



600 NE Grand Ave.
Portland, OR 97232-2736

Council work session agenda

Tuesday, September 12, 2023

10:30 AM

Metro Regional Center, Council chamber, <https://www.youtube.com/live/T5QbGLcV9UU?feature=share> <https://zoom.us/j/615079992>, or 877-853-5257 (toll free) (Webinar ID: 615079992)

This meeting will be held electronically and in person at the Metro Regional Center Council Chamber.

You can join the meeting on your computer or other device by using this link:

<https://www.youtube.com/live/T5QbGLcV9UU?feature=share>

<https://zoom.us/j/615079992>, or 877-853-5257 (toll free) (Webinar ID: 615079992).

10:30 Call to Order and Roll Call

Work Session Topics:

- 10:30 2023 Regional Transportation Plan: Process Update and Feedback on Draft Policies and Implementation Chapter [23-5917](#)

Presenter(s):

Catherine Ciarlo (she/her), Planning, Development and Research Director, Metro,

Kim Ellis (she/her), RTP Project Manager, Metro

Attachments: [Staff Report](#)

[RTP Schedule-2023](#)

- 11:15 Waste Prevention and Environmental Services (WPES): Regional Waste Plan Outcomes and Council Priorities [23-5918](#)

Discussion

Presenter(s): Marta McGuire (she/her), WPES Director, Metro; 40 min

Attachments: [ExecutiveSummary_2030RegionalWastePlan_03222019](#)

[Regional-Waste-Plan-Annual-Progress-Report-January-2023](#)

[Staff Report - Regional Outcomes Work Session--1 of 3--September :](#)

11:55 Chief Operating Officer Communication

12:00 Councilor Communication

12:05 Adjourn

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Ogeysiiska takooris la'aanta ee Metro

Metro waxay ixtiraamtaa xuquuqda madaniga. Si aad u heshid macluumaad ku saabsan barnaamijka xuquuqda madaniga ee Metro, ama aad u heshid warqadda ka cabashada takoorista, booqo www.oregonmetro.gov/civilrights. Haddii aad u baahan tahay turjubaan si aad uga qaybqaadatid kullan dadweyne, wac 503-797-1700 (8 gallinka hore illaa 5 gallinka dambe maalmaha shaqada) shan maalmo shaqa ka hor kullanka si loo tixgaliyo codsashadaada.

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សេចក្តីជូនដំណឹងអំពីការមិនរើសអើងរបស់ Metro

ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានការប្រឹក្សាស្តីពីការរើសអើងសូមទូរស័ព្ទទៅលេខ 503-797-1700 ។ www.oregonmetro.gov/civilrights ។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេបកប្រែសម្រាប់លោកអ្នក ។

إشعار بعدم التمييز من Metro

تحتزم Metro الحقوق المدنية. للمزيد من المعلومات حول برنامج Metro للحقوق المدنية أو لإيداع شكوى ضد التمييز، يُرجى زيارة الموقع الإلكتروني www.oregonmetro.gov/civilrights. إن كنت بحاجة إلى مساعدة في اللغة، يجب عليك الاتصال مقدماً برقم الهاتف 503-797-1700 (من الساعة 8 صباحاً حتى الساعة 5 مساءً، أيام الاثنين إلى الجمعة) قبل خمسة (5) أيام عمل من موعد الاجتماع.

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Metro txoj kev ntxub ntxaug daim ntawv ceeb toom

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2023 Regional Transportation Plan: Process Update and
Feedback on Draft Policies and Implementation Chapter
Work Session Topic

Metro Council Work Session
Tuesday, September 12, 2023

STAFF REPORT

2023 REGIONAL TRANSPORTATION PLAN (RTP): NEXT STEPS FOR FINALIZING THE 2023 RTP AND 2023 HIGH CAPACITY TRANSIT (HCT) STRATEGY FOR ADOPTION

Date: September 1, 2023

Department: Planning, Development & Research

Meeting Date: September 12, 2023

Prepared by: Kim Ellis,
kim.ellis@oregonmetro.gov

Presenters:

- Catherine Ciarlo, Director, Planning, Development and Research Department
- Kim Ellis, RTP Project Manager
- Molly Cooney-Mesker, Senior community engagement specialist

Length: 45 minutes

ISSUE STATEMENT

A major update to the Regional Transportation Plan (RTP) has been underway since Fall 2021 and must be completed by Dec. 6, 2023 when the current plan expires. The region's High Capacity Transit Strategy is also being updated as part of the RTP update. Since Fall 2021, Metro Council and staff have extensively engaged with policymakers, jurisdictional staff, federally recognized tribes, transportation agencies, community-based organizations and business groups, businesses, and members of the public to update the region's vision, goals and policies for the transportation system and understand the region's transportation trends, needs and priorities for investment.

The process is now in the final adoption phase. At the September 12 work session, staff will present an update on the RTP timeline and decision process, high-level themes from the public comments received, and key concerns identified by Metro staff for more in-depth policy discussion as the plan is finalized for consideration by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council in November.

OVERVIEW OF FINAL ADOPTION PHASE

As directed by Resolution No. 23-5343, a final 45-day public comment period was held from Monday, July 10 to Friday, August 25, 2023. Engagement activities included:

- **Notifications and notices** – Public notices of the comment period were provided to local neighborhood involvement and community outreach offices and community planning organizations in Washington County. Notices were published in Portland Tribune, Clackamas Review, Hillsboro News Times, Forest Grove News Times, Valley Times News, Beaverton Valley Times, El Latino de Hoy, The Asian Reporter and on the Metro website. Notifications were sent to the RTP interested persons list (nearly 2,772 people) in addition to Metro's four regional advisory committees and their respective interested parties. Partner agencies and community and business organizations engaged throughout the RTP update posted notifications of the comment period

through E-newsletters, social media and other methods to inform their members and interested parties of the comment opportunity.

- **On-line survey and public review draft materials** – An on-line survey, an interactive map and interactive project list, and public review drafts of the 2023 RTP, project lists, appendices and High Capacity Transit Strategy were posted on the 2023 RTP web page at www.oregonmetro.gov/rtp. Members of the public, regional advisory committees, partner agencies and other interested parties were invited to comment on the draft materials. More than 660 people responded to the on-line survey and more than 300 people and agencies submitted comments through an online comment forum. Comments were also received by email, letters and phone. Copies of all comments received will be included in the final public comment report.
- **Public hearing** – The Metro Council held a public hearing on July 27, 2023. Representatives of nine organizations testified at the hearing, A closed caption transcript of hearing testimony will be included in the final public comment report.
- **Consultation** – Metro staff invited federally-recognized Tribes and several federal, state and local resource, wildlife, land management and regulatory agencies to consult on the public review draft RTP and High Capacity Transit Strategy in accordance with [23 CFR 450.316\(b\)](#) and [23 CFR 450.324\(f\)\(10\)](#). Metro convened two separate consultation meetings on August 17 and 22.

OVERVIEW OF FINAL STEPS IN THE PROCESS

A summary of final steps in the process follows.

Preparing a Draft Public Comment Report. Metro staff are preparing a Draft Public Comment Report that includes the online survey results, online feedback and copies of all emails, letters, and transcriptions of voicemails received during the formal comment period as well as consultation meeting summaries and transcriptions of verbal testimony provided during the public hearing. The draft public comment report will be available on September 6 and provided to Metro Councilors in advance of the September 12 work session.

Summarizing and Responding to Public Comments Received. In addition, Metro staff are drafting recommended actions to respond to substantive comments received. The recommended actions will include amendments to the public review draft RTP and HCT Strategy, recommendations for no change with an explanation as to why no change is recommended, or recommendations for future work. Draft Metro staff recommendations will be brought forward for consideration in two parts:

1. **Summary of Comments Received and Recommended Actions Identified for Further Discussion** – *aka Discussion Items for Consideration* – These Metro staff recommendations, and the public comments they respond to, raise important policy considerations that warrant further policy discussion by MPAC, JPACT and the Metro Council. The five discussion topics identified by Metro staff are:
 - Investment emphasis
 - Pricing policy application to toll projects
 - Increasing regional transportation investments (funding)
 - Mobility policy implementation

- Climate tools and analysis

TPAC and MTAC will begin discussion of these items at their September 13 and September 20 meetings. An overview of these topics will be provided to MPAC, and JPACT at their September meetings. Metro Council will have an opportunity to discuss and provide feedback on these topics at future work sessions.

2. **Summary of Comments Received and Recommended Actions for Consideration on a “consent basis”** – *aka Consent Items for Consideration* – These Metro staff recommendations address technical edits, fine-tuning, clarifications and/or substantive changes identified through the public review process for consideration on a “consent basis” without further discussion. Members of Metro’s technical committees may request discussion of any of these consent items at their meetings in September and October. MPAC, JPACT and Metro Council will be requested to take action on these recommendations without discussion as part of their respective final action. However, policymakers may request discussion of individual consent items prior to or as part of their final action.

Legislative hearings – The Metro Council is scheduled to hold a legislative hearing on the RTP on September 28, 2023. Comments on the HCT Strategy may also be provided at the hearing. A final hearing and Metro Council action on the RTP and HCT Strategy is scheduled for November 30, 2023.

QUESTIONS FOR COUNCIL CONSIDERATION

- What questions does Council have for Metro staff?

POLICY OPTIONS FOR CONSIDERATION

No policy questions or options have been developed for Council discussion on September 12. Staff will prepare policy questions and options for Council discussion and feedback at future work sessions and meetings.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

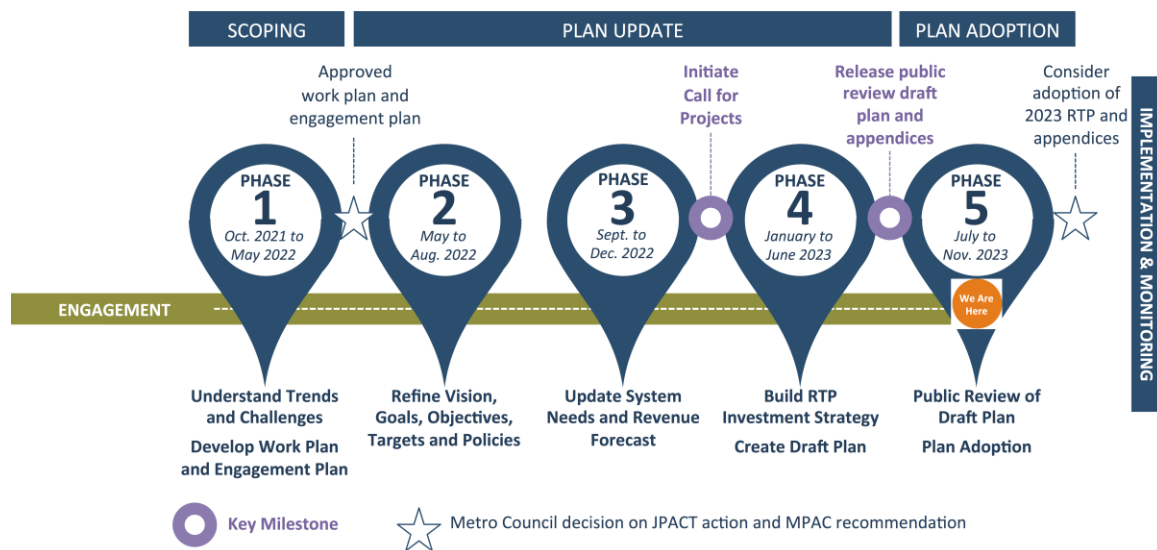
The [Regional Transportation Plan](#) (RTP) is the state- and federally-required long-range transportation plan for the greater Portland region. The greater Portland region’s economic prosperity and quality of life depend on a transportation system that provides every person and business in the region with equitable access to safe, reliable, climate-friendly and affordable travel options. The RTP is the blueprint for transportation in our region and a key tool for implementing the region’s [2040 Growth Concept](#) and [Climate Smart Strategy](#). Together, these plans will help ensure that greater Portland thrives by connecting people to their jobs, families, schools and other important destinations and by allowing business and industry to create jobs and move goods to market.

Metro is the regional government responsible for regional land use and transportation planning under state law and the federally designated metropolitan planning organization (MPO) for the Portland metropolitan area. Metro is the only regional government agency in

the U.S. whose governing body is directly elected by voters. Metro is governed by a council president elected region-wide and six councilors elected by district. The Metro Council provides leadership from a regional perspective, focusing on issues that cross local boundaries and require collaborative solutions. As the federally designated MPO, Metro is responsible for leading and coordinating updates to the RTP every five years. Metro is also responsible for developing a regional transportation system plan (TSP), consistent with the Regional Framework Plan, statewide planning goals, the Oregon Transportation Planning Rule (TPR), the Metropolitan Greenhouse Gas Reduction Targets Rule, the Oregon Transportation Plan (OTP), and by extension state modal plans. As a result, the RTP serves as both the Federal metropolitan transportation plan and the regional TSP for the region.

The timeline for the RTP update is shown in **Figure 1**.

Figure 1. Timeline for the 2023 RTP Update



The plan update must be completed by Dec. 6, 2023 when the current plan expires. A schedule of remaining discussions and actions is attached for reference.

/Attachment

- Schedule of Key Dates for Finalizing the 2023 RTP and 2023 HCT Strategy for Adoption

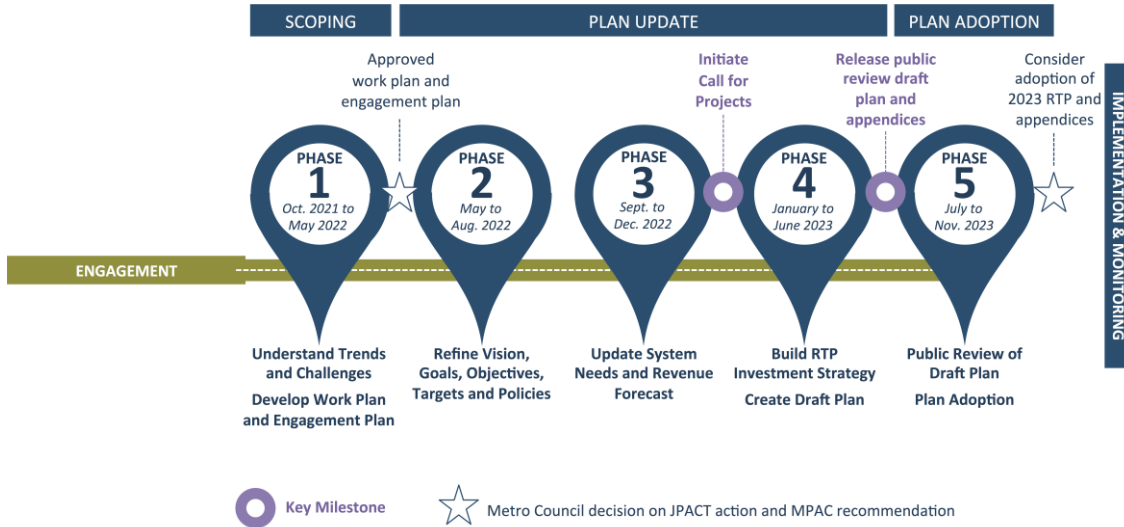


2023 REGIONAL TRANSPORTATION PLAN UPDATE

Key Dates for Finalizing the 2023 Regional Transportation Plan and 2023 High Capacity Transit Strategy for Adoption

September to November 2023

Dates are subject to change.



Note: Under Federal law, the current Regional Transportation Plan expires on Dec. 6, 2023.

September	9/1	TPAC	<ul style="list-style-type: none"> DISCUSSION: Overview of draft adoption legislation and update on draft Metro staff recommended actions in response to public comments
	9/12	Metro Council	<ul style="list-style-type: none"> DISCUSSION: Process update and feedback on draft RTP policies and implementation chapter (Ch. 8)
	9/13	TPAC Workshop	<ul style="list-style-type: none"> DISCUSSION: Discuss draft Metro staff recommended actions in response to public comments received Review policy topics for JPACT discussion
	9/20	MTAC	<ul style="list-style-type: none"> DISCUSSION: Draft adoption legislation Discuss draft Metro staff recommended actions in response to public comments received Review policy topics for MPAC discussion
	9/21	JPACT	<ul style="list-style-type: none"> DISCUSSION: Overview of adoption package (Ordinance, Resolution & Exhibits), public comments received and policy topics identified for JPACT discussion Feedback on draft Ch.8 (Implementation)
	9/27	MPAC	<ul style="list-style-type: none"> DISCUSSION: Overview of adoption package (Ordinance, Resolution & Exhibits), public comments received and policy topics identified for MPAC discussion Feedback on draft Ch.8 (Implementation)

	9/28	Metro Council	<ul style="list-style-type: none"> • Public hearing (first evidentiary hearing/first read) on Ordinance 23-1496
October	10/6	TPAC	<ul style="list-style-type: none"> • DISCUSSION: Discuss draft Metro staff recommended actions in response to public comments and identify draft recommended actions for JPACT discussion
	10/10	<i>Metro Council</i>	<ul style="list-style-type: none"> • DISCUSSION: Discuss draft recommended actions in response to public comments (focus on topics identified by Council for discussion)
	10/18	MTAC	<ul style="list-style-type: none"> • ACTION: Make final recommendation to MPAC on adoption of 2023 RTP (Ordinance 23-1496) and 2023 HCT Strategy (Resolution No. 23-5348), and recommended actions in response to public comments
	10/19	JPACT	<ul style="list-style-type: none"> • DISCUSSION: Discuss draft recommended actions in response to public comments (focus on topics identified by TPAC for JPACT discussion)
	10/25	MPAC	<ul style="list-style-type: none"> • ACTION: Make final recommendation to Metro Council on adoption of 2023 RTP (Ordinance 23-1496) and 2023 HCT Strategy (Resolution No. 23-5348), and recommended actions in response to public comments
November	11/3	TPAC	<ul style="list-style-type: none"> • ACTION: Make final recommendation to JPACT on adoption of 2023 RTP (Ordinance 23-1496) and 2023 HCT Strategy (Resolution No. 23-5348), and recommended actions in response to public comments
	11/7	<i>Metro Council</i>	<ul style="list-style-type: none"> • DISCUSSION: <i>Discuss MPAC recommendation and TPAC recommendation to JPACT on adoption of 2023 RTP (Ordinance 23-1496) and 2023 HCT Strategy (Resolution No. 23-5348), and recommended actions in response to public comments</i>
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	11/30	Metro Council	<ul style="list-style-type: none"> • ACTION: Public hearing and consider final action on adoption of 2023 RTP (Ordinance 23-1496) and 2023 HCT Strategy (Resolution No. 23-5348), and recommended actions in response to public comments

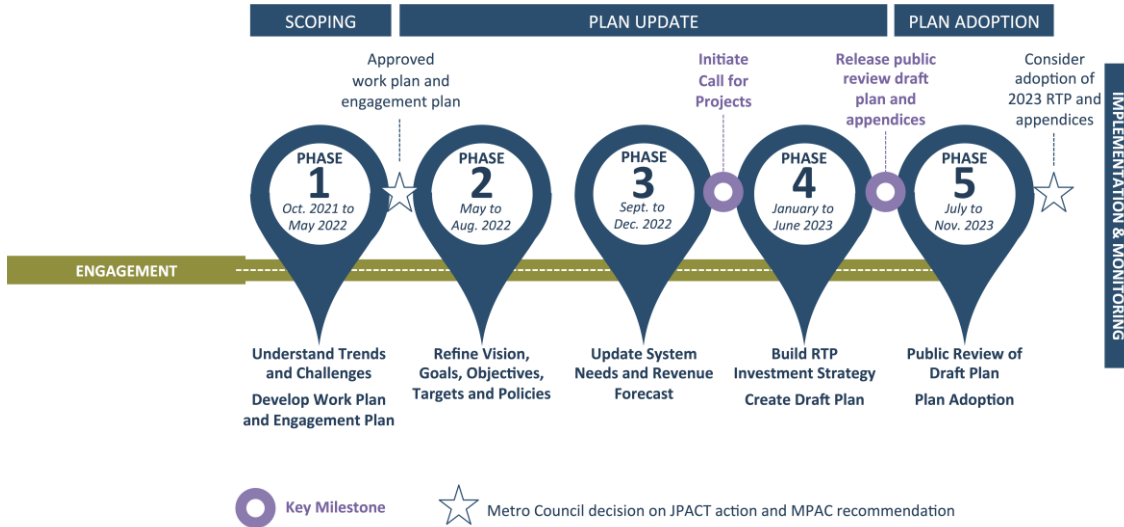


2023 REGIONAL TRANSPORTATION PLAN UPDATE

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2030 Regional Waste Plan Outcomes
Work Session Topic

Metro Council Work Session Tuesday,
September 12, 2023



Metro



**2030 Regional Waste Plan:
Equity, health and the environment**

Executive summary

Introduction

The garbage and recycling system is more than garbage trucks and recycling bins. It's about reducing waste and protecting the environment. It's about making sure everyone has access to high-quality services, information and economic opportunities. And it's about reducing the impacts of products throughout their lives.

The 2030 Regional Waste Plan connects those values—from jobs and services to health and the environment—to specific actions aimed at achieving them. It's the guide that Metro, cities, counties and others involved in managing the garbage and recycling system will use to determine what to focus on over the next 12 years.

From spring 2017 to fall 2018, Metro worked with communities around greater Portland to shape the future of the garbage and recycling system. This plan reflects those voices and continues our efforts to protect the environment, keep people healthy and ensure everyone has what they need to thrive.

What is the 2030 Regional Waste Plan?

Plan website: www.oregonmetro.gov/regionalwasteplan

The 2030 Regional Waste Plan is both a vision for greater Portland's garbage and recycling system and a blueprint for achieving that vision. Metro created the plan in partnership with cities, counties, businesses and community leaders in the greater Portland area. Metro also collaborated with members of culturally specific community-based organizations who historically have had the least influence in the decision-making process to shape the garbage and recycling system. This will help ensure the plan moves us toward a system that delivers benefits shared by all.



What problems and opportunities does the new plan address?

The 2030 Regional Waste Plan addresses challenges with our regional garbage and recycling system, including:

How it impacts the environment, both locally and globally, and throughout the life of the products we make, use and throw away.

How it impacts human health, including harmful emissions from facilities and chemicals in products that pose a danger.

The long history of exclusionary and discriminatory policies and practices that continue to harm communities in the region.

In addressing these challenges, the plan also seeks to take advantage of opportunities, such as:

Protecting our climate

Reducing pollution

Preventing harm to human health

Sharing the system's economic benefits equitably

Looking at the full life of products, from when they're designed and made until they're thrown away

Engaging local communities and community organizations throughout the process



PREVIOUS WASTE PLANS

Metro has adopted three solid waste system plans to date. These are updated about every 10 years to meet the needs of the changing region and to align with state and federal guidance.

Addressing the full life of products

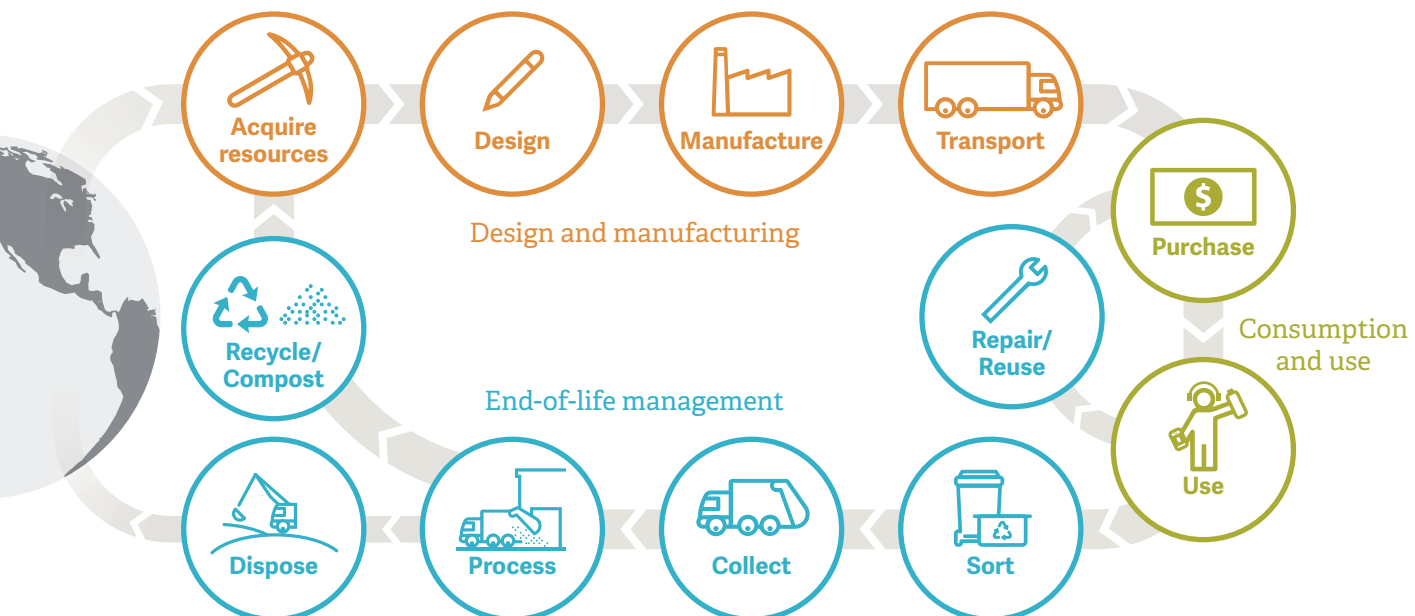
This Regional Waste Plan addresses the entire life cycle of products. The goals and actions are designed to not only improve the way we manage materials at the end of their life, but also to reduce harmful impacts by intervening earlier. There's opportunity to improve how we design and produce products, extract raw materials from the earth, make purchasing decisions and use what we buy. The traditional garbage and recycling system, which handles products and packaging after we are done with them, is just one part of this larger system.

This life cycle approach can result in healthier people and a healthier planet. It can improve access to high-quality services and information, no matter where you live. It can help you decide what to buy or where to get rid of an item you are done using. It can also lessen the negative health and environmental impacts from the materials and products we use every day.

Why Metro regulates the garbage and recycling system

The Metro Charter, the Oregon Constitution and Oregon Statutes grant Metro broad authority for planning, managing and overseeing the regional solid waste system to protect public health and safeguard the environment. As a part of these responsibilities, Metro is responsible for developing a regional plan that sets direction for programs, services and facilities. Metro and local governments work together to manage the system for the region and this plan set direction across the 12 years it will be in effect. It's a living document that will guide us toward a healthier, more resilient and more equitable system.

THE FULL LIFE CYCLE OF PRODUCTS



Metro's new approach

For the 2030 Regional Waste Plan, Metro embarked on a new approach to planning for the future. The plan includes a significant focus on racial equity. It also addresses impacts throughout the life of products and materials. These core ideas strongly influence the goals and actions that make up the plan.

Leading with equity

Our region is stronger when everyone has access to financial prosperity, a healthy environment and the range of opportunities that allow us to thrive. But unfortunately, a long history of exclusionary and discriminatory policies has harmed communities of color in the Portland metropolitan region. As a result, communities of color currently experience the worst economic and social outcomes of any demographic group.

Metro, cities and counties are committed to creating the conditions that allow everyone to enjoy the benefits of our growing region. With our programs, policies and services, we are working to make this a great place for everyone—today and for generations to come.

To address inequities and establish an inclusive process from the start, Metro convened an Equity Work Group, comprised of seven individuals with expertise and experience working with communities of color and historically marginalized communities, to engage in each phase of the process. The work group collaborated with staff to draft elements of the plan. Metro also partnered with eight community-based organizations to host a series of engagements about the future of garbage and recycling. Ideas and feedback gathered from the community informed many of the aspects of the plan.

WHAT IS RACIAL EQUITY?

Racial equity has been achieved when race can no longer be used to predict life outcomes, and outcomes for all groups are improved.

FROM COMMUNITY ENGAGEMENT TO CONCRETE ACTIONS

The values, principles and vision inspire and inform the concrete actions that Metro and local governments will implement as part of this plan.



40 actions focus directly on advancing equity and reducing disparities.

E This symbol identifies actions with the greatest potential for advancing racial equity.

Find the actions in the Goals and Actions section of the plan.

Learn more about how community engagement led to concrete action in the Creating the Plan section of the plan.

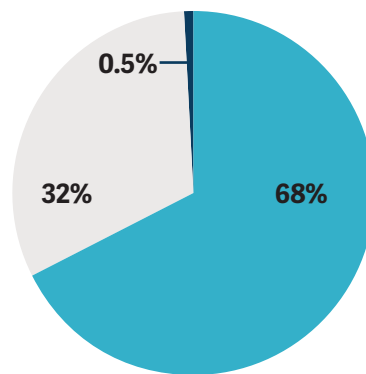
Environmental impacts of products and materials

Metro and others involved in the garbage and recycling system have typically measured the environmental impact of what we produce, consume and throw away by looking at the amount and types of items that show up in the recycling, composting and garbage.

This focus on the end of a product's life provides an incomplete picture of how we're affecting the environment and how we can reduce our impact. In this plan, to align with a new focus on the full life cycle of products and materials, we are assessing our environmental impact in a more comprehensive way: by looking at the greenhouse gas emissions and other environmental and health impacts associated with products and materials throughout their life, from production to disposal.

GREENHOUSE GAS EMISSIONS FROM PRODUCTS, MATERIALS AND SERVICES

In 2015, the Metro region generated 41 million metric tons of greenhouse gas emissions from the products and materials we bought, used and threw away and the services we used.



- Design and manufacturing: 68%
- Consumption and use: 32%
- End-of-life management: 0.5%

*Note: The figures in this chart do not add up to 100% due to rounding.
Source: Oregon Department of Environmental Quality (2018). 2015 Consumption-Based Greenhouse Gas Emissions Inventory for the Metro Region.*

FIND IT IN THE PLAN

How equity and engagement shaped the plan (p. 16)

More about the full life cycle of products (p. 12)

A look at the environmental impacts of what we make and consume (p. 18)

Narrative table of contents

These brief descriptions of the plan's content and organization are intended to help the reader more easily navigate the plan.

Introduction.....4

This section provides an overview of the plan by describing the key trends and challenges it addresses and the opportunities and outcomes it delivers. Also included is a brief guide to navigating the plan.

A new approach to managing waste 10

This section describes two ideas that are the foundation of Metro's approach: addressing the entire life of products and advancing equity. It outlines how the plan will reduce harmful impacts by intervening before a product reaches the end of its life. It also describes the importance of equity and introduces the community engagement process. Also included is a map of facilities, services and providers.

Environmental impacts of products and materials..... 18

This section explains how producing and consuming goods and services affects the environment--locally and beyond. It also shows why our choices about managing waste matter and describes ways to measure environmental impacts.

Economic footprint.....24

This section looks at the economic footprint of the garbage and recycling system. It details how the fees residents pay for garbage and recycling services support jobs and economic activity.

Legal foundation and policy guidance.....28

This section presents the history and existing policies that guide the plan.

Creating the plan34

This section summarizes the steps taken to develop the plan, with a focus on the wide range of individuals, groups and advisors that gave input and guidance.

Values, principles and vision42

This section describes essential concepts, or values, that guided creation of the plans vision and goals. It also describes the standard beliefs, or principles, that provide further direction for the plan’s development and implementation. And it shares the desired future, or vision, for the garbage and recycling system. Together, the values, principles and vision are the foundation on which the plan is built.

Goals and actions48

Goals and related actions in five areas will address the impacts of materials and products, from production to disposal. Metro, city and county governments will work to implement the actions in the coming years.

Measuring progress102

This section describes how Metro and local governments will monitor work at all levels. It also describes processes to evaluate, measure and report progress to the community and elected officials.

Plan implementation108

This section focuses on the roles of those responsible for carrying out the plan and the approach to completing actions, ensuring compliance with existing requirements and amending the plan.

Appendices

Acknowledgments

Waste Reduction Program

(list of plan items that meet the waste reduction requirements required by state law)

Key solid waste laws

Glossary of terms

Values, principles and vision

With equity considerations front and center, the values, principles and vision serve as the plan's foundation. Existing guidance—including regional, state and federal policies and plans regarding waste management, recycling, toxics and other related environmental programs—informed these core concepts.

Values

The values serve as a basis for the plan's goals and actions and will guide implementation.



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



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)



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



FOSTER ECONOMIC WELL-BEING

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



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



PROVIDE EXCELLENT SERVICE AND EQUITABLE SYSTEM ACCESS

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

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.

Vision

The 2030 Vision identifies the desired future for the garbage and recycling system and specific outcomes for managing and reducing the impacts of products consumed in the region. The goals and actions are designed to close the gap between today and this desired future.

Economic prosperity

Innovation, investments and partnerships support a thriving garbage, recycling, reuse and repair economy that benefits local communities.

Good jobs

All garbage and recycling industry jobs pay living wages and provide opportunities for career advancement. All occupations in the industry reflect the diversity of our local communities.

Education and information

Everyone has the culturally relevant, age-appropriate information and educational resources needed to make purchasing and disposal decisions that will protect their health and the environment.

Healthy products

Companies and consumers share responsibility for reducing the harmful impacts of products and packaging on public health, climate, air quality, waterways and wildlife throughout the entire life cycle of products.

Reduce, reuse and repair

Reduce, reuse, repair and donation are mainstream practices accessible to all, creating economic opportunity and building community self-reliance.

Quality service

Garbage and recycling services meet the needs of all people and all communities.

Garbage and recycling operations

From trucks to facilities, our garbage and recycling system is safe for workers and the public, minimizes pollution of air, soils and water, and is financially sustainable.

Preparedness and resilience

The region's garbage and recycling system is resilient and prepared to recover quickly from disruptions like natural disasters, while minimizing harmful impacts to the most affected communities.

Goals and actions

The goals of the plan focus on addressing the impacts of materials—from production to disposal—and closing the gap between today’s reality and the region’s vision for the future. This involves taking action at every stage of the product life cycle and addressing community needs within the garbage and recycling system.

The plan identifies goals and actions in five areas of work:

- Shared prosperity
- Product design and manufacturing
- Product consumption and use
- Product end-of-life management
- Disaster resilience

The goals in each area identify what the region would like to achieve by 2030. Each goal has an associated set of actions to be undertaken by Metro and local governments.



Shared prosperity

This area of work aims to address barriers faced by communities of color and those who have been disproportionately impacted by the garbage and recycling system. Through the goals and actions in this section, Metro and local governments aim to make progress toward a future where all people have equitable access to the benefits of the garbage, recycling, reuse and repair economies.

- Goal 1:** Increase engagement of youth and adults historically underrepresented in garbage and recycling decision-making by enhancing civic engagement and leadership opportunities.
- Goal 2:** Increase the percentage of garbage and recycling system revenue that benefits local communities and companies owned by people of color and other underrepresented groups.
- Goal 3:** Ensure that all jobs in the garbage and recycling industry pay living wages and include good benefits.
- Goal 4:** Increase the diversity of the workforce in all occupations where people of color, women and other historically marginalized communities are underrepresented.

FIND IT IN THE PLAN

Learn more on p. 52 of the plan.



Product design and manufacturing

The goal of the highly collaborative actions in this new area is for manufacturers to become more responsible for the impacts of their products. There's potential to create healthier products every step of the way, from natural resource extraction to manufacturing processes to decisions about materials and packaging.

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

FIND IT IN THE PLAN

Learn more on p. 60 of the plan.



Product consumption and use

Goals in this area focus on reducing the environmental and health impacts of what we buy and use. The actions emphasize education and policy efforts to reduce those impacts and support better purchasing choices. Education will prioritize culturally responsive efforts, with programs and services designed and delivered in partnership with community organizations to reach historically marginalized groups. Policy actions in this area aim to provide safer, lower-risk products and reduce the use of single-use items that harm the environment and create problems for the recycling system.

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

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

FIND IT IN THE PLAN

Learn more on p. 64 of the plan.



Product end-of-life management

Every year, the greater Portland region disposes of well more than 1 million tons of garbage and recovers more than 1 million tons of food scraps, yard trimmings and recyclables. While the ultimate goal is to prevent waste to begin with, the Portland region still needs a system that safely and conveniently manages products at the end of their useful life. The goal of the actions in this area is to ensure that the programs and services not only protect human health and the environment, but that they do so in a way that meets the needs of all residents and all communities today and into the future.

- Goal 8:** Increase the reuse, repair and donation of materials and consumer products.
- Goal 9:** Increase knowledge among community members about garbage, recycling and reuse services.
- Goal 10:** Provide regionally consistent services for garbage, recyclables and other priority materials that meet the needs of all users.
- Goal 11:** Address and resolve community concerns and service issues.
- Goal 12:** Manage all garbage and recycling operations to reduce their nuisance, safety and environmental impacts on workers and the public.
- Goal 13:** Invest in communities that receive garbage and recyclables from the Metro region so that those communities regard solid waste facilities as assets.
- Goal 14:** Adopt rates for all services that are reasonable, responsive to user economic needs, regionally consistent and well understood.
- Goal 15:** Improve the systems for recovering recyclables, food scraps and yard debris to make them resilient to changing markets and evolving community needs.
- Goal 16:** Maintain a system of facilities, from smaller recycling drop-off depots to larger full-service stations, to ensure equitable distribution of and access to services.

FIND IT IN THE PLAN

Learn more on p. 70 of the plan.



Disaster resilience

The region's garbage and recycling system must be resilient and prepared to recover quickly after a disaster, and the recovery process should minimize harmful impacts to local communities. These actions focus on coordinating effectively with partners, preparing to restore routine garbage and recycling services following a disruption, and planning to expedite the removal of debris in a way that makes the best use of local services and maximizes recovery.

FIND IT IN THE PLAN

Learn more on p. 94 of the plan.



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

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

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



Plan implementation

Implementation

Responsibility for implementing the 2030 Regional Waste Plan is shared by Metro and city and county governments in the region. The actions in the plan will be carried out by these agencies in collaboration with the Oregon Department of Environmental Quality, for-profit garbage and recycling companies, and non-profit organizations involved in different areas of the system.

Metro is responsible for coordinating implementation of the plan and assessing plan performance. Cities, counties and Metro are responsible for leading or participating in implementation of the actions. Several different approaches, described on page 116 of the plan, will be used to implement the actions. In the action tables in the Goals and actions section, one or more implementation approaches are identified for each action and Metro and/or cities and counties is indicated as the lead.







Implementation of the actions will be coordinated through regional and local work plans developed by Metro and local governments to prioritize actions.

Measuring progress

The plan includes a robust measurement framework to evaluate progress toward its vision and goals. This will allow Metro and local governments to demonstrate the positive impacts the plan's activities are having on the region, highlight opportunities for improvement and evaluate which programs and projects are helping the region achieve its desired outcomes.

Key indicators

Key indicators communicate the overall trajectory of progress to a broad audience. They draw from the plan's values and demonstrate overall performance. A number of the key indicators are new measures that would require investment to implement.

VALUE	KEY INDICATORS	LEAD AGENCY	STATUS
	Greenhouse gas emissions associated with the products and services consumed in the Metro region (Environment and Health value)	Metro	In progress
	Annual tons of waste generated (Resource Conservation value)	Metro	In progress
	Number, geographic location and demographics of youth reached through education programs (Environmental Literacy value)	Metro	In progress
	Share of multifamily communities with adequate collection services (Service Excellence and Equity value)	Metro Cities Counties	Investment needed
	Recycling contamination by sector (Operational Resilience value)	Metro	Investment needed
	Median wage in the waste management industry by race, ethnicity and gender (Economic Well-Being value)	Metro Cities Counties	Investment needed

Goal indicators

Indicators at the goal level are designed to measure the progress of specific programs, policies or investments that are linked to attaining the 2030 Regional Waste Plan’s goals. A number of the goal indicators will also inform the key indicators. The goal indicators are listed on page 104 of the plan.

Baseline and targets

As of the date of adoption of this plan, all of the indicators need additional work to develop baseline and evaluation methodologies. This work will be completed within the first two years of plan implementation, after which Metro, in consultation with local governments and community partners, will establish targets for each indicator.

Progress reports

On an annual basis, Metro will report on the status of each action and whether it has been implemented. Reporting on the key and goal indicators will occur at least every three years.

Plan oversight

Metro Council, the Metro Policy Advisory Committee and the Regional Waste Plan Implementation Committee will oversee implementation of the plan.

The Regional Waste Plan Implementation Committee will be newly formed following adoption of the Regional Waste Plan. The committee is expected to provide input on development of the programs and policies that implement the plan’s actions and advise the Metro Council and Metro Chief Operating Officer on legislative and administrative actions they will consider related to plan implementation.

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

So, hello. We're Metro – nice to meet you.

In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

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Plan adopted by Ordinance No. 19-1431 on March 7, 2019.

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WASTE PREVENTION AND ENVIRONMENTAL SERVICES: REGIONAL WASTE PLAN OUTCOMES AND COUNCIL PRIORITIES DISCUSSION

Date: August 24, 2023

Department: Waste Prevention and Environmental Services

Meeting Date: September 12, 2023

Prepared by: Marta McGuire,
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Rosalynn Greene, rosalynn.greene@oregonmetro.gov,

Presenter: Marta McGuire, Waste Prevention and Environmental Services Director

Length: 40 minutes

ISSUE STATEMENT

This presentation will be the first in a three-part series designed to summarize, confirm and respond to the direction given to Waste Prevention and Environmental Services by Metro Council during the FY23 budget cycle. More specifically, the guidance given during these engagements will confirm the Council's priorities for the department's FY24 budget. Staff will also seek guidance on two new projects elevated by Metro Council and local governments related to fee setting and private station rate transparency.

During these engagements, staff will provide history and context on Metro's role in the garbage and recycling system. Staff will also help support a broader understanding of how the Systems Facilities Plan is a critical project that complements the Regional Waste Plan and will help ensure Metro and local governments fulfill their roles in managing the garbage and recycling system.

ACTION REQUESTED

During the series of engagements, staff will seek direction on Metro Council priorities to advance progress toward regional outcomes.

IDENTIFIED POLICY OUTCOMES

Develop FY24 budget and set solid waste fees that align with Council priorities.

POLICY QUESTIONS

Are there any additional topics that Council would like staff to address in the upcoming engagements?

STRATEGIC CONTEXT AND FRAMING COUNCIL DISCUSSION

Waste Prevention and Environmental Services Broader Context

The Waste Prevention and Environmental Services department is responsible for ensuring that all garbage and recycling (solid waste) generated in the region is managed in a manner that protects public health and safeguards the environment. As a part of this responsibility, the department administers the Regional Waste Plan that helps fulfill state planning requirements. The plan is the region's blueprint for improving our garbage and recycling system, reducing the impacts of waste, and advancing Metro's racial equity goals. The plan is implemented collaboratively with local governments and partners in local communities.

Under Oregon state law (ORS 459.055), any jurisdiction sending more than 75,000 tons of solid waste per year to a permitted disposal site is required to prepare a waste reduction program for review and approval by the Oregon Department of Environmental Quality. The statutorily required waste reduction program for the Metro region consists of the 2030 Regional Waste Plan actions and the requirements for local governments outlined in Metro Code Chapter 51 and the corresponding

administrative rules. The goals and actions in the regional waste reduction program are aimed at reducing the total amount of waste generated by businesses and residents of the Metro region.

Annual Budget and Fee Setting

Metro assesses fees on solid waste to generate revenue to fund essential programs and services such as transfer station operations, waste reduction programs, cleanup of dumped garbage on public lands and general agency functions. The Solid Waste Fees set annually by Metro Council are divided into two categories – fees that are paid at Metro transfer stations and fees paid on the disposal of all solid waste in the region.

To provide more transparency and engagement in annual fee and budget development, Metro has hosted a series of budget forums over the last two years. In last year’s budget cycle, key feedback provided by Council included:

- Better understanding of the overall reuse, recycling and garbage system to support priority setting and decision-making
- Alignment of fee and budget structure with waste reduction goals
- More opportunities for consensus building around desired outcomes and the level of investment in regional system fee programs needed to achieve the desired outcomes

Regional Outcomes

Outcomes and priorities for the regional waste system have been shaped through the Regional Waste Plan, development of the System Facilities Plan and guidance provided by Metro Council to Waste Prevention and Environmental Services during budget development. Below is a summary of existing guidance that will be used as a starting point for the Council's consideration in defining key priorities to achieve these outcomes.

The Regional Waste Plan aims to achieve three sets of desired outcomes:



Metro Council provided further guidance for regional outcomes through the System Facilities Plan development and during last year’s budget development. That guidance is as follows:

- Reduce garbage through waste reduction and recycling

- Improve service quality and access
- Keep services affordable
- Minimize impacts on people and the environment
- Improve economic opportunities and provide good jobs in the garbage and recycling industry

There are two projects essential for achieving all the regional outcomes: the Recycling Modernization Act and the Garbage and Recycling Systems Facilities Plan. The Recycling Modernization Act is a new statewide law that will update Oregon’s outdated system and restore public trust by ensuring that materials are recycled in a manner that creates environmental benefits. It will do this by increasing access to recycling and in 2025, there will be one statewide list of what can be recycled. DEQ will ensure the materials on the list are recycled responsibly in the United States and overseas and the new system will have updated goals and incentivize sustainable packaging. Similarly, the Systems Facilities Plan is designed to provide options for Council to decide the future infrastructure investments needed in the region to update our aging reuse, recycling and garbage system that will align with the Recycling Modernization Act. The four scenarios being presented to Council in September are designed to address existing service gaps and help ensure we continue to meet waste reduction goals and continue to provide equitable and affordable services for everyone.

Key Projects Related to Fee Setting

Waste Reduction Task Force

In addition to the feedback received about regional priorities, direction was given by Council to establish a task force comprised of regional stakeholders to evaluate how the solid waste fees can be improved to better serve the public interest and support more aggressive reduction of waste. This committee will make recommendations to Metro Council to inform fee setting for FY24.

Rate Transparency

During the last fee setting process, cities and counties elevated the need to ensure that rates charged at private stations are reasonable, regionally consistent, and well understood. Local governments began expressing concern in 2010 as rates at private facilities began to exceed rates at public stations. Metro does not currently regulate rates at privately owned facilities but could exercise the authority to do so if Metro Council finds it to be in the public interest. At an upcoming work session, staff will present a proposal to respond to local government concerns that follows up on the implementation of the Transfer Station Configuration Policy adopted by Metro Council in 2016 to ensure rate transparency.

Upcoming Council Engagements

This work session is the first in a three-part series. The subsequent sessions are as follows:

Work Session 2 (Sept 14):

- Regional garbage and recycling system history and Metro’s role
- Current level of investments and key areas for consideration
- Metro Council priorities

Work Session 3 (Sept 19):

- Introduction of Rate Transparency proposal
- Preview of upcoming Garbage and Recycling System Facility Plan work session

BACKGROUND

In 1987, the Metro Council designated solid waste as an area and activity appropriate for a functional plan (Metro Ordinance 87-740). With this action, it recognized the complexity of managing a regional waste system that serves two dozen cities, portions of three counties, more than a million residents, thousands of businesses and many garbage and recycling service providers.

Metro initiated the development of the 2030 Regional Waste Plan in spring 2017 to fulfill its responsibility to plan, manage and oversee the regional garbage and recycling system and meet state waste reduction requirements. A regional plan provides a unified blueprint to coordinate all parties and to bring the parts of the system together into a well-functioning whole. The plan serves as the region's blueprint to guide investments in our garbage and recycling system and reduce the environmental and health impacts of products, from production to disposal.

The Regional Waste Plan is updated every decade and there have been three plans to date. The plan sets policy direction and goals, outlines roles and responsibilities, and identifies specific actions we will take to address the full lifecycles of products. Metro and local governments share responsibility for implementing the plan in coordination with the Oregon Department of Environmental Quality and private and nonprofit organizations involved in different areas of the system.

The plan was designed to fundamentally address two systems including:

- The **materials management system**, which focuses on reducing the environmental impacts of the items we consume throughout their entire life – from extraction of raw materials, through manufacturing, using them as consumers, and discarding them; and
- The **garbage and recycling system**, which manages the materials at the end of their life through our collection, transfer, recycling, composting and disposal systems.

Another major concept that led development of the plan, was ensuring the voices and needs of communities that have not historically been included in decision-making were integrated into the entire plan, including its vision, goals and actions. The Regional Waste Plan was the first Metro functional plan to incorporate an equity lens into its development. Inequities appear in the garbage and recycling system in a variety of ways. The system tends to lack diversity, except in the job categories that pay the lowest wages. At the very beginning of the process, an Equity Work Group was created, and seven members were selected because of their expertise and experience working with communities of color and historically marginalized communities. The work group participated in each phase of the process, working alongside staff in drafting elements of the plan.

The System Facilities Plan, currently under development, will provide an essential long-range infrastructure and investment plan needed to fulfill the Regional Waste Plan goals, including improving access to reuse, recycling and garbage services.

ATTACHMENTS

Attachment 1: Regional Waste Plan Executive Summary

No additional materials were distributed at the meeting.