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**Garbage and Recycling System Facilities Plan - Phase 2 Gap
Analysis Summary**
Presentations

Metro Council Work Session
Tuesday, January 31, 2023

STAFF REPORT

GARBAGE AND RECYCLING SYSTEM FACILITIES PLAN – PHASE 2 GAP ANALYSIS

Date: January 12, 2023
Department: Waste Prevention and Environmental Services
Meeting Date: January 31, 2023
Prepared by: Estee Segal, 503/753-9231, estee.segal@oregonmetro.gov

Presenters: Marta McGuire, Waste Prevention and Environmental Services Director; Estee Segal, Principal Planner; Luis Sandoval, Principal Planner
Length: 45 mins

ISSUE STATEMENT

Council will receive a presentation on results of Phase 2 of the Garbage and Recycling System Facilities Plan. The focus of the presentation will be on engagement efforts to identify gaps in the region's reuse, recycling and garbage facilities and infrastructure. Staff will highlight what was learned in this phase and how this information will be used to inform the technical analysis and scenarios for future investment.

ACTION REQUESTED

Review and discuss the engagement outcomes of the Phase 2 gap analysis and how this information will be used to inform the technical analysis and scenarios in Phase 3. The discussion is an opportunity for Metro Council to provide feedback on the themes identified through engagement and how they will be used to complete the technical analysis and develop scenarios.

IDENTIFIED POLICY OUTCOMES

- Metro Council identified policy values and outcomes for this project that implement the 2030 Regional Waste Plan values and racial equity principles. Attachment 2 describes these values and outcomes which were presented to Council on May 31, 2022
- Three of the project's values and outcomes were especially relevant and guided the approach to the engagement work that was completed in Phase 2:
 - The planning process incorporates the viewpoints and needs of historically marginalized communities as they relate to garbage and recycling facilities and services
 - The planning process is guided by a new Community Advisory Group, made up of members representing historically marginalized communities from throughout the region, who works alongside staff to review draft findings and develop plan elements, and creates leadership opportunities for members.
 - Through government-to-government engagement on this plan, Metro's WPES Department seeks to establish new relationships, partnerships and build trust with Tribes.

POLICY QUESTIONS

Does Council endorse the key themes related to facility gaps and needs that were gathered from engagement in Phase 2?

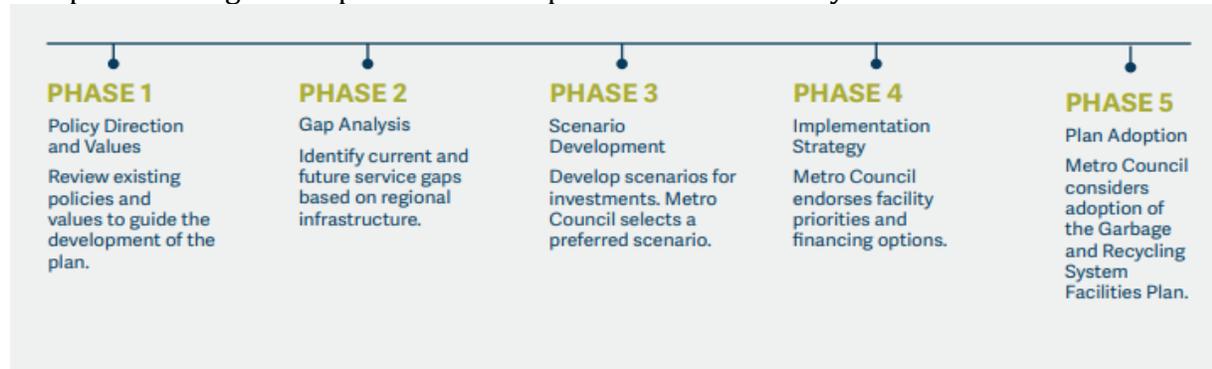
POLICY OPTIONS FOR COUNCIL TO CONSIDER

1. Confirm the Garbage and Recycling System Facilities Plan gaps identified through engagement in Phase 2 and direct staff to further develop the technical analysis, which together will be used to develop scenarios in Phase 3.
2. Provide additions or revisions to the gaps identified in engagement in Phase 2 and direct staff to incorporate these additions in developing the technical analysis, which together, will be used to develop scenarios in Phase 3.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Metro's 2030 Regional Waste Plan set a vision that centers racial equity to reduce waste, protect health and the environment and provide excellent services for everyone. Creating a Garbage and Recycling System Facilities Plan will help implement that vision by identifying the places where people lack services and set a strategy to invest in modernizing the region's reuse, recycling and garbage infrastructure. The plan will focus on facilities such as transfer stations and repair, reuse and recycling centers that play a key role in managing the things we all throw away. Future investments may include building new facilities, adding new services to existing facilities, and identifying other alternatives.

The plan is being developed across five phases from February to Winter 2023.



The first phase of work focused on review of existing policies and values to guide the development of the plan. The values and outcomes were presented to Metro Council in May 2022. The plan development is now in the second phase that includes identifying current and future gaps based on regional infrastructure.

PHASE 2 ACTIVITIES

The focus of Phase 2 was to develop an understanding of what materials and services require a facility for collection, processing or retailing and then to look at what facilities currently provide these and where gaps exist in the present and 20 years in the future. The intent was to do both community and stakeholder engagement to identify garbage and recycling system facility gaps and needs, as well as to do technical analysis to present

information on the capacity of existing regional facilities and identify the gaps in facilities that handle materials needed to achieve regional waste reduction goals.

Today’s discussion will share the key themes gathered from the engagement that will direct the technical analysis. Some of the technical analysis work is underway, but additional analysis will be conducted in the coming months to inform the scenario development.

Engagement Themes

Between September and December 2022, the project team provided presentations and facilitated discussions with advisory groups, convened four virtual roundtable discussions and conducted engagements with Metro garbage and recycling program and facility staff. A survey was offered to all meeting participants. In addition, previous studies that have included engagement around garbage and recycling services and facilities were reviewed and conclusions related to facility needs are outlined in the Phase 2 Engagement Summary Report (Attachment 1).

Input on the gaps generated in the engagements were collected and sorted by theme. Six major themes emerged specific to gaps in facilities and infrastructure:

1. General residential self-haul	Need for more places throughout the Metro region for self-haul household waste.
2. Bulky waste, reuse and repair drop-off	Need for centralized locations with adequate space to drop-off large household items (furniture, appliances) and other items for reuse/repair.
3. Hard-to-recycle items	Need for more places throughout the Metro region to take hard-to-recycle items, such as old clothes, medicines, sharps, construction waste.
4. Amenities at transfer facilities or other needed facilities	Need for improvements at existing facilities including more space for sorting items and additional facilities to take items for recycling, reuse, repair and distribution.
5. Household hazardous waste	Need for more places throughout the Metro region that collect household (residential) hazardous waste.
6. Reuse and repair warehouse hubs	Need for centralized locations with adequate warehouse space for sorting and storing reuse and repair items.

Additional details and specific examples of comments collected related to these themes are outlined in Attachment 1.

Technical Analysis

In December 2022, technical analysis research and work was started including geospatial mapping of the region's existing garbage, recycling, reuse and repair facilities. Maps showing travel times from the current geographic distribution of facilities that accept both self-haul garbage (wet waste) and household hazardous waste show that there is inequitable distribution of these facilities throughout the region. Forest Grove, Cornelius, Hillsboro, Cooper Mountain, Gresham, and Troutdale tend to have the longest travel times to these types of facilities.

To assess how future growth may impact the geographic distribution of facilities, the current population of the region was compared to the 2045 projected population. A review of the current population compared to the 2045 projected population, shows higher population growth is predicted to occur in the southern and south-eastern portions of the region, adjacent to Sherwood, Tualatin, and West Linn, which would put additional strain on the Metro South Transfer Station. Additional analysis on materials projections in these areas is still in progress.

Four peer jurisdictions have been reviewed to identify the type, size, quantity, and cost of recent facilities that have been built to align with waste reduction goals. One example of this is King County, Washington, where their system facility evaluation in 2006 resulted in recommendations for constructing four new transfer stations, closing three outdated transfer stations, and retaining three existing transfer stations and two rural drop box facilities. King County secured loans for these capital improvement program changes, including \$333 million from 2013 to 2017, with an additional \$280 million of capital investment projected for 2018 to 2024 and beyond. Additional research on other jurisdictions' recent capital improvement plans and facility development to meet waste reduction goals will be part of the technical analysis and used to develop scenarios in Phase 3.

Next Steps

The six engagement themes, as outlined above and further detailed in the Phase 2 Engagement Summary Report, will help guide the work and focus of the technical analysis. The technical analysis will establish a baseline of the current reuse, recycling and garbage facilities that serve the region and the services they provide. The technical analysis will then assess the infrastructure investments needed to provide equitable, accessible, affordable and convenient services to increase the reuse, recycling and composting of materials with the goal of reducing the amount of garbage produced by households and businesses in the region. Input from Council on the policy options as presented above will further guide the direction and research needed for the technical analysis.

The technical analysis work is expected to be completed in early March, with a summary report provided to Council and an opportunity to discuss findings in Council briefings. The technical analysis and the engagement themes will be combined to help identify which

facility gaps will be addressed in developing scenarios in Phase 3. The project values and outcomes will be used to develop criteria to rank and consider each of the scenarios.

ATTACHMENTS

1. Garbage and Recycling System Facilities Plan, Phase 2 Engagement Summary Report
2. Garbage and Recycling System Facilities Plan, Values and Outcomes

Is legislation required for Council action? " Yes No



Metro Garbage & Recycling System Facilities Plan Phase 2 Engagement Summary Report

Convenience. Access. Affordability. Everyone, no matter where they live in the region, should have equitable access to garbage and recycling facilities and services. But to get there, we need a plan.

Overview

Metro is developing a Garbage and Recycling System Facilities Plan to understand the investments needed to ensure better access to services in our garbage and recycling system. The project will look at 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.

Future investments may include construction of new facilities, incorporation of new services in existing facilities and identifying non-facility-based alternatives in some cases.

Throughout the plan development, Metro is engaging potentially affected and interested individuals, communities and organizations, as well as local governments, businesses, reuse organizations and advocacy organizations. Additionally, several Metro advisory groups are providing input at key decision points.

This report summarizes the engagement completed in Phase 2 from September 2022 to January 2023. The work in this phase was focused on outreach to diverse audiences to help identify gaps and facility needs in the regional garbage and recycling system.



PHASE 2 ENGAGEMENT: WHAT WE DID

 Outreach	 Summarize	 Analyze	 Share
Activities: Roundtables Committee Meetings Internal Meetings Follow up Surveys Invitations to engage with Tribal Governments	6 summaries were completed to describe what we heard from different audiences	All comments and identified system gaps were organized into themes	The findings from Phase 2 summarized here will inform the technical analysis and Phase 3 work

Between September and December 2022, Metro made presentations and facilitated discussions with advisory groups, convened four virtual roundtable discussions and conducted numerous engagements with Metro garbage and recycling program and facility staff. Audiences reached included people from Clackamas, Multnomah and Washington Counties, and the process prioritized and uplifted historically and currently marginalized communities.

Audience	Activity	Participation
Community Advisory Group	Meetings (Sept. 19, Oct. 18, Dec. 12)	8 members
Reuse/Repair businesses	Roundtable (Oct. 4)	19 participants
Community partners	Roundtable (Oct. 6)	12 participants
Local government	Roundtable (Oct. 31)	28 participants
Private industry	Roundtable (Nov. 3)	30 participants
All Roundtable invitees	Online follow-up survey	16 responses
Metro Waste Prevention and	Team meetings	4 virtual meetings
Environmental Services program and	Metro facility site visits	9 on-site meetings
facility staff	Follow-up survey	27 responses
Tribal governments	Letter of introduction;	7 letters sent to
	invitation to consult (Sept)	Tribes in Oregon
		and Washington

Garbage and Recycling Community Advisory Group

The Community Advisory Group comprised of community members who are impacted by the plan outcomes and who represent historically and currently marginalized communities, met during Phase 2 to discuss:

- Plan development and how they currently use the garbage and recycling system, including gaps they recognized
- Which parts of the system were working well or could be improved upon
- Equity impacts that Metro should consider in the project
- Review of input received from other key stakeholders during the Roundtables

Roundtable Meetings

Metro convened virtual meetings for each of four external stakeholder groups including: reuse and repair businesses, staff and community members from community-based organizations, local governments, and garbage and recycling private industry representatives. Each roundtable included a presentation about the project purpose and goals followed by interactive breakout sessions where participants in smaller groups responded to a series of discussion questions around their area of expertise and experience with the current garbage and recycling system. Discussions focused on identifying and understanding system facility gaps and related concerns and observations from community members. Participants shared ideas and preferences for future improvements to the garbage and recycling system. Invitees were offered language translation during the meeting and a follow-up survey to provide additional input after the roundtable meeting.

Metro Staff Engagement

Metro Waste Prevention and Environmental Services staff, both program and policy staff, as well as front line staff working at Metro transfer stations, Metro Paint, and the RID Deployment Center were invited to provide input on gaps and needs related to facilities and infrastructure in the garbage and recycling system. Follow up opportunities included a survey and voting exercise for facility staff.

Presentations to Advisory Groups

Presentations on plan development were given to each of the advisory groups and participants were invited to provide input on facility gaps and the future of the garbage and recycling system. The groups included:

- Regional Waste Advisory Committee
- Committee on Racial Equity
- Metro Policy Advisory Committee
- Metropolitan Mayor's Consortium

Tribal Consultation

In addition, in September 2022, a letter was sent from Metro Council President Peterson to seven Tribes to introduce the project, its goals and invite consultation by Tribal leaders. Letters were sent to the Confederated Tribes of Siletz Indians, Confederated Tribes of Grand Ronde, Confederated Tribes of Warm Springs,

Confederated Tribes of Umatilla Indian Reservation, Confederated Tribes and Bands of the Yakama Nation, Nez Perce Tribe, and Cowlitz Indian Tribe. To date, the Cowlitz Indian Tribe has expressed interest in learning more about this project and to discuss where there might be areas of mutual interest between the Tribe and Metro’s garbage and recycling work. An in-person meeting with the Cowlitz Public Works Director, Metro’s Tribal Policy Advisor, and Metro staff took place in mid-January 2023.

PHASE 2 ENGAGEMENT: WHAT WE LEARNED

Input on the gaps generated in the community advisory group, roundtable discussions and staff engagements were collected, logged in a spreadsheet, coded and sorted into themes. More than 800 comments were recorded including both comments on facility and infrastructure gaps and general comments about the system. Those comments related to issues that cannot be addressed by facility infrastructure investments will be shared with Metro leadership and incorporated into relevant projects that are underway as part of the 2030 Regional Waste Plan implementation.

Of the comments collected from engagement specifically related to facility and infrastructure gaps, six major themes emerged:

1. General residential self-haul
2. Bulky waste, reuse and repair drop-off
3. Hard-to-recycle items
4. Amenities at transfer facilities or other needed facilities
5. Household hazardous waste
6. Reuse and repair warehouse hubs

Additional details and comments specific to these themes, collected through recent engagements, are highlighted below.

1. General residential self-haul

Theme	Comments
<p>Need for more places throughout the Metro region for self-haul household waste.</p>	<p>The Metro Transfer Stations are overcrowded, and people travel far to get to them because they are two of the three transfer stations that take general self-haul. The private transfer station takes general self-haul but charges rates that are much higher.</p> <p>Facilities need to better accommodate residential self-haul customers. There is currently limited capacity for residents, which is a critical need.</p>

	<p>There is a need for more transfer stations, spread equally throughout the region, and that offer education about waste reduction and recovery.</p> <p>There is a lack of access to facilities that provide affordable services for residents, especially in Washington & east Multnomah Counties.</p>
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2. Bulky waste, reuse and repair drop-off

Theme	Comments
<p>Need for centralized locations with adequate space to drop-off large household items (furniture, appliances) and other items for reuse and repair.</p>	<p>It's difficult to find donation centers that will consistently accept large reuse items like couches and mattresses.</p> <p>Facilities that offer repair services and storage for reusable items are needed.</p> <p>Transporting bulky waste (large household items) to facilities for reuse or repair is a barrier for many residents, especially those without trucks.</p> <p>There is a need for more facilities that support material recovery and reduce waste.</p>

3. Hard-to-recycle items

Theme	Comments
<p>Need for more places throughout the Metro region to take hard-to-recycle items, such as old clothes, medicines, sharps, construction waste.</p>	<p>Batteries, sharps construction waste (especially asbestos containing) and hazardous waste are all difficult to get rid of due to too few facilities that accept these materials.</p> <p>People don't know which facilities or where facilities are located that take hard-to-recycle materials, and people would like to have one place to that accepts all of these items.</p> <p>Residents need places throughout the region to dispose of medicines and batteries</p> <p>Reuse and recycling facilities for construction materials are lacking on the east and west sides of the region.</p>

4. Amenities at transfer facilities or other needed facilities

Theme	Comments
<p>Need for improvements at existing facilities.</p>	<p>There is a lack of space at existing garbage and recycling facilities to separate and store unwanted items that could be reused.</p> <p>Facilities need to better accommodate residential self-haul customers, including providing physical assistance for those who can't lift items and/or programs or discounts for staff, seniors and people living with low incomes or disabilities.</p> <p>More sites need to offer asbestos testing to allow for easier reuse of building materials and prevent contamination. Currently only Waste Management in Hillsboro can dispose of asbestos.</p> <p>Many haulers rely on the Metro transfer station truck wash stations which are being removed. Private facilities don't offer this.</p>
<p>Need for other facilities.</p>	<p>More facilities that are easily accessible and can take items for recycling, reuse, repair, and distribution</p> <p>Facilities equipped to handle debris from emergencies and natural disasters.</p> <p>Private transfer station operators would like to capture more of the waste stream currently processed at Metro-owned facilities and feel they could operate more efficiently than the public sector.</p> <p>Composting facilities, especially for food waste composting, are needed in order to meet regional and statewide waste reduction & carbon goals.</p>

5. Household hazardous waste

Theme	Comments
<p>Need for more places throughout the Metro region that collect household hazardous waste.</p>	<p>There is a need for more neighborhood-based household hazardous waste disposal options throughout the region, even in areas that already have a transfer station to collect it.</p> <p>Need bigger and better planned household hazardous waste facilities than what is currently available at Metro South and Central (need larger covered area, more storage area, loading dock, etc.).</p>

	<p>Illegal dumping of household hazardous waste is of special concern since this waste has the potential to contaminate nearby land and water sources.</p> <p>There is only one facility in the region that accepts asbestos, and its location in Hillsboro can be a barrier.</p>
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6. Reuse and repair warehouse hubs

Theme	Comments
<p>Need for centralized locations with adequate warehouse space for sorting and storing reuse and repair items.</p>	<p>Physical space for warehousing, sorting and storage of reuse materials is lacking, causing reuse items to be landfilled depending on space.</p> <p>Centralized locations for people to drop off or shop for reuse materials is lacking.</p> <p>The space for offering repair services and to host fairs is lacking.</p> <p>Reuse/repair infrastructure is not as developed on the Westside as it is in Portland, which has organizations like the Rebuilding Center.</p>

SUMMARY BY GROUP

Community Advisory Group

The focus of these meetings was to identify and understand the impact of gaps experienced by group members. Metro also received advice from this group on racial equity considerations related to service and facility gaps. Specific gaps identified included affordability, lack of facilities to take residential organics for composting for those without collection service, the need for physical assistance at facilities for those who cannot lift items and lack of facilities that offer repair services and storage for reusable items.

Reuse and Repair Businesses and Organizations

The focus of this roundtable meeting was to identify infrastructure or facilities needed to support more reuse and repair in the greater Portland region. Specific gaps that were identified included physical space for warehousing, sorting and storage of reuse materials; centralized locations for people to drop off or shop for reuse materials; transportation of large items for people without vehicles; and places or hubs for reuse organizations to share tools and equipment.

Community Organizations

The focus of this roundtable meeting was to identify the garbage, recycling, reuse and repair service gaps from the perspective of historically underrepresented community members. Members identified barriers to access services including inconsistent composting service, information in non-English languages, age and income barriers. Participants also expressed concerns about specific items that are difficult to get to places to reuse or recycle, such as furniture, Styrofoam, appliances, bulky items and medical sharps.

Local Governments

The focus of this roundtable meeting was to understand the garbage, recycling, reuse and repair needs in each local jurisdiction and to identify facility investments that could advance shared work towards 2030 Regional Waste Plan goals. Generally, we heard about geographic gaps related to facilities, especially in Washington County and east Multnomah County, and access gaps like affordability and travel time to self-haul and recycling facilities and services. Local government partners pointed out the lack of industrial land available for new facilities. Local government partners would like Metro to strengthen regionwide partnerships for facility siting, clean up events, facility closures, and address other gaps like system resilience.

Garbage and Recycling Industry Businesses and Organizations

The focus of this roundtable meeting was to hear from private industry representatives, including transfer station operators, commercial haulers and third-party haulers, about the gaps in the current system. Participants identified gaps including disposal services for asbestos, metal drop-off, and storage space for hard-to-recycle items, and specific gaps around amenities needed at Metro transfer stations and the handling of reuse items.

Metro WPES Staff

A series of meetings was conducted for both Metro program and policy staff as well as operational staff at facilities. The first set of meetings focused on staff that work on policy and program teams in education, waste reduction, asset management, as well as from staff that work in the Recycling Information Center, to understand the gaps and needs they know about that could be resolved by building new facilities or improving existing facilities. Participants identified gaps including the need for more sites that take reusable, repairable and hard-to-recycle items and lack of facilities in the region that take food waste composting, among other things.

The second set of meetings focused on staff that work on-site at Metro's existing garbage and recycling facilities, including Metro South and Central Transfer Stations, MetroPaint and the RID Deployment Center, to leverage their expertise and knowledge about facility gaps. These frontline workers identified gaps including the

large number of items that go to the landfill that could be reused or repaired if there was space at facilities to collect and hold reusable items. Staff also pointed out the challenges of having to separate commercial haulers from self-haul customers at existing facilities, the need for amenities at facilities to improve worker safety, well-being and productivity, and the need for more household hazardous waste facilities spread across the region.

Summary Flyers

Summary flyers provided in Appendix A were created to describe in more detail what we heard from each of these stakeholder groups. The flyers incorporate both input and comments related to facility and infrastructure needs, as well as some of the more general comments shared by stakeholders about challenges of the existing garbage and recycling system.

PREVIOUS STUDIES

Metro has conducted a variety of studies that have evaluated different portions of the garbage and recycling system over the years. The following conclusions related to facility gaps have come from this previous work:

- Self-haul capacity, primarily for construction debris, recyclables and reusables, has been a defined gap for over a decade
- Self-haul customers at existing stations are creating traffic congestion and some unsafe conditions
- Critical facility repairs and upgrades needed for employee and customer safety, hazard resilience, and improved operational efficiency were identified for Metro South and Metro Central in various reports for over a decade
- There is limited capacity of facilities that receive commercial organics
- There is limited access to household hazardous waste across region

Additionally, more recent input received in 2019 during the South and West facility siting projects included concerns about:

- Costs and how to pay for new or improved facilities
- Dumping of garbage and large items on streets and public spaces

Stakeholders involved with those two projects also noted the need for:

- More self-haul, household hazardous waste disposal opportunities, and places to take recyclables and large household items
- More education about recycling and reuse opportunities, including in different languages
- Better access to facilities by different modes of transportation

- Jobs, training, and opportunities for businesses associated with any new or improved public facilities, like transfer stations

WHAT COMES NEXT

The next steps include completing the technical analysis of gaps in the region's network of reuse, recycling and garbage facilities. The technical analysis is being guided by the gaps identified through the engagement activities summarized in this report.

The technical analysis will establish a baseline of the current reuse, recycling and garbage facilities that serve the region and the services they provide. It will then assess the infrastructure investments needed to provide equitable, accessible, affordable and convenient services to increase the reuse, recycling and composting of materials with the goal of reducing the amount of garbage produced by households and businesses in the region.

Following the completion of the technical analysis, Metro will develop and analyze up to three scenarios to address the identified gaps. In Phase 3, Metro will host additional engagements with prioritized stakeholders to gather input and feedback on the scenarios and priorities for investments to build new facilities or to improve existing facilities in the region. Project staff will continue to involve stakeholders and interested parties over the next year by sharing what we did and heard in previous phases of the project and clarifying how this input will be used to create the scenarios that will be developed, assessed and decided upon to be included in the final plan.

APPENDICES

A. Phase 2 Engagement Roundtable and Meeting Summary Flyers



Reuse & Repair Roundtable Summary

Garbage and Recycling System Facilities Plan

Metro hosted a roundtable on Oct. 4, 2022 to seek input and engagement from partners in reuse and repair. The focus of this meeting was to identify infrastructure or facilities needed to support reuse and repair in the greater Portland region.

Participants were broken up into five small groups to discuss:

- *What infrastructure is needed to support reuse and repair in the greater Portland region, especially in underserved geographic areas of the region?*
- *How can Metro support the reuse and repair economy at Metro transfer stations?*
- *How can equitable distribution systems be created to benefit overburdened communities and other Reuse/Repair systems?*

Infrastructure gaps we heard:

- Physical space for warehousing, sorting and storage of reuse materials
- Centralized locations for people to drop off or shop for reuse materials
- Transportation of large items for people without vehicles (trucks)
- Places or hubs for reuse organizations to share tools and equipment

Other needs we heard:

- Communications support for reuse campaigns
- Education for regional residents about where to take reuse materials
- Support capacity-building for reuse organizations (staffing, equipment, volunteer matchmaking)
- Policy support for producer accountability and “right to repair”



Priorities

Results from a live voting exercise, in which participants ranked their top priorities today, from a list of gaps identified in previous engagements with City of Portland and other projects:

- Storage space (9 votes)
- Ongoing or operation funding from grants or local government (8 votes)
- Staffing capacity (7 votes)
- Processing space (4 votes)
- Organizational capacity (4 votes)
- Cleaning & repair space (3 votes)
- Living wages and benefits for reuse and repair workers (3 votes)
- Policy supporting reuse & repair (3 votes)

Overall comments and takeaways from participants:

- Reiterated the value of a centralized volunteer resource pool; Metro facilitating a platform for volunteer pooling would be helpful.
- The low wages at non-profits and lack of benefits mean you can't keep staff on for long; need benefits and a livable wage.
- Some organizations pay volunteers and suggested Metro could offer financial incentives for reuse/repair volunteers.
- This has been a great opportunity for folks to come together, but there should be a longer discussion opportunity, too, with more time to hear from each other.

Summary discussion notes on gaps:

Group 1

- Centralized space for refurbishing with tools and storage space
- Distributed donation centers around the city
- Places at transfer station where materials for reuse can be dropped off at no cost (prior to scales)
- Education so reuse organizations don't get junk dumped on them
- Don't want Metro to compete with community organizations, but would like support of existing reuse/repair organizations
- Desire for Metro to follow-up on what they hear from community members with actionable outcomes

Group 2

- A network of existing organizations to be able to share resources, like volunteers, trucks, bedbug dryer etc.
- Centralized hubs around the area for sharing physical resources and a location for all organizations to work together
- Location is a big barrier and needs to be convenient for many throughout the region
- Physical locations that include customer interface often means staff must deal with mental health crises that they aren't trained for

Group 3

- Agreement on the hub/spoke model, a centralized processing system for multiple organizations
- Economic incentives from Metro like making transfer station fees cheaper if waste is diverted to a reuse organization first, perhaps through a voucher
- Library is a good model for reuse
- Lowering barriers for grants

- Importance of shoppers having dignity, the experience of shopping in a place that is set up to reduce barriers
- Transportation of large household items to people's homes is needed

Group 4

- In need of more physical space to receive, process, and store materials
- Agreement with sharing space and pooling resources, especially for those organizations working directly with the public, and with access to trucks
- Importance of increasing public education on where to take materials before and at the transfer station
- Agreement on reducing financial barriers
- More conveniently located facilities for all

Group 5

- Need more space to process materials
- The large amount of clothing thrown away by each American; need to create a system to sort out what is still useable
- Support transporting large items to people's homes is needed
- Liked the large "mall" concept to bring together multiple organizations
- Interest in the subscription-based home pickup model to remove transportation barriers for customers
- Could there be an opportunity to capture the gas produced at transfer stations to use for mattress debugging?
- Organizations are having to pay retail price at the transfer station when they are taking on the burden of disposing waste on the donor's behalf

Opportunities for collaboration

Participants also broke into small groups to discuss:

- *What are the opportunities for collaboration? (What should be the role of other players in providing reuse and repair facilities/infrastructure?)*
- *What infrastructure is needed to support these organizations if there are additional collection opportunities?*

What we heard

Many reuse/repair organizations are small so Metro acting as the convener would be most beneficial to long-term collaboration.

When large businesses have an excess of materials but don't know there is a reuse market it ends up in a landfill. A campaign to market, promote and normalize reuse & repair is needed.

Goodwill has experience to share managing a truck fleet.

Most materials are not made to last long. To support a reuse market, what economic levers could be adjusted to support reuse, such as right to repair and extended producer responsibility legislation?

More sharing of resources and volunteers to make things easier on consumers would be helpful, such as being able to drop off materials at other organizations and having a shared transportation system to get materials to the right organizations.

Desire for financial support from the government to build capacity among organizations that are already doing the work vs. creating new systems.



Community Partner Roundtable Summary

Garbage and Recycling System Facilities Plan

Metro hosted a roundtable on Oct. 6, 2022 to seek participation from community members and partners representing historically marginalized experiences. The focus of this meeting was to hear about garbage, recycling, reuse and repair service gaps that could be filled by new or updated facilities. The following is a summary of what Metro heard during breakout groups.

Round 1 discussion

Discussion was based on these questions:

- *What do you do with your garbage, recyclables, and other things you don't need anymore?*
- *What services are you signed up for and/or regularly use?*
- *What are the items or materials that are hard to get rid of?*

What we heard:

Clackamas County

- Some don't use curbside service, only use Metro South Transfer Station
- Apartment building garbage enclosures are used, but lack recycling opportunities.
- Using community exchange free tables are popular for reusable items
- Batteries, sharps, yard waste, and hazardous waste are all difficult to get rid of

Multnomah County

- Group members use creative methods to repurpose or refurbish waste when possible
- Trying to not cook too much to prevent food waste, making broth with vegetable and meat scraps, home composting food waste for gardening

- Giving things away, putting things on curb, using Buy Nothing groups, Habitat for Humanity Restore for reusable items
- Community recycling events, Styrofoam depot on Rosa Parks/Vancouver are good supplemental recycling options
- Use transfer stations for large loads of waste
- Clothing, clamshells, paint, cooking oil are difficult to get rid of
- Ridwell is used for lightbulb recycling



Washington County, Group 1

- Collection events are a popular way to get rid of items for disposal. Better advertising, more frequency and language access is desired.
- Recycling worn-out clothes is a challenge, where can fabric be recycled?
- Tip: *Recycle Day* app shows events and facilities near you

Washington County, Group 2

- Use curbside pickup, collection events, dump/Transfer Station/landfills
- Disparity of prices for private vs Metro Transfer Stations, means many in Forest Grove/Cornelius must travel farther to Portland
- Differences in services between Apartment buildings and single family houses
- One participant collects food waste in their apartment and brings it to a friend's garden for composting
- Goodwill, Habitat for Humanity Restore, electronic waste collection are good supplemental options

Round 2 discussion

Discussion was based on these questions:

- *What is working well about these systems?*
- *What is not working well?*
- *What services do you think are missing or wish you had access to in your community?*
- *What are the main barriers that limit you from taking garbage and recycling to a facility today? (cost, distance, accessibility, etc.)*

What we heard

Clackamas County

- Language, age and income barriers
- Transfer Stations are not working well because of staff turnover and long lines
- In person events with visual examples are very helpful, beneficial to see the piles of items

Multnomah County

- Composting is working well except where it's not available for multifamily units and areas that don't offer food waste collection
- Need more education to know what is recyclable, it's complicated because of misleading labels
- Need more education for folks new to area etc.
- Love events, advertising is lacking



Washington County, Group 1

- Satisfaction with home pickup service that include garbage, recycling and compost, plus using bottle drop
- Dissatisfied with affordability and price disparity between private and Metro Transfer Stations
- Transportation is a big barrier
- Styrofoam is a difficult item to store and to recycle
- Difficulty to access non-English language info to know how to dispose of items and knowing what's hazardous
- Events that accept refrigerators for fridges etc., some of events require to dispose of coolant liquid but that's not common knowledge
- Information access barriers for older folks and younger folks.
- Community organizations are helpful to reach community and host collection events



Washington County, Group 2

- Shared garbage and recycling spaces in apartment buildings are nice for the community aspect, but there could be many more bins to collect additional items for reuse of special recycling
- Difficult to know what to do with medication
- Centro Cultural events that collect reuse and recycling as well as give vaccines and other offering, convenient to have a 'one stop shop'
- Need more services for houseless camps
- Need a shared community calendar to know where/when events are happening



Local Government Roundtable Summary

Garbage and Recycling System Facilities Plan

Metro hosted a roundtable on October 31, 2022 to seek input from local government partners. The focus of this meeting was to identify infrastructure or facilities needed to support garbage, recycling, reuse, repair, recycling, and composting services in the greater Portland region. The following is a high-level summary of the discussion.



Location of current facilities

- People who live in Washington County and east Multnomah County must travel far to access a public transfer station, or any transfer station in some cases. The private transfer stations in Washington County are more costly for the public to use.
- People who live in Washington County and parts of Clackamas County have less or no convenient access to household hazardous waste, and reuse/repair services.
- Even if a transfer station or collection facility was built in Cornelius (on site purchased by Metro), cities in the southern parts of Washington County (King City, Tigard, Sherwood) would still face access disparities.
- Illegal dumping of garbage is an issue for communities throughout the region, and illegal dumping of household hazardous waste is especially concerning. More garbage facilities with more equitable access could help reduce these issues.

Who can access current facilities

- There are serious gaps around equity, including barriers for black, indigenous, and people of color, people living with low incomes and non-English speakers in accessing self-haul and special collection services. Seniors, people with limited mobility, and those living unhoused face barriers to accessing self-haul opportunities.

- Variance of fees and service levels between public and private transfer stations is of great concern. Higher costs or lack of services creates access barriers for disposal of household hazardous waste, recycling and bulky waste.
- Multifamily residents lack easy access to food waste and bulky item collection.

Strengthening our partnerships, regionwide

- Coordination is needed around holiday closures at collection facilities when franchised haulers continue operating and waste gets backed-up.
- More community clean-up events are needed for household hazardous waste and hard-to-dispose-of items. Some local governments have had success with an annual community-wide cleanup day.
- Industrial land availability is limited throughout the Metro region, and this could pose a challenge to building new garbage and recycling facilities.

Other gaps

- Disasters and emergencies like fires and storms create additional waste and hinder collection. This creates additional costs and accumulation, which especially burdens people with low incomes.
- More education is needed about accessing the waste and recycling system, especially for increasing awareness of available services and events, and for people speaking different languages.

Small Group Discussions

Participants were broken into eight small groups to discuss:

- How well do community-identified gaps align with your understanding about what is needed in your jurisdiction to better manage reuse, repair, recycling, composting and garbage? What additional facility or service gaps do you see?
- How do the gaps impact your community? Who benefits from current facilities, who is left out or burdened? Are there nuances or unique needs (based on geography, demographics, land use, etc.) specific to your jurisdiction? How might these efforts align with your agency's values and priorities?

Washington County

- Primary issue is access; physically and economically. Seniors with mobility issues, multifamily residents, and people with low incomes have the highest needs. Another barrier is language.
- Equity is a big issue. Need to communicate with all communities and not burden marginalized communities as changes are made.
- Should work with all levels of government to move forward more quickly.
- Any look at rate increases needs to be transparent to share with community members.
- Western area: need access to an affordable nearby facility due to higher fees at private transfer stations.
- Southern area: No easy access to a facility, for some the closest is in Newberg.
- Are there alternative ways of providing service (e.g. full scale facility vs. accessible collection

events or a network of smaller facilities)?

- Concern for lack of household hazardous waste collection and environmental impacts of improper disposal.
- Household hazardous waste events happen in the area, but they aren't advertised broadly because they are in high-demand already (too popular). This means some cities never hear about these events, like Durham.
- Ridwell and Pride have started filling some of the recycling service gaps.
- Reuse/repair infrastructure is not as developed on the Westside as it is in Portland, which has organizations like the Rebuilding Center. A hub and spoke model for reuse/repair would be beneficial on the west side.

Multnomah County

- Gresham and other East County cities have similar access needs as Washington County.
- There's a need for more communication about holiday facility closures and hours. Some private facilities close on holidays when haulers still operate.
- There's a yard debris/food waste gap for people who live in multifamily housing.
- Need more household hazardous waste events.
- Need disaster planning and coordination among collection facilities during a natural disaster event.
- The garbage doesn't stop for heat, fire or ice emergencies; the people most burdened have low incomes, are not able bodied, or lack transportation.
- Limited access to reuse/repair options.

- Equity concerns for Black, Indigenous, people of color and woman owned companies that collect bulky waste; can needs be aligned to not burden small companies?
- Are depots needed for recycling or should there be expansion of collection services?

Clackamas County

- Existing system, works well for people that have time and money. Low-income and multi-family residents that need self-haul, special collection services, or want to access reuse are not served well.
- Gaps include: reuse/repair options, consistent route efficiency, sustainable funding for reuse, equitable rate setting to pay for services and extended producer responsibility models that include cost of collection.
- Multifamily residents have some of the biggest gaps in service; storage and access for garbage is not adequate at most multi-family residences.
- Ridwell is currently filling some system gaps. Could private companies open depots around the region?
- Concern about rates and the amount of profit that franchise companies are guaranteed.
- There is inconsistent residential food scrap collection service.
- Need to align the system to better support material recovery and reduce waste.
- Clean-up, collection and bulky waste days are popular and should continue; add household hazardous waste to events.
- Other needs include: more Paint-care locations; disaster planning for garbage service; removal of abandoned RVs; ways to get rid of Styrofoam; more support for illegal dumping.



Private Industry Roundtable Summary

Garbage and Recycling System Facilities Plan

Metro hosted a roundtable on November 3, 2022 to seek input from local garbage and recycling businesses. The focus of this meeting was to identify infrastructure or facilities needed to support garbage, recycling, reuse, repair, recycling, and composting services in the greater Portland region. The following is a high-level summary of what we heard.



Existing facility gaps

At the roundtable, we heard about existing gaps including:

- There is only one facility in the region that accepts asbestos, and its location in Hillsboro can be a barrier.
- Space and separation from commercial traffic are barriers for some operators in allowing public self-haul.
- A request for a metal drop-off center that could pay for recyclable metal.
- Specialty haulers need more storage space for hard-to-recycle items, as well as coordination on collection of these items to achieve a cost-effective volume and to weather changes in prices for materials.
- Specialty haulers have difficulty finding someone who will accept recyclables like plastic film and pill bottles.
- More centralization of collection sites would benefit specialty haulers so different types of items/materials can be received at a single location.
- It's difficult to find donation centers that will consistently accept large reuse items like couches and mattresses.
- Gaps related to amenities at Metro transfer stations:
 - Request to retain the truck wash at Metro South.
 - Suggestion for expanding reuse options, like adding a reuse room at transfer stations.
 - Specialty haulers would benefit from asbestos testing opportunities at transfer stations.

Other system gaps

Education needed

- Specialty haulers would benefit from knowing where various items are accepted.
- Metro has an important role in providing public education that helps facility operators reduce contamination and hazards - such as from batteries.
- More public education is needed about where customers can take items for reuse.

Policy and regulatory barriers, concerns

- The DEQ classification of a specialty hauler as a transfer station imposes unreasonable requirements.
- Collaboration between Metro and DEQ on sharing required reporting would help lessen the burden on facility operators.
- Private transfer station operators would like to capture more of the waste stream currently processed at Metro-owned facilities and feel they could operate more efficiently than the public sector.
- Transfer station operators need to know the future regulatory environment and markets to make significant investments in their facilities.
- Materials Recovery Facility operators face economic pressures from low or uncertain commodity prices, caps on wet waste, as well as disposal costs for garbage.
- Depots for collecting hard-to-recycle items are not likely to cover the cost to operate.



- Transfer station operators and Materials Recovery Facilities would benefit from increased volume from haulers for different types of materials.
- For wet waste, smaller transfer station operators lack the volume to effectively match Metro's rates.
- If allowed, waste streams from many types of commercial customers with a very small amount of food waste could be processed as dry waste to increase recovery rates.
- There's a role for Metro in helping to provide and/or fund new infrastructure that will be required through the Recycling Modernization Act.

Markets

- Research and development are needed in the industry to create recycling markets and scalability.
- While a new west-side transfer station is needed, operators are concerned about how it will be funded and if a new facility would pull wet waste tonnage from other facilities.
- Unpredictable markets for plastics creates barriers.

Transfer stations

- Some operators do not want public customers to access their facilities because of space, access, and issues with mis-sorting (also applies to Materials Recovery Facilities).
- Some transfer station operators have space to expand while others do not.
- Acquiring insurance is a barrier for facility operators and something that Metro could help with.
- Haulers face a burden in documenting negative asbestos tests and the risk of a load being rejected; would benefit from acceptance of electronic asbestos test results.

Reuse/repair/recycling

- It is not always clear what reuse items will be accepted by donation centers, as this can change daily.
- Acceptance of hard-to-recycle items.
- Given sufficient volume and markets, private haulers can take additional materials that are not currently collected.
- There are not currently good disposal options for used RVs.

- Polypropylene items are expensive to process, which is a barrier to recycling.
- Haulers face a burden when loads are rejected because of contamination (like lumber in yard debris).

Residential self-haul

- Public self-haul access is costly for private facility operators because people dump garbage or materials that are not accepted; would need more staff to operate effectively.
- Partnership from the public sector and/or volunteers (like master recyclers) in staffing depots could help offset rising costs to private industry in making depots available to the public.





Community Advisory Group Summary

Garbage and Recycling System Facilities Plan

Metro convened a Community Advisory Group to advise on key decision-points throughout the development of the Garbage and Recycling System Facilities Plan. The committee met in October and December 2022 to identify, review, and discuss the garbage, recycling, reuse and repair service gaps that could be filled by new or updated facilities. The following is a high-level summary of what we heard.

Existing facility gaps

Committee members shared the following summarized comments about existing facilities:

- Reuse organizations and future drop off facilities should have longer and/or weekend hours. Some are hard to access depending on work schedules.
- Transportation from residences to facilities is needed for large, reusable items.
- Physical assistance is important to have at facilities for those who cannot lift items.
- Need more education and information in multiple languages on where facilities are located to recycle or donate items, especially for people new to the area.
- Household hazardous waste disposal is needed, even in areas that have a transfer station to collect it. This could be an issue with lack of transportation, improper education, or an inconvenience because of the long lines at existing facilities.
- Need to prioritize reuse and repair at facilities to combat culture of excess buying and consumerism.
- Need better education on where to take items that can be reused.
- Need better options for repair services in Washington County.
- Marginalized people needing employment could be trained and taught repair and refurbishing skills to be able to work at reuse/repair organizations.
- HHW and reuse collection events are often located too far away from where people are able to access them.
- There should be more recycling options at workplaces for items like batteries, Styrofoam
- If more space is needed for reuse/repair storage, could local governments provide use or access to unoccupied or underutilized buildings?
- Illegal dumping seems to be an issue across the entire Metro region. Can Metro collaborate with local governments to address this problem?

Other system gaps

- Recycling at apartment buildings is challenging due to:
 - Lack of compost collection.
 - Bin capacity and improper sorting.
 - Glass collection is not standard in some areas.
 - Lack of direction or responsibility for recycling options from landlords/building owners.



Hear from Bunsereyrithy (Bun) Kong, Washington County resident, about why he joined the Community Advisory Group, "I can bring the knowledge that I learn from the advisory committee to share with my community members."

The advisory group will provide input and their expertise throughout all phases of the project. Learn more:

oregonmetro.gov/systemfacilitiesplan



Waste Prevention and Environmental Services Staff Garbage and Recycling System Facilities Plan

In November 2022, staff from Metro's Waste Prevention and Environmental Services Department provided input on the garbage, recycling, reuse and repair service gaps that could be filled by new or updated facilities. The intent was to seek input and expertise from all levels of staff currently involved with planning, operating, and delivering garbage and recycling services. Feedback was provided from policy and program staff, as well as staff at existing facilities: Metro South and Central Transfer Stations, Metro Paint, and the RID Deployment Center. The following is a high-level summary of what we heard.

Existing facility gaps

Staff shared the following summarized comments about the existing system:

- There is a need for more transfer stations, spread equally throughout the region.
- There is a lack of space at existing garbage and recycling facilities to separate and store unwanted items that could be reused.
- Many people don't donate items at a separate facility for reuse because they don't know where to take them or don't want to make multiple trips.
- Composting facilities, especially food waste composting, are needed to meet state waste reduction & carbon goals.
- Facilities need to better accommodate residential self-haul customers. There is currently limited capacity for residents, who make up the majority of customers.
- More sites need to offer asbestos testing to allow for easier reuse of building materials and prevent contamination. Currently only Waste Management in Hillsboro can dispose of asbestos.
- Facility maintenance and disaster resilience is needed at Metro facilities.



Other system gaps

- Recycling should be incentivized through credits at facilities.
- Need better employment pathways for advancement of Metro facility staff.
- Need more recyclers to accept hard-to-recycle items like clothing, plastics, sharps and plastic film.
- There is a lack of medication drop-off sites on the west side of the region.
- There is a lack of animal rendering services; businesses that process meat do not have many options for waste besides the landfill.
- It would be nice to have more sites that can convert food waste into energy.
- Transportation to and from facilities is inequitable because a vehicle is needed.
- Seniors and disabled residents need assistance moving and disposing of large household appliances and furniture.
- Large quantities of food waste are taken to the landfill because there are not enough recyclers to de-package food waste for composting.
- More public education is needed about what is recyclable.
- More collection events are needed.

Staff at each facility voted on a list of identified gaps and needs. Their priorities are summarized below.

Gaps & Needs	Metro South	Metro Central	Metro Paint	RID	Total
More facilities for the general public to take recyclables and donate reusable items	9	13	3	1	26
Dedicated drop off areas before entering scalehouses to recover materials for reuse and recycling	8	8	6	1	23
More and better access to parking, lockers, restrooms, etc. for Metro facility workers	11	3	6		20
Space for reuse organizations to sort, repair/refurbish and store items collected	10	7	1	1	19
More and affordable self-haul facilities for garbage, construction waste and large household items	9	8	1		18
More facilities that accept household hazardous waste	9	8	1		18
Improvements at existing facilities to reduce energy use, emissions and other pollution	8	6	1		15
Facilities that are accessible to people who don't drive cars	3	7	3		13
Safety improvements at existing facilities	4		2		6
More capacity to process food waste from businesses and households	3		1		4
More lending libraries to encourage people to buy less			3		3

Staff identified gaps specific to Metro (WPES) facilities, including the following highlights:

Metro South Transfer Station

- Facility is overcrowded and residents travel long distances use services.
- Residential self-haul and commercial customers should be separated for safety and convenience.
- Items that could be reused cannot be recovered once they pass the scales.
- Reusable materials are being thrown away due to lack of space for recovery.
- Need public restrooms.

Metro Central Transfer Station

- Site layout is not optimal.
- Need a Household Hazardous Waste (HHW) loading dock for easier unloading.
- Need covered outside areas.
- Need employee amenities like space to eat lunch.

MetroPaint

- Facility building is leased rather than owned, which is not ideal.
- Need to modernize facility and equipment for efficiency and staff safety.
- Facility needs more employee amenities like locker rooms, space for meetings and lunch.
- Need a viewing room for community education.
- Could use a grey water system to recycle the large amount of water needed for facility washing.
- Facility could be co-located with other programs like RID and graffiti abatement.

RID

- Current RID vehicles do not have space to separate wet waste from reusable items for transfer or distribution to facilities/organizations.

- RID staff see lots of opportunities to recover reusable items across the region to bring to transfer stations or organizations that could sell or distribute them to people in need.

Facility staff identified other gaps and needs related to day-to-day facility maintenance, operations, worker safety and programming. The gaps not directly related to the System Facilities Plan will be addressed in other projects.



Garbage and Recycling System Facilities Plan Development

Values and Outcomes

Overview

The Garbage and Recycling System Facilities Plan, to be 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.

Values and Outcomes Introduction

The Garbage and Recycling System Facilities Plan will be guided by the 2030 Regional Waste Plan values and racial equity principles, as well as one new value to reflect Metro's commitment to Tribal consultation. Within each of these values are desired outcomes for the plan, as shown below.

Together, these values and outcomes provide specific policy guidance from Metro Council to develop a plan that, among other things:

- Adopts a demand management approach to reducing garbage through waste reduction infrastructure;
- Improves the quality of and access to services; and
- Keeps services affordable and cost impacts to residents low.

The plan's values and outcomes were developed during phase 1 of the planning process (March-September 2022) with input from multiple groups, including three of Metro Council's formal advisory committees (Committee on Racial Equity, Metro Policy Advisory Committee and Regional Waste Advisory Committee) and the Community Advisory Group, convened to advise on key decision points throughout the development of this plan. A final draft of the plan's values and outcomes was presented to Metro Council at a work session on May 31, 2022. Based on Metro Council's input at that meeting, staff revised the draft values and outcomes and will share with Metro Councilors in briefings for their endorsement in September 2022.

Planning Assumptions

Key assumptions to clarify the context and expectations for the plan include:

- In alignment with the values, vision and goals of the Regional Waste Plan to protect the environment and human health and conserve natural resources, this plan will support efforts to decrease the total amount of waste generated in the region through waste prevention, reuse and repair strategies following the principles of sustainable materials management and circular economy. For the waste that cannot be prevented from entering the regional garbage and recycling system, the plan will support the development of infrastructure

needed to increase the amount recovered for recycling and composting and to manage the leftover garbage in a way that protects the environment and human health.

- The plan will take a holistic view of the garbage and recycling system (understood to encompass garbage, recycling, composting, reuse and repair activities) and will help clarify Metro’s future role in providing facility-based services, including facilities to be built or renovated by Metro, or by Metro in cooperation with public, private and non-profit partners (referred to as “facility projects identified in the plan” in the outcomes below).
- For other public, private and non-profit providers in the regional garbage and recycling system, the planning process may identify recommendations for them to meet some of the identified gaps in the system and project outcomes. Based on Metro Council direction, some recommendations may be further developed into policies and programs to regulate or offer incentives to these other providers. The new initiatives would be developed after completion of this plan, within the ongoing efforts to implement the 2030 Regional Waste Plan.
- The planning process is informed by the assumption that the region’s garbage and recycling system remains a hybrid system made up of a mix of public, private and non-profit providers.

Values and Outcomes

Regional Waste Plan Values

1. Protect and restore the environment and promote health for all

Ensure that current and future generations enjoy clean air, water and land. Lead efforts to reduce impacts of climate change and minimize release of toxins in the environment.

	Proposed Outcomes	Related Policy Guidance	Outcome type
A	Operations impact on people: The plan identifies the design, technology and operational best practices that all facility projects identified in the plan must implement to minimize nuisances and negative human health and safety impacts on employees, customers and neighboring communities, and to repair past harm.	Regional Waste Plan Goal 12, Actions 12.1, 12.2, 12.3 Goal 16, Action 16.3	Planning and Implementation
B	Green building: New construction or major renovation projects identified in the plan adhere to Metro's proposed Sustainable Buildings and Sites policy update (expected to be reviewed by Metro Council in October 2022). The new policy includes requirements to meet the International Living Future Institute’s Core Green Building Certification standard that addresses ecological and climate change impact, access to transit, water and energy reduction, human health, responsible building materials, accessibility, equity and inclusion, biophilic design & education.	Regional Waste Plan Goal 12, Action 12.4 Goal 7, Action 7.1	Implementation
C	Operations impact on the environment: Existing facilities owned or leased by Metro meet the operations and maintenance standards in Metro’s proposed Sustainable Buildings and Sites Policy and reduce emissions of carbon dioxide, particulate matter, and other pollutants and toxins from on-and off-road vehicles, stationary equipment, and products and materials used onsite.	Regional Waste Plan Goal 12, Actions 12.3, 12.4	Implementation
D	Good neighbor agreements: All facility projects identified in the plan work toward developing good neighbor agreements with their host communities to lessen negative environmental and human health impacts from facility operations.	Regional Waste Plan Goal 13, Action 13.3	Implementation

2. Conserve natural resources

Reduce the amount of energy, water and raw materials needed to make products. Manage materials to their highest and best use (reduce, reuse, recycle).

	Proposed Outcomes	Related Policy Guidance	Outcome type
A	Priority materials: The plan identifies high-priority materials to target for reuse, repair, recycling or composting and the infrastructure investments needed to manage those materials efficiently, at a regional scale, following the principles of the sustainable materials management and circular economy frameworks.	Regional Waste Plan Goal 8	Planning
B	Reuse, repair and upcycling support: The planning process identifies opportunities for facility projects identified in the plan to provide workspace for business incubation, access to materials and other tools for supporting projects that reuse, repair and upcycle materials.	Regional Waste Plan Goal 8, Actions 8.2, 8.5, 8.6	Planning and Implementation
C	Expanded reuse and repair infrastructure: The region’s reuse and repair infrastructure is expanded to provide neighborhood scale opportunities to buy and donate reusable and repairable items throughout the region, particularly where those services are not currently available.	Regional Waste Plan Goal 8, Actions 8.2, 8.4, 8.5, 8.6 Metro Racial Equity Strategy Goal D	Implementation
D	Colocation of reuse, repair and recycling infrastructure: The siting process for facility projects identified in the plan gives preference to areas where reuse, repair and recycling businesses already exist or could locate in the future for potential colocation benefits.	Regional Waste Plan Goal 8	Implementation

3. Advance environmental literacy

Facilitate life-long environmental learning for youth and adults. Increase knowledge of natural systems, and the human impacts on them, in order to foster civic responsibility and community empowerment.

	Proposed outcomes	Related Policy Guidance	Outcome type
A	Environmental education at new facilities: Facility projects identified in the plan provide opportunities for youth and adults to learn about the recycling and garbage system, environmental justice and the connections between products, human health and nature, through tours, displays, exhibits, viewing rooms and events.	Regional Waste Plan Goal 6, Actions 6.2, 6.3, 6.4 Goal 9, Actions 9.1, 9.3 Metro Racial Equity Strategy Goal D	Implementation
B	Community partnerships to develop education: Environmental education and programming offered at facility projects identified in the plan are developed in partnership with community-based organizations and non-profits focused on waste prevention, reuse, repair, recycling, composting, environmental justice, sustainable materials management, and toxics reduction.	Regional Waste Plan Goal 6, Actions 6.2, 6.3, 6.4 Goal 9, Actions 9.1, 9.3 Metro Racial Equity Strategy Goals B, D	Implementation

4. Foster economic well-being

Promote inclusive prosperity and living well for all residents of the region. Increase access to economic opportunities for all communities.

	Proposed outcomes	Related Policy Guidance	Outcome type
A	Good jobs: Facility projects identified in the plan offer jobs with living wages and benefits, as well as a safe work environment with on-site amenities for employees.	Regional Waste Plan Goal 3, Action 3.2 Goal 12, Action 12.1 Metro Racial Equity Strategy Goal C	Implementation
B	Public operation of facilities: Facility projects identified in the plan are publicly operated to support implementation of Metro’s workforce diversity and wages goals.	Regional Waste Plan Goal 3, Action 3.5	Implementation
C	Construction Career Pathways: Metro implements all applicable strategies in the Construction Career Pathways policy framework to the construction, renovation and operation of facility projects identified in the plan in order to recruit, train and retain individuals who are underrepresented in the garbage and recycling industry, particularly women and people of color.	Regional Waste Plan Goal 4, Actions 4.1, 4.2 Metro Racial Equity Strategy Goal C	Implementation
D	Opportunities for people with employment barriers: In partnership with workforce and community-based organizations, facility projects identified in the plan provide workforce development opportunities within the garbage, recycling, reuse and repair sectors for people with barriers to employment.	Regional Waste Plan Goal 4, Action 4.5 Metro Racial Equity Strategy Goal C	Implementation

5. Ensure operational resilience, adaptability and sustainability

Maintain a regional system that is safe and responsive to changing conditions to ensure long-term viability. Prepare for recovery after natural disasters.

	Proposed outcomes	Related Policy Guidance	Outcome type
A	Links to transportation and land use planning: The planning process evaluates and incorporates key elements of interrelated regional transportation and land use planning projects, such as the 2023 Regional Transportation Plan.		Planning
B	Funding options for facilities: The planning process identifies scenarios and funding options for the plan’s final list of facility investments that balance all aspects of Metro Council’s solid waste rate and fee setting criteria, including affordability and cost impacts to residents, fiscal responsibility, waste reduction, consistency and predictability.	Regional Waste Plan Goal 14, Actions 14.2, 14.3, 14.6	Planning
C	Design for efficient and flexible operations: Facility projects identified in the plan are designed for highly efficient and flexible operations, such as having flat tipping floors for better screening of materials for reuse/recycling, easier cleaning and faster unloading for customers.		Planning and Implementation
D	Natural hazard resilience: The plan identifies the earthquake, flood, and natural hazard performance standards to implement at facility projects identified in the plan.	Regional Waste Plan Goal 18, Actions 18.4 18.5	Planning and Implementation

E	Redundant infrastructure and disaster resilience: The plan identifies the investments needed to build redundant and resilient infrastructure, equipment and services into the garbage and recycling system for enhancing disaster resilience.	Regional Waste Plan Goal 18, Actions 18.1, 18.4	Planning and Implementation
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6. Provide excellent service and equitable system access

Ensure that high-quality and good-value programs, services and facilities are equitably accessible to all.

	Proposed outcomes	Related Policy Guidance	Outcome type
A	Direction for current Metro facilities: The plan establishes direction for improvements to existing Metro owned or leased facilities, including such facilities as the Regional Illegal Dumping Deployment Center, MetroPaint, Metro South and Metro Central Transfer Stations, Metro West site.	Regional Waste Plan Goal 16, Actions 16.6	Planning
B	Retail-like facilities for improving access: The plan considers retail-like facilities (such as stores and malls) that can serve both as collection points for certain recyclable and reusable materials and places where people can shop upcycled, used or repaired items and sustainable products.	Regional Waste Plan Goal 16 Metro Racial Equity Strategy Goal D	Planning
C	Preferred scenario for maximizing access and reducing impacts: The plan outlines a preferred scenario for a future network of regional facilities to be built over the next 20 years consisting of a mix of smaller-scale facilities and large transfer stations, in order to maximize access to service, geographic equity and reductions in environmental and human health impacts.	Regional Waste Plan Goal 8, Action 8.5 Goal 16, Actions 16.1, 16.2	Planning and Implementation
D	Improving facility access for people who use transit or cars: When siting facilities designed to serve the general public, preference will be given to sites that are close to a major road or highway and public transit to increase accessibility for customers with or without cars.	Regional Waste Plan Goal 16, Actions 16.1, 16.2 Metro Racial Equity Strategy Goal D	Implementation
E	Affordability for low-income customers: Facility-based services that are identified in the plan are kept affordable for low-income customers through methods such as income-based sliding scale pricing or discounts.	Regional Waste Plan Goal 14 Metro Racial Equity Strategy Goal D	Implementation
F	Language accessibility and cultural competence: Facility projects identified in the plan employ multilingual and culturally competent staff, provide information in multiple languages and use communication tools (flyers, signage, and wayfinding) that are simple and easy to understand by all.	Regional Waste Plan Goal 11, Action 11.1 Metro Racial Equity Strategy Goal D	Implementation
G	Accessibility for people with disabilities: Facility projects identified in the plan are accessible and inclusive to people with disabilities.	Metro Racial Equity Strategy Goal D	Implementation

Regional Waste Plan Principles

7. Community restoration

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

	Proposed outcomes	Related Policy Guidance	Outcome type
A	Facility benefits and burdens evaluation: The planning process evaluates the benefits and burdens of potential facility investments on historically marginalized communities, using a climate justice lens.	Metro Racial Equity Strategy Goal A	Planning
B	Incorporating needs and input from historically marginalized communities: The planning process incorporates the viewpoints and needs of historically marginalized communities as they relate to garbage and recycling facilities and services.	Regional Waste Plan Goal 1 Metro Racial Equity Strategy Goal B	Planning

8. Community partnerships

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

	Proposed outcomes	Related Policy Guidance	Outcome type
A	Community Advisory Group: The planning process is guided by a new Community Advisory Group, made up of members representing historically marginalized communities from throughout the region, who works alongside staff to review draft findings and develop plan elements, and creates leadership opportunities for members.	Regional Waste Plan Goal 1, Action 1.1 Metro Racial Equity Strategy Goal B	Planning
B	Involving community based organizations: Metro actively involves local community based organizations in the siting, review, design and construction of facility projects identified in the plan.	Metro Racial Equity Strategy Goal B	Planning and Implementation
C	Reuse and repair partnerships with historically marginalized communities: If facility projects identified in the plan provide business incubator or space for the reuse, repair and upcycle of materials, Metro seeks to partner with and support projects led by people, organizations and businesses from communities of color, immigrant communities and other historically marginalized groups.	Metro Racial Equity Strategy Goal E	Planning and Implementation

9. Community investment

Emphasize resource allocation to communities of color and historically marginalized communities.

	Proposed outcomes	Related Policy Guidance	Outcome type
A	Community benefits agreements: Facility projects identified in the plan work towards developing Community Benefits Agreements with their host community to ensure benefits and investments, such as Community Enhancement Grant funds, are equitably shared and help address the host community's needs.	Regional Waste Plan Goal 13, Action 13.4 Metro Racial Equity Strategy Goal E	Implementation

B	Community gathering spaces: Facility projects identified in the plan that are intended for residential customers provide community gathering opportunities through, for example, parks, meeting spaces and event venues.	Regional Waste Plan Goal 13 Metro Racial Equity Strategy Goal D	Implementation
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New Plan Value

10. Tribal consultation

Develop authentic relationships with sovereign Nations so that Tribal interests can be considered in Metro’s Waste Prevention and Environmental Services (WPES) projects and programs.

	Proposed outcomes	Related Policy Guidance	Outcome type
A	Tribal consultation: Tribes are sovereign nations who have interests that could be affected by development of this plan. Metro’s WPES Department seeks consultation and engagement with Tribal governments on how the plan can help advance shared priorities such as cultural and historic resource protection, environmental protection, addressing climate change and using resources sustainably.		Planning and Implementation
B	Building relationships, partnerships and trust with Tribes: Through government-to -government engagement on this plan, Metro’s WPES Department seeks to establish new relationships, partnerships and build trust with Tribes.		Planning and Implementation

Materials following this page were distributed at the meeting.



Metro

Garbage & Recycling System Facilities Plan

Metro Council Work Session
Phase 2 Engagement Summary
January 31, 2023



Agenda

Project overview

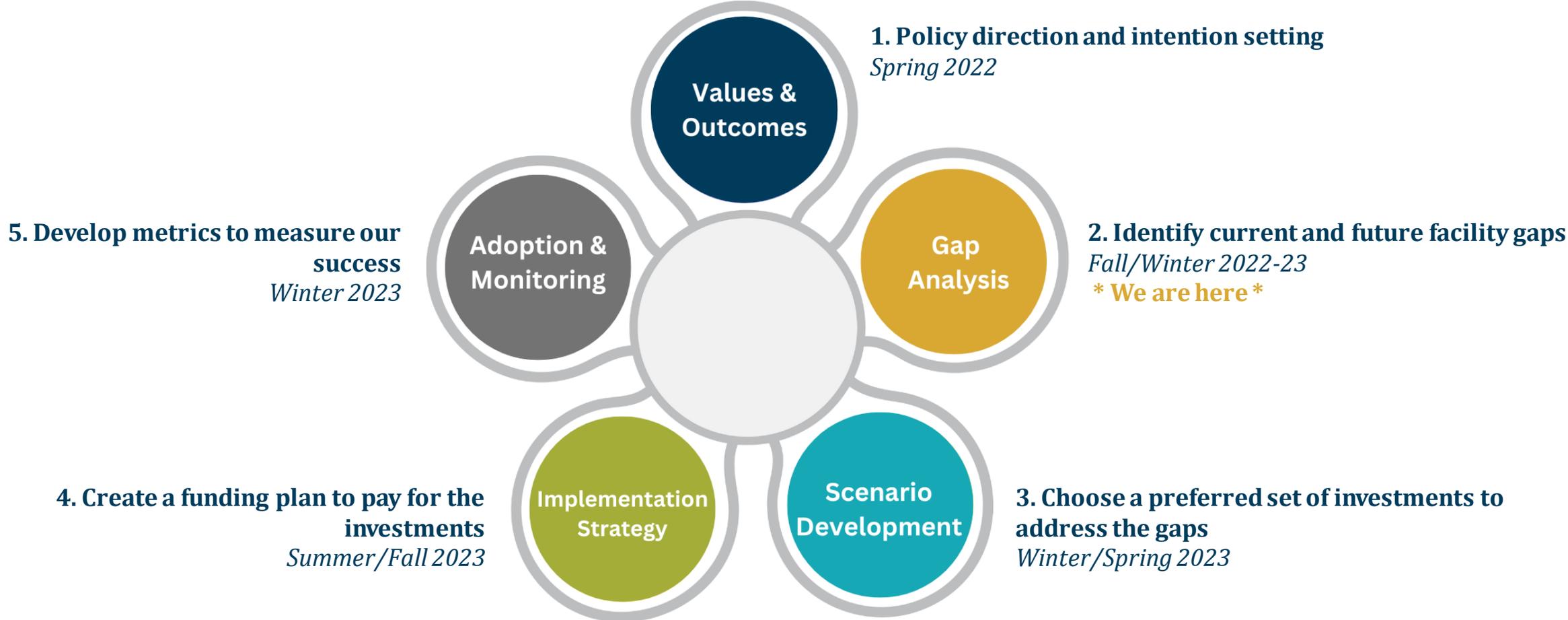
Phase 2 engagement

- What we did
- What we learned
- What's next

Questions & discussion



Project overview



Project overview



Healthy people and environment



Resource conservation



Environmental literacy



Economic well-being



Excellent service; equitable system access



Operational resilience



Community restoration



Community partnerships



Community investment



Tribal consultation

Values &
Outcomes



Project overview



Tribal Consultation

Letters inviting consultation shared with 7 Tribes

- 2 accepted, 1 declined and offered comments

Possible areas of Tribal interest include:

- Protection of cultural, historical and natural resources
- Improved access to recycling and household hazardous waste services for Tribal members

This work is ongoing.

Values &
Outcomes



What We Did



Engage



Metro Facility and Committee Engagements



Summarize

Roundtable Summaries

November 2022

Private Industry Roundtable Summary
Garbage and Recycling System Facilities Plan

Metro hosted a roundtable on November 2, 2022 to seek input from local garbage and recycling businesses. The focus of this meeting was to identify infrastructure or facilities needed to support garbage, recycling, reuse, repair, recycling, and composting services in the greater Portland region. The following is a high-level summary of what we heard.

Looking for key gaps

All the roundtable we heard about existing gaps including:

- There is only one facility in the region that accepts auto tires, and its location in Hillsboro can be a barrier.
- Spain and separation from commercial traffic are barriers for some operators in allowing public self-haul.
- A request for a central drop-off center that could pay for recyclable metal.
- Specialty haulers need more storage space for hard-to-recycle items, as well as opportunities to collect off-site items to achieve a cost-effective volume and to weather changes in prices for materials.
- Specialty haulers have difficulty finding someone who will accept recyclables like plastic film and jill bottles.
- More reclassification of materials that would benefit specialty haulers so different types of materials can be received at a single location.
- It is difficult to find insurance providers that will consistently accept large reuse items like tractors and tractors.
- Gaps related to anomalies at Metro transfer stations:
 - Request to retain the truck wash at Home Depot.
 - Suggestion for expanding reuse options like adding a reuse center at transfer stations.
 - Specialty haulers would benefit from adherence meeting opportunities at transfer stations.

Other system gaps

- Education needed.
- Specialty haulers would benefit from knowing where various items are accepted.
- Metro has an important role in providing public education that helps facility operators reduce contamination and hazards - such as from batteries.
- More public education is needed about where customers can take items for reuse.

Policy and regulatory barriers, concerns

- The DEQ classification of a specialty hauler as a transfer station imposes unreasonable requirements.
- Collaboration between Metro and DEQ on sharing required reporting would help reduce the burden on facility operators.
- Private transfer station operators would like to explore more of the same materials currently processed at Metro-owned facilities, and that they could operate more efficiently than the public sector.
- Transfer station operators need to know the future regulatory environment and how to make significant investments in their facilities.
- Materials Recovery Facility operators face economic pressure from low or uncertain commodity prices, high on-site costs, as well as disposal costs for garbage.
- Despite the rolling back-to-recycle items are not likely to cover the cost to operate.

Phase 2 Engagement Summary Report

January 2023

Metro Garbage & Recycling System Facilities Plan
Phase 2 Engagement Summary Report

Convenience, Access, Affordability. Everyone, no matter where they live in the region, should have equitable access to garbage and recycling facilities and services. But to get there, we need a plan.

Overview

Metro is developing a Garbage and Recycling System Facilities Plan to understand the investments needed to ensure better access to services in our garbage and recycling system. The project will look at 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.

Future investments may include construction of new facilities, incorporation of new services in existing facilities and identifying non-facility-based alternatives to reuse costs.

Throughout the plan development, Metro is engaging potentially affected and interested individuals, communities and organizations as well as local governments, businesses, reuse organizations and advocacy organizations. Additionally, several Metro advisory groups are providing input at key decision points.

This report summarizes the engagement completed in Phase 2 from September 2022 to January 2023. The work in this phase was focused on outreach to diverse audiences to help identify gaps and facility needs in the regional garbage and recycling system.

Gap Analysis



Metro

What We Did



Analyze

Most common facility gaps:

1. More places to take residential self-haul waste
2. More locations to drop-off large household items (bulky waste)
3. More places to take hard-to-recycle items (eg. old clothes, medicines, sharps, residential construction waste)
4. Improved services and amenities at transfer facilities (new and existing)
5. More household hazardous waste facilities
6. Flexible (warehouse) spaces for reuse and repair



Share and discuss

- Roundtable and meeting participants
- Community Advisory Group
- Regional Waste Advisory Committee
- Committee on Racial Equity
- Metro Policy Advisory Committee
- Metro Council

Gap
Analysis



What We Learned

1) Need more locations for:

- Residential self-haul
- Large household items
- Reuse and repair
- Hard-to-recycle items
- Household hazardous waste

2) Need improved services and amenities:

- Prioritize recovery
- Partnerships at facilities
- Amenities for customers and staff

3) Need flexible spaces:

- Storage for reuse
- Space for sorting
- Repair hubs



Gap
Analysis



What We Learned

1) Need more locations for:

- Residential self-haul
- Large household items
- Reuse and repair
- Hard-to-recycle items
- Household hazardous waste



"We need to prioritize reuse and repair at facilities to combat culture of excess buying and consumerism."

- Community Advisory Group member

"Illegal dumping of garbage is an issue for communities throughout the region, and illegal dumping of household hazardous waste is especially concerning. More facilities with more equitable access could help reduce illegal dumping."

- Local Government roundtable participant

Gap
Analysis



What We Learned

2) Need improved services and amenities:

- Prioritize recovery
- Partnerships at facilities
- Amenities for staff

"Partnerships with the public sector or volunteers (like master recyclers) could help staff and offset rising costs to private industry in making depots available to the public."

- Business and Industry roundtable participant

"We should do more recovery for reuse at transfer stations: there are so many reusable items (like furniture, bicycles) that come through here that we see every day."

- Metro South staff member



Gap
Analysis



What We Learned

3) Need flexible spaces:

- Storage for reuse
- Space for sorting
- Repair hubs



"We need a hub for people to drop off, sort and store items for reuse. Then, organizations with outlets to consumers could pick up materials for sale or distribution."

-Reuse and Repair roundtable participant

"Existing places to drop reusable items can be hard to access, especially for working people who may need to access on weekends or evenings."

-Community Advisory Group member

Gap
Analysis



What We Learned: Share & Discuss

Community Advisory Group

- Information in multiple languages at facilities
- Better recycling, bulky waste and organics services at multifamily residences
- Facilities that offer repair services & storage for reusable items
- Address accessibility barriers – language and transportation
- More affordable services in Washington County
- Workforce development options for marginalized identities

Regional Waste Advisory Committee

- Fill gaps with facility and non-facility options
- Consider:
 - Recycling Modernization Act
 - Disaster preparedness
- Hopeful for visionary scenarios
- Preference for smaller, distributed facilities across the region
- Involve reuse and repair organizations in scenario development



Gap
Analysis



What We Learned: Share & Discuss

Committee on Racial Equity

- Provide information in multiple languages
- Take action on waste reduction
- Recognize that smaller organizations have role in waste reduction too
- Close feedback loop with engaged audiences
- What elements of case studies could work in our region? Any Oregon examples?

Metro Policy Advisory Committee

- Need for affordable and accessible services in Washington County
- Local jurisdictions and private sector are expanding curbside recycling services
- New or improved facilities should be built to be resilient to climate change
- Evaluate level of service differences and costs between public and private facilities



Gap
Analysis



What's Next: Technical Analysis

Current State

- What facilities exist today?
- How much is being recycled, composted or reused compared to landfilled?

Needed Facilities

- What facilities are needed to reduce the demand for garbage services and focus on more reuse, repair and recycling?

Priority Materials

- What materials should Metro focus on for infrastructure investments?



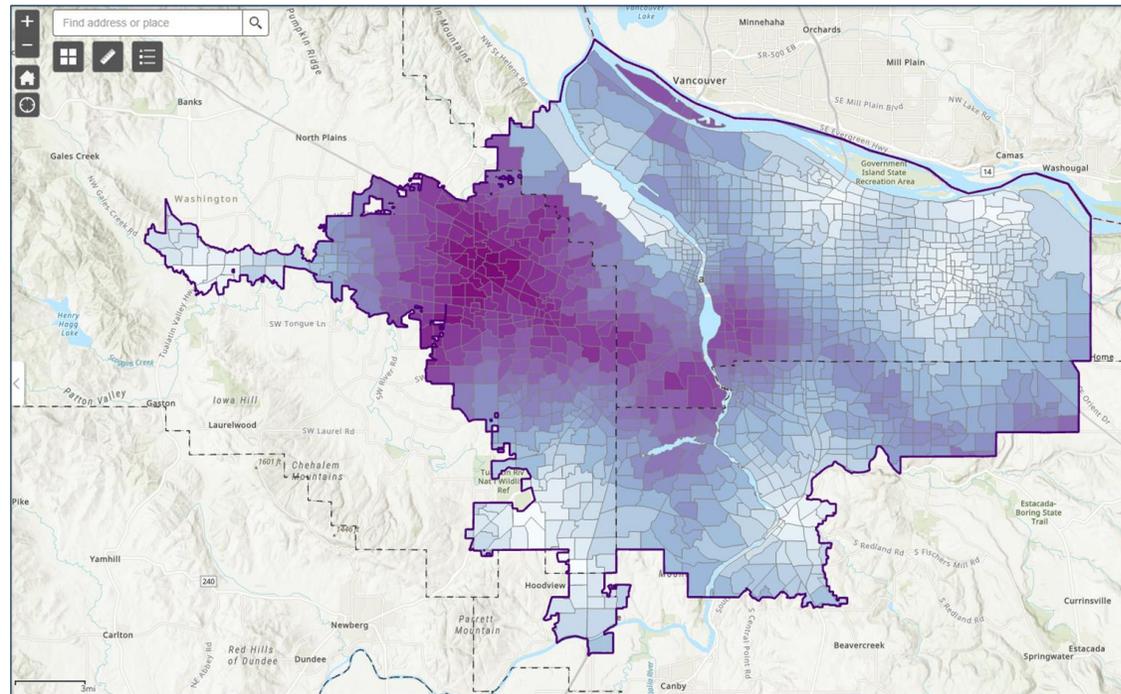
Gap
Analysis



What's Next: Preview

Access to facilities

**Travel Times
to Transfer
Facilities
(in minutes)**



Legend

- ✓ Metro_Boundary
- Time_to_Transit_facility
- 28 - 1.0

Gap
Analysis

What's Next: Preview

Case Studies from other jurisdictions



What's Next: Phases 2 & 3

2. Identify current and future facility gaps

Fall/Winter 2022-23

- Complete technical analysis using community input
- Continue Tribal Engagement
- Review findings with Metro Council



Gap
Analysis

Values &
Outcomes

Scenario
Development

3. Choose a preferred set of investments to address the gaps

Winter/Spring 2023

- Develop draft scenarios
- Engage stakeholders
- Continue Tribal Engagement
- Seek decision by Metro Council



Questions

How do the identified gaps and themes align with what you know or hear from your constituents?

Does Council have any questions on what we did in Phase 2 or our next steps in Phase 3?



thank you

Project website: oregonmetro.gov/systemfacilitiesplan

