

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING A) RESOLUTION NO. 22-5248
PROJECT WORK PLAN TO DEVELOP THE)
GARBAGE AND RECYCLING SYSTEM) Introduced by Chief Operating Officer
FACILITIES PLAN) Marissa Madrigal with the concurrence of
) Council President Lynn Peterson

WHEREAS, Metro is responsible for planning and overseeing the garbage and recycling system in the greater Portland area and that system is composed of a network of public, private and non-profit owned facilities that provide disposal, waste transfer, recycling and reuse services to over 1.6 million people in the greater Portland region; and

WHEREAS, the 2030 Regional Waste Plan adopted by Metro Council Ordinance No. 19-1431 in March 2019 is the long-range blueprint for managing toward a healthier, more resilient and more equitable garbage and recycling system; and

WHEREAS, the 2030 Regional Waste Plan sets goals and policies for the region to reduce the amount of waste it generates, promote greater reuse and recycling of items, and manage the waste that is leftover in a manner that protects the environment and public health, gets the best value for the public's money, and advances racial equity, diversity and inclusion in the region; and

WHEREAS, to support implementation of the 2030 Regional Waste Plan, Metro Council is directing the Waste Prevention and Environmental Services Department to develop a Garbage and Recycling System Facilities Plan that will be guided by the same Values, Principles and Vision of the Regional Waste Plan and outline future infrastructure investments and services needed to fulfill Regional Waste Plan goals over the next 20 years; and

WHEREAS, the process outlined in Exhibit A to develop the Garbage and Recycling Facilities Plan will assess the region's current public, private and non-profit garbage, recycling and reuse infrastructure, identify service gaps and infrastructure needs, and present potential approaches and a plan for future system investments; and

WHEREAS, the Garbage and Recycling System Facilities Plan is proposed to include a summary of Metro Council's direction on policy and values for developing the plan; an overview of the facility-based garbage, recycling and reuse services necessary for achieving the goals of the 2030 Regional Waste Plan; a description of the current and anticipated gaps in those services; alternative scenarios for the public, private and non-profit sectors to fill the gaps or mitigate the need to fill them over the next 20 years; and an implementation plan and financing options for Metro's role in advancing the plan and building new facilities; and

WHEREAS, the scenarios developed for the Garbage and Recycling System Facilities Plan will consider projects such as the construction of new facilities, incorporation of new services in existing facilities, and non-facility based alternatives, if practical, and the scenarios will consider costs and ratepayer impacts and will elevate the needs of communities of color and other groups historically underserved or impacted by the solid waste system; and

WHEREAS, the Garbage and Recycling Facilities Plan project will not develop detailed financial pro forma statements for filling each identified service gap; detailed estimates of the costs of

implementing non-facility based actions in the 2030 Regional Waste Plan; or itemized lists of the services, staffing, equipment and specific site locations of future facilities; and

WHEREAS, the Garbage and Recycling Facilities Plan development process is proposed to be conducted in five phases between February 2022 and summer 2023 and will seek input at key decision points from Metro Council, the Metro Policy Advisory Committee, the Regional Solid Waste Advisory Committee and the Committee on Racial Equity, concluding with Metro Council considering adoption of the plan during the final phase; and

WHEREAS, the engagement efforts conducted during the Garbage and Recycling System Facilities Plan development process will seek participation of all potentially affected and interested individuals, communities and organizations, as well as local governments, businesses, reuse organizations and advocacy organizations, and while those engagement efforts will conduct outreach to the general public through a variety of means, particular emphasis will be placed on engaging communities of color, urban indigenous peoples and tribal nations and other communities who may be more directly impacted by the decisions that affect the garbage and recycling system, but may have fewer opportunities to influence and shape that system; now therefore,

BE IT RESOLVED that the Metro Council:

1. Approves the Garbage and Recycling System Facilities Plan project work plan, attached as Exhibit A.

ADOPTED by the Metro Council this 3rd day of March 2022.



Lynn Peterson, Council President

Approved as to Form:



Carrie MacLaren, Metro Attorney



600 NE Grand Ave.
Portland, OR 97232-2736
oregonmetro.gov

Garbage and Recycling System Facilities Plan

Project Work Plan

February 2, 2022

If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

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Purpose and Background

The purpose of this document is to outline the project work plan, including the planning process and engagement approach, for developing the Garbage and Recycling System Facilities Plan.

The Garbage and Recycling System Facilities Plan, adopted by Metro Council, will outline future infrastructure investments and services needed to fulfill the goals in the 2030 Regional Waste Plan.

The planning process will assess the region's current public, private and non-profit garbage, recycling and reuse infrastructure, identify services gaps, and present potential approaches and a plan for future system investments. Specifically, the plan will include:

1. An overview of the facility-based garbage, recycling and reuse services necessary for achieving the goals of the 2030 Regional Waste Plan,
2. The current and anticipated gaps in those services,
3. Alternative scenarios for the public, private and non-profit sectors to fill the gaps or mitigate the need to fill them over the next 20 years, and
4. An implementation plan and financing options for Metro's role in advancing the plan and building new facilities.

The scenarios may include construction of new facilities, incorporation of new services in existing facilities, and non-facility based alternatives, if practical. The scenarios will consider costs and ratepayer impacts, and will elevate the needs of communities of color and other groups historically underserved or impacted by the solid waste system. The plan resulting from this project will support strategic decision-making by Metro to deliver long-term solutions through 2030 and beyond. The plan will be completed in five phases from February 2022 to June 2023.



Policy Foundation and Guidance

Metro has broad authority, from the Metro Charter, the Oregon Constitution, and Oregon statutes, for planning, managing and overseeing the regional solid waste system. In 1987, the Metro Council designated solid waste as an area and activity appropriate for a functional plan (Metro Ordinance 87-740), recognizing the complexity of managing this system across two dozen cities and portions of three counties, over a million residents, thousands of businesses and many solid waste service providers. This complexity demands regional coordination.

The 2030 Regional Waste Plan, adopted by the Metro Council, is the greater Portland area's long-range blueprint for managing and reducing the environmental impacts of goods consumed in the region, from production to disposal. The plan sets goals and policies for the region to reduce the amount of waste it generates, promote greater reuse and recycling of items, and manage the waste that is leftover in a manner that protects the environment and public health, gets the best value for the public's money, and advances racial equity, diversity and inclusion in the region.

This plan will build on the 2030 Regional Waste Plan to implement facility based goals and needs and will be guided by the same Values, Principles and Vision. The principles of Community Restoration and Partnership, specifically call for:

- Actively including communities that have been historically marginalized from decision-making processes,
- Equitably distributing costs and benefits, taking into account historical system impacts,
- Expanding the voice and decision-making opportunities for communities of color, and
- Supporting resilient community relationships by creating ongoing opportunities for leadership development

Specifically, this plan will advance Goal 16 of the 2030 Regional Waste Plan: 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. The seven actions within this goal, and others in the plan, lay the framework for the work necessary to ensure that a more equitable garbage and recycling system is in place.

2030 Regional Waste Plan Guidance

Values

- Protect and Restore the Environment and Promote Health for All
- Conserve Natural Resources
- Advance Environmental Literacy
- Foster Economic Well-being
- Ensure Operational Resiliency, Adaptability and Sustainability
- Provide Excellent Service and Equitable System Access

Principles

Community Restoration

Take action to repair past harms and disproportionate impacts caused by the regional solid waste system

Community Partnership

Develop authentic partnerships and community trust to advance the plan's vision

Community Investment

Emphasize resource allocation to communities of color and historically marginalized communities

Project Overview

The Garbage and Recycling System Facilities Plan will serve as a companion document for implementing the 2030 Regional Waste Plan. From February 2022 to summer 2023, Metro will engage the public and local government partners to develop the new plan, which will be completed in five major phases.

Phase 1: Policy Direction and Values	Develop a shared understanding of existing policy guidance and commitment to values that will guide the development of the plan.
Phase 2: Gap Analysis	Identify current and future gaps in the garbage and recycling system that include public, private and non-profit facilities.
Phase 3: Scenarios Development	Develop alternative future scenarios to consider tradeoffs of different paths forward and select a preferred scenario.
Phase 4: Implementation Strategy	Metro Council endorses facility priorities and financing options for plan implementation.
Phase 5: Plan Adoption	Metro Council considers adoption of the Garbage and Recycling System Facilities Plan.

The project will not include detailed financial pro forma statements for filling each identified service gap, detailed estimates of the costs of implementing non-facility based actions from the 2030 Regional Waste Plan, or itemized lists of the services, staffing, equipment and specific site location of future facilities.

Project Organization

The development of the Garbage and Recycling System Facilities Plan will involve a wide range of individuals, formal bodies and informal groups. Metro is responsible for the overall development of the plan, engaging others and adoption of the final plan.

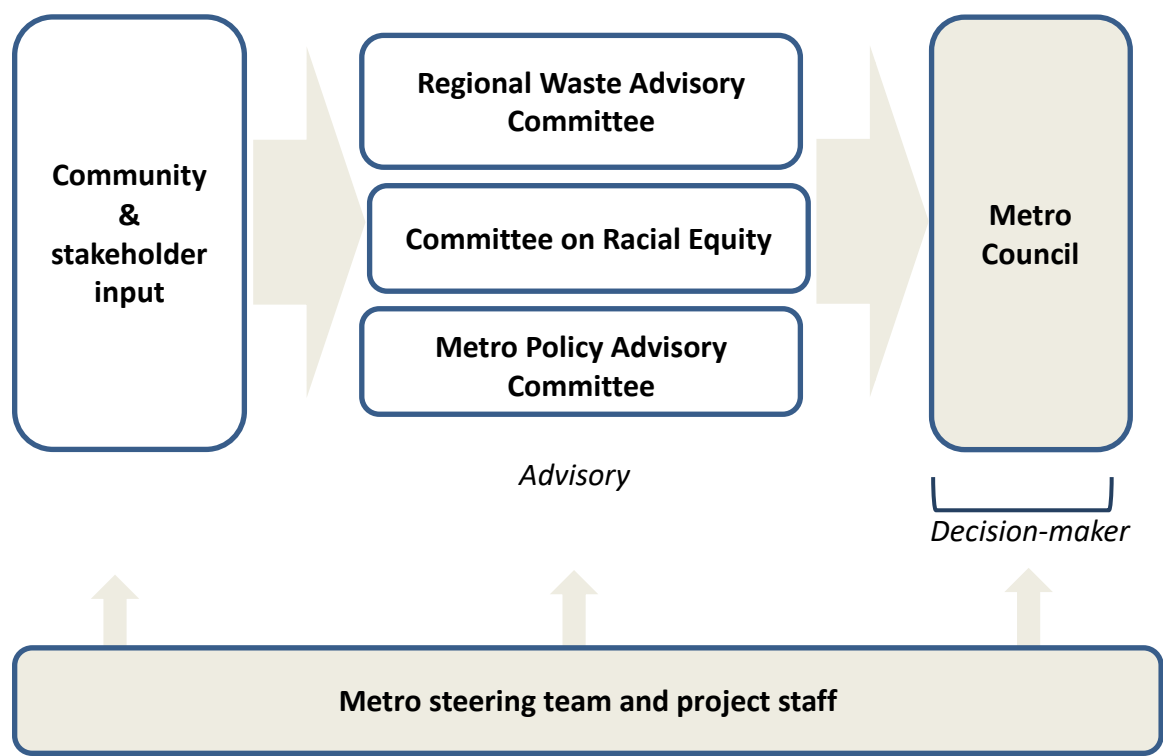
The Metro Policy Advisory Committee, Regional Solid Waste Advisory Committee and Committee on Racial Equity will provide input at key decision points. Integral to this decision-making process is providing timely opportunities for community partners and the public to provide input to these advisory committees.

The engagement efforts will seek participation of all potentially affected and interested individuals, communities and organizations. While Metro will engage the general public at large through a variety of means, particular emphasis will be placed on engaging communities of color, urban indigenous peoples and tribal nations and other communities

who may be more directly impacted by the decisions that affect the garbage and recycling system, but may have fewer opportunities to influence and shape that system.

Local governments will be engaged through Metro Council formal advisory committees, as well as through forums and other activities. Engagement will also include participation by businesses, reuse organizations and advocacy organizations.

To help develop the plan, Metro will use a combination of Metro staff and consultants. The process for selecting the consultants will encourage participation by COBID-certified firms and consultants with expertise in engaging historically-marginalized communities and developing programs and services that advance racial equity.





Project Work Plan

The development of the Garbage and Recycling System Facilities Plan will be completed from February 2022 to summer 2023.

Timeline for Garbage and Recycling System Facilities Plan



Project Milestones

February 2022	Metro Council has understanding of project and future roles in plan development.
April 2022	Metro Council endorses values and assumptions that will guide plan development.
August 2022	Metro Council had understanding of the gap analysis and needs.
December 2022	Metro Council endorses scenario for plan implementation.
April 2023	Metro Council endorses facility priorities and financing approach for plan implementation.
Summer 2023	Metro Council considers adoption of the Garbage and Recycling System Facilities Plan.

Phase 1 | Policy Direction and Values

February – April 2022

Objective: Develop an understanding of existing facilities policy guidance in previous reports and plans, goals in the 2030 Regional Waste Plan that guide the management of garbage and recycling facilities and what community feedback has already been provided to understand to create a baseline for beginning the plan.

The purpose of the first phase is to review existing guidance that will guide plan development:

- A review of existing Metro Council policy guidance documents related to advancing racial equity and environmental justice, environmental sustainability and green building, disaster resilience, industrial lands, and other relevant topics.
- A review of both internal and external plans and reports that address facilities needs for direction and potential gaps and questions to be answered in Phase 2.
- A summary of Regional Waste Plan values, principles and goals that apply to the development of facility-based infrastructure and services to be used as a framework throughout the plan development.
- Capture all previous stakeholder feedback received during the development of the Regional Waste Plan related to facilities and identify any gaps that can inform the engagement and outreach strategy.
- A review of facilities plans in other jurisdictions that can guide plan development, but specifically around scenario development, implementation approach and financing options.
- Learnings, assumptions, opportunities and challenges from the Jennifer St. and Cornelius property process.
- Best practices from other jurisdictions on facility plan development.

The outcome of this phase will be a baseline of existing plans goals and feedback given related to garbage and recycling facilities, as well as Council’s direction on policy and values that will guide the development of the plan.

Key Activities

Planning	<ul style="list-style-type: none">• Review and summarize existing plans and reports• Summary of Regional Waste Plan goals related to facilities• Summary of existing community feedback• Summary of key findings and recommendations from other facilities plans and recent experiences
Engagement	<ul style="list-style-type: none">• Discussion with Regional Waste Advisory Committee• Discussion with Committee on Racial Equity• Discussion with Metro Policy Advisory Committee• Discussion with Metro Council• Community and stakeholder engagement activities

Milestones

- Metro Council endorses values and policy direction

Deliverables

- Summary report of existing plans and reports
- Summary of existing community and stakeholder input
- Summary of Council's policy guidance and values

Phase 2: Gap Analysis**May – August 2022**

Objective: Establish current and future gaps in the garbage and recycling system that include public, private and non-profit facilities and develop a scenario based approach to filling those gaps.

The purpose of this phase is to develop an understanding of what materials and services require a facility for collection, processing or retailing and then look at what facilities currently provide these and where gaps exist in the present and 20 years in the future.

The work in this phase includes multiple areas of analysis. First, summarizing the Metro region's existing facilities within the public-private solid waste system and how the system is currently managed, regulated, and financed. Second, identifying the facility-based services necessary to achieve the goals of the 2030 Regional Waste Plan, including a review of all Regional Waste Plan goals that address facilities, as well as Senate Bill 582 and other policies. Third, identifying gaps related to managing materials prioritized in the Regional Waste Plan; considering hard to collect or recycle materials, current and potential end markets for materials, advancing racial equity, diversity, and inclusion principles outlined in the Regional Waste Plan, as well as resiliency; ensuring services are geographically distributed throughout the region; and preparing for regional and sub-regional population growth.

When looking into the future, some amount of visioning will be required, especially around current and future policy and how it plays into the development of facilities. The analysis will also be data- and spatially-driven, focusing on current facilities and existing gaps in the services they provide and highlighting who benefits and who is left out or burdened in the region. A close examination of how filling these gaps may impact communities both positively and negatively will be included in this phase.

Key questions will include:

- What are the different types of facilities that would best meet the gaps (large sub-regional facilities, smaller localized sites/depots, etc.)?
- How many and where these facilities should be located to best meet regional customer needs, based on racial equity, geographic and growth considerations and resiliency?
- Where are the reuse and repair services located?

During this phase, community and stakeholders will be engaged through a variety of approaches ranging from surveys, listening sessions, roundtables and workshops to collect input on needs and guidance.

Key Activities

Planning	<ul style="list-style-type: none"> • Develop list of material and services to use in gap analysis • Establish spatial criteria for gap analysis • Identify current and future land use trends
Engagement	<ul style="list-style-type: none"> • Engage community and stakeholders to provide input on needs and gaps • Discussion with Regional Waste Advisory Committee • Discussion with Committee on Racial Equity • Discussion with Metro Policy Advisory Committee • Discussion with Metro Council
Milestones	<ul style="list-style-type: none"> • Metro Council reviews gap analysis
Deliverables	<ul style="list-style-type: none"> • Community engagement summary • Gap analysis report

Phase 3: Scenarios Development

September – December 2022

Objective: Develop a preferred scenario for future system investments.

This includes developing a set of alternative scenarios to identify tradeoffs or balance in terms of the policy direction and values developed in Phase 1. This phase will include engagement of interested persons from communities of color and other marginalized communities, along with representatives of local governments, the garbage and recycling industry and the reuse sector, in a variety of different forums to outline up to three potential scenarios for how the region's garbage and recycling system might look in the future and what it could achieve.

Key Activities

Planning	<ul style="list-style-type: none"> • Develop outcome based scenarios for filling gaps
Engagement	<ul style="list-style-type: none"> • Engage community and stakeholders to provide input on the scenarios • Discussion with Regional Waste Advisory Committee • Discussion with Committee on Racial Equity • Discussion with Metro Policy Advisory Committee • Discussion with Metro Council
Milestones	<ul style="list-style-type: none"> • Metro Council endorses a preferred scenario

Deliverables

- Community input summary
- Scenario approaches to be used in filling facilities gaps

Phase 4: Implementation Strategy**November 2022 – April 2023**

Objective: Develop an implementation strategy with facility prioritization and financing options available for public financing and incentives and policy for the private and non-profit sectors, as well as measurements for success.

A framework to prioritize facility investments will be developed with Metro Council. Staff will also review with Council funding mechanisms available for any facilities best suited for public ownership and how Metro could approach private and non-profit ownership. Indicators will be developed to measure success of the plan's implementation over time and how those will be tracked and shared.

A tool kit will be developed for siting facilities that will include a current list of policies and other considerations to be used in siting and development, such as Capital Asset Management Plans, sustainability plans, C2P2 goals, and resiliency plans.

The outcome of this phase will be a prioritization list with finance options and other resources available to implement them, such as policy and incentives.

Key Activities**Planning**

- Gap prioritization
- Development of financing and other tools available to implement plan
- Toolkit for siting and developing facilities
- Indicators and reporting on plan's success

Engagement

- Discussion with Regional Waste Advisory Committee
- Discussion with Committee on Racial Equity
- Discussion with Metro Policy Advisory Committee
- Present prioritization list and finance options to Metro Council

Milestones

- Metro Council endorses priorities and understands options for financing and incentives for plan implementation

Deliverables

- Facilities prioritization list
- Finance options
- Implementation Toolkit of siting considerations
- Indicators and measurement for plan success

Phase 5: Plan Adoption

May – summer 2023

Objective: Engage stakeholders in review of the plan and bring to the Metro Council for adoption.

The purpose of this phase is to draft the plan based on the findings and guidance and present the plan to key decision-makers and the community for review.

Key Activities

Planning	<ul style="list-style-type: none">• Draft plan and technical documentation
Engagement	<ul style="list-style-type: none">• Release plan for public comment• Discussion with Regional Waste Advisory Committee• Discussion with Committee on Racial Equity• Discussion with Metro Policy Advisory Committee• Metro Council reviews and considers plan for adoption
Milestones	<ul style="list-style-type: none">• Metro Council considers adopting the Garbage and Recycling System Facilities Plan
Deliverables	<ul style="list-style-type: none">• Community input report• Draft plan• Final adopted plan

Exhibit “A” to Resolution No. 22-5248

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 22-5248 FOR THE PURPOSE OF ADOPTING A PROJECT WORK PLAN TO DEVELOP THE GARBAGE AND RECYCLING SYSTEM FACILITIES PLAN

Date: February 14, 2022
Department: Waste Prevention and
Environmental Services
Meeting Date: March 3, 2022

Prepared by: Luis Sandoval,
luis.sandoval@oregonmetro.gov

ISSUE STATEMENT

The Waste Prevention and Environmental Services Department is preparing to develop a Garbage and Recycling System Facilities Plan. The plan will outline future infrastructure investments and services needed to fulfill the goals in the 2030 Regional Waste Plan. The Garbage and Recycling Facilities System Plan is expected to be completed by summer 2023.

BACKGROUND

The development of the Garbage and Recycling Facilities System Plan will serve as a companion document for implementing the 2030 Regional Waste Plan. The planning process is expected to be completed in five phases from February 2022 to summer 2023. In the last phase of the process, project staff would bring to the Metro Council a final draft of the Garbage and Recycling System Facilities Plan for Council to consider for adoption.

Plan development will include assessing the region's current public, private and non-profit garbage, recycling and reuse infrastructure, identify service gaps, and present potential approaches and a plan for future system investments. Throughout the process, the project will seek to engage all potentially affected and interested individuals, communities and organizations, as well as local governments, businesses, reuse organizations and advocacy organizations.

At the Metro Council Work Session on January 25, 2022, project staff provided an update on the status of the Garbage and Recycling System Facilities Plan process and sought the Council's input on a draft version of the work plan to develop the plan. Based on the feedback provided by Council, staff have revised the project work plan to include:

- Additional emphasis on engaging local government representatives through Metro Council formal advisory committees, as well as through forums and other activities;
- Language that affirms the project will encourage participation in the procurement process by COBID-certified firms and consultants with expertise in engaging historically-marginalized communities and developing programs and services that

advance racial equity;

- A description of how the planning process will be guided by the 2030 Regional Waste Plan principles related to environmental justice;
- A review during the first phase of the project of existing Metro Council policy guidance related to advancing racial equity and environmental justice, environmental sustainability and green building, disaster resilience, industrial lands, and other relevant issues; and
- Adding current and potential end markets for recyclable materials as criteria to consider when analyzing gaps in the region's garbage and recycling system infrastructure.

This resolution would adopt the project work plan for developing the Garbage and Recycling System Facilities Plan, as revised by project staff to incorporate the feedback provided by the Metro Council at the January 25, 2022 Council Work Session (see Attachment A).

ACTION REQUESTED

Approve Resolution No. 22-5248, adopting the project work plan to develop the Garbage and Recycling System Facilities Plan.

IDENTIFIED POLICY OUTCOMES

The Garbage and Recycling System Facilities Plan will develop alternative scenarios for the public, private and non-profit sectors to fill the gaps identified in the facility-based garbage, recycling and reuse services necessary to achieve the goals of the 2030 Regional Waste Plan.

The scenarios may include construction of new facilities, incorporation of new services in existing facilities, and non-facility based alternatives, if practical. The scenarios will include consideration of costs and ratepayer impacts, and will elevate the needs of communities of color and other groups historically underserved or impacted by the solid waste system. After developing the alternative scenarios with community and stakeholder input, staff will present those scenarios for Metro Council's consideration and endorsement of a preferred scenario.

The Garbage and Recycling System Facilities Plan is envisioned to include a strategy for Metro to implement the plan under the preferred scenario endorsed by Council over the next 20 years. The plan will present financing options for building new facilities and other investments identified in the preferred scenario. The plan will also include indicators to measure success in implementing the plan and to share progress with the Metro Council, formal advisory committees, local governments, private and non-profit stakeholders and community members.

STAFF RECOMMENDATION

Approve Resolution No. 22-5248.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Known Opposition

None

Legal Antecedents

Metro has broad authority, from the Metro Charter, the Oregon Constitution, and Oregon statutes, for planning, managing and overseeing the regional solid waste system. In 1987, the Metro Council designated solid waste as an area and activity appropriate for a functional plan (Metro Ordinance 87-740), recognizing the complexity of managing this system across two dozen cities and portions of three counties, over a million residents, thousands of businesses and many solid waste service providers.

The 2030 Regional Waste Plan, adopted by the Metro Council in 2019 (Metro Ordinance 19-1431), is the greater Portland area's long-range blueprint for managing and reducing the environmental impacts of goods consumed in the region, from production to disposal. The plan sets goals and policies for the region to reduce the amount of waste it generates, promote greater reuse and recycling of items, and manage the waste that is leftover in a manner that protects the environment and public health, gets the best value for the public's money, and advances racial equity, diversity and inclusion in the region.

Anticipated Effects

With approval of this resolution, the Waste Prevention and Environmental Services Department will proceed to develop the Garbage and Recycling System Facilities Plan.