to be shared. I don't see how a new site is going to work long term without fragmenting the responsibilities.
- **Comment**: Option 4 will require more transport trucks. So it may not be getting the great safety value because transport truck and commodity mixers will have to mix with self-haulers at the new site to pick up waste.

Chuck Geyer noted that the feedback that was provided today will be digested by Metro and the team. This group will be invited back to help further refine the options that the design team comes back with. Paul added that the feedback was constructive and helpful. It will be taken into consideration.

Alex thanked everyone for coming to the workshop. The team will go to work refining the options further based on the discussion and will come back in February for another round. The goal will be to narrow down the options to a single, preferred concept that will be forwarded to the Metro Council for a decision later in the year.

Meeting adjourned at 1:50 p.m.

Metro South Station Workshop

Metro South Station Assessment Project

December 12, 2013

HDR

Metro

Agenda

- Purpose/Objective
- Introductions and Project Background
  - Project Need
  - Outreach and work completed to date
- Present facility concepts
- BREAK
- Discuss concepts
  - Discussion/brainstorm
  - Advantages/disadvantages
- Select options for further analysis
- Next steps (Follow-up Workshop)

Existing Facility & Operations

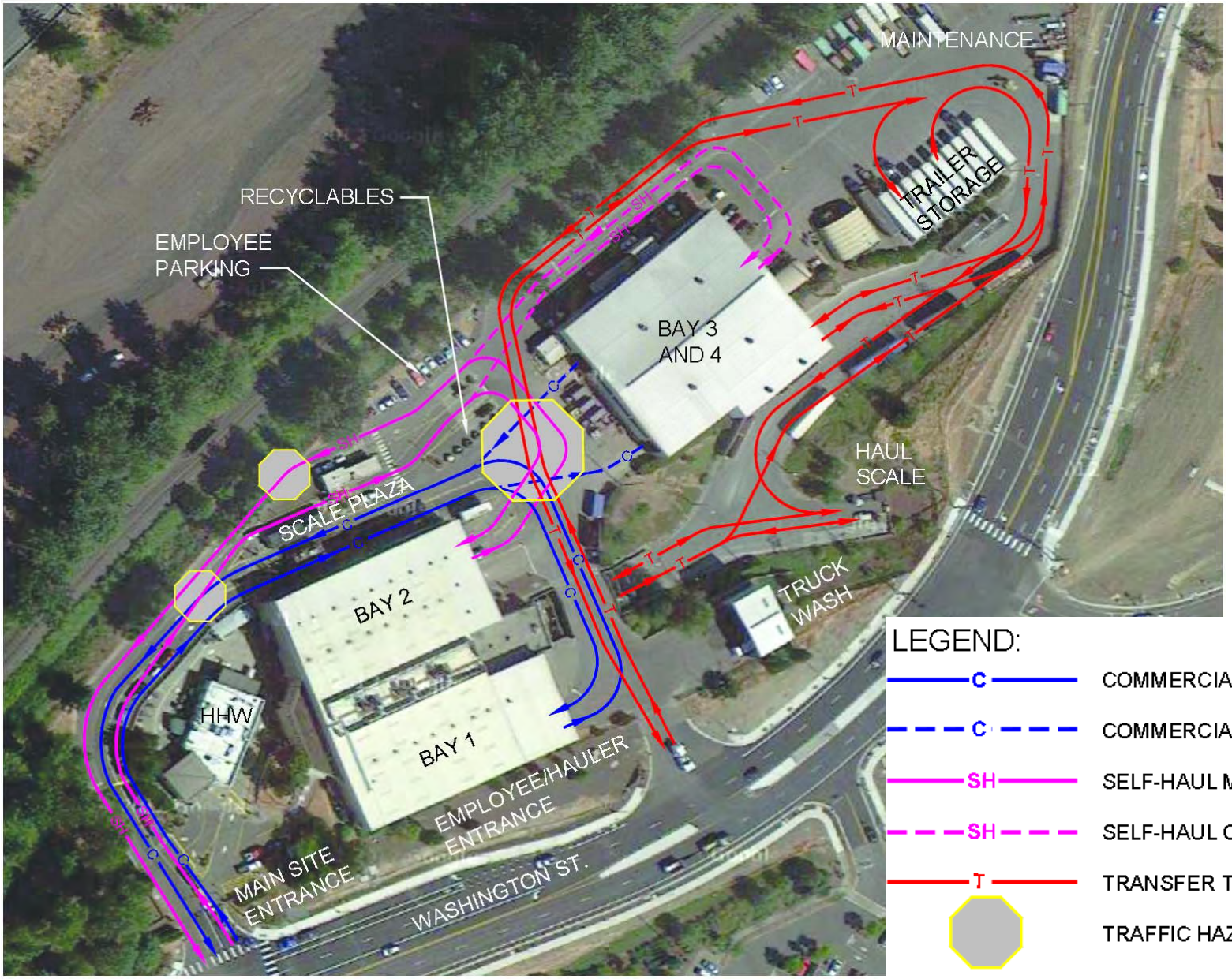
- Weigh in/out - scale plaza with four weigh scales
- MSW processing and storage
- Dry waste, yard debris, wood waste and residential organics
- Recoverables storage/sorting
- Outdoor recoverables storage
- HHW processing and storage
- Material reuse
- Recyclables drop boxes
- Trailer parking
- Haul scale
- Truck wash
- Maintenance

Existing Site

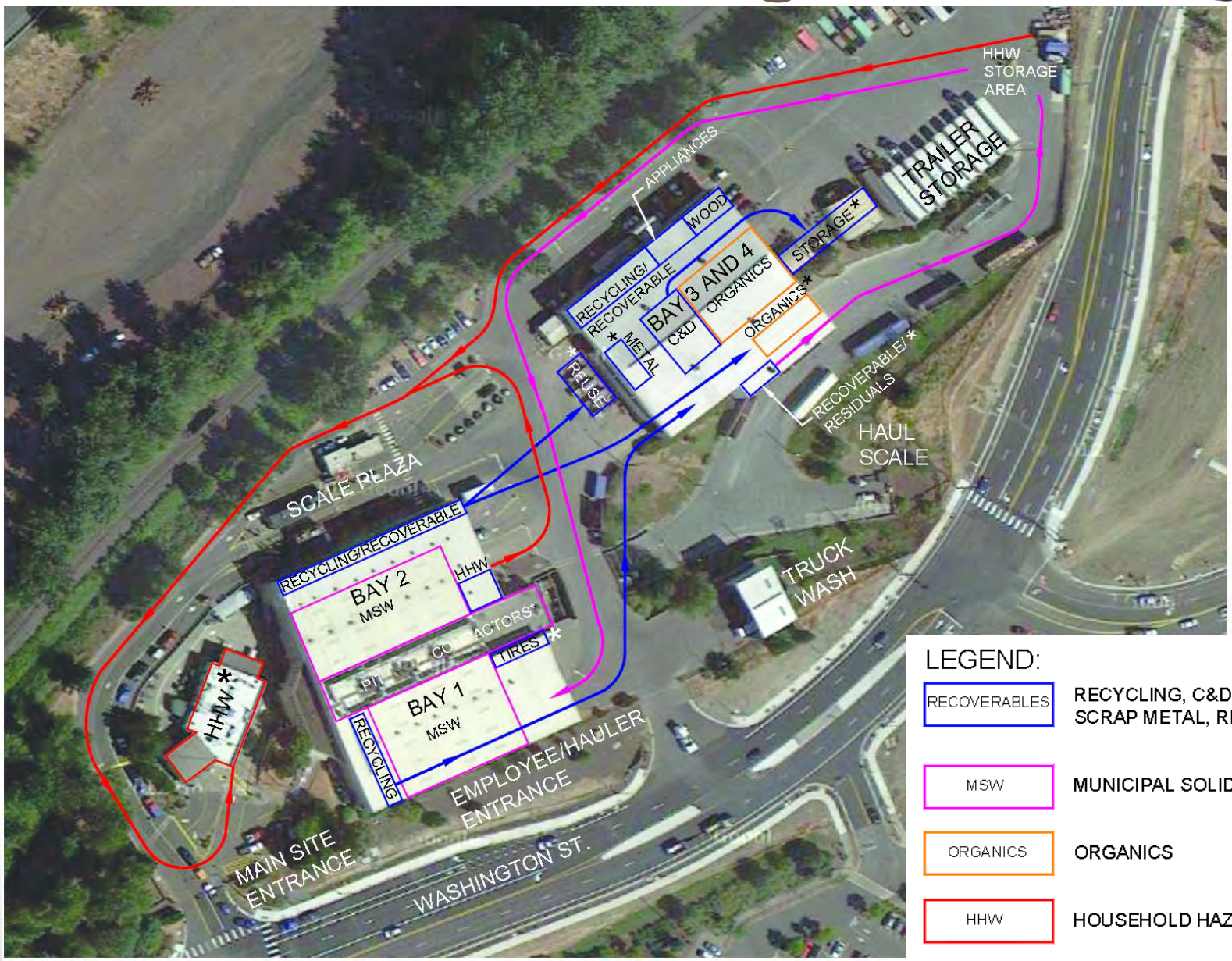
Site Challenges

- Traffic congestion and flow
- Inefficient material handling
- Inadequate space for separation of materials

Site Traffic



Material Processing

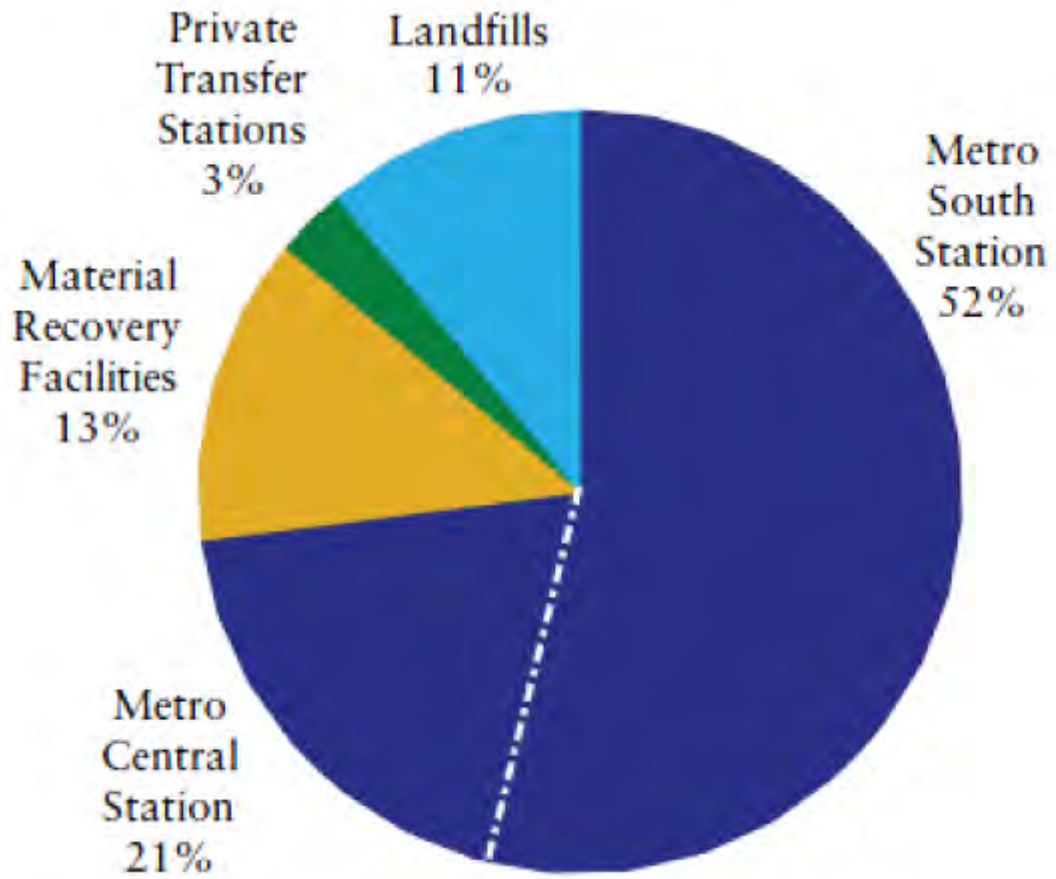


LEGEND:

RECOVERABLES	RECYCLING, C&D, TIRES, APPLIANCES, SCRAP METAL, REUSE
MSW	MUNICIPAL SOLID WASTE
ORGANICS	ORGANICS
HHW	HOUSEHOLD HAZARDOUS WASTE

Project Background

2009 Regional Public Self-Haul Load Drop-off Location

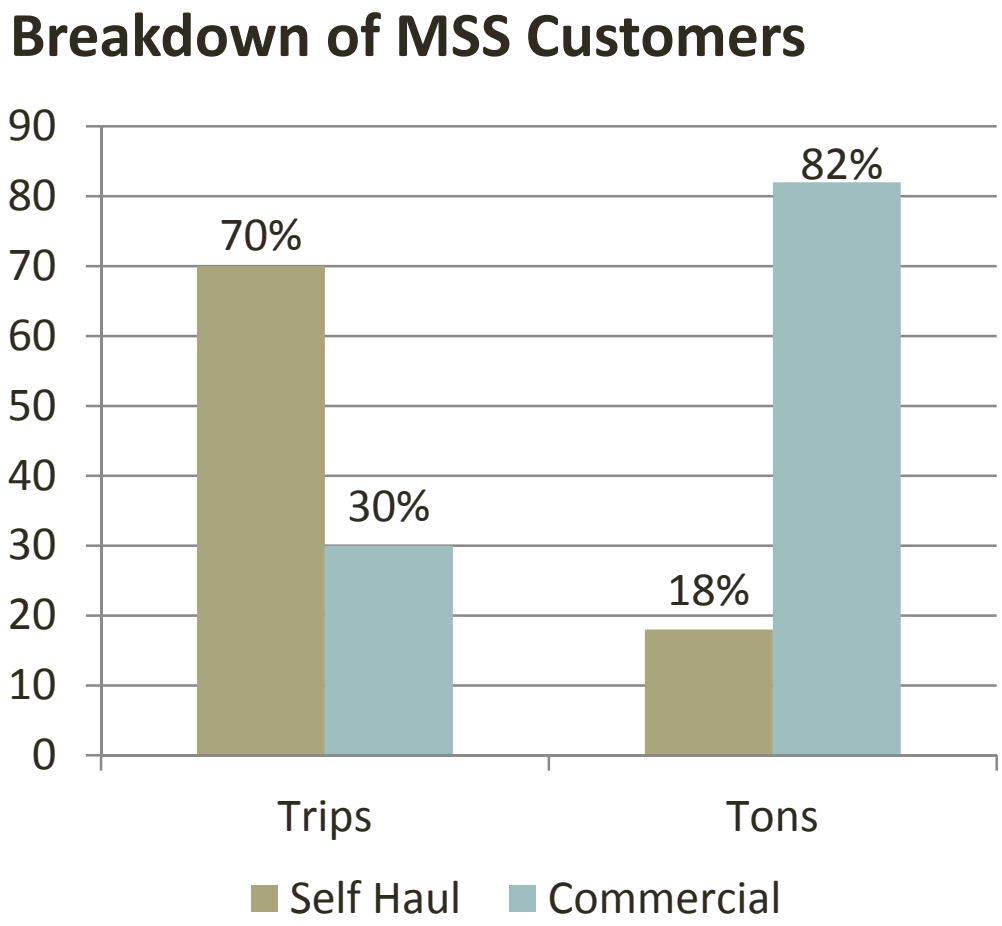


Source: *Impact of Self-Haul Customers on the Regional Solid Waste System;* Metro, January 2009.

Customer Base

- Approx 240,000 tons per year of material received at MSS

MSS TRIPS	Weekday	Weekend
Self Haul	321	447
Commercial	189	44
TOTAL	**511**	**491**



Project Background

Stakeholder Outreach

Outreach method to 6 primary stakeholder groups:

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

Project Background

Stakeholder Outreach

Station Survey Results:

- **91%** of **commercial** customers said that MSS was "more convenient location than the other transfer stations"
- **75%** of **self haul** customers said that MSS was "more convenient location than the other transfer stations"
- **81%** of **commercial** customers were "very satisfied" with visit to MSS
- **88%** of **self haul** customers were "very satisfied" with visit to MSS

Key Messaging from Customers:

- **Appreciate diversity of services**
- **Appreciate customer service**
- **Appreciate convenience**

Project Background

Stakeholder Outreach

Metro Staff Workshop

- August 9, 2013
- 10 participants
- Electronic poll to rank facility "Needs"
- *"How should we serve the customers in the south Metro region?"*

Stakeholder Survey

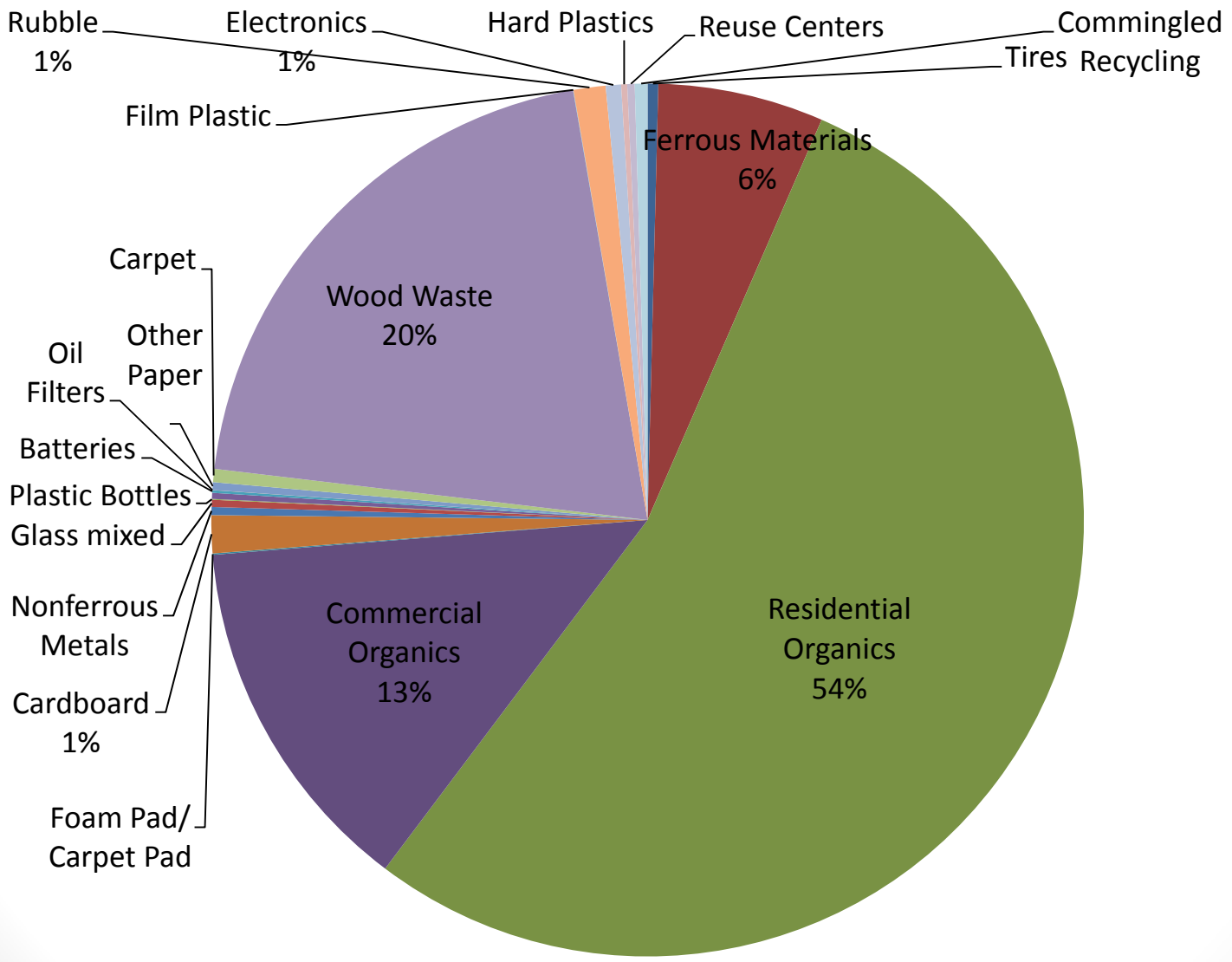
- 27 participants
- Online survey
  - Ranked needs by priority: Low – Medium - High

Prioritized "Needs"

★ Top Ranked Needs from Stakeholder Survey

RANK	PRIORITIZED LIST OF FACILITY NEEDS
1	Household Hazardous Waste ★
2	Commercial Organics
3	Residential Organics and Yard Debris
4	Self-haul Waste
5	Space for Sorting Recyclables & Wood Waste ★
6	Commercial Waste Deliveries ★
7	Provide Customer Education
8	Minimize Queue Times and Provide Wayfinding
9	Source Separated Recyclables

2018 Projected MSS Diverted Materials



MSS Historical and Projected Tons

Year	2012	2014	2015	2016	2017	2018	2019
Wet Waste	128,671	123,505	126,155	128,244	131,781	134,256	133,875
Loose DB	19,745	27,530	29,235	30,585	31,446	31,744	31,520
Self Haul Customers	56,212	64,274	68,283	71,405	73,381	74,091	73,613
Residential Organics		34,298	37,888	39,756	44,265	49,238	50,688
Commercial Organics		7,520	9,397	10,407	10,872	11,352	12,688
Total	**204,628**	**249,492**	**259,100**	**264,702**	**273,787**	**281,269**	**281,778**

Space Requirements

Rank	Need	Space Needed for Unloading, Processing and Storage	Space Available for Unloading, Processing and Storage
1	Household Hazardous Waste	Current HHW building with some additional storage outside building and drive	HHW building – 5,400 SF (including canopy) Remote storage – approx. 1,000 SF
2	Receive Commercial Organics	2,000 - 3,600 SF	Bay 3 – shares with the 21,500 SF with Need 6
3	Receive Residential Organics and Yard Waste	6,100 - 10,300 SF	Bay 3 - shares with the 21,500 SF with Need 6
4	Receive Self Haul Waste	Need 11 stalls in Bay 2 or 10,100 SF for unloading and 4,000 SF for material storage on floor, and pit for material storage of 150 tons requires 1,400 SF of pit	Bay 2 has 10,500 SF for unloading and floor storage, only space for 7 vehicles to unload at once, so queue of 4 vehicles. Pit shares with Need 5
5	Receive Commercial Waste Deliveries	Need 4 stalls in Bay 1 4,200 SF for unloading and pit for material storage of 560 tons or 5,000 SF of pit	Bay 1 has 10,800 SF for unloading. Pit has 4,800 SF or 550 tons

Legend:

Processes assumed to occur in Bays #1 or #2

Processes assumed to occur in Bays #3 and #4

Space Requirements

Rank	Need	Space Needed for Unloading, Processing and Storage	Space Available for Unloading, Processing and Storage
6	Recover Recyclables, & Divertible Materials Sorting	To unload all SH vehicles in Bays 3 and 4 requires 19 stalls, or a 266 ft long building. Assume 8 stalls in Bays 3 & 4 and 40% of SH materials, rest to Bay 2. For Loose DB need 2 stalls 11,000-17,100 SF for material receipt & storage plus 6,400 SF – 7,600 SF for simple processing line requires 17,400 - 24,700 SF	Building is 175 ft long which limits unloading capacity. 27,000 SF in building, less 3,500 SF for access aisle through building and 2,000 SF for loadout ports for 21,500 SF
7	Provide Customer Education	No additional space needs	Throughout, viewing signs – no activity area
8	Minimize Queue Times & Wayfinding	No additional space needs	Added signage, provide more unloading bays for SH customers
9	Source Separated Recyclables	1,200 SF	Inside –into bins or bunkers Outside – into bins 1,200 SF
	Total Space	**53,400 SF - 66,500 SF Needed**	**48,800 SF Available, need an additional 4,600 to 17,700 SF**
	Legend:		
	Processes assumed to occur in Bays #1 or #2		
	Processes assumed to occur in Bays #3 and #4		

Facility Options

Facility Approaches

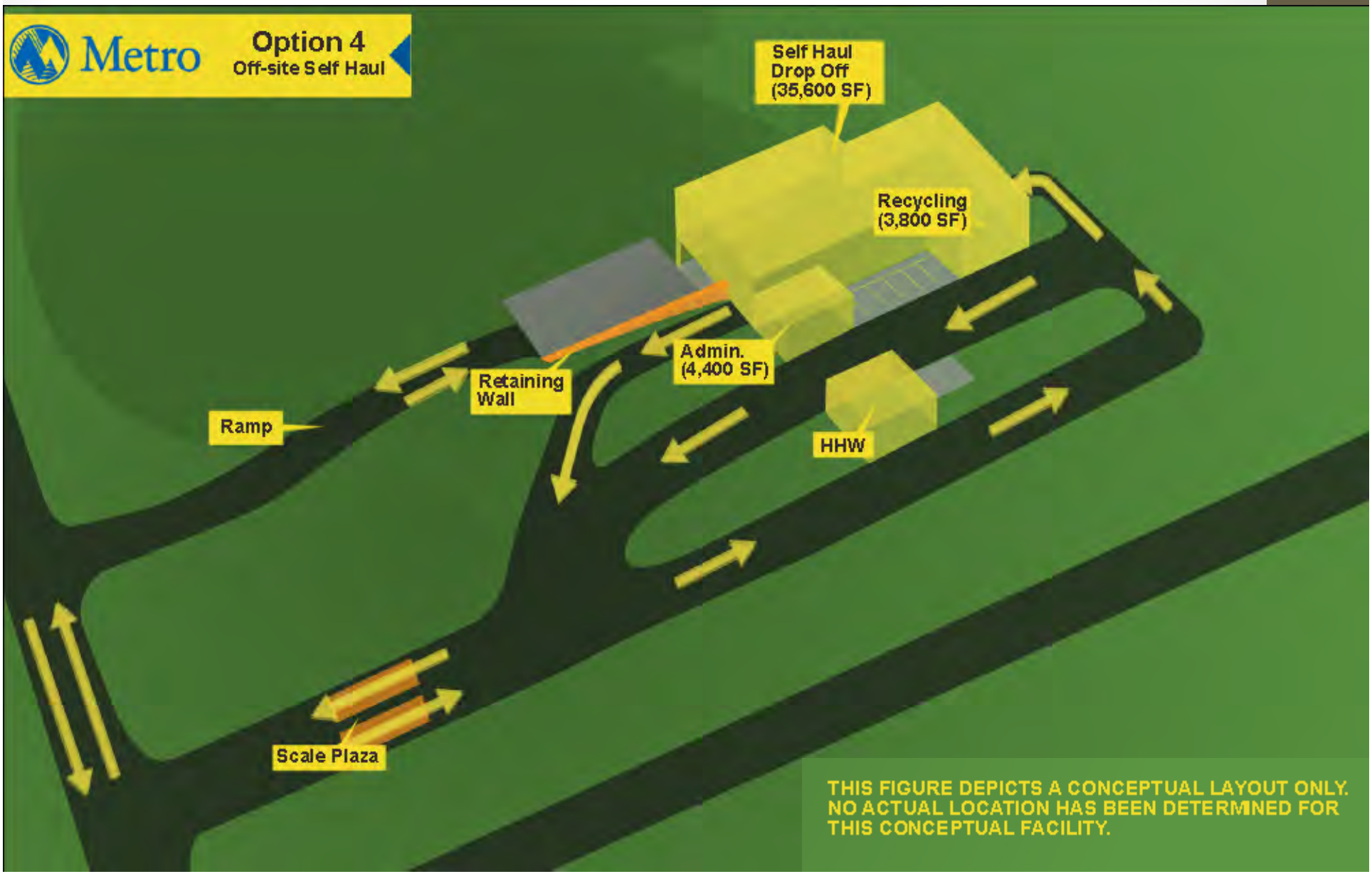
- **Operational Modifications Only**
  - No changes to facility infrastructure
- **Facility Retrofit**
  - Onsite modifications only
- **Facility Retrofit with Offsite Improvements**
  - Options include transferring some operations offsite

OPTION 1 – Add Organics Storage

OPTION 2 – Add Processing Line

OPTION 3 – Full Buildout

OPTION 4 – Offsite Self Haul



BREAK

Discussion

- Questions
- Comments
- Likes
- Dislikes
- Suggestions
- Confirm options to move forward

Next Steps

- HDR to develop more detailed options based on narrowed list of concepts. Information to include:
  - Conceptual costs
  - Conceptual floor plans
  - Conceptual site plans
  - Operational and customer benefits and drawbacks

- Follow-up Workshop – TBD February 2014
  - Develop final recommended option

Thank You!

Questions?

Contact:

Chuck Geyer – Oregon Metro
chuck.geyer@oregonmetro.gov
503.797.1691

Alex Cousins – HDR Engineering
alex.cousins@hdrinc.com
503.727.3920