



Agenda

Meeting: Regional Waste Advisory Committee
 Date: Thursday, July 20, 2023
 Time: 8:30 a.m. to 10:30 a.m.
 Place: Zoom virtual meeting
 Purpose: *The purpose of the Regional Waste Advisory Committee is to provide input on certain policies, programs, and projects that implement actions in the 2030 Regional Waste Plan, as well as to provide input on certain legislative and administrative actions that the Metro Council or Chief Operating Officer will consider related to the implementation of the 2030 Regional Waste Plan.*

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|------------|---|---|
| 8:30 a.m. | Welcome | Marta McGuire
Metro |
| 8:35 a.m. | Garbage and Recycling System Facilities Plan - Review Phase 3 Draft Scenarios
<i>Purpose: Consult</i>
<i>Share and discuss three draft scenarios that are in development that lay out different approaches Metro could choose to take in the future to address the facility and infrastructure gaps in the region's reuse, recycling and garbage system.</i> | Estee Segal,
Luis Sandoval,
Metro |
| 9:15 a.m. | Year in Review
<i>Purpose: Consult</i>
<i>Review the past year of advisory engagements and committee agreements.</i> | Marta McGuire
Metro |
| 9:40 a.m. | Schedule of Topics
<i>Purpose: Consult</i>
<i>Review the proposed schedule of topics for FY23-24.</i> | Marta McGuire
Metro |
| 10:10 a.m. | Public Comment Period | |
| 10:20 a.m. | Consideration and approval of items* | |
| 10:30 a.m. | Adjourn | |

* Material will be distributed at the meeting.

Upcoming RWAC Meeting: Thursday, August 17, from 8:30 a.m. to 10:30 a.m.

For agenda and schedule information:

Carly Tabert: carly.tabert@oregonmetro.gov

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REGIONAL WASTE ADVISORY COMMITTEE

Meeting Worksheet

PRESENTATION DATE: 07/20/2023 **LENGTH:** 30-45 mins

PRESENTATION TITLE: Garbage and Recycling System Facilities Plan - Review Phase 3 Draft Scenarios

DECISION TYPE: Advise on draft scenarios

RELATED REGIONAL WASTE PLAN GOALS: Goal 16: Maintain a system of facilities, from smaller recycling drop-off depots to larger full-service stations, to ensure equitable distribution of and

PURPOSE OF PRESENTATION

Share and discuss three draft scenarios that are in development that lay out different approaches Metro could choose to take in the future to address the facility and infrastructure gaps that have been identified in the region's reuse, recycling and garbage system. RWAC members will have a chance to ask clarifying questions about the scenarios, advise on the potential impacts of the scenarios, and hear about the September stakeholder engagement events being planned to collect further input on scenarios.

ACTION REQUESTED

Advise on draft scenarios

BACKGROUND

At Metro Council request, WPES has been asked to produce a long-term plan to identify gaps in the solid waste infrastructure needed to support the work of the Regional Waste Plan and anticipated regional facility needs over the next 15–20-year horizon. [The Garbage and Recycling System Facilities Plan](#) is being completed in five phases and is expected to be considered by Metro Council for adoption in the spring of 2024.

Phase 1 of the project focused on developing values and outcomes for the project, which were presented to RWAC members for their review and input in April 2022. Metro Council endorsed the project's values and outcomes in September 2022 and they are [posted on the project's website](#).

In **Phase 2**, between September 2022 and January 2023, the project used a combination of engagement activities and technical research to identify facility gaps in the regional reuse, recycling and garbage system.

Engagement efforts gathered input from local government partners, representatives from the garbage and recycling industry, reuse and repair organizations and community members. The project team provided a [Phase 2 Engagement Summary Report](#) to Metro Council in January that summarized what we heard from stakeholder roundtables and other outreach. Out of the input received from engagement specifically related to facility and infrastructure gaps, six major themes emerged (see pages 4 – 7 for more details):

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

To complement and expand on the gaps identified through engagement, in spring 2023 (as part of Phase 3) the project team conducted a technical assessment of gaps in 14 groups of facilities that accept materials from the public or garbage and recycling companies for reuse, recycling, composting and landfilling. Staff assessed gaps in three main areas:

- Access – how long does it take to drive to facilities and how close they are to public transport, walking and biking infrastructure
- Cost – how consistent are disposal costs throughout the region
- Disaster resilience – are facilities located in areas at high risk of flooding or earthquake damage

The project is currently in **Phase 3** (spring – winter 2023). The main goal in this phase is to develop three alternative scenarios or approaches Metro could implement to fill the facility gaps identified in Phase 2.

Draft Scenarios

Consultants and Metro staff on the project team have developed three alternative scenarios for Metro to invest in the region's reuse, recycling and garbage system in the future that respond to identified gaps. A summary of these scenarios has been included in the materials for this meeting (Attachment A). Each scenario is intended to show facility investment options that are very different from each other to explore different outcomes and tradeoffs.

The draft scenarios are being shared with multiple project stakeholders between now and November 2023. In September 2023, the project team will host a workshop where multiple project stakeholders, including RWAC members, will be invited to review the draft scenarios and provide input. This will be an opportunity for diverse stakeholders to hear from each other and provide input on what they like, dislike, opportunities and challenges they see related to the possible actions under each scenario.

The scenarios and input received from different groups is expected to be shared with Metro Council in November and December 2023, where staff will ask Council for guidance on which scenario, or combination of actions under multiple scenarios, should be developed further in **Phase 4**.

Criteria

To compare the draft scenarios to fill facility gaps in the region's reuse, recycling and garbage system, the project team developed 15 evaluation criteria (summarized in 6 groups). The evaluation criteria were shaped by the values and outcomes established for the Garbage & Recycling System Facilities Plan and developed from the 2030 Regional Waste Plan and with input from community advisory groups and Metro Council.

The evaluation criteria were discussed by RWAC members at the April 20, 2023 meeting. An updated summary of the criteria that incorporates feedback from various groups is included in the materials for this meeting (Attachment B).

The project team has provided previous updates to RWAC on this project in February, March, April, May, October and December in 2022 and in April 2023.

QUESTIONS FOR CONSIDERATION

- What clarifications or questions do you have about the draft scenarios?
- What are the positive impacts, negative impacts and potential missed opportunities for each scenario? (We will do a [jamboard](#) exercise at the meeting)
- Do you have advice for sharing scenarios with stakeholders this fall?

NEXT STEPS

- Scenario modeling and cost estimating work
- Assess scenarios using evaluation criteria
- International panel of experts visit at Metro Council Work Session, Sept 26
- International panel of experts present to project stakeholders at OCC, Sept 27
- Stakeholder engagement event at OCC, Sept 27 to seek input on draft scenarios
- Incorporate input received at joint roundtable in updated draft scenarios
- Metro Council Work Sessions (2) in December to present scenarios, summarize input received at stakeholder engagement event, and seek direction on which scenario (or combination of scenario elements) to further develop and cost in Phase 4

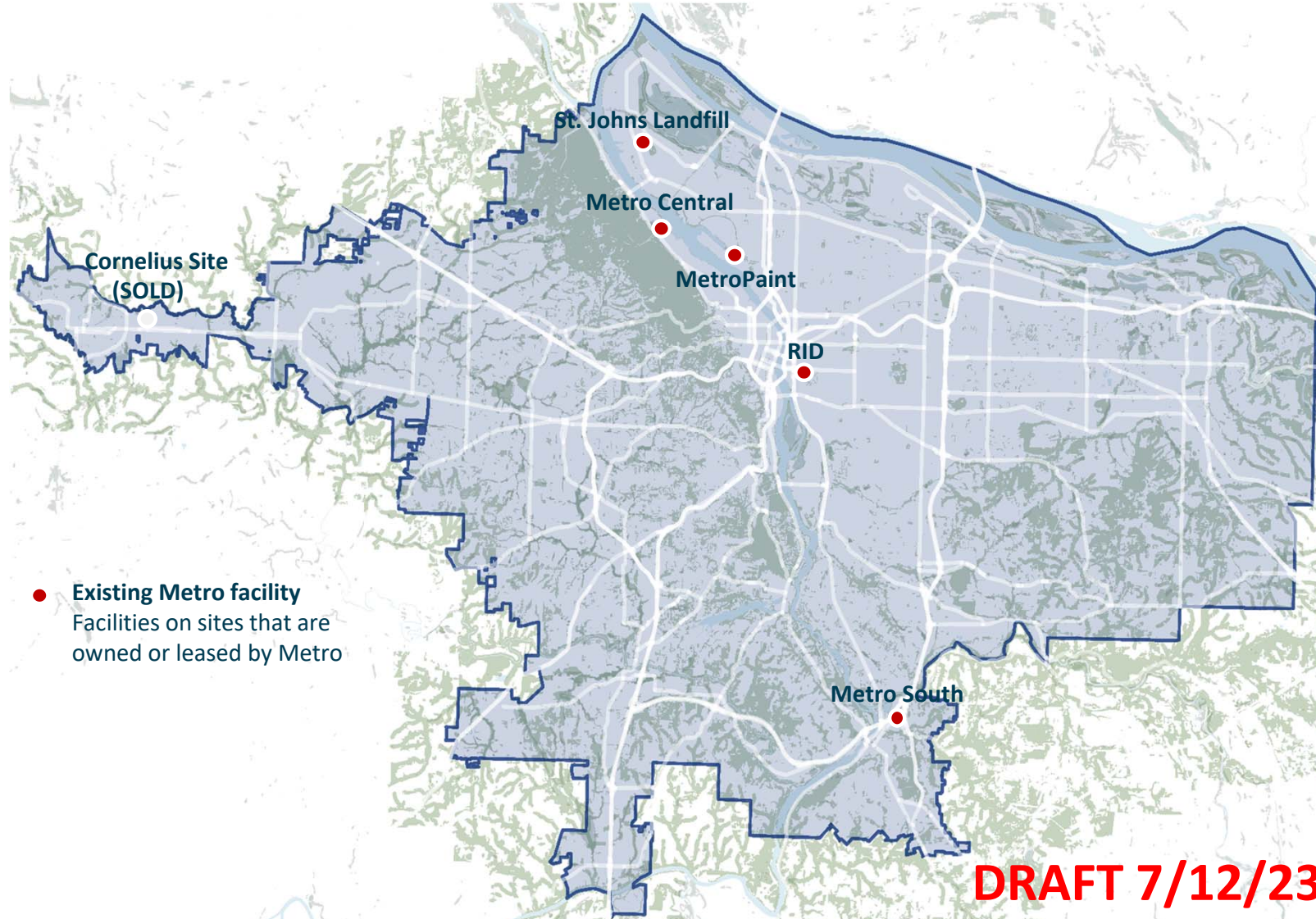
ATTACHMENTS

A: Draft Scenario Summary Maps (with facility definitions)

B: Scenario Evaluation Criteria summary flyer

Scenario A – Maintain Existing Facilities

Metro does not build any new facilities. Instead, Metro keeps existing facilities and makes the necessary improvements to buildings and equipment to continue providing the current level of service over the next 20 years.



Metro Transfer Stations

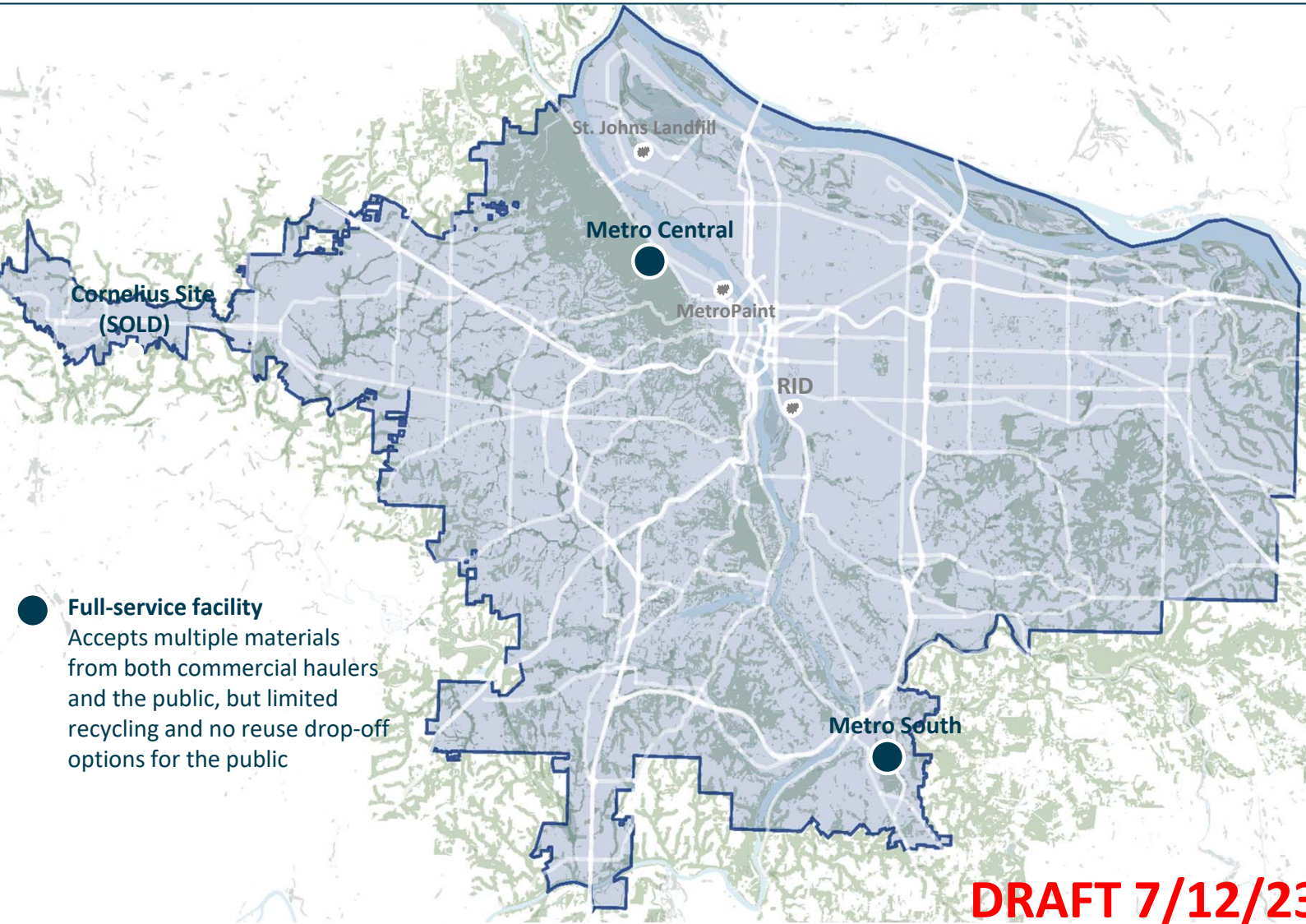
- Metro makes capital improvements to maintain **Metro South** and **Metro Central** and those facilities continue providing transfer and household hazardous waste services to both self-haul and commercial customers.

Other Facilities

- **Cornelius** site is sold.
- **RID facility** continues to lease a building or relocates to the Metro Regional Center.
- **MetroPaint** continues to lease a building.
- **St. Johns Landfill** continues to be maintained according to DEQ-approved closure permit. Bridge is replaced to maintain access.

Scenario B – Regulate, Invest and Renovate

Metro does not purchase any additional sites for new facilities. Instead, Metro addresses facility gaps in the region by increasing requirements on local governments and private facilities, by investing in the expansion of services at private facilities, and by renovating its existing facilities.



DRAFT 7/12/23

Regulate

- Metro requires local governments to expand curbside collection services for new materials.
- Metro regulates private transfer station rates and no longer allocates wet waste.
- Metro sets requirement for all residents to have curbside garbage service to reduce facility self-haul needs.

Invest

- Metro establishes a new fee dedicated to the recovery of specific materials for reuse and repair.
- Metro creates grant and loan programs to encourage private industry to expand or build new facilities to fill gaps.

Renovate

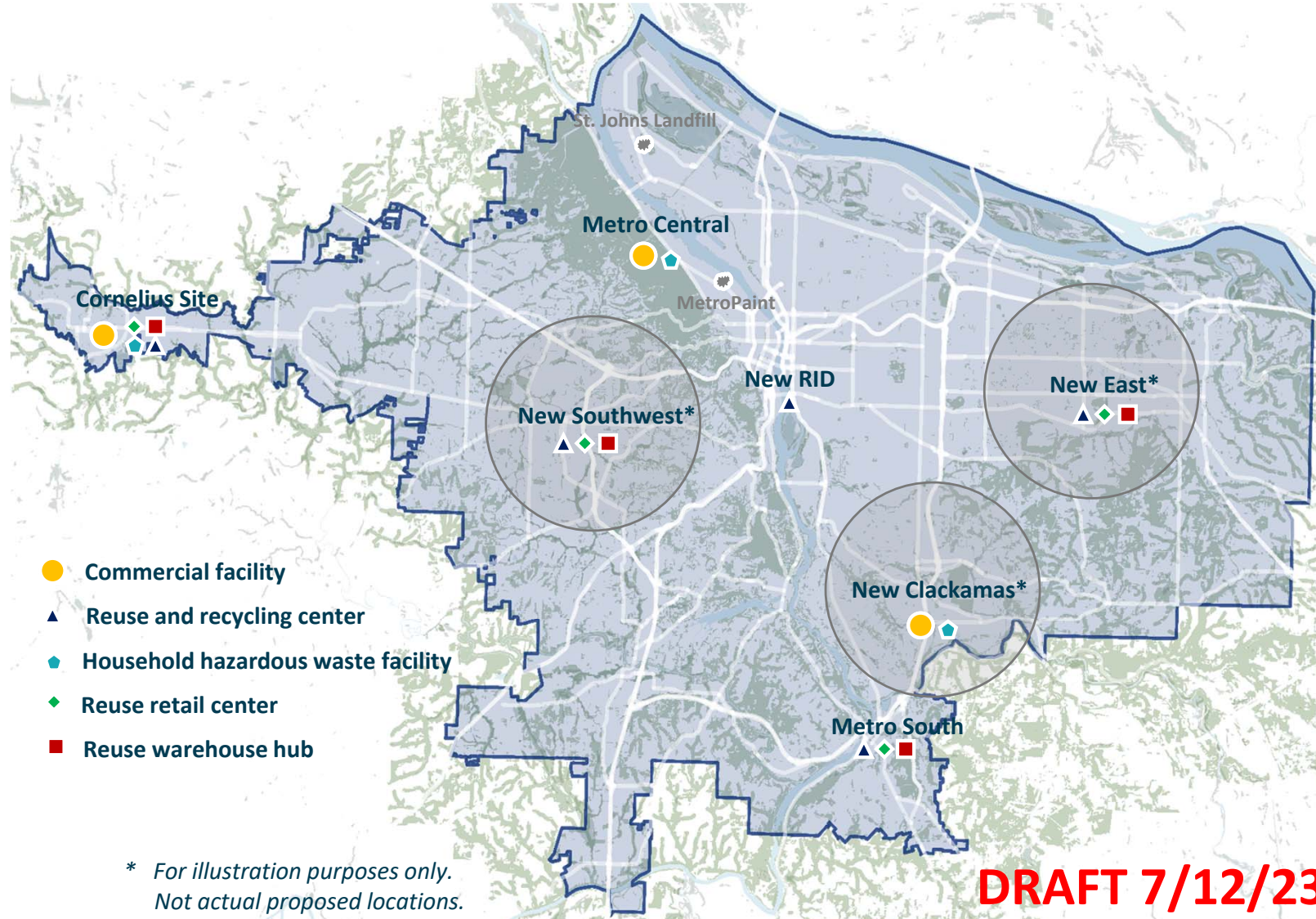
- **Metro South** site is redeveloped as a full-service transfer station with household hazardous waste services, limited recycling
- **Metro Central** site is renovated and continues as a full-service transfer station, with household hazardous waste services, limited recycling and adding commercial organics processing.

Other Facilities

- **Cornelius** site is sold.
- **RID facility** continues to lease a building or relocates to the Metro Regional Center.
- **MetroPaint** continues to lease a building and seeks private investment to modernize facility.
- **St. Johns Landfill** continues to be maintained according to DEQ-approved closure permit. Bridge is replaced to maintain access.

Scenario C – Build Distributed Network of Mid-Sized Facilities

Metro builds a network of accessible, distributed, flexible mid-sized facilities across three counties to expand the recovery of materials for reuse, recycling and composting, and reduce the demand for disposal over the next 20 years.



Reuse and Recycling Centers

- Metro builds **four** reuse and recycling centers with warehouse hubs by redeveloping **Metro South** and building new facilities on the **Cornelius** site, one in Washington County (“New Southwest”) and east Multnomah County (“New East”).
- **RID facility** site is purchased for office and vehicle needs and **one** small reuse and recycling center.

Commercial Facilities

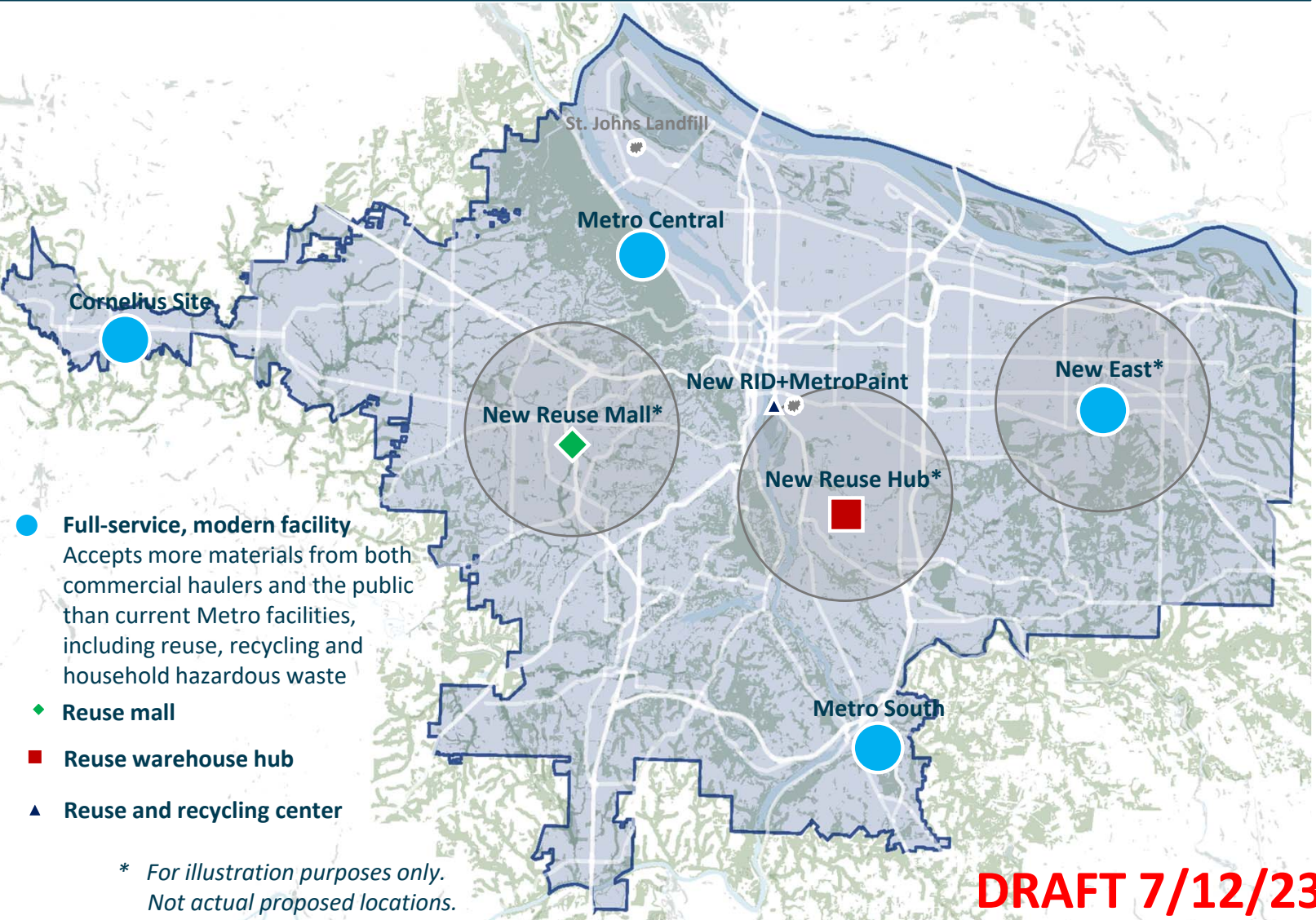
- Metro builds **two** mid-sized transfer stations focused on providing services, primarily, to commercial haulers, as well as full household hazardous waste services, including renovation of **Metro Central** and a new facility in Clackamas County.
- Metro builds **one** mid-sized transfer station on the **Cornelius** site (with attached reuse and recycling center and warehouse hub, as described above) that provides services to public customers and commercial haulers.

Other Facilities

- **Metro Paint** purchases a building and invests in long-term business recycling/manufacturing model.
- **St. Johns Landfill** continues to be maintained according to DEQ-approved closure permit. Bridge is replaced to maintain access.

Scenario D – Build Anchor, Full-Service Transfer Stations

Metro builds modern, full-service transfer stations and reuse and recycling facilities across three counties to recover more materials for reuse, recycling and composting and reduce the demand for garbage disposal over the next 20 years.



DRAFT 7/12/23

Full-Service Transfer Stations

Metro builds **four** full-service transfer stations by:

- Redeveloping the **Metro South** and **Metro Central** sites;
- Building new facility on the **Cornelius** site; and
- Acquiring a site and building a new facility in east Multnomah County.

Reuse Warehouse and Retail Facilities

- Metro builds or master-leases **two** new reuse facilities: a **Reuse Hub** and a **Reuse Mall**. Metro contracts with partners to operate these facilities.

Reuse and Recycling Center

- Metro purchases and redevelops the **RID facility** site to house RID office and vehicles, a modern **MetroPaint** processing facility and a small reuse and recycling center.

Other Facilities

- **St. Johns Landfill** continues to be maintained according to DEQ-approved closure permit. Bridge is replaced to maintain access.

Definitions of different facility types included in draft scenarios:

- **Reuse and recycling centers** – Facilities where the public can drop off items that can be reused, repaired or recycled. This type of facility would also accept common hazardous waste items that can be safely collected in such settings, such as those accepted at Metro household hazardous waste collection events, like sharps, batteries, aerosol containers, paints and stains, and pesticides .
- **Household hazardous waste facilities** – Facilities like the existing household hazardous waste facilities at Metro South and Metro Central that take a full range of hazardous materials from residents and small businesses.
- **Reuse retail centers** – Facilities designed to house one or more reuse organizations and businesses as tenants, where they would sell used items collected at the same facility or elsewhere. The number of tenants would depend on the size of the facility. The largest reuse retail center currently being proposed would be a reuse mall.
- **Reuse warehouse hubs** – Facilities designed to provide space to one or more reuse organizations and businesses, as tenants, to store, process and repair used items collected from residents or businesses at the facility or elsewhere.
- **Commercial transfer stations** – Facilities designed to accept materials primarily from commercial haulers, but also from residents and businesses (contractors, landscapers, roofing companies) that need to dispose of large amounts of materials. Commercial transfer stations would accept a range of materials, including food waste, yard debris, clean wood, and garbage.
- **Full-service transfer stations** – Facilities designed to accept a broad range of materials for reuse, recycling and landfill disposal from all types of customers, from individuals and businesses like contractors, to hauling companies that provide curbside garbage and recycling collection services across the region. Metro South and Metro Central currently fit this definition of a full-service transfer station, but both facilities face many challenges and offer limited recycling and no reuse drop-off options for the public. Under Scenario D, the proposed full-service transfer stations would be modern facilities that would add reuse, recycling and household hazardous waste drop-off options for the public.



Garbage & Recycling System Facilities Plan Scenario Evaluation Criteria

How is Metro planning for investments in the region’s garbage and recycling infrastructure? By looking at multiple potential scenarios and weighing the benefits and tradeoffs of each approach.

About the project

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, repair, recycling and garbage infrastructure. The plan will focus on facilities such as transfer stations and reuse, repair, 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.

Scenario development

Scenario planning is a practice where communities can plan for an uncertain future by exploring multiple possibilities. Scenarios provide a framework for talking about future outcomes and support decision-making about projects, policies and investments.



There are four steps to finalizing potential investment scenarios:

- Develop scenarios – Approaches that Metro could take in planning for future facilities. The scenarios will represent options that are very different from each other to aid in discussions about potential outcomes and tradeoffs.
- Add key information – Key elements will be added to each scenario, including Metro’s future role, the fate of existing facilities, how the gaps are addressed, the estimated cost range to implement, and more.
- Evaluate criteria – Criteria will be developed based on project values and outcomes. The scenarios will be assessed and ranked using these criteria.
- Assess & discuss – The information above will be provided to stakeholders and engagement opportunities will be held this fall for feedback.

Criteria development

To compare possible scenarios or solutions to fill gaps in the region’s reuse, recycling and garbage system, the project team developed the six evaluation criteria .

The evaluation criteria were shaped by the specific set of [values and outcomes for the Garbage & Recycling System Facilities Plan](#) that were developed from the 2030 Regional Waste Plan with input from community advisory groups and Metro Council.

Evaluation criteria



Planning future investments

The project team will score the scenarios against the evaluation criteria using existing information, case studies from other jurisdictions and reasonable assumptions. The scenarios will be scored on a scale based on their relative potential to advance the project's values and outcomes.

The collective aim is to develop an investment plan that is focused on reducing waste through infrastructure improvements, improving quality and access to services, and keeping services affordable.

Regional Waste Advisory Committee

Attachment A: WORKING AGREEMENT

The Metro Regional Waste Advisory Committee will:

1. Provide input on certain legislative and administrative actions that the Metro Council or Chief Operating Officer will consider related to implementation of the 2030 Regional Waste Plan
2. Provide input on certain policies, programs, and projects that implement actions in the 2030 Regional Waste Plan
3. Review and provide input on the status of implementation of the 2030 Regional Waste Plan.

Committee participation

1. Be on time for committee meetings and commit time to attend the full meeting.
2. Review materials before the meeting to be prepared to participate.
3. Participate and be present; resist the urge to use cell phones during the meeting except for meeting purposes.
4. Recognize when you are and are not talking; ensure everyone participates in group discussions.
5. Listen and ask questions to understand, not just to respond.
6. Commit to building understanding of the 2030 Regional Waste Plan and the equity guiding principles.
7. Share your own perspective on the topic at hand.
8. We will value each person's perspective, experiences and skills.

Expectations for Metro staff

1. When providing context for committee discussions, do include:
 - a. A description of the garbage and recycling system structure (who, what, where, why);
 - b. The roles of all of the players (don't assume committee members know this context);
 - c. Break down complex concepts, avoid jargon and expand acronyms;
 - d. Support the committee's application of a racial equity lens as adopted by Metro Council¹ during committee discussions and decision-making;

¹ To address the barriers experienced by people of color, the Metro Council adopted the Strategic Plan to Advance Racial Equity, Diversity and Inclusion in June 2016. This plan concentrates on eliminating the disparities that people of color experience, especially in areas related to Metro's policies, programs, services and destinations. This strategic direction allows Metro the opportunity to make a difference in the lives of

Regional Waste Advisory Committee

- e. How communities are impacted or benefit from the topic being discussed;
 - f. Historical context, particularly on the front end of these committee meetings rather than later in the process;
 - g. Where relevant, a map of the affected system/facilities with affected communities noted; and
 - h. Identify decision-makers responsible for changes being pursued and options for how the committee can influence decision-making.
2. When building agendas for committee meetings:
 - a. Build small group work into meeting agendas to facilitate dialog;
 - b. Be clear about what Metro seeks from the committee on each agenda item;
 - c. Include the purpose of each discussion item and whether a decision is requested;
 - d. Build adequate discussion time into agendas;
 - e. Create agendas that balance flexibility for discussion and active facilitation so that items at the end of meeting aren't cut short; and
 - f. Work with the committee to develop an annual committee meeting calendar with topics and upcoming Council decisions noted.
 3. Tie topics being discussed to the goals of the 2030 Regional Waste Plan and other Metro plans to advance racial equity.
 4. Prioritize actions and make sure committee understands priorities.
 5. Provide materials one week in advance of committee meetings.
 6. Provide reminders for upcoming meetings to committee members.
 7. Provide a minimum of two weeks' notice for meeting date or time changes.

Decision-making

1. This committee may use one of the following decision-making processes and will depend on the decision on the table. Options include:
 - a. Consensus – The committee will strive for consensus on a topic.
 - b. Vote – The committee will call for a vote of all members for or against a topic.
 - c. Consultative – Metro will consult the committee for input (consensus or vote) and Metro makes a decision using that input.
 - d. Delegated – Metro delegates a certain decision to the committee.
2. Use the red-yellow-green color cards whereby all committee members have an opportunity to express themselves during discussions. Use this method to check for

disadvantaged communities while also improving the region's quality of life. See Attachment B for details on this policy.

Regional Waste Advisory Committee

agreement among committee members, then facilitate discussion as needed to reach consensus or before voting.

- a. Green – I agree with the statement/proposal/decision
 - b. Red – I do not agree with the statement/proposal/decision
 - c. Yellow – I need more information or have more questions
3. Sub-committees can be utilized as an option for complex or highly technical content. Committee may
- a. Decide to form a sub-committee to liaise with Metro staff and experts.
 - b. Information will be brought back to the main committee for consideration.
4. Committee decisions will be transparent by doing the following:
- a. Metro will notate expectations of the committee on the monthly agendas with:
 - i. Inform/informational
 - ii. Input requested
 - iii. Vote/consensus
 - b. Metro will preserve any committee vote in the meeting minutes which exists as a permanent record once committee has approved meeting minutes. Approved minutes will also be accessible on the Metro website.
 - i. Any dissenting opinions or opposition votes should be recorded in the minutes. Committee members should still speak up regardless of status in the majority or minority opinion.
 - c. Committee may opt to create a report or written memo of its opinions. This may also include an option of a minority report for any opinions or votes in the minority.

Regional Waste Advisory Committee

Attachment B: Metro adopted policy guidance on advancing racial equity

From the 2030 Regional Waste Plan, page 30: Metro policy guidance on advancing equity

To address the barriers experienced by people of color, the Metro Council adopted the Strategic Plan to Advance Racial Equity, Diversity and Inclusion in June 2016. This plan sets five goals for advancing regional equity:

- A. Convene and support regional partners to advance racial equity
- B. Meaningfully engage communities of color
- C. Hire, train and promote a racially diverse workforce
- D. Create safe and welcoming services, programs and destinations
- E. Prioritize resource allocation that advances racial equity

To accomplish these goals, this plan concentrates on eliminating the disparities that people of color experience, especially in areas related to Metro's policies, programs, services and destinations. This strategic direction allows Metro the opportunity to make a difference in the lives of disadvantaged communities while also improving the region's quality of life.

From 2030 Regional Waste Plan, page 45: Equity guiding principles

This plan provides Metro and local governments a powerful opportunity to advance racial equity, diversity and inclusion. The following principles were developed by the Equity Work Group in collaboration with Metro staff. Their purpose is to help address historical and disproportionate impacts of the waste system on marginalized communities and to define how the plan may advance racial equity.

Community restoration: Take action to repair past harms and disproportionate impacts caused by the regional solid waste system. In practice, this means:

- Acknowledging historical impacts passed from generation to generation within communities.
- Actively including communities that have been historically marginalized from decision-making processes.
- Equitably distributing costs and benefits, taking into account historical and system impacts.
- Valuing indigenous and cultural knowledge about using resources sustainably.
- Committing to building a greater awareness of equity among providers of garbage and recycling services.

Community partnerships: Develop authentic partnerships and community trust to advance the plan's vision. In practice, this means:

- Prioritizing historically marginalized communities within the delivery of programs and services.
- Expanding voice and decision-making opportunities for communities of color.
- Supporting resilient community relationships by creating ongoing opportunities for leadership development.

Community investment: Emphasize resource allocation to communities of color and historically marginalized communities. In practice, this means:

- Making investment decisions in partnership with communities.
- Investing in impacted communities and youth through education and financial resources.
- Eliminating barriers to services and employment.



Regional Waste Advisory Committee

Schedule of Topics

Schedule of Topics | 2023

Date	Topic	Regional Waste Plan	Decision Type
February 2023	• Bulky waste policy project research results	Goal 10	Consult/Advise
	• Community collection events	Goal 10	Informational
	• Bulky waste reuse project introduction	Goal 10	Informational
March 2023	• Waste prevention and reuse program efforts	Goal 8	Informational
	• WPES education program update	Goal 6, 9	Informational
	• Recycling Modernization Act (SB582)	Goal 15	Consult/Advise
April 2023	• Regional Garbage and Recycling System Facilities Plan	Goal 16	Consult/Advise
	• Metro Budget Update	Goals 1-19	Informational
	• Recycling Modernization Act (SB582)		
May 2023	• Community clean-up initiatives: RID, regional refresh sponsorships, state funding	Goals 2, 8, 10, 11	Informational
June 2023	NO MEETING		
July 2023	• Regional Garbage and Recycling System Facilities Plan	Goal 16	Consult/Advise
	• 2025 Updates to Community Enhancement Program	Goal 13	Informational/Consult

The schedule is subject to change.



Regional Waste Advisory Committee Schedule of Topics

Tentative Schedule of Topics for July 2023 to June 2024

Advisory Topics

Metro Budget and Solid Waste Fees

Garbage and Recycling System Facilities Plan

Bulky Waste Policy Project

Investment & Innovation Grant Program

Food Waste Reduction Initiatives

Workforce Transition Program Development

Informational Topics

Metro Authority and Roles

Community Clean-Up Initiatives

Recycling Modernization Act (Senate Bill 582) Implementation

Community and Household Hazardous Collection Events

Regional Waste Plan Progress Report