

Metro | Agenda

Meeting: Solid Waste Alternatives Advisory Committee (SWAAC)
Date: Wednesday, October 10, 2018
Time: 10:00 a.m. to Noon
Place: Council chamber

The purpose of the Solid Waste Alternatives Advisory Committee is to develop policy options that, if implemented, would serve the public interest by reducing the amount and toxicity of waste generated and disposed, or enhancing the effectiveness and sustainability of the system through which the region's solid waste is managed.

-
- | | | | |
|-----------------|-----------|---|---|
| 10:00 AM | 1. | CALL TO ORDER AND DECLARATION OF A QUORUM | Matt Korot, Chair |
| 10:02 AM | 2. | COMMENTS FROM THE CHAIR AND SWAAC MEMBERS | |
| 10:05 AM | 3. | ** CONSIDERATION OF SWAAC MINUTES FOR SEPT. 12, 2018 | |
| 10:10 AM | 4. | ** 2030 REGIONAL WASTE PLAN -- DRAFT ACTIONS AND INDICATORS

<u>Purpose:</u> <ul style="list-style-type: none">To solicit SWAAC input on the 2030 Regional Waste Plan's draft actions and indicators.
<u>Outcomes:</u> <ul style="list-style-type: none">Input from SWAAC on the actions and indicators that will inform future revisions and be shared with Metro Council. | Marta McGuire, Metro
Emma Brennan, Oregon
Tradeswomen, Inc.
Rosalynn Greene, Metro |
| 11:15 AM | 5. | ** WET WASTE TONNAGE ALLOCATIONS

<u>Purpose:</u> <ul style="list-style-type: none">To review the proposed legislative package for tonnage allocations that will be considered by Metro Council in November.
<u>Outcomes:</u> <ul style="list-style-type: none">Understanding of the proposal and input from SWAAC that will be shared with the Council. | Molly Vogt, Metro
Roy Brower, Metro |
| 11:45 AM | 6. | PUBLIC COMMENT ON WET WASTE TONNAGE ALLOCATIONS (AND REGIONAL WASTE PLAN, IF TIME) | |
| 11:55 AM | 7. | PREVIEW OF THE NEXT MEETING AND FINAL COMMENTS

ADJOURN | Matt Korot, Chair |

Continued on back...

Meeting minutes



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Meeting: Solid Waste Alternatives Advisory Committee (SWAAC)
Date/time: 10:00 - 11:30 a.m., Wednesday, Sept. 12, 2018
Place: Metro Regional Center, Council Chamber

Members in Attendance:

Mike Leichner, Pride Disposal
Bruce Walker, City of Portland
Rick Winterhalter, Clackamas County
Mark Ottenad, City of Wilsonville
Audrey O'Brien, Oregon DEQ
Alando Simpson, City of Roses Disposal/Recycling
Matt Korot, Metro
Peter Brandom, City of Hillsboro
Paul Downey, City of Forest Grove
Keith Ristau, Far West Recycling

Members Absent:

Reba Crocker, City of Milwaukie
Adrienne Welsh, Recycling Advocates
Theresa Koppang, Washington County

1. Call to order and declaration of a quorum

Matt Korot brought the meeting to order at 10:07 AM, declared a quorum, and previewed the agenda.

2. Comments from the chair and SWAAC members

Matt Korot reminded the committee about a presentation by Dr. Tom Potiowsky immediately following the meeting about the regional economic impact of the solid waste system.

3. Consideration of SWAAC minutes for July 11, 2018

Motion to approve by Rick Winterhalter, seconded by Paul Downey. Minutes were approved.

4. 2030 Regional Waste Plan Completion and Adoption Process

Marta McGuire (Metro) provided an update on the 2030 Regional Waste Plan timeline. Currently in Phase 4, the timeline is as follows:

- Phase 1 – Values (March – July 2017)
- Phase 2 – Vision & Goal Setting (July 2017- January 2018)
- Phase 3 – System Analysis (December 2017 – March 2018)
- Phase 4 – Building a Strategy (March – October 2018)
- Phase 5 – Plan Adoption (November 2018 – February 2019)

The project timeline was extended by a few months for planned adoption in 2019. Information about upcoming public comment periods and public engagement sessions was provided in a handout ("2030 Regional Waste Plan Project Update") included with the meeting packet.

Questions and comments from SWAAC members:

Bruce Walker (City of Portland) is impressed with how Metro has convened equity and community-based groups to support the Regional Waste Plan's development. This has increased the conversation and greater understanding of work in the solid waste field. Mr. Walker asked about the connection between SWAAC, community organizations and the plan's adoption. Ms. McGuire

Meeting minutes



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

answered that engagement staff are working to establish dates during the public comment period when community groups will be engaged for comments on the plan, likely in mid-November or early December. There will be a stakeholder forum on Dec. 5 at Metro Regional Center. Additionally, Equity Work Group members will be invited to co-present with staff at advisory committee meetings in October 2018.

Rick Winterhalter (Clackamas County) requested to be notified when advisory committee meetings will be convened, as well as when community organizations will hold their meetings.

Peter Brandom (City of Hillsboro) asked if the Regional Waste Plan actions will all be implemented within the plan's identified timeframe window. Mr. Brandom commented that this seems like a lot of work and asked what the cumulative and individual cost of the proposed actions will be. Ms. McGuire answered that yes, the intention is for all actions to be started within the plan's 12-year time period. Mr. Korot added that there will not be a cost estimate included in the plan. Work plans will be developed for each action, at which time cost estimates would be determined.

Mark Ottenad (City of Wilsonville) commented that there were a wide range of attendees at the community forms and that Metro has done a good job of outreach among various communities.

5. Draft Administrative Rules for Commercial Food Scraps Recovery Program

Jennifer Erickson (Metro) and Pam Peck (Metro) presented the draft administrative rules for the Commercial Food Scraps Recovery Program. The draft administrative rules are going through a third round of public comment, which closes on Friday, Sept. 28. There will be a public hearing at Metro Regional Center on Wednesday, Sept. 26 from 9 to 11 a.m. The final version of the administrative rules that Metro's Chief Operating Officer will consider for adoption will be posted to the Metro website. Any substantive modifications will require a 15-day period for further comment. The rules become effective 30 days following adoption.

Ms. Erickson and Ms. Peck explained three substantive changes that had been made to the administrative rules. The first two relate to access to service payments and the third relates to schools. Given the limited number of disposal facilities for commercial food scraps, the rules had a provision in place to make access to services payments to local governments. After feedback from local governments and haulers, the rules were amended to make payments directly to haulers for the increased transport costs associated with hauling commercial food scraps. Haulers will be required to enter into simple agreements with Metro to be eligible for payment. Only franchised or permitted haulers within jurisdictions that have adopted food scraps collection will be eligible to receive payments. Haulers will be required to submit a short 1-page report each year on March 31, a date that coincides with existing reporting requirements to local governments. The rules also now include a provision allowing access to services payments to be made directly to covered businesses that self-haul their own food waste, however the business must demonstrate that this waste was previously going to landfill. Schools also have the option to include student waste, but they must take responsibility for making sure the material is contamination free.

Questions and comments from SWAAC members:

Mike Leichner (Pride Disposal) requested that page 7, number 2b of the rules clarify that customer food waste is limited to waste generated and collected at the business and is not for individuals from the general public with their own food waste. Mr. Leichner also requested clarification to page

Meeting minutes



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

7, number 3 that landlords must provide a location for collection, rather than provide the collection themselves.

Related to page 5, number 1 of the rules, Mr. Ottenad asked how Metro defines “reasonable proximity” and whether there will be an annual update. Ms. Erickson answered that reasonable proximity is the base time for a particular hauler to get to the closest garbage transfer station and that it will be updated at least annually. Mr. Ottenad asked whether that base time exists now and is it in the rules. Ms. Erickson responded that it exists, but not in the rules, because it will change as new data comes in that informs the calculation formula.

Mr. Ottenad asked whether the description of technical assistance on page 8 of the rules could recognize that some cities use cooperative agreements with counties or Metro to do the work. Ms. Erickson replied that this is included in the provisions on page 10 and she would consider adding it to page 8 sections.

Alando Simpson (City of Roses) asked if food waste is defined as a solid waste. Ms. Erickson answered yes. Mr. Simpson then asked how that definition applies if a new hauler wants to start collecting food waste, specifically as relates to the difference between hauling recyclables and hauling food waste. Mr. Korot explained that every jurisdiction in the region has a defined process for how a collector can enter into the system, which mirrors garbage collection. New haulers need to meet franchise or permit requirements. Food waste and recyclables are sub-elements of solid waste.

Mr. Winterhalter explained that hauling for compensation is a determinant in how collection regulation is carried out. Mr. Simpson asked how the agricultural exemption is factored in from the collection regulation perspective. Audrey O’Brien (Department of Environmental Quality) explained that the agricultural exemption in statute prohibits DEQ from regulating waste that goes to an agricultural operation and is applied at agronomic rates. Mr. Winterhalter said that at the local level the agricultural exemption is considered on a case by case basis.

Mr. Brandom read from a written statement that he plans to submit formally through the public comment process as well as at the public hearing on Sept. 26. The City of Hillsboro reiterates its support for the efforts to divert solid waste, including food, from the landfill as well as the intended positive environmental and other outcomes. The objective is consistent with existing City goals. However, the policy remains problematic. Hillsboro questions Metro’s authority to require the region’s cities and counties to pass local laws, there needs to be a more clear cost benefit analysis, and rather than offsetting the costs of longer travel distances, Metro should focus efforts on developing a complete and efficient transfer and processing system. There is no capacity to transfer food scraps in or near Hillsboro. The City believes that Metro should exempt more distant cities from compliance.

Mr. Winterhalter hopes that infrastructure work continues and would like to see a greater subsidy of the food waste tip fee to bring it lower than the current amount of \$66 and approaching \$0, ideally. Mr. Winterhalter explained that the policy will require more technical assistance work for local governments and hopes there is additional shared funding to support this work.

Meeting minutes



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Mr. Ottenad asked where Metro is at with the food waste processing procurement process. Mr. Korot answered that Metro has been in negotiations with Waste Management since the spring and hopes to be done soon.

Mr. Walker shared that he formally testified on behalf of the City in support of this policy. He concurred with Mr. Winterhalter by noting that food scraps are a high priority material and that anything we can do to reduce program costs would be very beneficial.

Ms. Erickson reminded the committee members to submit their comments and questions in writing so that they can be logged accurately. Comments and questions can be submitted at oregonmetro.gov/foodscraps. Ms. Peck added, in response to the earlier comment from Mr. Winterhalter, that technical assistance funding will be commensurate with the number of businesses in each jurisdiction and Metro will discuss these levels with local governments so that they can budget accordingly.

6. Metro's Role in Disaster Debris Management

Roy Brower (Metro) and Daniel Nibouar (Metro) shared Metro's disaster debris management plan with the committee. Mr. Brower introduced the plan, explaining that Metro has authority and responsibility for disaster planning and response coordination. Metro's work on disaster debris management has considered strategies and plans for how to deal with a dramatic increase in waste that would overwhelm the solid waste system. Mr. Nibouar explained that Metro would primarily be involved with debris storage and transfer to its final disposition. Mr. Nibouar reviewed Metro's adopted plan in a presentation that is included with the meeting packet. More information is available at oregonmetro.gov/disaster-debris-management-plan.

Questions and comments from SWAAC members:

Mr. Korot asked Mr. Nibouar to contextualize this plan and explain how it fits with the work of other participants in the disaster response system. Mr. Nibouar explained that Metro is working with city and county emergency management offices. The disaster debris management plan is developed as a complement to county disaster management plans.

Mr. Walker asked about the plan's alignment with existing emergency coordination centers and whether Metro would be operating an additional command center. Mr. Nibouar answered that this depends on the size of the disaster event. Metro's intent is not to open a duplicative center of communication, but rather to remove the burden of debris management from the primary incident command center.

Mr. Brandom said that he attended the FEMA training several years ago and wondered if Metro would be doing on-the-ground work (FEMA due diligence) and whether Metro has identified debris sites. Mr. Nibouar confirmed that Metro would be doing on-the-ground work for the entirety of the region. Sites have been preliminarily identified.

Mr. Korot asked about takeaways for private operators in the solid waste system. Mr. Nibouar explained that the debris management plan's intent is to use the existing system as much as possible. He advised private businesses to be ready for big disaster events because the region needs to be able to call on facilities and collection services for help. Private businesses may need seismic assessments of their existing facilities.

Meeting minutes



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Paul Downey (City of Forest Grove) asked if people would really separate their own recycling at the curb in the event of a disaster. Mr. Nibouar explained that it's a hope, not an expectation, and that there are examples in post-hurricane situations in which some people did this really well.

Ms. O'Brien commented that there have been Oregon examples of good responses in separating materials. In Vernonia, people were able to separate household hazardous waste from their other debris and waste. Communication was essential to getting people the information they needed to safely help out.

Mr. Ottenad commented that many bridges will be damaged in the event of a major earthquake and that we will need many collection sites. Mr. Nibouar explained that the intent is to locate debris sites in many different areas of the region.

7. Public Comment on Agenda Items

Mr. Korot invited public comment on agenda items. There were no public comments.

8. Preview of the next meeting agenda and final comments

Mr. Korot thanked members for their participation and stated that the next meeting on Wednesday, Oct. 10, 2018 would focus on the 2030 Regional Waste Plan goals and actions.

With no final comments from the Committee, the meeting was adjourned at 11:28 a.m.

- * Material available on the Metro website.
- ** Material will be distributed in advance of the meeting.
- # Material will be distributed at the meeting.

Next Scheduled SWAAC Meetings:

- Wednesday, November 14, 2018 from 10 a.m. to 12 p.m. (noon) at the Metro Regional Center
- Wednesday, December 12, 2018 from 10 a.m. to 12 p.m. (noon) at the Metro Regional Center

For agenda and schedule information, call Matt Korot at 503-797-1760, e-mail: matt.korot@oregonmetro.gov.
To check on closure or cancellations during inclement weather please call 503-797-1700.

Metro's nondiscrimination notice

Metro respects civil rights. Metro fully complies with Title VI of the Civil Rights Act of 1964 that bans discrimination on the basis of race, color or national origin. For more information on Metro's civil rights program, or to obtain a Title VI complaint form, visit www.oregonmetro.gov/civilrights or call 503-797-1536.

Metro provides services or accommodations upon request to persons with disabilities and people who need an interpreter at public meetings. All Metro meetings are wheelchair accessible. If you need a sign language interpreter, communication aid or language assistance, call 503-797-1536 or TDD/TTY 503-797-1804 (8 a.m. to 5 p.m. weekdays) 7 business days in advance of the meeting to accommodate your request. For up-to-date public transportation information, visit TriMet's website at www.trimet.org.



2030 Regional Waste Plan DRAFT Goals and Actions

September 2018

Introduction

The 2030 Regional Waste Plan will be the greater Portland area's blueprint to guide investments in our garbage and recycling system and reduce the environmental and health impacts of products, from production to disposal. Since spring 2017, Metro has engaged with communities in the greater Portland area to develop this plan, with the work taking place in five major phases.



This process was designed to be iterative, with each phase building on the next. Each phase focuses on meaningful engagement with community, local governments and businesses to shape the future of the garbage and recycling system.

The plan is currently in phase four of development. This document highlights the plan values and principles that were developed in the initial phases of plan development and presents the draft goals, actions and indicators for review and comment.

2030 REGIONAL WASTE PLAN

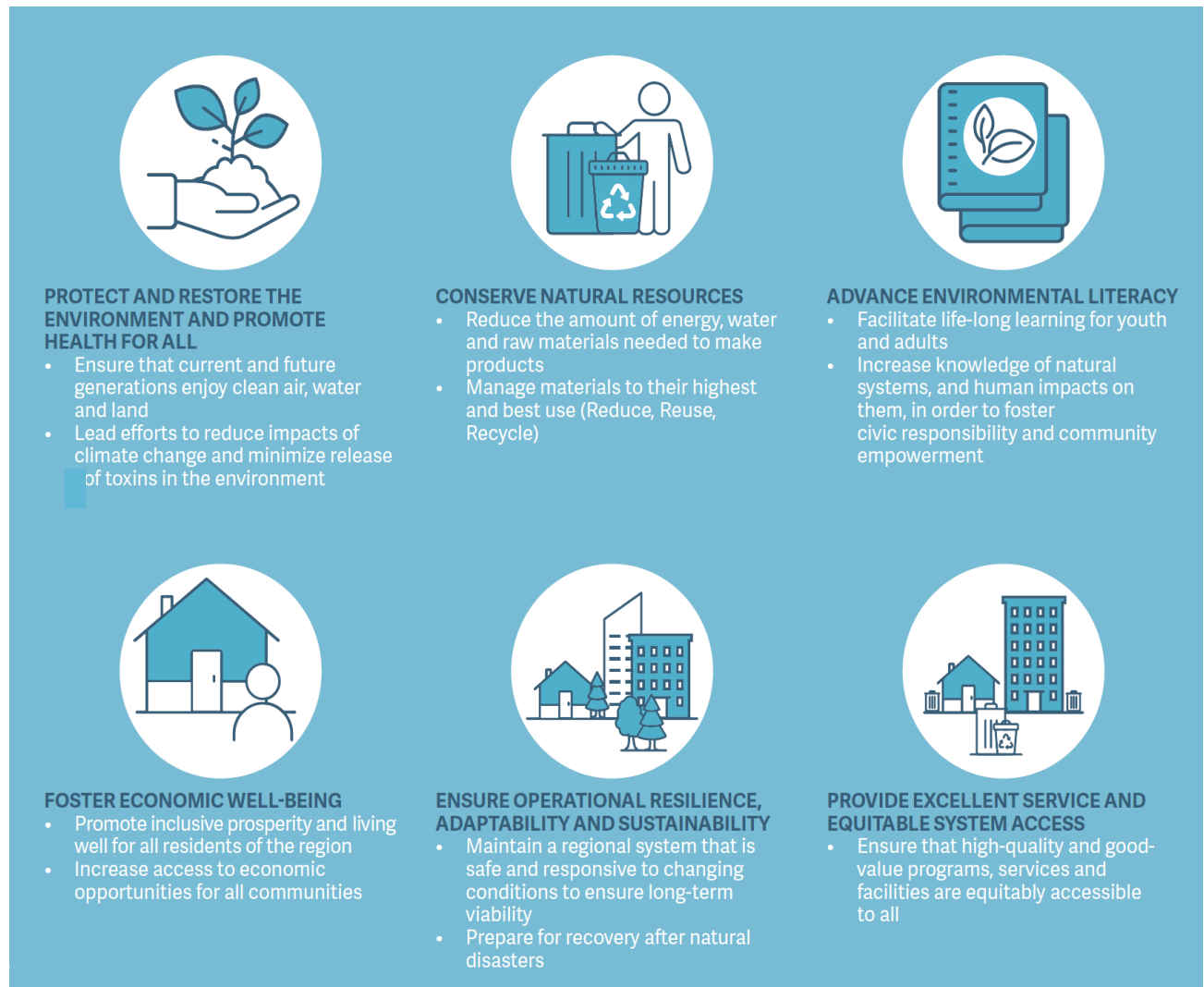


Values and Principles

Metro Council endorsed values and principles for the 2030 Regional Waste Plan in August 2017. The values and principles serve as the foundation of the plan and will guide implementation of the goals and actions.

Values

The values lay out the essential concepts that serve as a basis for the plan's vision and goals.



Principles

Metro's *Strategic Plan to Advance Racial Equity, Diversity and Inclusion* acknowledges racism as a root cause of inequity and as a complex system that exists within individual behavior and policies and processes in and across institutions.

Through the 2030 Regional Waste Plan, Metro and local governments have an opportunity to eliminate barriers and generate positive benefits that advance racial equity, diversity and inclusion through their roles in waste reduction, regulation, management, planning and policy. To do so, the plan will be guided by three essential principles.

COMMUNITY RESTORATION	COMMUNITY PARTNERSHIPS	COMMUNITY INVESTMENT
<p>Take action to repair past harm and disproportionate impacts caused by the regional solid waste system.</p> <p>In practice, this means:</p> <ul style="list-style-type: none"> ▪ Acknowledging historical impacts on communities passed from generation to generation ▪ Actively including communities that have been historically marginalized from decision-making processes ▪ Equitably distributing costs and benefits, taking into account historical system impacts ▪ Valuing indigenous and cultural knowledge about using resources sustainably ▪ Committing to ongoing equity competence among providers of garbage and recycling services 	<p>Develop authentic partnerships and community trust to advance the plan vision.</p> <p>In practice, this means:</p> <ul style="list-style-type: none"> ▪ Prioritizing historically marginalized communities within the delivery of programs and services ▪ Expanding voice and decision-making opportunities for communities of color ▪ Creating ongoing opportunities for leadership development to support resilient community relationships 	<p>Emphasize resource allocation to communities of color and historically marginalized communities within the regional solid waste system.</p> <p>In practice, this means:</p> <ul style="list-style-type: none"> ▪ Making investment decisions in partnership with community ▪ Investing in impacted communities and youth through education and financial resources ▪ Eliminating barriers to services and employment



Metro formed the **Equity Work Group** to help ensure the 2030 Plan fully incorporates equity in its planning process and outcomes. The work group is comprised of community representatives who are advocates for historically marginalized communities. After reviewing the plan values, the Equity Work Group developed the principles to provide guidance for the plan's development and implementation, and helped shape the goals and actions.

Andre Bealer, National Association of Minority Contractors
 Emma Brennan, Oregon Tradeswomen, Inc.
 Marilou Carrera, referred by Oregon Health Equity Alliance
 Juan Carlos Gonzalez, referred by Centro Cultural

Pa Vu, referred by Asian Pacific American Network of Oregon
 Rob Nathan, referred by Coalition of Communities of Color
 Tommy Jay Larracas, referred by OPAL Environmental Justice of Oregon

2030 Vision

The Regional Waste Plan vision, endorsed by Metro Council in January 2018, identifies the desired future for the garbage and recycling system. The vision is comprised of a set of statements that identify outcomes for 2030.

ECONOMIC PROSPERITY	Innovation, investments and partnerships support a thriving recycling, reuse and repair economy that benefits local communities.
GOOD JOBS	All garbage and recycling industry jobs pay living wages and provide opportunities for career advancement. All occupations in the industry reflect the diversity of our local communities.
EDUCATION & INFORMATION	Everyone has the culturally relevant, age appropriate information and educational resources needed to make purchasing and disposal decisions that will protect their health and the environment.
HEALTHY PRODUCTS	Companies and consumers share responsibility for products and packaging to reduce harm to public health, climate, air quality, waterways and wildlife throughout their product life cycles.
REDUCE, REUSE & REPAIR	Reduce, reuse, repair and donation are mainstream practices accessible to all, creating economic opportunity and building community self-reliance.
QUALITY SERVICE	Garbage and recycling services meet the needs of all people and all communities.
GARBAGE & RECYCLING OPERATIONS	From trucks to facilities, our garbage and recycling system is safe for workers and the public, minimizes pollution of air, soil and water, and is financially sustainable.
PREPAREDNESS & RESILIENCE	The region's garbage and recycling system is resilient and prepared to recover quickly from disruptions like natural disasters, while minimizing harmful impacts to the most affected communities.



The development of the 2030 Regional Waste Plan was informed by a series of engagements with people of color, youth, immigrants and refugees. Metro partnered with eight community-based organizations to form a cohort of more than 100 people who participated in multiple discussions over more than a year about the

future of garbage and recycling. From tours of local garbage and recycling facilities to gatherings at local community centers, participants shared their values and priorities related to garbage and recycling to help shape the goals and actions of the plan.

A variety of community-based organizations from throughout greater Portland gathered to discuss their vision for the 2030 Regional Waste Plan.

Center for Diversity & the Environment
 Centro Cultural de Washington County
 Constructing Hope
 Immigrant and Refugee Community Organization
 Momentum Alliance
 North by Northeast Community Health Center
 The Rosewood Initiative
 Trash for Peace

Draft Goals and Actions

Planning for the garbage and recycling system means more than just deciding what recycling services to provide or deciding where to build facilities. It's about protecting people's health and the environment. It's about ensuring no matter where someone lives in the region, they have the services they need and the knowledge to inform their purchasing choices or how to best get rid of an item when done with it. It is also about identifying actions to take to reduce the negative health and environmental impacts of the materials and products we use every day.

The goals of the plan focus on addressing the impacts of materials from production to disposal and closing the gap between today and the plan's future vision. This involves taking action at every stage of the product life cycle and addressing community needs within the garbage and recycling system. The plan identifies goals and actions in five different areas of work:

- Shared Prosperity
- Product Design & Manufacturing
- Product Consumption & Use
- Product End-Of-Life Management & Disposal
- Disaster Resilience

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

LEAD AGENCY

To assist with implementation and accountability, a lead agency – either Metro, Cities/Counties or both – is defined for each action. The lead agency is the primary entity responsible for implementing the action and reporting on progress. Successful implementation will often require collaboration and coordination between Metro, local governments, community-based organizations and private sector service providers. Many of the actions will be co-led by Metro and local governments in partnership with community.

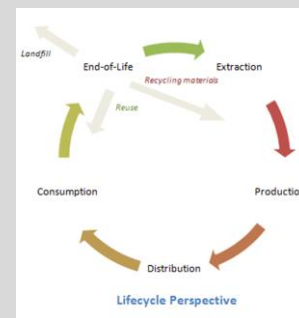
STATUS

In the tables below, each action is identified as either new or in progress.

IMPLEMENTATION

Metro is responsible for coordinating implementation of the plan and assessing plan performance. Cities, counties and Metro are responsible for leading or participating in implementation of the actions. Actions provide direction including to develop, implement or evaluate specific programs or initiatives. Actions with direction to implement include the assumption that implementation requires planning, budgeting and evaluating. Several different

A "LIFE CYCLE" APPROACH:



Extraction: Natural resources are extracted from the earth and used to produce goods. Some form of energy is always required to extract natural resources (e.g., mining, drilling, forest harvesting).

Production: Raw materials are processed, refined and manufactured into goods, which are assembled and packaged for distribution.

Distribution: Products are moved from their manufacturing source to customers.

Consumption: Goods and services are used by consumers and may also be repaired, donated and reused.

End-of-life: Materials or products are stored, stockpiled, disposed or processed for recycling.

approaches will be used to implement the actions. In the action tables on the following pages, one or more implementation approach is identified for each action that are described below.

Legislative agendas	State-level public policy priorities identified by Metro and/or local government elected bodies.
Partnership agreements	Agreements between Metro and local governments, and Metro or local governments with non-profit and community-based organizations.
Metro and/or local government code and authorizations	Formal actions taken through code amendments, administrative reviews, licenses, franchises and other instruments.
Regional work groups	Regional work groups convened by Metro to assist in developing programs and activities to achieve the goals and actions of the plan.
Grants	Investments in non-profit and for-profit organizations to achieve the goals and actions of the plan.
Existing programs	Actions may be associated with existing program plans and partnerships implemented by Metro, city, county and state agencies.


Metro, in collaboration with local governments, will develop multi-year work plans to prioritize implementation of the actions. These work plans will include estimated resources needed to complete the work that will inform budget needs and decisions from all the agencies.

DIRECTIVE ACTIONS

The plan includes both directive and non-directive actions. Directive actions are those that are binding on local governments and typically set forth in Metro Code, Chapter 5.10. Existing and potential future directive actions are shaded in the tables on the following pages. Any new requirements will be developed in consultation with local governments and go through Metro’s legislative approval process.

ADVANCING EQUITY

Actions with the greatest opportunity to advance equity, as characterized by the plan principles, are identified with the “E” icon below. The Equity Work Group was primarily responsible for making this designation.

 = greatest potential for advancing racial equity

SHARED PROSPERITY

Goal 1: Increase engagement of youth and adults historically underrepresented in garbage and recycling decision-making through civic engagement and leadership opportunities.

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

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

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	STATUS	IMPLEMENTATION APPROACH
E 2.1. Develop Metro and local government procurement policies to increase the amount of spending on solid waste-related services that goes to locally-owned companies, with an emphasis on minority-owned and women-owned businesses.	Metro Cities Counties	NEW	Code and authorizations
E 2.2. Implement strategies, in consultation with community organizations that can be adopted by local governments to ensure greater racial equity in the ownership and management of collection service providers.	Cities Counties	NEW	Code and authorizations
E 2.3. Utilize grant programs to invest in businesses and non-profit organizations to strengthen regional efforts to reduce waste, make better use of the waste that is produced, and help	Metro	NEW	Grants

foster economic opportunities for communities of color and others who have historically been left out of the garbage and recycling system.

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

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

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

ACTIONS TO BE COMPLETED BY 2030		LEAD AGENCY	STATUS	IMPLEMENTATION APPROACH
E	4.1. Implement a workforce development and readiness program for garbage and recycling industry jobs.	Metro	NEW	Partnership agreements
E	4.2. Develop an effective career pathways strategy that aims to increase the diversity of workers in all solid waste occupations, including management positions.	Metro	NEW	Partnership agreements

E	4.3. Conduct baseline and regular follow-up studies of workforce diversity, including an assessment of barriers to hiring and retention of people of color, women and other underrepresented workers, in the regional garbage and recycling industry.	Metro	NEW	Regional work groups
E	4.4. Work with private garbage and recycling service providers and community-based organizations to design and implement programs that address safety, bullying and harassment in the workplace throughout the solid waste industry.	Metro	NEW	Partnership agreements
E	4.5. In partnership with community-based organizations, create workforce development programs within the reuse sector that focus on people with barriers to employment.	Metro Cities Counties	NEW	Partnership agreements

PRODUCT DESIGN & MANUFACTURING

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

ACTIONS TO BE COMPLETED BY 2030		LEAD AGENCY	STATUS	IMPLEMENTATION APPROACH
E	5.1. Advocate for legislation that minimizes chemicals of concern in products and packaging and requires the disclosure of product chemical data to consumers.	Metro Cities Counties	In progress	Legislative agendas
E	5.2. Assist the Oregon Health Authority in implementing the 2015 Oregon Toxic Free Kids Act that requires manufacturers of children's products sold in Oregon to report products containing high-priority chemicals of concern.	Metro	In progress	Partnership agreements
	5.3. Partner with the State of Oregon to provide incentives to manufacturers for developing sustainable manufacturing techniques, including green chemistry, for products and packaging sold in Oregon.	Metro	NEW	Legislative agendas

5.4.	Advocate for product stewardship legislation and other policy approaches that can achieve the greatest reduction in environmental and human health impacts from products and packaging made, used or disposed in the region.	Metro Cities Counties	In progress	Legislative agendas
5.5.	Advocate for legislation that would require building products sold and used in Oregon to be free of highly toxic materials.	Metro Cities Counties	NEW	Legislative agendas
5.6.	Advocate for standards for high-impact products including phase-outs or bans.	Metro Cities Counties	NEW	Legislative agendas

PRODUCT CONSUMPTION & USE

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

ACTIONS TO BE COMPLETED BY 2030		LEAD AGENCY	STATUS	IMPLEMENTATION APPROACH
6.1.	Provide culturally responsive and developmentally appropriate school-based education programs about the connections between consumer products, people and nature.	Metro	In progress	Existing programs; Partnership agreements
6.2.	Provide culturally responsive community education and assistance about the connections between consumer products and impacts on people and nature.	Metro Cities Counties	In progress	Existing programs; Partnership agreements
6.3.	Provide and increase accessibility to education and tools to help residents and businesses reduce their use of the single-use products with the greatest environmental impacts.	Metro Cities Counties	In progress	Existing programs; Partnership agreements
E 6.4.	Partner with communities of color and others to increase awareness about high-risk chemical products and reduce their use and exposure.	Metro	NEW	Partnership agreements
6.5.	Assist households and businesses in the adoption of practices that prevent the wasting of food and other high impact materials.	Metro Cities Counties	In-progress	Existing programs

6.6. Support implementation of Oregon State University's SolvePestProblems.org as a primary tool for education and resources on Integrated Pest Management.	Metro	In progress	Existing programs
---	-------	-------------	-------------------

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

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

PRODUCT END-OF-LIFE MANAGEMENT

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

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	STATUS	IMPLEMENTATION APPROACH
E 8.1. Support efforts to ensure that surplus, nutritionally dense edible food is made available to communities experiencing hunger in the region.	Metro Cities Counties	In progress	Partnership agreements; Grants
8.2. Implement strategies to increase the salvage of building materials for reuse without increasing exposure to toxics.	Metro	In progress	Partnership agreements; Grants

8.3. Advocate for research-informed changes to building codes and other regulations to increase use of reused and deconstructed materials.	Metro Cities Counties	In progress	Legislative agendas
8.4. Expand the collection of reusable items at public and private transfer stations, in partnership with reuse and repair organizations.	Metro	In progress	Partnership agreements
8.5. Invest in neighborhood-scale reuse and repair services and infrastructure.	Metro Cities Counties	NEW	Partnership agreements; Grants
8.6. Support implementation of Oregon Department of Environmental Quality's Reuse, Repair and Extended Product Lifespan Strategic Plan.	Metro Cities Counties	In progress	Partnership agreements

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

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	STATUS	IMPLEMENTATION APPROACH
9.1. Provide culturally responsive education and assistance for garbage, recycling and reuse services to residents and businesses.	Metro Cities Counties	In progress	Regional work groups; Existing programs
9.2. Utilize Metro's Recycling Information Center to serve all residents and businesses in the region as a clearinghouse for prevention, reuse, recycling and disposal information.	Metro	In progress	Existing programs
9.3. Ensure that community education and volunteer development courses, such as Master Recycler, are relevant, accessible and culturally responsive to all communities.	Metro Cities Counties	In progress	Partnership agreements

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

ACTIONS TO BE COMPLETED BY 2030		LEAD AGENCY	STATUS	IMPLEMENTATION APPROACH
	10.1. Provide comprehensive collection services, and supporting education and assistance, for source-separated recyclables, source-separated food scraps and garbage in compliance with state, regional and local requirements, including the Regional Service Standard, Business Recycling Requirement and Business Food Waste Requirement in Metro Code.	Cities Counties	In progress	Code and authorizations
E	10.2. Implement minimum service levels or performance standards for all collected materials for multifamily and commercial tenants.	Metro Cities Counties	NEW	Code and authorizations
E	10.3. Implement regional standards for collection container colors, signage and other related informational materials for single-family, multifamily and commercial services.	Metro Cities Counties	NEW	Code and authorizations
	10.4. Provide convenient, accessible and equitable collection of hazardous waste from households and Conditionally Exempt Generators, prioritizing communities with greatest need.	Metro	In progress	Existing programs; Partnership agreements
E	10.5. Provide regularly-occurring bulky waste collection service, with particular emphasis on multifamily communities and lower income households.	Cities Counties	NEW	Code and authorizations
E	10.6. Establish standards for collection areas for existing and newly constructed multifamily properties to ensure residents have adequate access to garbage, recyclables and food scraps collection containers.	Metro Cities Counties	NEW	Code and authorizations
E	10.7. Partner with community health organizations to expand options for collection of hypodermic needles and other types of medical waste, prioritizing individuals with the greatest barriers to service.	Metro	NEW	Partnership agreements

10.8. Advocate for statewide legislation, or implement regional policies, to increase the types of products and packaging for which manufacturers and retailers provide environmentally sound, convenient and accessible take-back programs.	Metro Cities Counties	In progress	Legislative agendas
--	-----------------------------	-------------	---------------------

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

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

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

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

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

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	STATUS	IMPLEMENTATION APPROACH
E 13.1. Expand the host community enhancement program to include all solid waste-handling facilities that impact neighboring communities, increase funding and prioritize diversity, equity and inclusion elements in grant funding criteria.	Metro	NEW	Code and authorizations
13.2. Implement annual volunteer projects and collection/recycling events in neighborhoods affected by solid waste facilities.	Metro	NEW	Partnership agreements; Grants
E 13.3. Require each solid waste facility to work towards a good neighbor agreement with its host community.	Metro	NEW	Code and authorizations
E 13.4. Evaluate Community Benefit Agreements as a potential tool for garbage and recycling facilities to invest in host communities.	Metro	NEW	Regional work groups

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

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	STATUS	IMPLEMENTATION APPROACH
14.1. Implement transparent and consistent annual rate-setting processes for all collection service providers.	Cities Counties	In progress	Existing programs; Code and authorizations
14.2. Implement transparent and consistent annual rate-setting processes for all facilities.	Metro	In progress	Existing programs; Code and authorizations
14.3. Establish rates across the region that are consistent for like services.	Metro Cities Counties	NEW	Regional work groups; Code and authorizations
E 14.4. Implement a low-income rate assistance program for residential collection services	Cities Counties	NEW	Regional work groups; Code and authorizations

14.5. Evaluate alternative models for collection, processing and transfer services to identify which would deliver the best environmental, financial, efficiency and equity outcomes.	Metro Cities Counties	NEW	Regional work groups
14.6. Implement strong financial performance reporting standards to provide greater certainty on the financial viability of facilities serving the Metro region.	Metro	NEW	Code and authorizations
14.7. Require that local governments annually provide information to residents about the components of their garbage and recycling collection rate.	Metro	NEW	Partnership agreements

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

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	STATUS	IMPLEMENTATION APPROACH
15.1. Implement regionally consistent contamination reduction efforts to improve material quality, including education, collection equipment changes and customer feedback methods.	Metro Cities Counties	In progress	Regional work groups
15.2. Regularly assess the list of curbside recyclables collected in the region relative to end-markets, life cycle environmental benefits, community needs and forecasting of future materials in the waste stream.	Metro Cities Counties	In progress	Regional work groups
E 15.3. Develop public-private partnerships to expand local markets for priority recyclable materials, with an emphasis on minority-owned and other underrepresented business owners.	Metro	NEW	Partnership agreements; Grants
15.4. Fund investments to improve the performance of material recovery facilities through collection rates and/or other mechanisms.	Metro Cities Counties	NEW	Existing programs; Grants

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

Goal 16: Maintain a system of facilities, from smaller recycling drop-off depots to larger full-service stations, to ensure equitable distribution of, and access to, services.

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	STATUS	IMPLEMENTATION APPROACH
16.1. Locate garbage transfer stations and allocate material tonnage to them to best benefit the public relative to geographic equity and access to service, and to reduce environmental and human health impacts.	Metro	In progress	Code and authorizations
16.2. Locate recycling and food scraps transfer and recovery facilities to best benefit the public relative to geographic equity and access to service, and to reduce environmental and human health impacts.	Metro	In progress	Code and authorizations

E	16.3. Improve interagency and community collaboration on siting and authorizing proposed solid waste facilities to reduce potential impacts on neighboring communities.	Metro	In progress	Regional work groups
	16.4. Maintain public ownership of facilities to ensure that a range of services are accessible to residents at equitable and affordable rates.	Metro	In progress	Code and authorizations
	16.5. Evaluate the feasibility of establishing a publicly-owned facility in Washington County to accept and transfer garbage, recycling, food scraps and household hazardous waste and other materials.	Metro Cities Counties	NEW	Regional work groups
	16.6. Expand and improve access to services provided at Metro South Transfer Station	Metro	In progress	Existing programs
	16.7. Implement the Metro Transfer System Configuration policy.	Metro	In progress	Code and authorizations

DISASTER RESILIENCE

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

ACTIONS TO BE COMPLETED BY 2030		LEAD AGENCY	STATUS	IMPLEMENTATION
E	17.1. Develop a regional solid waste emergency management response and recovery framework in partnership with local governments and community organizations that prioritizes those most vulnerable in disaster.	Metro Cities Counties	In progress	Regional work groups
	17.2. Conduct periodic exercises to test and practice the implementation of disaster debris plans.	Metro Cities Counties	NEW	Regional work groups; Partnership agreements
	17.3. Develop a coordinated preparedness and response messaging program that is accessible and culturally responsive.	Metro Cities Counties	NEW	Regional work groups; Partnership agreements

17.4. Develop a database of existing public and private solid waste infrastructure capabilities that can be integrated with other public databases.	Metro	NEW	Partnership agreements
---	-------	-----	------------------------

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

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

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

ACTIONS TO BE COMPLETED BY 2030	LEAD AGENCY	STATUS	IMPLEMENTATION
19.1. Identify and pre-authorize debris management sites throughout the region.	Metro Cities Counties	In progress	Partnership agreements

E	19.2. Develop incentives for debris management contractors to prioritize the purchase of services and materials from locally owned companies, with an emphasis on minority-owned and women-owned businesses.	Metro	In progress	Partnership agreements
	19.3. Develop agreements and contracts with service providers and partner jurisdictions to ensure rapid mobilization of regional and out-of-region resources during emergency response operations.	Metro Cities Counties	In progress	Partnership agreements
	19.4. Develop strategies for the safe reuse, recycling and disposal of materials following a debris-generating incident.	Metro	In progress	Regional work groups; Partnership agreements
	19.5. Create incentives or requirements for debris management contractors to collect and separate debris materials for reuse and recycling.	Metro	In progress	Partnership agreements

Measuring Progress

Overview

Implementation of the plan's goals and actions will take place over twelve years. With an effective measurement strategy, Metro and local governments will be able to demonstrate the positive impacts the plan's activities are having on the region, highlight opportunities for improvement and evaluate which programs and projects are helping the region achieve its desired outcomes. The measurement approach consists of two distinct elements:

1. Progress report on the plan's impacts through the measurement of key indicators
2. Progress report on the status of the implementation of the plan's actions

Key Indicators

Key indicators are intended to communicate the overall trajectory of progress to a broad audience. They draw from the plan values to demonstrate the overall performance of the plan. A number of the key indicators are new measures that would require investment. As of the date of adoption of this plan, most of the indicators need additional work to develop baseline data and evaluation methodologies, but Metro is confident that work can be completed within the first year or two of the plan.

Key Indicator	Lead Agency	Status
1. Greenhouse gas emissions associated with the products and services consumed in the Metro region (<i>Environment and Health value</i>)	Metro	Ready
2. Annual tons of waste generated (<i>Resource Conservation value</i>)	Metro	Ready
3. Number, geographic location and demographics of youth reached through education programs (<i>Environmental Literacy value</i>)	Metro	Ready
4. Share of multifamily communities with adequate collection services (<i>Service Excellence and Equity value</i>)	Metro Cities Counties	Investment needed
5. Recycling contamination by sector (<i>Operational Resilience value</i>)	Metro	Investment needed
6. Median wage in the waste management industry by race/ethnicity/gender (<i>Economic Well-Being value</i>)	Metro Cities Counties	Investment needed

Goal Indicators

The plan will also have goal-level indicators that are intended to measure the progress of specific programs, policies or investments that are linked to the attainment of the 2030 Regional Waste Plan goals. A number of the goal indicators will also inform the key indicators. These goal indicators are in development and will be included in the draft plan.

Action Implementation

On an annual basis, Metro will report on the status of each action and whether or not it has been implemented.

Appendix A

2030 Regional Waste Plan

Technical Work Group Membership

During March 2018 to April 2018, eight work groups were convened to draft actions for achieving the 2030 Regional Waste Plan goals. Below is a list of the members of each work group.

Quality Service

Peter Brandom	City of Hillsboro
Shannon Martin	City of Gresham
Kelly Stewart	Clackamas County
Andy Kahut	Kahut Waste Services
Juan Carlos Gonzalez	Equity Work Group
Jami LeBaron	ROSE Community Development
Sara Kirby	Metro facilitator
Jennifer Erickson	Metro technical staff

Garbage and Recycling Operations

Janine Wilson	Clean Air Safe Environment
Kristin Leichner	Pride Disposal
Audrey O'Brien	Oregon Department of Environmental Quality
Carl Peters	Recology
Theresa Koppang	Washington County
Bruce Walker	City of Portland
Hays Witt	Hays Witt Strategies
Rob Nathan	Metro facilitator
Dan Blue	Metro technical

Education and Information

Laura Kutner	Trash for Peace
Elizabeth Cole	City of Beaverton
Lauren Norris	Master Recyclers
Laurel Bates	Clackamas County
Elaine Blatt	Oregon Department of Environmental Quality
Maureen Quinn	Oregon State University
Nicole Hernandez-Marrs	Metro facilitator
Darwin Eustaquio	Metro technical staff

Good Jobs

Emma Brennan	Participants Oregon Tradeswomen/Equity Work Group
Therese McLain	Republic Services

Arianne Sperry	City of Portland
Dean Kampfer	Waste Management
Pat Daniels	Constructing Hope
Kim Taylor	Metro facilitator
Molly Chidsey	Metro technical staff

Reduce, Reuse, Repair

Jenna Garmon	Metro facilitator
Scott Klag	Metro technical staff
David Allaway	Oregon Department of Environmental Quality
Yoana Molina	Rosewood Initiative
Dave Lowe	Rebuilding Center
Scott Keller	City of Beaverton
Lauren Gross	Repair PDX
John Klosterman	Oregon Food Bank

Economic Prosperity

Pete Chism-Winfield	City of Portland
Dylan de Thomas	Recycling Partnership
Andre Bealer	National Association of Minority Contractors/Equity Work Group
Terrell Garrett	Greenway Recycling
Tracy Sagal	Metro facilitator
Bryce Jacobson	Metro technical staff

Preparedness and Resilience

Heather Kuoppamaki	Oregon Department of Environmental Quality
Thomas Egleston	Washington County
Kevin Veaudry-Casaus	City of Portland
Jason Hudson	Waste Connections
Eben Polk	Clackamas County
John Warner	Pearl District Neighborhood Emergency Team (NET)
Jim Quinn	Metro facilitator
Daniel Nibouar	Metro technical staff

Healthy Products

Marilou Carrera	Oregon Health Equity Alliance/Equity Work Group
Kyle Diesner	City of Portland
Sharetta Butcher	North by Northeast Health Center
Jen Coleman	Oregon Environmental Council
Ali Briggs-Ungerer	
Minal Mistry	Oregon Department of Environmental Quality
Jon Mayer	Metro facilitator
Carl Grimm	Metro technical staff

STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 18-1426 FOR THE PURPOSE OF AMENDING METRO CODE TITLE V CHAPTERS 5.00, 5.01 AND 5.05 TO ESTABLISH A FRAMEWORK FOR ALLOCATING PUTRESCIBLE SOLID WASTE TONNAGE TO PRIVATE TRANSFER STATIONS BEGINNING IN 2020

November 1, 2018

Prepared by: Molly Vogt
503-797-1666

Ordinance No. 18-1426 proposes a more predictable and adaptable method for allocating the flow of wet waste tonnage to private transfer stations while ensuring that publicly owned transfer stations receive sufficient quantities of waste to provide critical public benefits. The ordinance, if adopted, will amend the following chapters of Metro Code Title V:

- Chapter 5.00 (Definitions) to add new definitions to clarify the new code provisions.
- Chapter 5.01 (Solid Waste Facility Regulation) to establish a framework for allocating putrescible (wet) solid waste tonnage to private transfer stations located **inside** the Metro regional boundary.
- Chapter 5.05 (Solid Waste Flow Control) to establish a framework for allocating wet solid waste tonnage to private transfer stations located **outside** the Metro regional boundary.

The ordinance is effective 90 days after it is adopted and will be implemented beginning January 1, 2020.

BACKGROUND

Oregon law (ORS 268.300 *et. seq.*) provides Metro with responsibility over the transfer and disposal of waste that is generated within its jurisdictional boundary. Metro exercises its broad legal authority to meet the following public benefits:

- Protect the public's health
- Protect the environment
- Get good value for the public's money
- Keep our commitment to the highest and best use of materials
- Be adaptable and responsive in managing materials
- Ensure services are accessible to all types of customers

Until 1991, the St. Johns Landfill, located in north Portland along the Columbia Slough, served as the region's primary disposal site for the many small local private haulers – many of whom have operated in the region since the turn of the century. These local haulers were allowed to dispose of waste directly at the landfill until it closed.

In 1983, the Metro South Transfer Station opened in Oregon City as a means for consolidating and transferring waste from the southern portion of the region to St. Johns Landfill. Whereas, Metro Central Transfer Station, located in north Portland, opened in 1991 in anticipation of the

closure of the St. Johns Landfill and the need to further consolidate and transport wet waste much longer distances for disposal at Columbia Ridge Landfill in Arlington. Metro's transfer stations have been transferring waste to the Columbia Ridge Landfill since the closure of St. Johns. Since the late 1990's, the regional transfer system has evolved to become a "hybrid" mix of publicly owned and privately owned transfer stations. Privately owned transfer stations are allowed to operate under a franchise granted by Metro and most originally began operating as post-collection material recovery facilities. In addition, since the local landfill closed, many local haulers have consolidated or been bought up by large waste companies.

Much like a public utility, Metro is responsible for system-wide planning and infrastructure development for the regional solid waste transfer system. Today five privately owned and two publicly owned transfer stations consolidate and transfer wet waste long distances to landfills. Two transfer stations, located just outside the region, receive small amounts of wet waste that are generated inside the region and collected by affiliated haulers. The Metro Council reaffirmed the continuation of this basic public-private hybrid system when it adopted the Transfer System Configuration Policy in July 2016 (Resolution No. 16-4716).

The 2016 policy requires that by 2020 Metro will:

1. Establish tonnage allocations in percentages so that all allocations change proportionally as regional tonnage rises or falls;
2. Establish a predictable and transparent framework for adjusting tonnage allocations that Council could adopt as a policy;
3. Promote more efficient off-route travel to reduce greenhouse gases and minimize travel time;
4. Accommodate future changes and new technology;
5. Support small businesses;
6. Utilize the regional transfer system and require that all landfill-bound waste use the region's transfer stations; and
7. Improve rate transparency at public and private stations.

In addition, the Metro Council required that *no less* than 40 percent of the region's wet waste tonnage must flow to the two publicly owned transfer stations, Metro South and Metro Central. This helps ensure that Metro can offer necessary services to the public such as daily self-haul, household hazardous waste collection, and expanded operational hours. Metro stations also serve as facilities of last resort and do not generally have the option of turning loads away. Private transfer stations have not historically provided many of these public services. Metro has also historically served as a rate benchmark for other transfer stations in the system as well as a proxy for local governments during their local rate setting processes for collection franchises. The Metro Council also required that no single company should transfer *more* than 40 percent of the region's wet waste. This enables more companies to participate in the transfer system and fosters local economic opportunity.

Metro's Waste Management Landfill Contract

Since 1991 and through the end of 2019, Metro is contractually required to deliver 90 percent of all the landfill-bound wet waste generated within Metro's jurisdiction to a Waste Management landfill for disposal.¹ To comply with this contract, Metro set annual limits on the amounts of wet waste that each privately owned transfer station could receive. Metro also restricted the amounts of wet waste that a private transfer station could deliver to non-Waste Management landfills to no more than ten percent annually.

Starting in 2020, Metro is no longer required to guarantee the delivery of a percentage of the region's wet waste to any one company or landfill except for the tonnage transferred through Metro's public stations. Allocating the remaining wet waste tonnage that does not go through Metro stations moves the regional solid waste system closer to a rational system for allowing private transfer stations to participate in the system. Without a requirement to send 90 percent of the region's waste to a particular landfill, Metro anticipates a significant change in the economics of garbage collection, hauling, transfer and disposal in the region. The new wet waste allocation system proposed by this ordinance allows the private transfer stations to deliver their waste to any landfill they wish, so long as it does not conflict with the Landfill Capacity Policy adopted by the Metro Council in 2017 (Ordinance no. 17-1401).

Currently, there is no systematic method for allocating Metro's wet waste to the private stations. The allocations are not always predictable, often require ongoing negotiations with private transfer station operators, and do not promote system efficiency. In addition, the current allocations do not account for regional population shifts or growth, nor do they account for adding (or removing) transfer stations in the system. In short, staff believes that the current approach to allocating waste does not serve the public's interest as we move into 2020.

In March 2018, Metro staff proposed a framework and methodology to allocate the regional wet waste tonnage to private solid waste transfer stations beginning in 2020.² The framework and methodology promote a more systematic, transparent, equitable and potentially efficient distribution of wet waste to the transfer stations that serve the region.

The proposed new approach to wet waste tonnage allocation is expected to reduce travel time, support system efficiency, and ensure that many companies can continue to play a role in the region's transfer system. The new approach encourages haulers to minimize off-route travel to reduce greenhouse gases and road wear from unnecessary truck travel, increases pedestrian safety, and provides other public benefits. This methodology seeks to minimize transportation-related system costs by encouraging use of the closest transfer station and requiring that all landfill-bound waste use a transfer station located within or very near Metro's jurisdictional boundary.

¹ Change Order 11 to this disposal contract changed the flow guarantee from 90 percent to 87 percent for 2018 and 2019.

² See <https://www.oregonmetro.gov/wet-waste-allocation-study> for more information about the methodology.

PUBLIC OUTREACH AND ENGAGEMENT

The Transfer System Configuration Policy was developed with extensive waste industry and local government input. The Solid Waste Alternatives Advisory Committee (SWACC) also provided review in preparation for developing a more systematic process to the allocation and management of Metro's wet waste after the current disposal contract with Waste Management expires at the end of 2019.

In developing a proposed framework and methodology in March 2018, Metro staff met with all the transfer station operators individually and as a group throughout April, May and June. Staff also briefed local government solid waste directors on several occasions and SWAAC at its May, July and October meetings. Stakeholders had various comments and questions which are summarized below:

1. *Metro developed this proposal too quickly and was not inclusive enough.*

Response: The allocation method was developed internally at Metro over a period of several months and proposed in March 2018 with invitations for subsequent feedback in person and in writing. Staff will continue to meet and discuss the proposal's methodology details in the draft administrative rules with stakeholders.

2. *The model is too generalized.*

Response: The tonnage allocation approach used in the proposed model is based on the "shortest travel time" rule, from the origin of the waste to the most proximate transfer station. This approach is generalized and intended to align with the Council objectives while being more systematic, straightforward, transparent, predictable and easily maintained over time. Staff will evaluate the development of a more complex empirical model that would accomplish other goals such as better reflecting the "actual" regional garbage truck transportation system. This will also enable comparisons of the current system with future performance under different economic and policy scenarios. It is critical to consider the cost of collecting and managing new data with its practical value in improving the model. Staff will continue to evaluate the model, assess data requirements and improve the model over time.

3. *Parking barns should be included in the model.*

Response: Parking barns are where collection route trucks leave from and return to. They can be an important consideration, especially when co-located with a transfer station, because that is where integrated operations expect to park collection vehicles over night after delivering the last load of the day. Staff continues to evaluate how best to include certain barns, especially those that serve to maintain and repair collection vehicles and serve as compressed natural gas (CNG) fueling stations for fleets. However, a particular parking barn's level of influence on off-route travel time depends on many other factors. These include the number of routes a truck completes in a day and traffic issues that fluctuate during the day. In addition, parking barn locations change more over time than transfer station locations. Although barns may be an important addition to an empirical

model, staff does not have route-level data to enable the inclusion of barns in the current model without overestimating their influence. Staff will continue to evaluate the most effective way to include barns in the model without overcorrecting for this factor.

4. *There is not a universally preferred way to measure proximity to transfer stations to define wastesheds for all collectors.*

Response: Metro, as the federally recognized metropolitan planning organization for the greater Portland area, develops and maintains a regional travel model for transportation planning and has many years of experience in modeling the flow of transportation throughout the region. Metro staff evaluated distance, modeled congested travel time, and modeled uncongested travel time as measures of access and proximity. The resulting differences in wastesheds were negligible (no variation resulted in more than three percentage points change in tonnage allocation for any given wasteshed), so the implications of this choice upon allocations were minimal. Vehicle miles traveled (VMT) does not reflect all costs associated with route-based hauling operations as effectively as a time-based measure and was therefore removed from consideration. Uncongested travel time was originally selected for its consistency and neutrality as compared with a specific peak hour travel model which may not reflect the actual time when the majority of haulers are traveling off-route, but many stakeholders preferred a peak hour travel time model. Staff have changed the methodology to use morning peak hour travel for the allocation and will continue to explore additional data that would better reflect actual garbage truck travel times.

5. *The model does not account for differential tip fees between transfer stations or cost efficiencies that may accrue to vertically integrated companies.*

Response: In the past, tips fees at all stations were within a very narrow range – generally within one dollar per ton. Thus, it made no appreciable difference for unaffiliated haulers i.e. those haulers that are not owned by a transfer station or landfill to use one facility over another facility based on tip fees alone. Further, public tip fees served as a convenient proxy for local government rate makers when determining curbside rates for collection. Only recently have some stations begun to increase tip fees significantly.

For instance, the Forest Grove and Troutdale Transfer Stations currently charge nearly \$15 per ton more than tip fees at Metro's public stations. The higher tip fees at Forest Grove and Troutdale have forced some collectors to re-evaluate which station they use based on cost and travel time. Local government staff has also expressed the need for greater rate transparency at facilities to better inform their rate setting process for collection routes. More uniform rates at transfer stations throughout the region coupled with the proposed tonnage allocation method could encourage greater efficiencies in the flow of waste. Staff will soon publish the next step of the Rate Transparency Project which will highlight observable information on the rate components of private transfer stations as a way to better understand facility tip fees. Staff will evaluate whether consideration should be given to transfer stations seeking higher tonnage allocations when they are also charging much higher rates than the public stations.

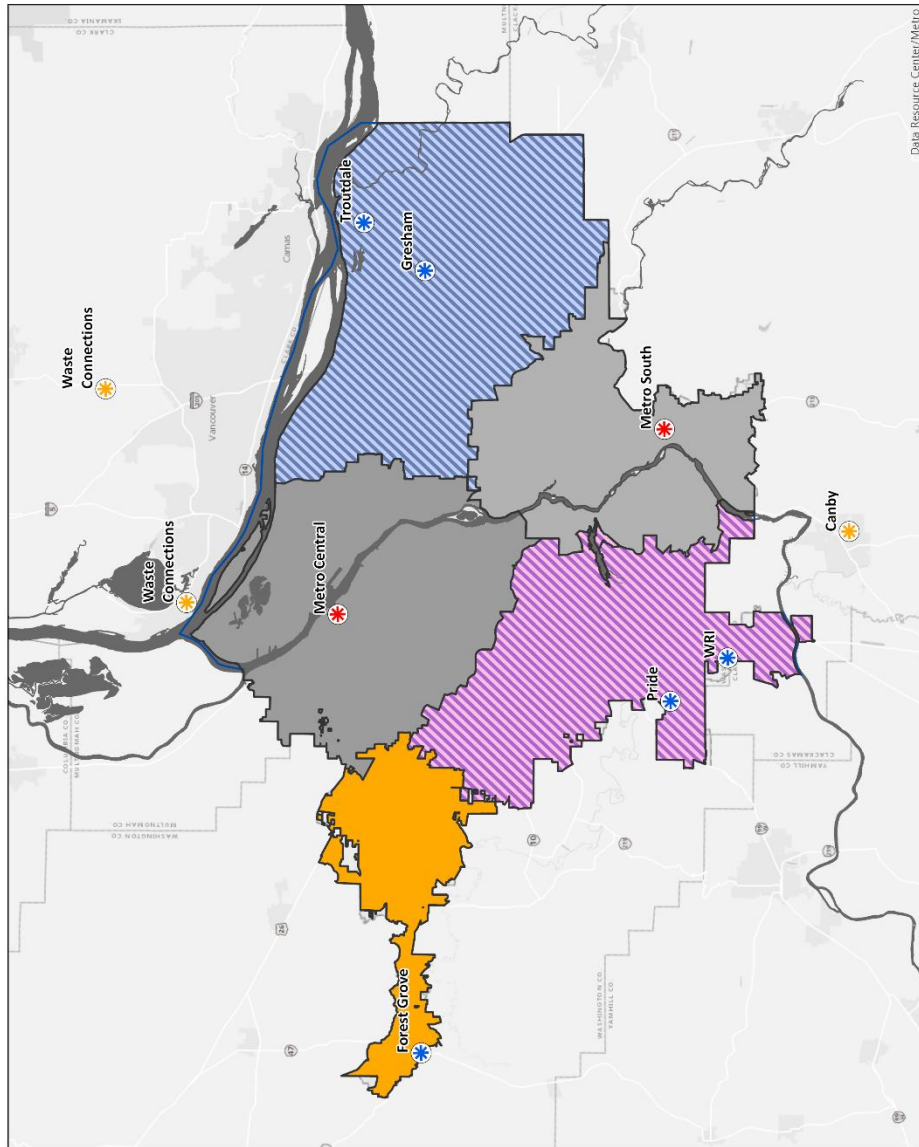
6. *Out-of-region transfer stations should be considered part of the system.*

Response: Two transfer stations, located just outside the Metro regional boundary, are currently authorized to receive small volumes of Metro area wet waste from haulers owned by the same company. These stations are located in Canby and Clark County, Washington. The configuration policy stated that “wet waste generated in region should utilize the regional transfer system” as a way to “minimize inefficiencies.” These out-of-region transfer stations are closer to only a very small percentage of the region’s wet waste than transfer stations located inside the region. However, staff recognizes that continuing to allow some nearby historically used transfer stations to remain active in the regional system will minimize system disruption, at least for a transitional period. Staff has proposed that out-of-region transfer stations remain eligible to receive small allocations that are consistent with recent previous years if they become designated facilities and enter into an agreement with Metro.

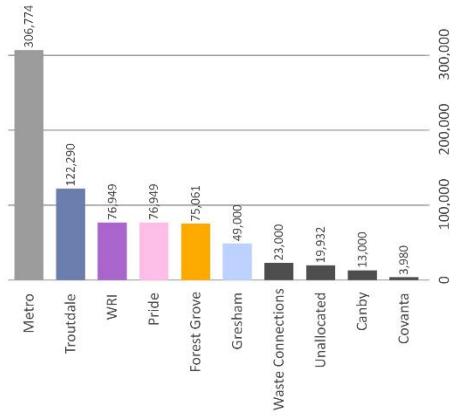
The regional solid waste system is very dynamic and continues to change for a variety of demographic and economic reasons. Based on some new assumptions, the solid waste forecast for 2019-20, and addressing some of the stakeholder comments received, staff produced an updated map originally found in the March 2018 Report on Wet Waste Tonnage Allocation (Figure 8 on page 13). This updated map includes the following additional new assumptions:

1. Regional wet waste tons projected to be generated are based on Metro’s latest solid waste forecast.
2. Canby Transfer Station, owned by KB Recycling, would be eligible to receive an annual allocation of 13,000 tons in 2020. This assumption is based on the last three calendar years of actual wet waste delivered to the station in Canby.
3. Arrow Sanitary, owned by Waste Connections, would be eligible to receive an annual allocation of 23,000 tons in 2020. This assumption is based on the last three calendar years of wet waste delivered to its Clark County transfer station (West Van).
4. Gresham Sanitary Services (GSS) has requested an increase in its current franchise annual cap of 25,400 tons for a total of 49,000 tons for 2020. This assumption is based on the Metro Council approving GSS request during 2019.
5. Unlike the March 2018 map that used uncongested travel distance to develop wastesheds, the new map below is based on travel time during a 7:00 am to 9:00 am peak travel time. This changes the boundaries slightly.
6. This map does not include parking barn data.

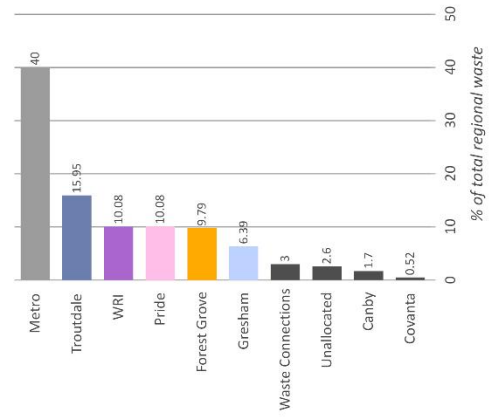
2020 projected tonnage allocations



Waste allocation estimate (766,935 tons)



Share of regional waste



PROPOSED AMENDMENTS TO TITLE V

CHAPTER 5.00 (Definitions)

Ordinance no. 18-1426 proposes to add three new definitions necessary to implement the framework and add clarity to the new code language:

Significant disruption defines long-term, unplanned events that may trigger the need for a tonnage allocation adjustment.

Tonnage allocation is defined as Metro granting a percentage of the region's wet waste to a private transfer station.

Transfer station wasteshed defines wasteshed in the framework for tonnage allocations.

CHAPTER 5.01 (Solid waste facility regulation)

CHAPTER 5.05 (Solid waste flow control)

Metro Code Chapter 5.01 regulates solid waste facilities and disposal sites located within the region. Metro Code Chapter 5.05 regulates solid waste facilities located outside the region. The Chief Operating Officer (COO) recommends the proposed changes to Chapters 5.01 and 5.05 as described below and further detailed in Exhibit A to the ordinance.

Putrescible waste tonnage allocation framework (5.01.195 and 5.05.195)

These proposed new sections establish the tonnage allocation framework in Code for solid waste transfer stations located both inside and outside the regional boundary. They also establish the general factors the COO will consider when allocating tonnage amounts. These are general factors that are normally considered by the COO when making decisions about the regional solid waste system:

1. Public benefits to the regional waste system: This requires a private transfer station to explain how its operation meets the public benefits as listed on the first page of this staff report. These include protecting public health and the environment, getting good value for the public's money, and ensuring services are accessible to all.
2. Effect on the regional solid waste system: This requires a private transfer station to explain how its operation does affect or will affect the regional system.
3. Preserve Metro's 40 percent share of wet waste tonnage: Upon adoption of the Transfer System Configuration Policy in 2016, Metro Council recognized the need for Metro to be part of the hybrid system of transfer stations. Metro do not generally have the option of turning loads away. Metro is open to public self-haul and commercial vehicles more days and longer hours than any of the private stations. Metro provides additional services, not always provided by private stations, such as household hazardous waste collection, post-collection recovery and recycling drop-off.
4. Proportional share is allocated to companies in a clear and transparent way: This requires that no one facility may receive more than 40 percent of the region's waste, which helps promote competitive participation by many companies, including locally-owned companies.
5. Rates: Metro may consider rates in the future concurrent with the rate transparency project as it moves to more advanced stages. Phase 2 is nearly complete and is intended to explain the rate components of the private facility rates based on observation and publicly available information.
6. Any other factor: Metro is responsible for planning and managing a very complex, dynamic and changing solid waste system. The COO always reserves the right to include other relevant factors when deciding how much wet waste to allocate to the private sector stations.

This Code section allows the COO to adjust tonnage further when it is in the public interest to do so and to account for significant events that may impact the regional solid waste system.

5.01.260 Obligations and limits for selected types of activities

This proposed new section establishes a framework for general acceptance standards for wet waste and addresses the access of unaffiliated haulers to transfer stations. It spells out causes that would allow a transfer station to deny access to unaffiliated haulers and provides a process for notifying Metro prior to refusing service. These changes also allow the COO to investigate access denial.

5.05.196 Obligations and limits for selected types of activities

This proposed new section establishes a framework for acceptance standards for wet waste at a transfer station located outside the regional boundary. It requires an out-of-region transfer station seeking a tonnage allocation to 1) become designated by Metro Council and 2) enter into an agreement with Metro that specifies the conditions under which it may accept wet waste from the Metro region. It also spells out causes that would allow a transfer station to deny access to unaffiliated haulers and also provides a process for notifying Metro prior to refusing service.

The proposal also requires an out-of-region transfer station to demonstrate adequate capacity to accept wet waste from within the Metro region and that the local or state permitting authority allows the transfer station to accept Metro-area waste. The proposal establishes Metro's right to review, monitor, inspect and audit private transfer stations located outside the regional boundary as if they were located inside the regional boundary.

An out-of-region transfer station must also agree to collect and remit fees and taxes to Metro on waste accepted from inside the regional boundary. The proposal also specifies that the transfer station may only accept waste from haulers in accordance with its agreement with Metro. The COO may investigate to ensure compliance with this agreement.

ADMINISTRATIVE RULES

Included with this staff report is a draft of administrative rules (AR 5.01-3000 through 3040) that provide more details of the process to allocate wet waste. These are provided so that stakeholders have a complete picture of the both the code framework and methodology/process for allocation wet waste tonnage.

If the Metro Council adopts Ordinance 18-1426, the COO will consider a final version these administrative rules through the process outlined in Chapter 5.01.280 and 5.05.280. The adoption process will include at least a 30-day public comment period and a public hearing prior to the adoption of the final rules. Metro staff is available to answer questions or take comments on these proposed rules at any time.

ANALYSIS / INFORMATION

1. Known Opposition

Metro staff engaged in an extensive stakeholder process that included multiple meetings collectively and individually with transfer station operators and with representatives of the Oregon Refuse and Recycling Association. Staff also conferred several times with local government solid waste directors and some elected local officials. Staff made three presentations before SWAAC. Attached to the staff report is a response to comments that address many of the concerns raised.

2. Legal Antecedents

Metro has broad legal authority to manage and regulate the region's solid waste system under ORS Chapter 268, Metro's home rule Charter and the Oregon Constitution.

3. Anticipated Effects

If Council adopts Ordinance No. 18-1426, wet waste tonnage allocation would become more transparent and systematic beginning in 2020. In addition, Metro would establish a framework for wet waste tonnage allocation and further evaluate other data needs to improve the model.

4. Budget Impacts

There are no expected budget impacts associated with the adoption of this ordinance.

RECOMMENDED ACTION

The COO recommends adoption of Ordinance No. 18-1426.

SOLID WASTE

ADMINISTRATIVE RULES

AR 5.01 - 3000 through 3040

Putrescible Waste Tonnage Allocation Methodology

Effective March 1, 2019 [Placeholder date]

Table of Contents

- 5.01 – 3000 Policy and legal authority
- 5.01 – 3005 Definitions
- 5.01 – 3010 Applicability of rules
- 5.01 – 3015 General provisions
- 5.01 – 3020 Putrescible waste tonnage allocation methodology
- 5.01 – 3025 Tonnage allocation steps
- 5.01 – 3030 Tonnage allocation annual adjustment
- 5.01 – 3035 Other tonnage allocation adjustments

5.01 – 3000 Policy and legal authority

1. Metro Code Sections 5.01.280 and 5.05.260 authorize the Chief Operating Officer (COO) to adopt administrative rules governing the requirements of licensees and franchisees under Chapter 5.01 and designated facilities under Chapter 5.05.
2. Metro Code Sections 5.01.191 and 5.05.195 establish a framework for Metro to allocate putrescible solid waste tonnage to a private transfer station on an annual basis. These administrative rules establish the methodology for tonnage allocation and are in addition to all requirements set forth in Metro Code Chapters 5.01 and 5.05.

5.01 – 3005 Definitions

Unless otherwise defined, all applicable terms are as defined in Metro Code Chapter 5.00.

5.01-- 3010 Applicability of rules and effective dates

1. These administrative rules apply to any transfer station subject to franchise requirements under Chapter 5.01. These rules also apply to any transfer station designated under Chapter 5.05 and eligible to receive putrescible waste from the Metro region.
2. These rules are effective on March 1, 2019 [placeholder date] and will be implemented beginning January 1, 2020.

5.01 – 3015 General provisions

Metro will annually allocate putrescible solid waste tonnage to a private franchised or designated transfer station using the methodology described in these administrative rules, which also includes consideration of at least the following factors:

1. Transfer station wastesheds, as defined in Chapter 5.00.
2. Proximity, measured by travel time, between transfer stations. Travel time will be calculated using congested peak hours (7:00 am to 9:00 am).
3. The estimated amount of putrescible waste generated within the wasteshed during the upcoming calendar year based on the latest available Metro population and employment data and Metro's solid waste forecast.
4. Any factor that limits a transfer station's capacity.
5. Any factor that increases or reduces waste generation within the wasteshed.
6. Any factor that disrupts transportation routes.
7. Any circumstance that warrants a tonnage allocation increase or decrease for a transfer station to provide an established public benefit so long as Metro's public stations retain at least a 40 percent tonnage share.

5.01 – 3020 Putrescible waste tonnage allocation guidelines

Metro will allocate a percentage share of the region's putrescible waste to each franchised or designated transfer station according to the following guidelines:

1. The Chief Operating Officer will allocate tonnage based primarily on the amount of waste that is generated in closest proximity to each transfer station, following the steps described in AR 5.01 - 3025.
2. The Chief Operating Officer may not allocate more than 60 percent of the region's putrescible waste tonnage per calendar year to any transfer station that is subject to these administrative rules.
3. In order to maintain a minimum 40 percent tonnage share to Metro's transfer stations, the Chief Operating Office may adjust the tonnage allocation to a private station if the transfer station will not use its full allocation. The Chief Operating Officer may also adjust tonnage allocations at all transfer stations by a pro rata percentage until Metro's 40 percent share is achieved.

5.01 – 3025 Tonnage allocation methodology steps

Step 1: Metro will map travel times based on modeled morning peak hour (congested) travel time. Metro will use the regional transportation model that is used for regional transportation planning purposes. Metro will evaluate other travel data and models for their ability to accurately represent travel times for haulers and may adopt a new data source as appropriate by amending these rules.

Step 2: Metro will delineate the individual wasteshed for each transfer station that incorporates the area most accessible to the transfer station to minimize hauler travel time across the region.

Step 3: Metro will merge individual wastesheds when transfer stations are located less than ten minutes apart according to the travel time model.

Step 4: Metro will determine tonnage allocations for each transfer station using the following methodology:

- a. Metro will use TAZ-based (transportation analysis zone) region-wide population and employment estimates and standard generation rates to calculate the amount of putrescible solid waste expected to be generated for each TAZ.
- b. Metro will aggregate the TAZ-based putrescible solid waste estimates to wastesheds to calculate the putrescible solid waste tonnage that is most proximate to each transfer station. This generation estimate serves as the initial component of the allocation.
- c. Metro will calculate each transfer station's regional percentage of waste generated in its wasteshed.
- d. Metro will apply those percentages to the following calendar year's putrescible waste forecast to calculate actual tonnage for each transfer station.
- e. When wastesheds have been merged, Metro will divide the tonnage in equal portions among those transfer stations that share the same wasteshed.
- f. When an individual transfer station has a limiting factor, Metro will generally assign the allowable tonnage in accordance with that limit. Limiting factors may include limited capacity, local limits on traffic or land use, or authorizations below the transfer station's initial tonnage allocation resulting from the calculation of subsections a through e above. Metro may redraw the wasteshed map or reallocate the balance of the wasteshed's tonnage to the other transfer station(s) within that wasteshed.

Step 5: Metro will allocate tonnage amounts based on the results of step 4 i. – vi. above. Metro will then notify each private transfer station of its annual allocation by the end of the calendar year. The allocations will become effective in the next calendar year.

5.01 – 3030 Tonnage allocation annual adjustment request

1. Metro may annually consider adjusting a tonnage allocation for a transfer station after the transfer station's annual tonnage allocation is known. However, Metro may only adjust a transfer station's allocation if it is in the public interest and if Metro's share of the region's putrescible waste is not expected to be less than 40 percent.
2. If a transfer station seeks an increased tonnage allocation, it must:
 - (A) Submit a written request to Metro for a tonnage adjustment in the form and format prescribed by Metro within 30 days Metro's announcement of annual tonnage allocations. A transfer station may apply for an increased tonnage allocation only once per calendar year.
 - (B) Not charge more than the tip fee for the receipt of putrescible waste than that charged or projected to be charged at Metro transfer stations;
 - (C) Explain how an increase in tonnage would benefit the public, including any:
 - (1) Cost savings that will accrue to the public;
 - (2) Route or processing efficiencies;
 - (3) Rate increases that will be avoided by the local franchising or permitting authority;
 - (4) Environmental or sustainability gains; and
 - (5) Other benefits to the public.
 - (D) Describe any recent investments or transfer station improvements that would yield greater public benefits with an increased tonnage allocation.
 - (E) Describe any request that involves redistributing tonnage allocations between transfer stations.
 - (1) A transfer station may propose to shift up to five percent of its tonnage allocation to another transfer station.

|

(2) A transfer station requesting this shift must demonstrate that the shift will have minimal impact on each transfer station's host community e.g. nuisance, traffic, litter, malodors, etc.; and

(3) A transfer station must demonstrate that the shift does not create inefficiencies in the system.

(F) Explain any circumstances that Metro did not consider when it determined the annual allocation.

5.01 – 3035 Tonnage allocation adjustments at other times

The Chief Operating Officer may adjust a transfer station's tonnage allocation at times other than the annual adjustment if it is in the public interest and is necessary to address a significant disruption that impacts the usual transportation routes or reasonable access to a transfer station.

CHAPTER 5.00

SOLID WASTE DEFINITIONS

5.00.010 Definitions

For the purposes of Title V Solid Waste, unless the context requires otherwise, the following terms have the meaning indicated:

Significant disruption means an event that disrupts access to a transfer station, creates increased risk to human health or the environment, or impacts the normal operations, transportation routes or established system of a waste hauler or a transfer station. A significant disruption event may be caused by system disruptions (such as long term road repair or closures or facility construction) or natural forces (such as severe weather, flood, landslide or earthquake).

Tonnage allocation means a percentage of the region's putrescible waste that Metro grants to a private transfer station annually.

Transfer station wasteshed or wasteshed means the area surrounding a transfer station that is more immediately accessible to that transfer station than any other transfer station, based on travel time.

5.01.195 Putrescible Waste Tonnage Allocation Framework

- (a) The Chief Operating Officer will allocate putrescible waste tonnage amounts to a transfer station in accordance with the allocation methodology under applicable administrative rule and this chapter's requirements.
- (b) The Chief Operating Officer may allocate tonnage to either a transfer station that is franchised under this chapter or a transfer station that is designated under Chapter 5.05.
- (c) In addition to the allocation methodology factors adopted by administrative rule, the Chief Operating Officer may also consider the following factors when allocating tonnage amounts annually:
 - (1) The public benefits to the regional solid waste system;
 - (2) How the allocation will affect the regional solid waste system;
 - (3) How the allocation will affect the proportional amount of regional tonnage reserved for Metro's transfer stations (a minimum of 40 percent of the regional tonnage is to be reserved for Metro transfer stations);
 - (4) The proportional amount of regional tonnage allocated to companies;
 - (5) The rate that the transfer station charges for accepting putrescible waste; and
 - (6) Any other factor the Chief Operating Officer considers relevant to achieve the purposes and intent of this section.
- (d) The Chief Operating Officer may further adjust a transfer station's tonnage allocation at other times if it is in the public interest and necessary to address a significant disruption as defined in Chapter 5.00. An adjustment under this subsection does not require Council approval.
- (e) The Chief Operating Officer may not allocate more than 40 percent of the available regional tonnage to any combination of transfer stations owned by the same company.

5.01.260 Obligations and limits for selected types of activities

- (f) A transfer station franchisee:
 - (5) May not accept solid waste generated outside the Metro region if to do so would limit the franchisee from accepting solid waste generated inside the Metro region;
 - (6) May not accept solid waste collected outside of its wasteshed if to do so would deny access to a waste hauler that collects solid waste within the wasteshed of the transfer station;
 - (7) Must allow access to any unaffiliated waste hauler located within a transfer station's wasteshed, unless due cause exists for the franchisee to deny access, or unless the franchisee gives written notice to Metro at least 15 days in advance. Due cause includes, but is not limited to, repeated load contamination, failure to pay or risk of exceeding the franchise tonnage allocation.

The Chief Operating Officer may investigate a franchisee as appropriate to ensure that it complies with this subsection.

DRAFT 10/5/18

5.05.195 Putrescible Waste Tonnage Allocation Framework

- (a) The Chief Operating Officer will allocate putrescible waste tonnage amounts to a transfer station in accordance with the allocation methodology under applicable administrative rule and this chapter's requirements.
- (b) The Chief Operating Officer may allocate tonnage to either a transfer station that is designated under this chapter or franchised under Chapter 5.01.
- (c) In addition to the allocation methodology factors adopted by administrative rule, the Chief Operating Officer may also consider the following factors when allocating tonnage amounts annually to transfer station located outside the regional boundary:
 - (1) The public benefits to the regional solid waste system;
 - (2) How the allocation will affect regional solid waste system;
 - (3) How the allocation will affect the proportional amount of regional tonnage reserved for Metro's transfer stations (a minimum of 40 percent of the regional tonnage is to be reserved for Metro transfer stations);
 - (4) The proportional amount of regional tonnage allocated to companies;
 - (5) The rate that the transfer station charges for accepting putrescible waste from the Metro region; and
 - (6) Any other factor the Chief Operating Officer considers relevant to achieve the purposes and intent of this section.
- (d) The Chief Operating Officer may further adjust a transfer station's tonnage allocation at other times if it is in the public interest and necessary to address a significant disruption as defined in Chapter 5.00. An adjustment under this subsection does not require Council approval.
- (e) The Chief Operating Officer may not allocate more than 40 percent of the available regional tonnage to any combination of transfer stations owned by the same company.

5.05.196 Obligations and limits for selected types of activities

- (a) To be eligible to receive a tonnage allocation from Metro when a transfer station is located outside the Metro regional boundary, the transfer station must:
 - (1) Be a designated facility in accordance with 5.05.070; and
 - (2) Enter into an agreement with Metro in accordance with 5.05.100.
- (b) A designated transfer station that receives putrescible waste from the Metro region must:
 - (1) Demonstrate it has authorization from the applicable local or state solid waste authority to accept solid waste from the Metro region;

- (2) Allow Metro to inspect, monitor, review and audit as if it were a facility located inside the regional boundary in accordance with Chapters 5.01.250, 5.01.260, 5.01.270 and 5.01.290;
- (3) Report information monthly to Metro on all solid waste accepted or rejected that was generated from within the Metro regional boundary;
- (4) Collect and remit regional system fees to Metro monthly in accordance with Chapter 5.02 on all solid waste accepted from the Metro regional boundary; and
- (5) Collect and remit excise taxes to Metro monthly in accordance with Chapter 7.01 on all solid waste accepted from the Metro regional boundary.

The Chief Operating Officer may investigate a designated transfer station as appropriate to ensure that it is complying with this subsection and the agreement.



Metro

2030 Regional Waste Plan

October 2018

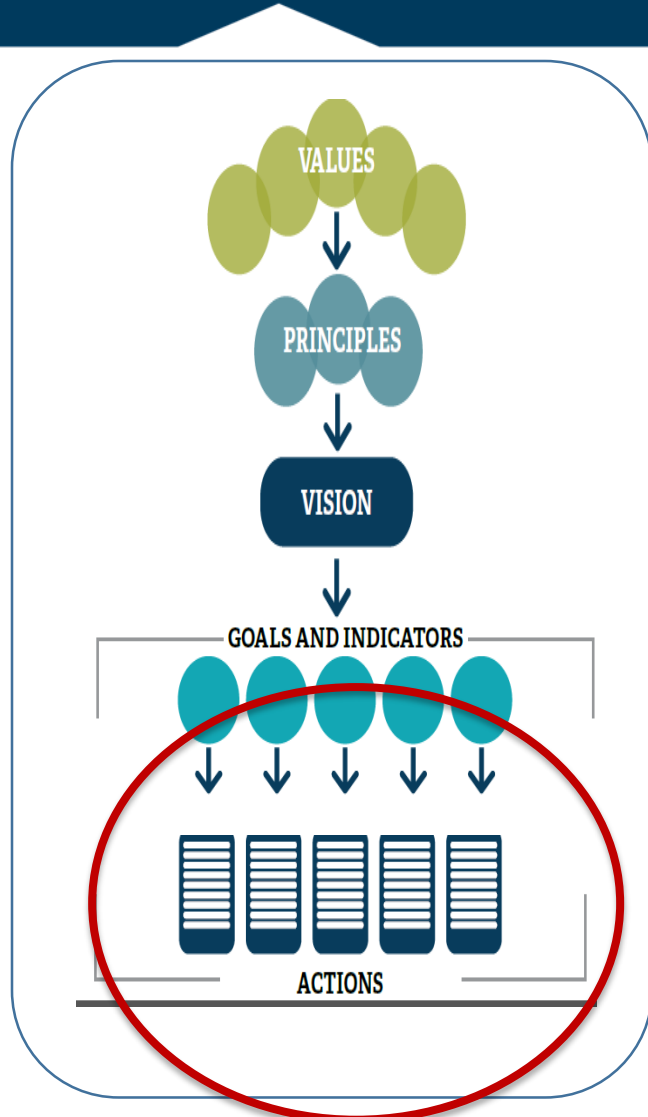


What is the 2030 Regional Waste Plan??



- Establishes direction
 - Vision
 - Goals
 - Actions
- Framework for Metro, cities and counties
- Outlines roles and responsibilities

2030 Regional Waste Plan



- Each element of plan developed in collaboration with Equity Work Group members
- Shaped by community conversations, residents, businesses and local government partners

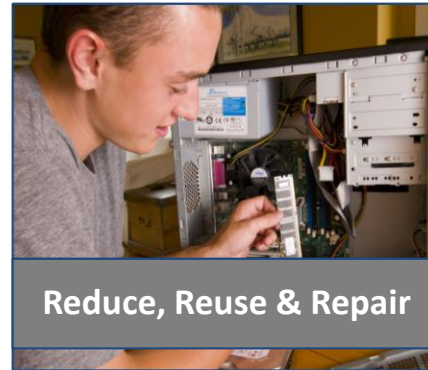
2030 Vision



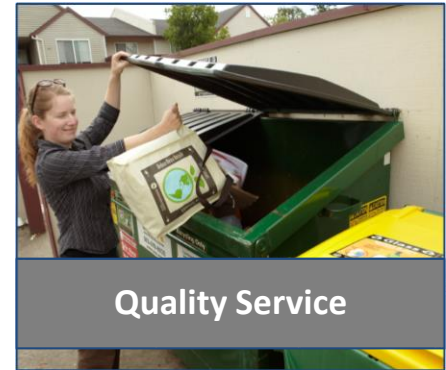
Healthy Products



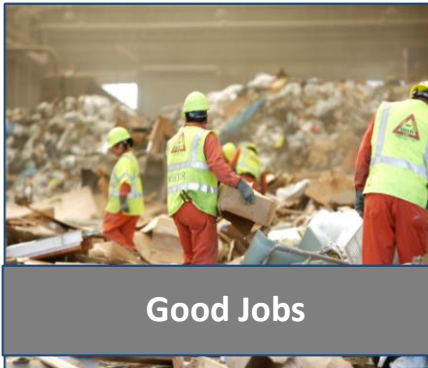
Information & Education



Reduce, Reuse & Repair



Quality Service



Good Jobs



Garbage & Recycling Operations



Economic Prosperity



Preparedness & Resilience

Action Planning

**Technical Work
Groups**



**Community
Forum**



Goal Areas



SHARED PROSPERITY



PRODUCT DESIGN & MANUFACTURING



PRODUCT USE & CONSUMPTION



PRODUCT END-OF-LIFE



DISASTER RESILIENCE

Actions

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

ACTIONS TO BE COMPLETED BY 2030

LEAD AGENCY

STATUS

IMPLEMENTATION APPROACH

10.1. Provide comprehensive collection services, and supporting education and assistance, for source-separated recyclables, source-separated food scraps and garbage in compliance with state, regional and local requirements, including the Regional Service Standard, Business Recycling Requirement and Business Food Waste Requirement in Metro Code.

Cities
Counties

In progress

Code and
authorizations

E

10.2. Implement minimum service levels or performance standards for all collected materials for multifamily and commercial tenants.

Metro
Cities
Counties

NEW

Code and
authorizations



Shared Prosperity Actions

- Add new representation to advisory committees
- Increase solid waste related spending that goes to locally, minority and women owned businesses
- Establish living wage standards
- Reduce the use of temporary workers
- Develop workforce development programs





Product Design & Manufacturing Actions

- Eliminate chemicals of concern in products
- Use product stewardship to reduce environmental impacts
- Phase out or bans for high impact products





Product Use & Consumption Actions

- Implement policies to reduce single use products, such as plastic bags
- Deliver culturally responsive education on waste prevention and better purchasing choices
- Prevent the wasting of food through tools and education





Product End-of-Life Management Actions

- Expand reuse and repair services
- Improve services to multifamily residences
- Improve collection for difficult to manage items
- Implement low income rate assistance program
- Invest in local markets for recyclables
- Evaluate west-side full service station





Disaster Resilience Actions

- Develop a database of solid waste infrastructure and resources
- Implement emergency planning requirements for service providers
- Identify debris management sites
- Develop strategies for recycling and disposal of materials



Measuring progress

2030 Regional
Waste Plan



The diagram illustrates a three-step process for measuring progress. It begins with a dark blue box on the left labeled '2030 Regional Waste Plan'. A vertical line of three white circles connects this box to three horizontal grey bars on the right. The first bar is labeled 'Key indicators', the second 'Goal indicators', and the third 'Progress reports'. The circles are connected by a line that starts at the top of the first circle, goes down to the second, and then up to the third, with short diagonal lines extending from the top and bottom of the first and third circles.

Key indicators

Goal indicators

Progress reports

Measurement Framework

Key Indicators

Indicator	Value	Who	Data Readiness
1. Greenhouse gas emissions associated with the products and services consumed in the Metro region	Environment and Health	Metro	Ready now
2. Annual tons of waste generated	Resource Conservation	Metro	Data ready
3. Number, geographic location and demographics of youth reached through school based education programs	Environmental Literacy	Metro Cities Counties	Investment needed
4. Share of multifamily communities with adequate collection services	Excellence and Equity	Metro Cities Counties	Investment needed
5. Recycling contamination by sector	Operational Resilience	Metro	Investment needed
6. Median wage in the waste management industry by race/ethnicity/gender	Economic Well Being	Metro Cities Counties	Investment needed

Next Steps

Draft plan public comment period

Nov. 19-Dec. 21, 2018

SWAAC draft plan review

December 13, 2018

MPAC draft plan review

January 23, 2019

Metro Council work session

February 5, 2019

Metro Council hearings

February 21 and 28, 2019

Tonnage Allocations Update

October 10, 2018

Today's discussion

- Background to the proposed approach
- Council Ordinance and the overall Tonnage Allocation approach
- Summary of enhancements
- Next steps
- Discussion

Background

- Metro Council adopted the Transfer System Configuration Policy in July 16 (Resolution 16-4716):
 - Establish tonnage allocations in percentages so that all allocations change proportionally as regional tonnage rises or falls
 - Establish a predictable and transparent framework for adjusting tonnage allocations that Council could adopt as a policy
 - Promote more efficient off-route travel to reduce greenhouse gases and minimize travel time
 - Accommodate future changes and new technology
 - Support small businesses
 - Utilize the regional transfer system and require that all landfill-bound waste use the region's transfer stations
 - Improve rate transparency at public and private stations

Background

- Minimum of 40% of the region's wet waste will flow to public stations
- No more than 40% of the region's wet waste can be transferred by any single company

Background

- Currently, there is no systematic method for allocation of Metro's waste to the private stations.
- Allocations are not always predictable, often require ongoing negotiations with private operators, and make no claim to promote system efficiency.
- Current allocations do not account for regional population shifts or growth nor for adding (or removing) transfer stations in the system.
- Staff does not believe that the current approach to allocating waste serves the public's interest.

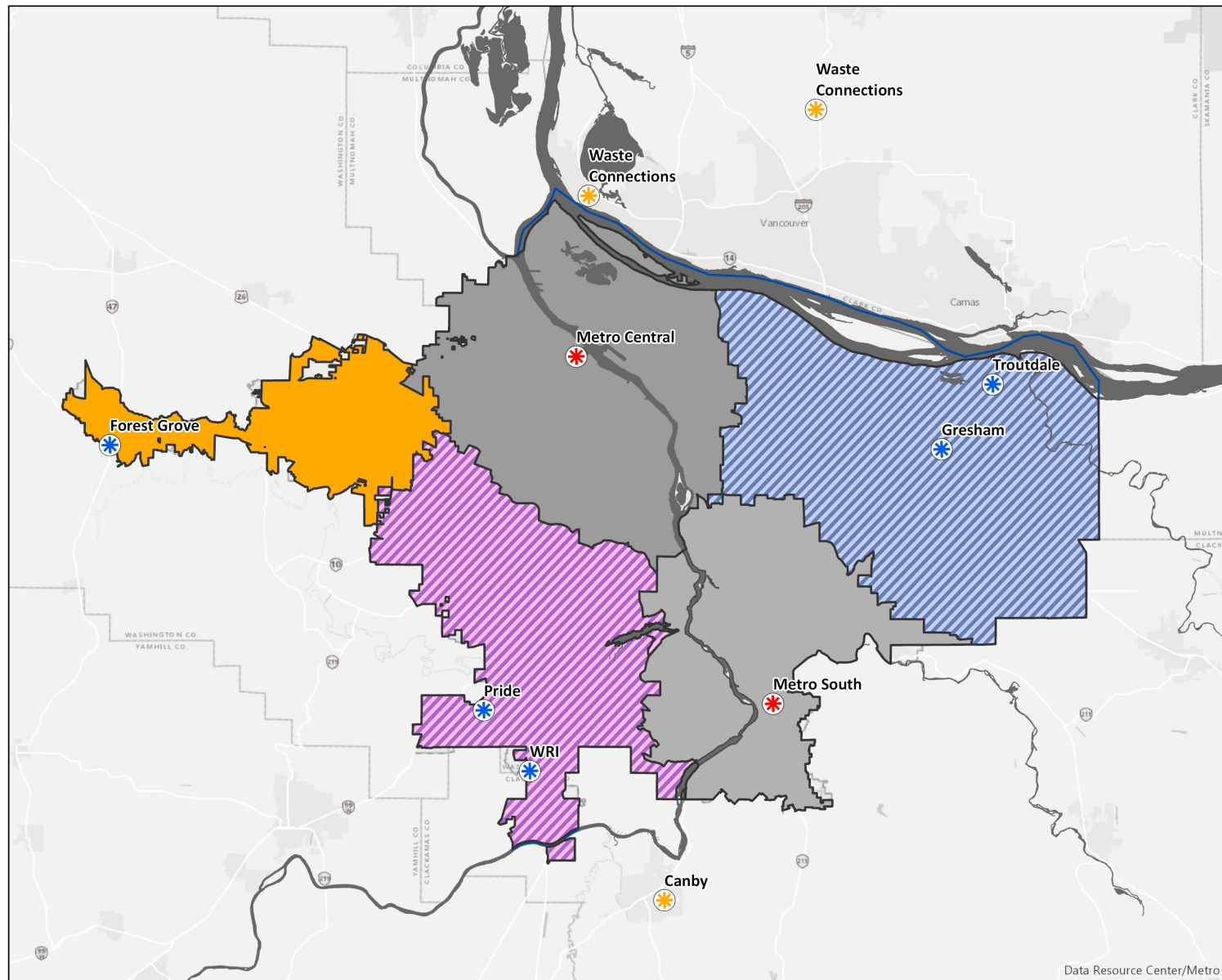
Council Ordinance and the Tonnage Allocation Approach

- The Tonnage Allocation Approach is Framework + Methodology
- Tonnage Allocation Framework: Metro Code Chapters 5.00, 5.01, 5.05
 - For consideration by Council November 2018
- Tonnage Allocation Methodology: Administrative Rules
 - Draft rules included now as a preview
 - To be finalized winter/spring 2018-19

Summary of enhancements

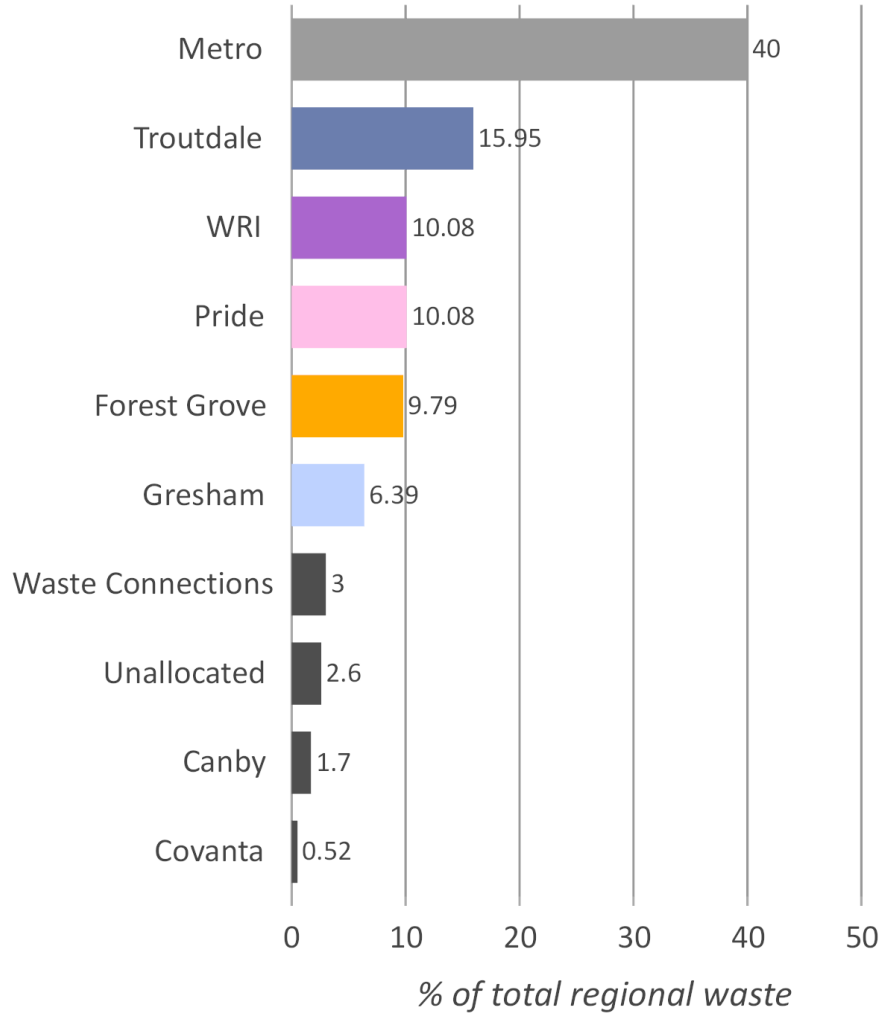
- Evaluate additional data and enhance the model
 - Changed to morning peak hour travel
- Allow limited allocations to out-of-region transfer stations
- Metro may shift or assign additional tonnage to private transfer stations
 - Metro to review applications on an annual basis
- Metro may make changes based on significant disruptions

2020 projected tonnage allocations

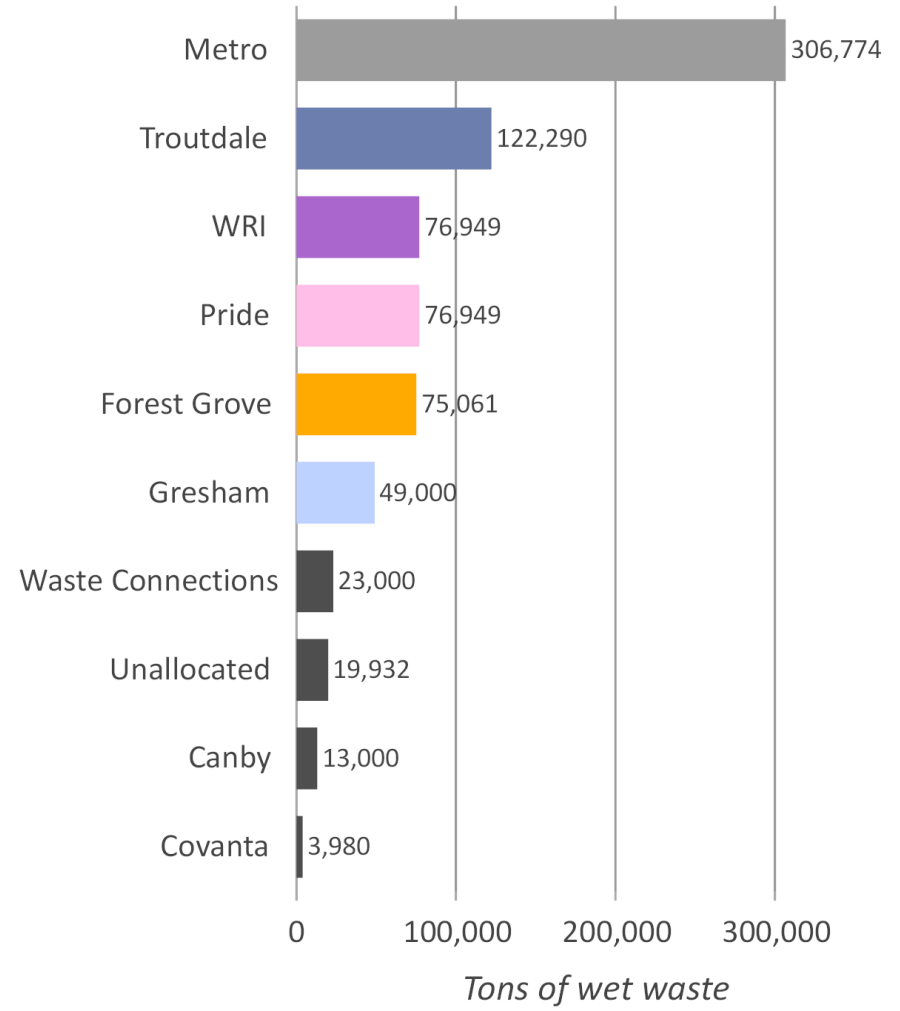


Map based on Metro data, draft solid waste forecast, and tonnage applications received as of 10/5/2018.
Watersheds based on 7-9 AM congested travel model.

Share of regional waste



Waste allocation estimate (766,935 tons)



Next steps

- October 16 – Meeting with stakeholders
- November 1 – Materials finalized for Council
- November 15 – Council 1st Reading and public hearing
- November 29 – Council 2nd Reading and vote
- Winter/Spring – Finalize Administrative Rules

Discussion

- Do you have comments or suggestions on this direction?

Thank you

oregonmetro.gov





Event sign-in

Solid Waste Alternatives Advisory Committee
Metro Regional Center
Wednesday, Sept. 12, 2018
10:00 a.m to 12:00 p.m.

Name	Address	Email	Yes, sign me up to this project's contact list
Mike Lechner			
Kristin Lechner		kristinL@pridedisposal.com	X
Audrey Butz			
Jeff Murray		jeffm@efirecycling.com	X
Dean Kampfer			
Derek Ranta			
Daniel Nibouar			