



600 NE Grand Ave.
Portland, OR 97232-2736

Council work session agenda

Tuesday, November 14, 2023

10:30 AM

Metro Regional Center, Council Chamber,

[https://www.youtube.com/watch?](https://www.youtube.com/watch?v=VO1bdo96K5w)

v=VO1bdo96K5w,

<https://zoom.us/j/615079992> Webinar ID:

615 079 992 or 888-475-4499 (toll free)

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/watch?v=VO1bdo96K5w>

10:30 Call to Order and Roll Call

10:35 Work Session Topics:

10:35 Bulky Waste Policy Project

[23-5955](tel:23-5955)

Presenter(s): Marta McGuire (she/her), WPES Director, Metro,
Rosalynn Greene (she/her), Strategic Policy Advisor, Metro,
Sara Kirby (she/her), Senior Solid Waste Planner, Metro

Attachments: [Staff Report](#)

11:30 Chief Operating Officer Communication

11:40 Councilor Communication

11:50 Adjourn

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

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Bulky Waste Policy Project
Presentations

Metro Work Session Meeting
Tuesday, November 14, 2023

STAFF REPORT

WASTE PREVENTION AND ENVIRONMENTAL SERVICES: BULKY WASTE POLICY PROJECT UPDATE

Date: October 11, 2023

Department: WPES

Meeting Date: November 7, 2023

Prepared by: Sara Kirby,
sara.kirby@oregonmetro.gov

Presenters: Marta McGuire (she/her),
Rosalynn Greene (she/her), Sara Kirby
(she/her)

Length: 45 mins

ISSUE STATEMENT

During the creation of the FY23-24 budget, Council directed the Waste Prevention and Environmental Services department to provide ongoing information on regional waste priorities to inform future Council direction on the annual WPES budget and regional waste fees. WPES has refined its Council engagement strategy to include additional touchpoints to review technical information to support key decisions and seek additional guidance on Council priorities. These engagements also provide additional context to support Council decisions on the Garbage and Recycling System Facilities Plan that will provide direction on future infrastructure investments.

This work session is the opportunity for Metro Council to get an update on work of the Bulky Waste Policy project, a collaborative policy planning project with local governments, and introductory information on the Multifamily Bulky Waste Collection Study, also known as the pilot, currently occurring in Gresham. The purpose of the project is to implement 2030 Regional Waste Plan guidance to establish consistent and regularly occurring bulky waste service with an emphasis on multifamily communities and lower income households.

ACTION REQUESTED

No formal action is requested at this time. This work session will provide an update on the scope and current status of the Bulky Waste Policy Project.

DISCUSSION QUESTIONS

- Does the Council wish to advise staff on anything related to the Bulky Waste Policy Project at this time?
- What additional information does Council need from staff to support a future work session on Bulky Waste Policy?

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Regional Service Standard

Metro code sets the base level of service for all local government recycling collection programs in greater Portland, and it includes standards for education and services for residents and businesses. This is referred to as the Regional Service Standard that includes

rules established in Metro code and administrative rules for garbage and recycling collection standards. In 2021, the rules were updated to address inequities in multifamily housing by establishing minimum collection standards for garbage and recycling and require consistent recycling bin colors and signage. Additionally, the Regional Service Standards sets a requirement for regularly occurring bulky waste collection for multifamily residences. The Bulky Waste Policy Project is bringing partners together to develop consistent, affordable, and convenient bulky waste collection services for multifamily households in the greater Portland area by July 1, 2025.

Bulky Waste Policy Project

The Bulky Waste Policy Project builds on previous Council direction and is taking a close look at the bulky waste collection services currently available for multifamily and single-family homes, with an emphasis on multifamily services, where additional barriers are present in accessing bulky waste collection service. Bulky waste, sometimes called large household items, are items such as tables, couches and mattresses that are too large to fit in a standard garbage and recycling bin.

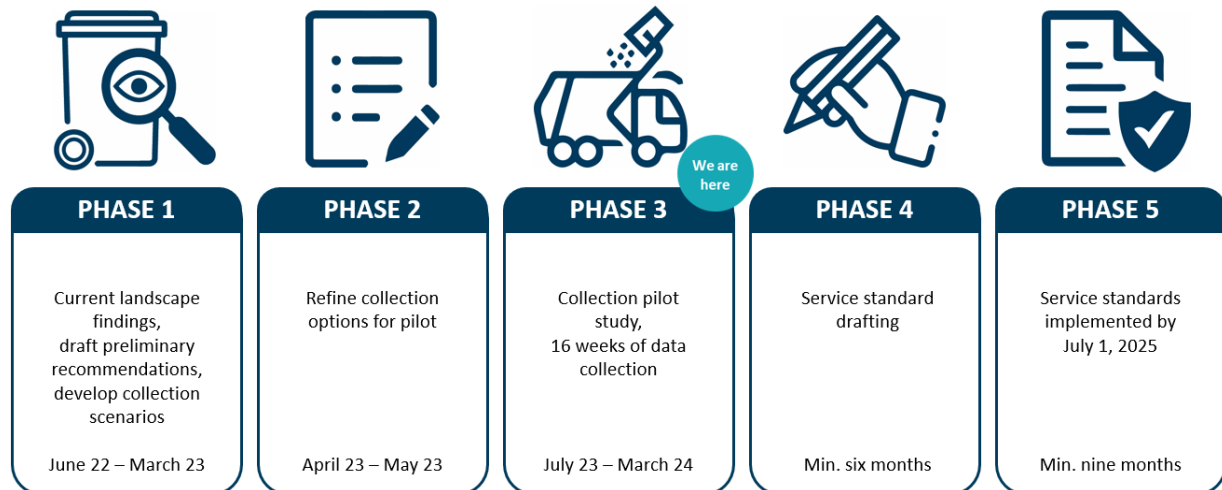
Current Levels of Service for Multifamily and Single-Family

Currently, garbage and recycling collectors in all cities and counties provide bulky waste collection service for an additional fee at the request of the account holder. Account holders are usually single-family homeowners or property owners or managers. A handful of cities provide an annual bulky waste collection to single-family homes or an annual drop-off day for all residents embedded in the rate as a part of regular garbage and recycling service.

On the multifamily side, the property manager is usually the account holder and authorizes charges to the account. In most cases, tenants are not able to access bulky waste collection services for an additional fee from their certificated, franchised or licensed collector because they are dependent on the property manager for information about, access to and approval of the charges. There are no jurisdiction-wide multifamily bulky waste collection services offered as part of garbage and recycling service in greater Portland. Some local collection companies will schedule and take payment directly from tenants and there are successful property-specific, local examples where collection companies and property manager have agreements in place to regularly pick up bulky waste at those properties.

Project Timeline

The project is broken across five phases of work. Phase one was completed last winter and assessed the current landscape and engaged with community members, property managers and collection companies. The purpose of phase two engagement was to better understand their perspectives by collecting feedback on three potential bulky waste collection scenarios and one status quo scenario. All audiences recognized issues with the current system and saw value in a regularly occurring, consistent approach. All audiences also identified cost as the key issue in considering future services, as well as space constraints on multifamily properties for the service.



Phase one findings

From the research and engagement work conducted in phase one the Metro and local government project team identified three major barriers within the current landscape and four opportunities to leverage in considering bulky waste collection service.

- Barriers
 - Lack of adequate vehicle to self-haul large unwanted household items.
 - Lack of direct access for tenants to collection services provided by collection companies regulated by local governments via certificate, franchise or license.
 - Variability in multiple dimensions for bulky waste collection including materials collected, services provided, cost and space constraints and for people living in multifamily homes this variability is magnified by high turnover of residents in rental units and property managers.
- Opportunities:
 - Local governments and Metro can lead in service equity for people living in multifamily homes.
 - Minimum consistent elements will reduce current service variability while retaining flexibility for local governments to implement these services in their local communities.
 - The certificated, franchised and licensed collection system currently provides similar services.
 - Extended Producer Responsibility (EPR) program for mattresses will be established in Oregon and should alleviate mattress disposal costs.

Phase two findings and phase three pilot study:

In phase two, the project also aimed to model costs of various multifamily and single-family collection scenarios. The project team was unable to obtain data to inform what the cost

should be for regularly occurring multifamily bulky waste services. This in turn shifted the objectives and outcomes of the phase three pilot from ground testing potential collection standards to gathering a robust and reliable dataset on multifamily bulky waste generation and estimating the cost of an on-route multifamily bulky waste collection service.

The Multifamily Bulky Waste Collection Study, also known as, “the pilot,” is taking place from Oct. 1, 2023, through Jan. 19, 2024, at 40 multifamily properties in Gresham. Each property is visited weekly by their franchised collection company. Cost and material generation data will be tracked to inform future policy choices.

Each property will be visited three times throughout the pilot to raise participant awareness of the service. Flyers in English and Spanish are left at each tenant’s door. Additionally, a large sign has been placed at each site to show where materials are to be placed for collection. The flyers and the sign include a QR code for participants to use to find additional information in Arabic, English, Russian, Simplified Chinese, Spanish, and Vietnamese. More details on the pilot study will be shared during the presentation.

NEXT STEPS

Staff plan to return to Council in mid-2024 once analysis is complete of the data gathered in the pilot.

ATTACHMENTS

N/A

Materials following this page were distributed at the meeting.

Bulky Waste Policy Project

Metro Council Work Session
Sara Kirby, Senior Planner

November 14, 2023



Today's discussion

Current policy framework

Current available service

Bulky Waste Policy Project work to date

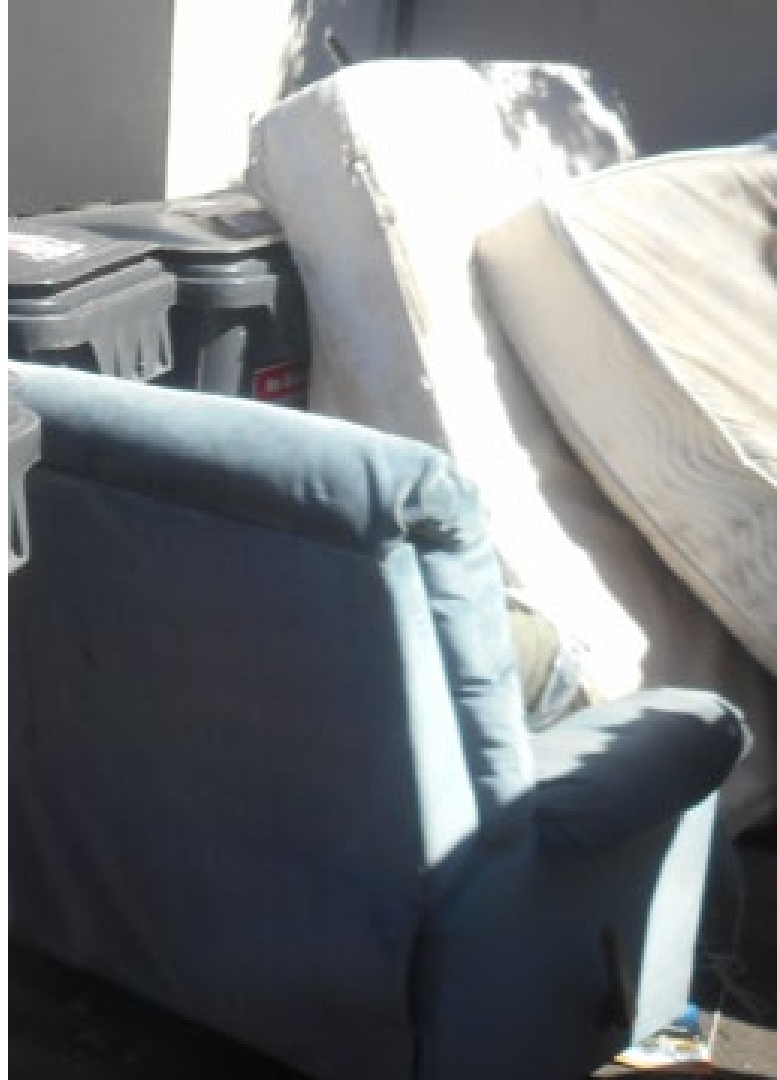
Bulky Waste Pilot



What is bulky waste?

Bulky waste means:

- *any discarded household that does not fit inside a standard 35-gallon garbage or recycling cart, or longer than 36 inches*
- *The term includes furniture, appliance, electronic device, outdoor patio and garden item, personal vehicle item, door, cabinet, toilet, sink.*
- *This term does not include household hazardous waste and construction debris*



Current Policy Framework

- 2017 Multifamily Recycling Report
 - Collaborative work with local governments, four findings on multifamily services.
 - Bulky waste is inadequately addressed.
- 2030 Regional Waste Plan
 - Goal 10 to provide regionally consistent services for garbage, recyclables, and other priority materials that meet the need of all users.
- Regional Service Standard
 - Metro Code Chapter 5.15 updated in December 2020; “Provide bulky waste collection service.”
 - Metro administrative rule, updated in April 2021



Current bulky waste services

Single-family

In all jurisdictions service is provided for an additional fee at the request of the account holder.

Account Holders

Request, authorize and pay for collection services and are also service users

Collection companies

Provide services at the request and approval of the account holder

Multifamily

Most commonly at the request of the property manager with some exceptions.

Account Holders

Request, authorize and pay for collection services

Tenants

Users of services provided by property managers and collection companies

Collection companies

Provide services at the request and approval of the account holder

What local governments are doing

In addition to working with Metro on the regional project, local governments:

- Used state cleanup funding to provide multifamily bulky waste service.
- Beaverton, Hillsboro and Wilsonville have adopted itemized, flat fee, bulky waste rate sheet to more clearly communicate charges for bulky waste collection service.
- Are working to clarify existing rules and regulations around tenant access to service.

Bulky Waste Policy Project

Phases and timeline



PHASE 1

Current landscape,
develop collection
scenarios

June 22 – Mar. 23



PHASE 2

Refine collection
options for pilot

April 23 – May 23



PHASE 3

Collection pilot
study,
16 weeks of data
collection

July 23 – March 24

We are
here



PHASE 4

Service standard
drafting

Min. six months



PHASE 5

Service
standards
implemented by
July 1, 2025

Min. nine
months

Phase one findings

Barriers

- Transportation
- Access to service
- Variability and turnover
 - Cost
 - Services provided
 - Materials collected
 - Site differences
 - High turnover

Opportunities

- Service equity
- Minimum consistent elements
- Willing partners
- Mattress stewardship can reduce some costs

Phase two findings

Engagement

All parties recognize the complexity of meeting the needs of tenants, property managers and collection companies and are cost conscious.

Robust and reliable data to estimate

No local participation or material generation data was available to model costs of scenarios.



Single-family bulky waste service

- No pilot needed; local and national examples
- Leverage existing program data to determine
 - Participation – how many households set out materials
 - Generation – how many materials are set out (in pounds)
- Data will inform cost impact estimates of policy options

Phase three pilot study details

- Located at 40 properties in Gresham
 - from October 1, 2023 through January 19, 2024
- Spread over different unit counts
- Weekly service provides most robust and reliable generation and cost of service data
- Education and outreach

Pilot study partners

- **City of Gresham:** regulating jurisdiction and site recruitment
- **Gresham Sanitary Service and WM:** provide collection services and data
- **Trash for Peace:** resident outreach
- **Community Warehouse:** reuse assessment



Phase three objectives and outcomes

- Objective
 - Collect data on material generation rates and time for on route service
- Outcome
 - Robust and reliable data set on generation rates and time in motion to inform development of policy options and potential cost impacts.



Dates and next steps

Regional Waste Advisory
Committee, Oct 19 feedback

Pilot Oct. 1, 2023 – Jan. 19, 2024

Data analysis winter/spring 2024

Engage with Council on pilot
findings and policy options, by fall
2024

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Discussion questions

Does the Council wish to advise staff on anything related to the Bulky Waste Policy Project at this time?

What additional information does Council need from staff to support a future work session in considering future bulky waste policy options?

Thank you.

