



600 NE Grand Ave.  
Portland, OR 97232-2736

## Council work session agenda

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Tuesday, October 15, 2019

2:00 PM

Metro Regional Center, Council Chamber

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**2:00 Call to Order and Roll Call**

**2:05 Safety Briefing**

**Work Session Topics:**

2:10 Regional Solid Waste System Infrastructure: South and West Sides

[19-5286](#)

Presenter(s): Roy Brower, Metro

Attachments: [Work Session Worksheet](#)

2:55 Regional Investment Strategy Update

[19-5287](#)

Presenter(s): Andy Shaw, Metro

**3:25 Chief Operating Officer Communication**

**3:30 Councilor Communication**

**3:35 Adjourn**

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានកម្មប្រតិបត្តិការរើសអើងសម្រាប់សេចក្តីណែនាំ [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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**Regional Solid Waste System Infrastructure:  
South and West Sides**  
*Work Session Topics*

Metro Council Work Session  
Tuesday, October 15, 2019  
Metro Regional Center, Council Chamber

## REGIONAL SOLID WASTE SYSTEM INFRASTRUCTURE: SOUTH AND WEST SIDES

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Date: October 3, 2019

Prepared by: Roy Brower, x1657  
[roy.brower@oregonmetro.gov](mailto:roy.brower@oregonmetro.gov)

Department: PES

Presenter(s): Roy Brower, et al

Meeting date: October 15, 2019

Length: 45 minutes

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### **ISSUE STATEMENT**

Staff has reviewed potential infrastructure investment options with the Metro Council to improve and modernize the regional solid waste system. The focus of today's session is on investment opportunities and seeking Council direction in the southern and western parts of the Metro region.

### **ACTION REQUESTED**

Staff requests Council guidance on moving forward on building new public solid waste service facilities in the southern and western parts of the Metro region.

### **IDENTIFIED POLICY OUTCOMES**

Provide direction for building new public solid waste service stations to 1) relieve safety concerns and improve service delivery in the southern part of the region and 2) improve system resilience and provide access to new recycling and garbage services in the western part of the region. Provide public funding to achieve these outcomes with due consideration to timing, generational and equity impacts.

### **POLICY QUESTION(S)**

#### **South Metro:**

- Does Council agree that moving public services (self-haul, recycling, and household hazardous waste collection) to another location and retrofitting Metro South Station (MSS) for improved commercial services (including food waste services) are the right priorities at this time?
- Should Metro consider the acquisition of a site large enough to eventually house both public and commercial solid waste and recycling services?

#### **West Metro:**

- Does Council wish to pursue one or two garbage and recycling service sites in the west (Cornelius and Hillsboro)?
- If two sites, does Council have a preference on which site to develop first?

#### **Financing:**

- How should Metro balance speed of building, level of service and increases in rates?

## **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

1. Direct staff to continue moving forward with one, two or three sites together or in a particular sequence.
2. Direct staff to develop and implement a comprehensive system infrastructure improvement and modernization study.

## **STAFF RECOMMENDATIONS**

**South Metro:** Relocate all public services to another location in the south part of the region (recycling, self-haul, HHW, etc.); and retrofit MSS for improved commercial services that includes the addition of commercial food services.

**West Metro:** Establish two sites (Cornelius and Hillsboro) with flexible design elements to accommodate a mix of garbage and recycling services as determined through extensive public involvement in determining the suite of services at each location.

## **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

The Metro Charter, the Oregon Constitution and Oregon Statutes grant Metro broad authority for planning, managing and overseeing the regional solid waste system to protect public health and safeguard the environment. As a part of these responsibilities, Metro is responsible for developing a regional plan that sets direction for programs, services and facilities. The 2030 Regional Waste Plan, adopted by the Metro Council in March 2019, lays out a very aggressive agenda that encompasses the entire life cycle of the products we use, from design to production to use, until they go to a recycler, landfill or thrift store.

The system that is intended to deliver many of these recycling and waste services is aging and fragile. Many parts of the region have very limited access to services. Very modest investment has been made in the last two decades and Metro has not built any new facilities in more than 30 years. At one time, the regional system was considered state-of-the-art, but has significantly fallen behind in technology, investment and innovation. The region needs to modernize and upgrade the regional system to meet the needs of a growing population and achieve Metro Council's environmental and racial equity objectives. The system must also be better prepared for the ongoing impacts of weather-related climate change and potentially disruptive disasters.

Investments in the region's garbage and recycling infrastructure will help advance the racial equity strategic plan for Metro to advance economic opportunities for communities of color by providing new jobs and working to increase the pay and benefits of system jobs. These upgrades will also increase opportunities for recovery, reuse and recycling with a positive impact on minimization of greenhouse gases.

## **BACKGROUND**

Metro has been evaluating system investments and upgrades over the last several years. Top priorities include expansion of Metro South Station in Oregon City to alleviate unsafe conditions, congestion, traffic and long lines. Improvements at Metro Central Station are necessary to create commercial food waste processing and will be discussed on October 29 at a Council work session.

During the development of the 2030 Regional Waste Plan, significant service gaps on the west side of the region were identified, including self-haul drop off for garage cleanouts, construction debris, recyclables and household hazardous waste. In contrast to the central and east side of greater Portland, the west side of the region has no public transfer or service options which has resulted in inequitable access to services and higher rates paid by residents.

Garbage and recycling have a substantial impact on every resident, business and organization in the region. Over the years, a collaborative approach to planning for the future has helped make the region one of the most livable areas on the county. The 2030 Regional Waste Plan and the direction laid out with the current suite of projects continues this tradition – and builds on it with a focus on equity, health and the environment.

The garbage and recycling system creates jobs, supports families, spurs economic activity and strengthens industries. When residents and businesses in the region pay for garbage and recycling services, their payment has direct and indirect impacts on our region's economy – totaling more than \$537 million each year. This investment pays salaries, purchases goods and services and boosts local businesses. Over the history of the region's garbage and recycling system, only some have benefited financially from participation in the system. The 2030 Regional Waste Plan lays the foundation for not only ensuring that services provided throughout the region are equitable and accessible, but that there are opportunities for those who have historically not been engaged in the system to participate. Investing in our current and future facilities will provide an opportunity for expanding participation for all members of our community.

#### **ATTACHMENTS**

- Is legislation required for Council action?  Yes  No
- If yes, is draft legislation attached?  Yes  No
- What other materials are you presenting today?

**Regional Investment Strategy Update**  
*Work Session Topics*

Metro Council Work Session  
Tuesday, October 15, 2019  
Metro Regional Center, Council Chamber

Materials following this page were distributed at the meeting.



# Regional Solid Waste System: Preparing for the Future South & West Sides

Metro Council Work Session  
October 15, 2019



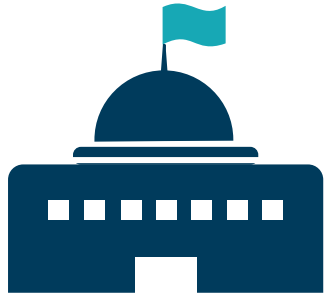
# Preparing for the Future

The Council's Six Desired Outcomes and Regional Waste Plan serve as guides:

- The future is not entirely about garbage – but also about jobs, equitable access, health, environment, GHG reduction, improved recycling, resilience, and public services
- Metro serves as the regional planning and overseer of the regional solid waste system



# Regional Priority Outcome Areas = RWP Vision & Goals



Public  
Investment



Capital  
Improvements



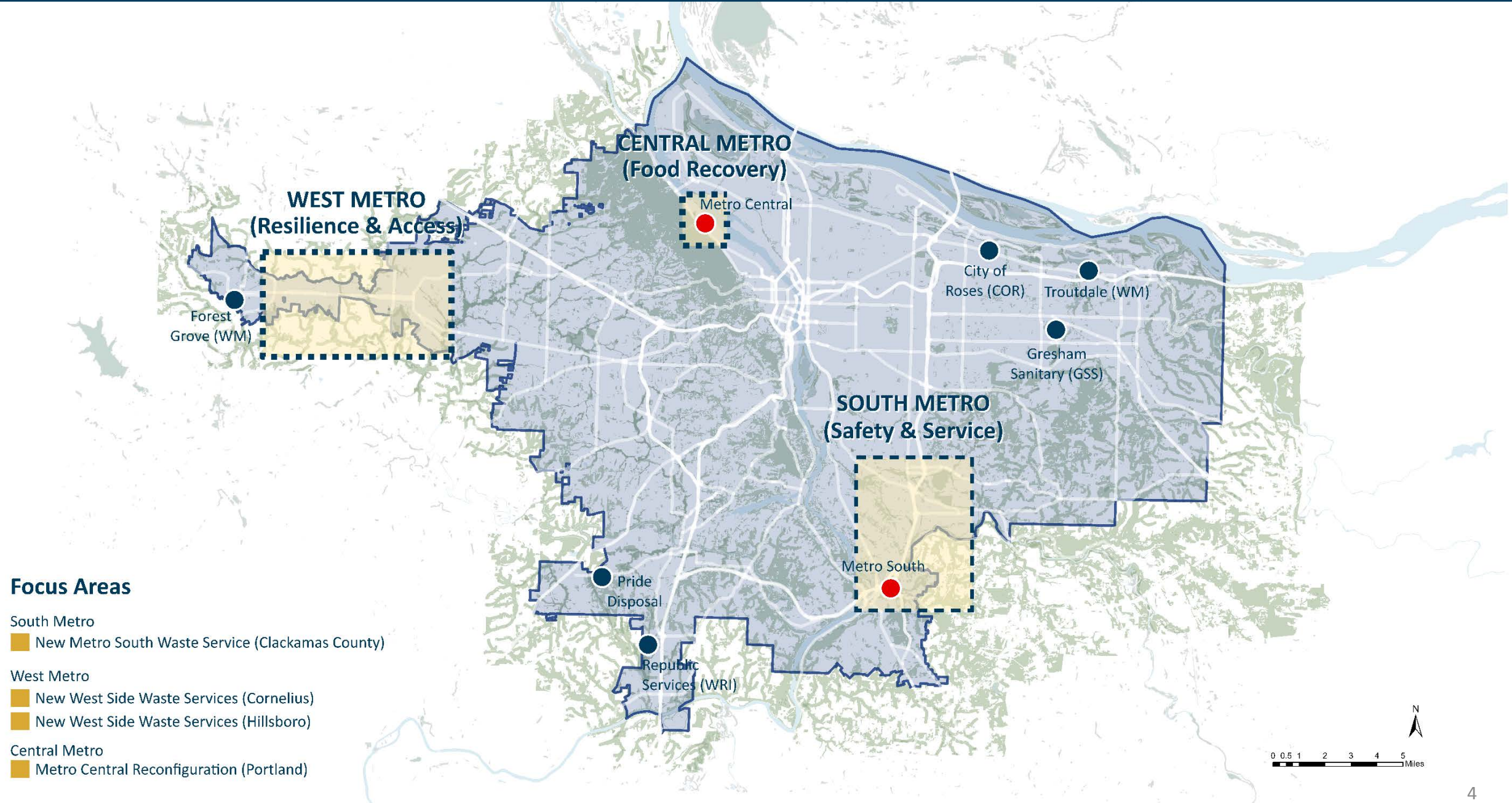
**South Metro**  
Safety & service



**West Metro**  
Resilience & access



**Central Metro**  
Food Recovery – October 29<sup>th</sup> work session



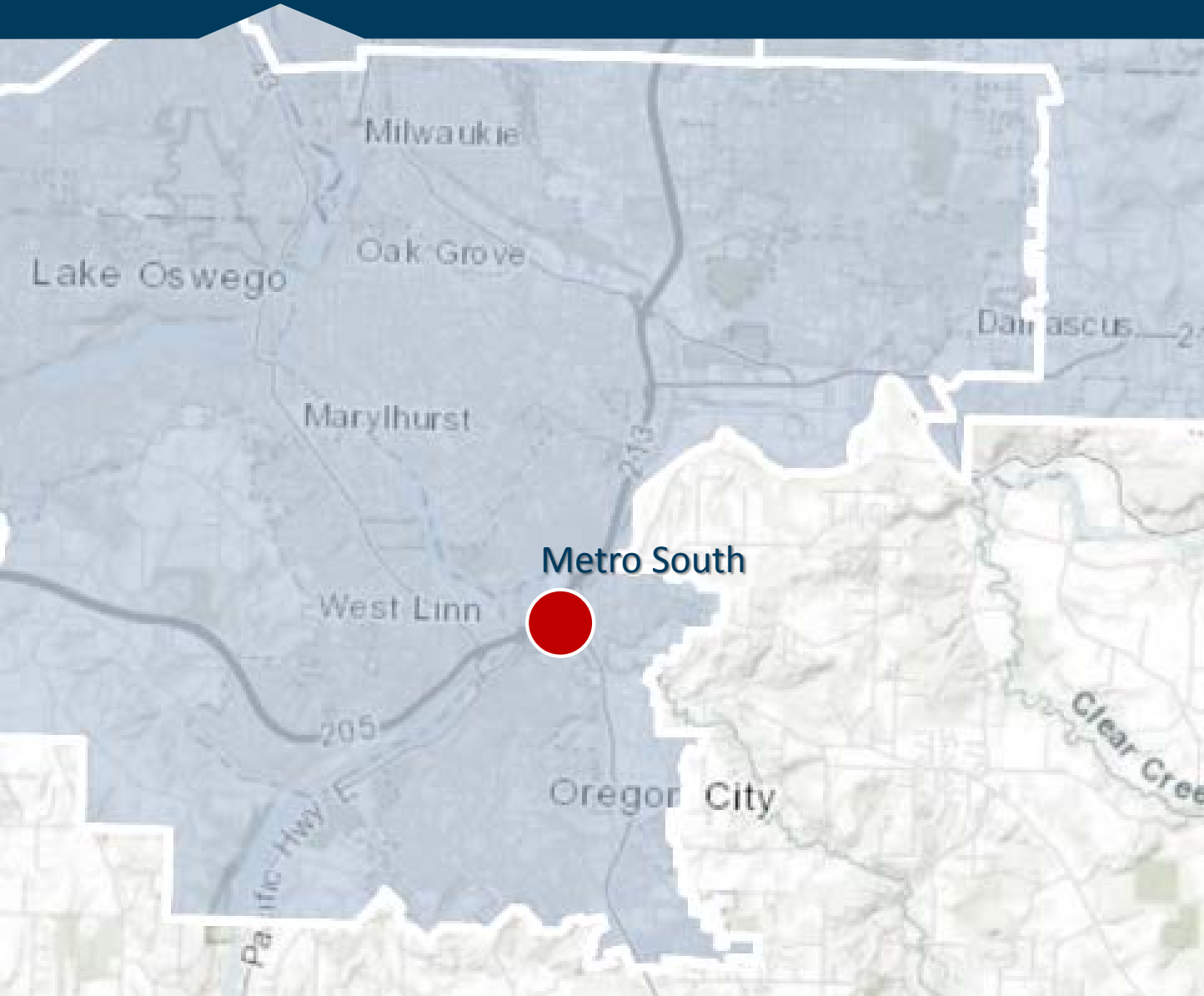
# South Metro: Safety & Service



## Current situation at MSS:

- 30 year old facility not meeting current needs.
- Mix of commercial, business and residential users.
- Nearly 300K customers and growing -- 3%+ growth.
- Requires large number of staff to control traffic and check loads
- Safety concerns; long wait times.
- Not enough space or capacity to add other needed services e.g. food processing, Styrofoam, recycling, etc.

# South Metro: Safety & Service



## Objectives/Outcomes:

- Improve customer/staff safety at MSS.
- Expand and improve public and commercial services.
- Expand recycling and recovery.
- Add food reload & pre-processing capacity.

# South Metro: Safety & Service

## Scenarios:

1. Move public self-haul to another location; reconfigure MSS for commercial and food reload and pre-processing
2. Move commercial services to another location; redevelop MSS for public services
3. Move all services to another location and build full service modern transfer station; repurpose MSS

# South Metro: Safety & Service

## Scenarios

## Opportunities

## Challenges

### *Move public self-haul*

*\*Estimated cost \$80-\$120M*

- Least cost option
- Repurpose South for food/commercial
- New community services
- Better safety and improved access

- Difficult to find a suitable site
- Public familiar with current site
- Traffic impacts moving 200,000+ vehicle trips to a new spot

### *Move commercial services*

*\*Estimated cost \$140-\$180M*

- Easier to relocate and site for 34,000 commercial trips
- Retains self-haul at “known” current location

- Highest cost option
- Reconfiguration of current MSS for public may be more difficult

### *Move both and repurpose current South*

*\*Estimated cost \$100-\$130M*

- Modern facility can address all users
- Education services could benefit all users
- Load compaction optimized
- Co-locating more efficient for staffing, management, and operations

- Moving 300,000 vehicle trips to new location
- Large project to design, permit, and build
- Need a larger site than other options

*\*Preliminary cost estimates (low confidence)*



# South Metro: Safety & Service

## Staff recommended option (Scenario 1):

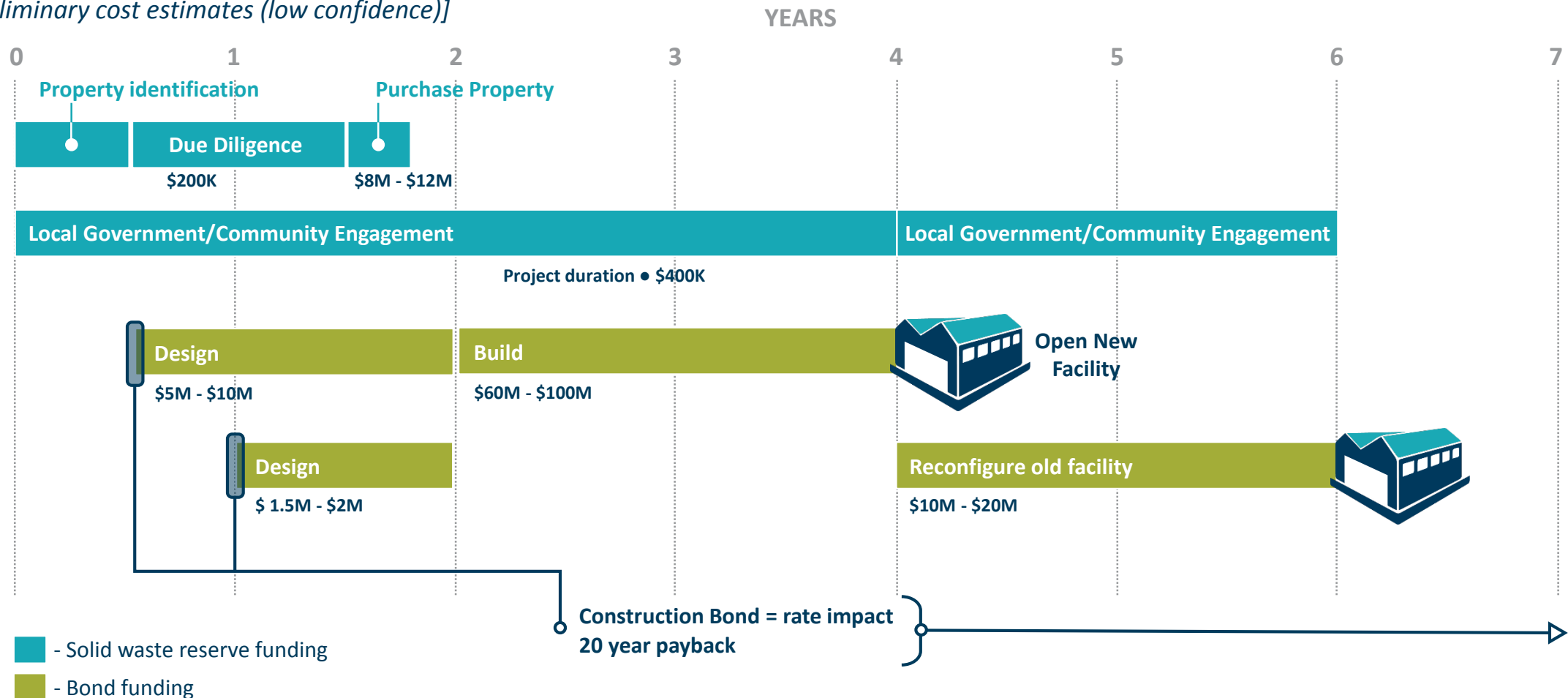
- **Stay flexible to pivot** if land acquisition opportunity (location, acreage, access, zoning) suits a different scenario
- **Move public self haul to another location; reconfigure MSS for commercial and food**
  - Relocate and improve self-haul, household hazardous waste, and recycling services; add community amenities and on-site education
  - Retrofit MSS to improve commercial hauler services and add commercial food waste reloading and processing

**Secure project site by Summer 2020**

# South Metro: Safety & Service

## Phasing of Staff Recommendation Option

[\*Preliminary cost estimates (low confidence)]



# South Metro: Safety & Service

## Questions

1. Which scenario does Council prefer for the south side of the region?

## Scenarios:

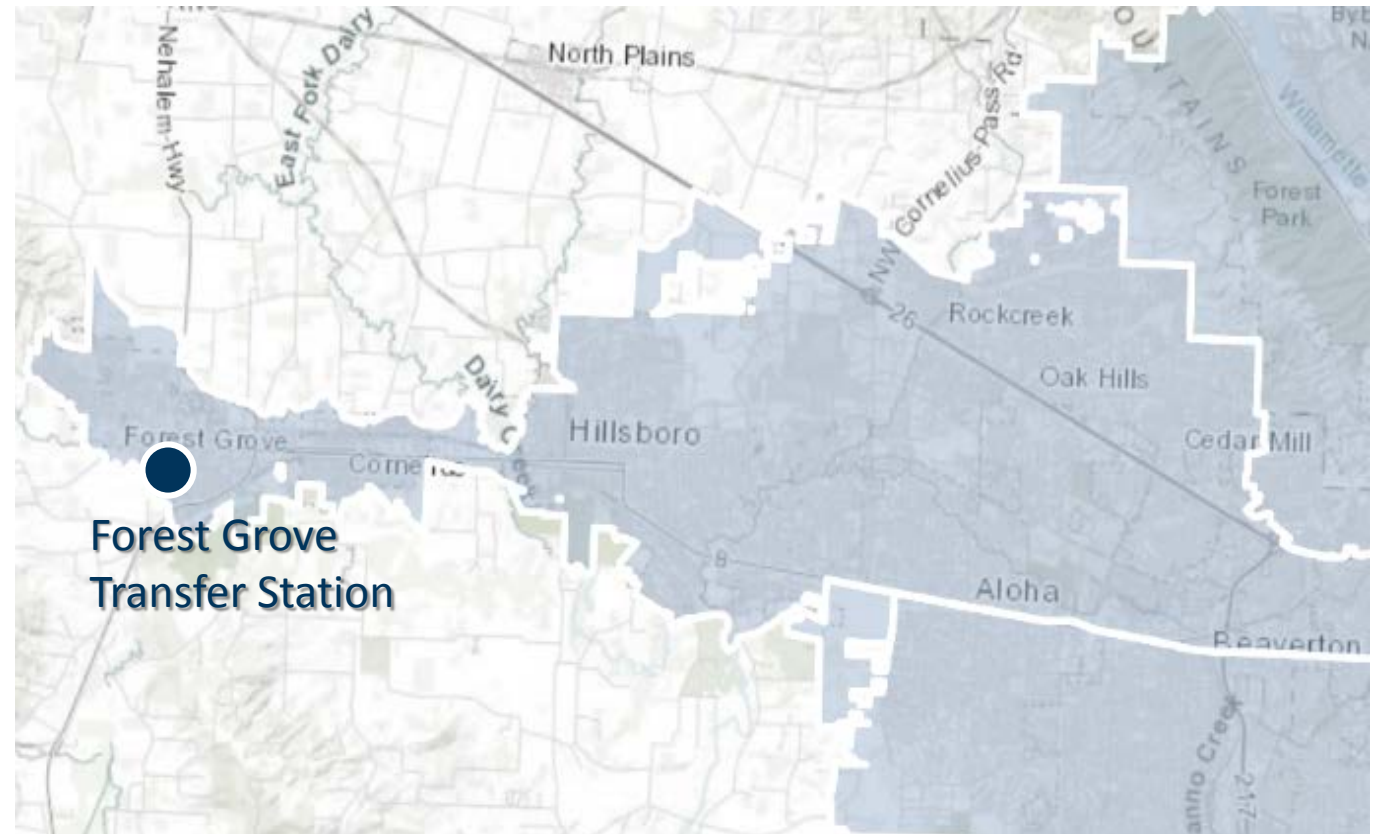
1. Move public self-haul
2. Move commercial services
3. Move both and repurpose MSS

***Staff Recommendation:*** remain flexible, but stay the course and plan to move self haul.

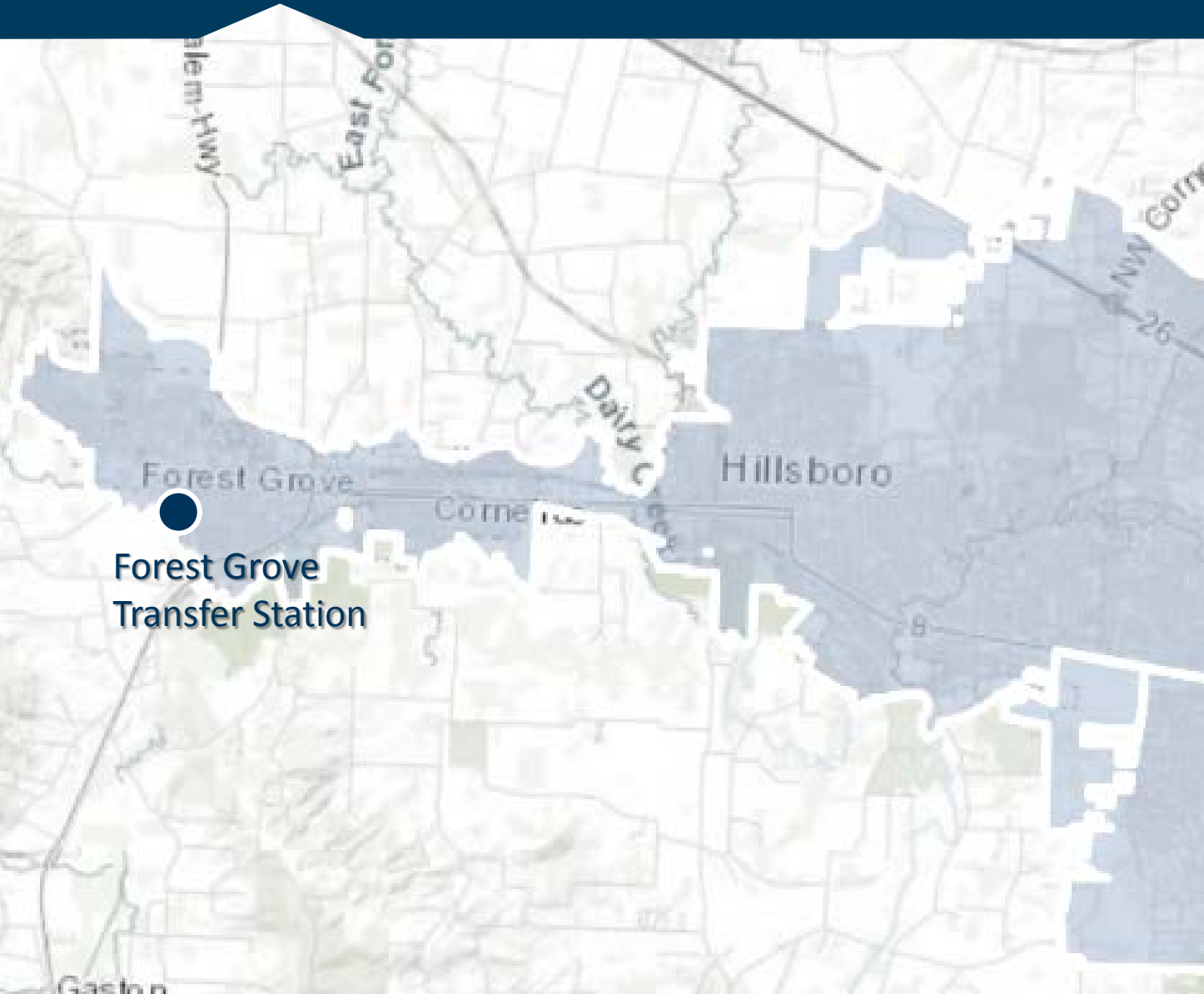
# West Metro: Resilience & Access

## Current situation:

- No public services on the west side (recycling, HHW, solid waste, etc.)
- All services provided by private sector
- High and inconsistent disposal charges
- Closest landfill, Riverbend, not a disposal option in 2020
- No proximate food reload/processing capacity



# West Metro: Resilience & Access



## Objectives/Outcomes:

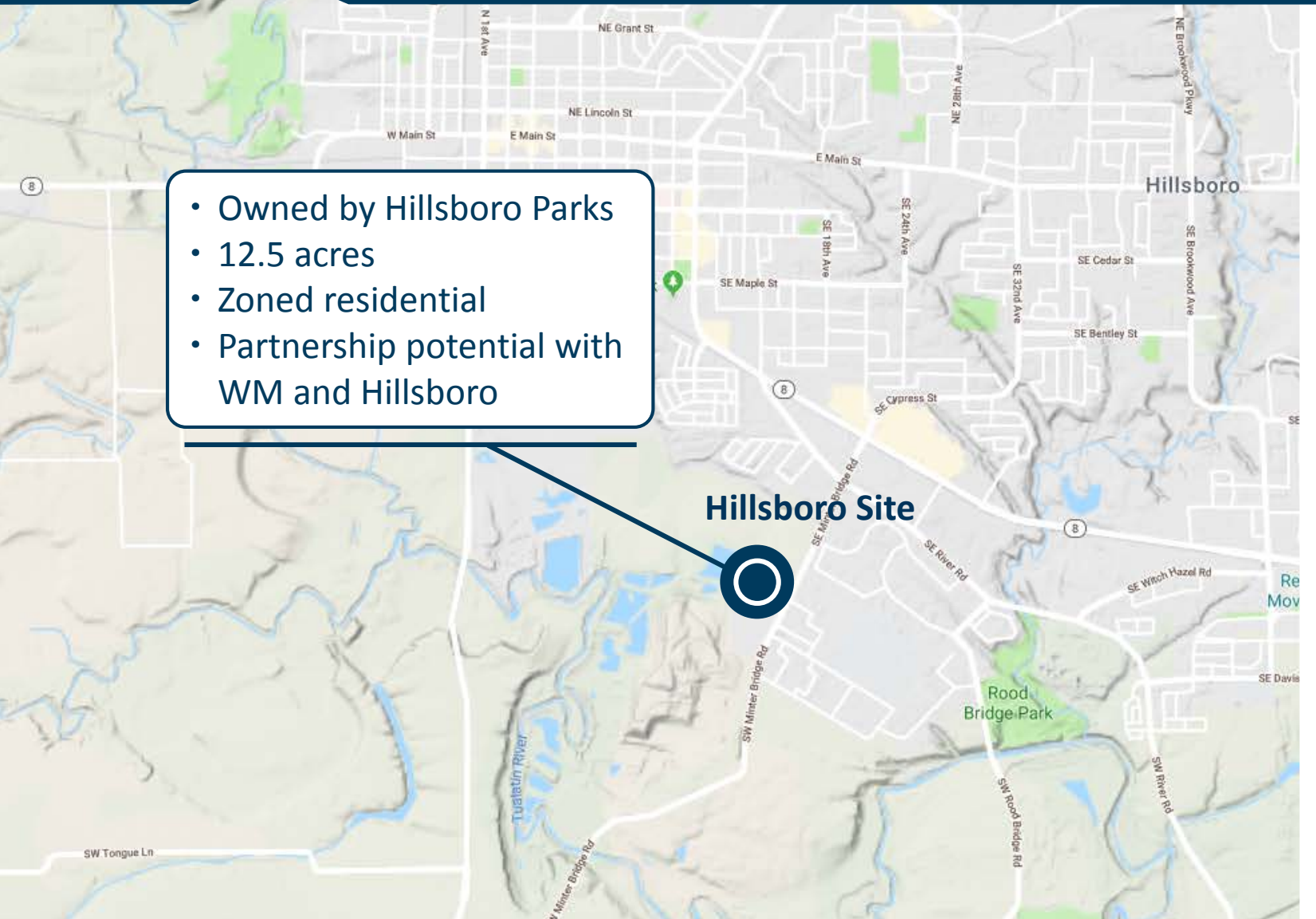
- Establish publicly provided services in west and expand access.
- Improve overall system resiliency.
- Add food collection/processing capacity in west.
- Expand recycling and recovery in west.

# West Metro: Resilience & Access



# West Metro: Resilience & Access

- Owned by Hillsboro Parks
- 12.5 acres
- Zoned residential
- Partnership potential with WM and Hillsboro



# West Metro: Resilience & Access

## Scenarios:

1. Site and build two new solid waste service facilities: one in Cornelius and one in Hillsboro.
2. Design and build one new solid waste service facility in Cornelius.
3. Design and build one new solid waste service facility in Hillsboro.



# West Metro: Resilience & Access

## Scenarios

## Opportunities

## Challenges

*Two new west side facilities  
(Cornelius & Hillsboro)*

*\*Estimated cost \$120-\$200M*

- Locate services based on community needs and growth
- Local government support
- Possible public-public partnership
- Private partnership potential

- Most expensive option
- Higher investment for staffing/management/operations
- Longer planning/construction horizon
- Site prioritization/sequence

*One new west side facility  
(Cornelius)*

*\*Estimated cost \$60-\$100M*

- Shovel ready
- Located in industrial park area
- Fast track for permitting, design and construction
- Local government support
- Supports future growth

- Located farther out in the region
- Modest wetland mitigation required
- ~~Future of FGTS unclear~~

*One new west side facility  
(Hillsboro)*

*\*Estimated cost \$60-\$100M*

- Public-Public and/or Public-Private partnership
- Connection to trail/park system
- Adjacent to existing landfill/MRF
- Local government support
- Near a dry waste landfill

- Potential for long land use process
- Adjacent to residential neighborhoods and near two schools
- Potential traffic concerns
- Local government's vision for parcel needs further clarification

*\*Preliminary cost estimates (low confidence)*

# West Metro: Resilience & Access

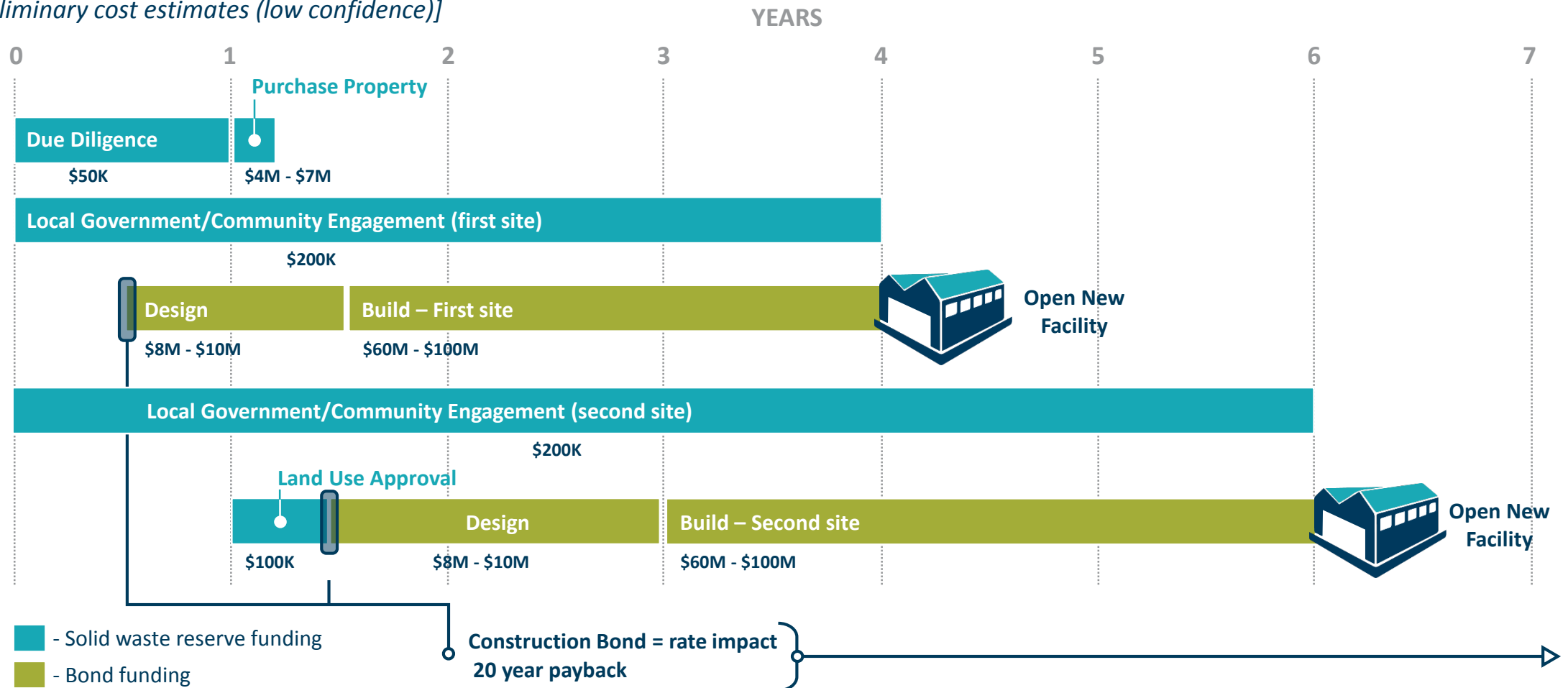
## Staff recommended option (Scenario 1):

- **Secure and evaluate both sites.**
  - Cornelius: Conduct due diligence and community engagement over next 12 months.
  - Hillsboro: Evaluate site and pursue land use designation change.
- **Hire an engineering firm to design a flexible facility template that could accommodate a mix of garbage and recycling services, including new community services, at each site.**
- **Work closely with local elected leaders, community groups and other stakeholders to determine the best suite of services and build sequence.**

# West Metro: Resilience & Access

## Phasing of Staff Recommended Option

[\*Preliminary cost estimates (low confidence)]



# West Metro: Resilience and Access

## Questions

1. Should Metro focus on one or two sites on the west side?
2. If Council prefers one site, which site is preferable?

## Scenarios:

1. Two new west side facilities (Cornelius and Hillsboro)
2. One new west side facility in Cornelius.
3. One new west side facility in Hillsboro.

***Staff Recommendation:*** continue with Cornelius due diligence and engagement, further explore Hillsboro opportunity.

# NEXT STEPS

1. Finalize and share HDR findings/cost estimates for moving commercial, and rebuilding MSS for self haul only
2. Continue work with local government electeds and staff throughout process (Both).
3. Form a Community Advisory Group(South), and hire CBOs to assist with community involvement(Both).
4. Bring critical decision points to Council (Both).
5. Upcoming Council work sessions: Food Waste (10/29); Rate Transparency (11/19); Recycling Public-Private Partnerships (12/3).

# Regional Investment Strategy: Update

Council work session  
Oct. 15, 2019



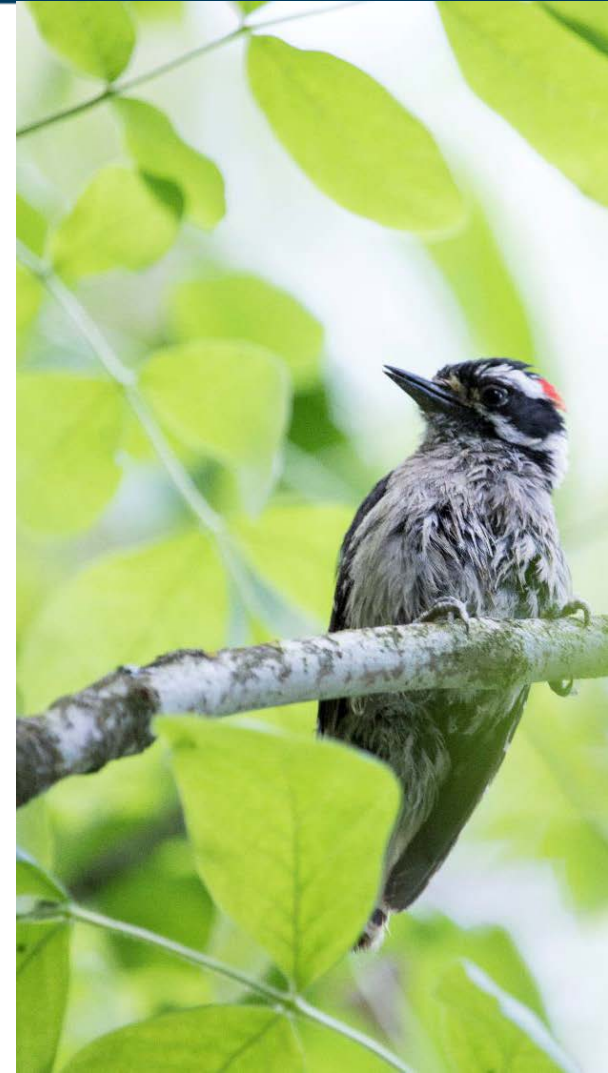
Metro



# Proposed Parks & Nature bond

Implementation  
planning memo

TSCC hearing: Thursday



# Transportation: Community Partnerships

APANO Communities  
United Fund

Portland African American  
Leadership Forum

Unite Oregon

Verde





# Transportation: Next steps

- Oct. 16 & Oct. 30**      **Task Force**  
Corridor project discussions
- Oct. 21-24      County public forums (more info next slide)
- Oct. 22**      **Public opinion research briefings**
- Nov. 19**      **Metro Council**  
Projects work session discussion
- Nov. 20**      **Task Force**  
Corridor project recommendation
- Dec. 3 & Dec. 10**      **Metro Council**  
Corridor project direction



# Let's talk: #GetMoving Forums

## **Washington County**

Monday, Oct. 21, 6-8 p.m.

Walters Cultural Arts Center, Hillsboro

## **Clackamas County**

Tuesday, Oct. 22, 6-8 p.m.

Abernethy Center, Oregon City

## **Multnomah County**

Thursday, Oct. 24, 6-8 p.m.

The Orchards at 82<sup>nd</sup>, Portland

**More info: [getmoving2020.org](https://getmoving2020.org)**

