



# Agenda

Meeting: Regional Waste Advisory Committee  
 Date: Thursday, November 16, 2023  
 Time: 9:00 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.*

---

- |            |  |                          |
|------------|--|--------------------------|
| 9:00 a.m.  | <b>Welcome and Introductions</b>   | Marta McGuire<br>Metro   |
| 9:10 a.m.  | <b>Committee Working Agreements</b><br><i><u>Purpose:</u><br/>Review committee working agreements and decision-making process with committee members.</i>  | Marta McGuire<br>Metro   |
| 9:30 a.m.  | <b>Rate Transparency</b><br><i><u>Purpose:</u> Informational<br/>Update on the outcome of Council engagements to seek guidance on formally considering a resolution to direct staff to conduct a cost-of-service study of the rates of private transfer stations that process putrescible waste in the Metro region.</i> | Holly Stirnkorb<br>Metro |
| 9:45 a.m.  | <b>Metro Budget Development</b><br><i><u>Purpose:</u> Informational<br/>Review Metro's budget setting process and the WPES FY23-24 budget.</i>   | Marta McGuire<br>Metro   |
| 10:15 a.m. | <b>Consideration of meeting minutes</b>  |                          |
| 10:20 a.m. | <b>Public Comment</b>  |                          |
| 10:30 a.m. | <b>Adjourn</b>   |                          |

Upcoming RWAC Meeting: Thursday, December 21, from 8:30 a.m. to 10:30 a.m.

For agenda and schedule information:

Carly Tabert: [carly.tabert@oregonmetro.gov](mailto:carly.tabert@oregonmetro.gov)

To check on closure or cancellations during inclement weather please call 503-797-1700.

**Metro's nondiscrimination notice**

Metro respects civil rights. Metro fully complies with Title VI of the Civil Rights Act of 1964 that bans discrimination on the basis of race, color or national origin. For more information on Metro's civil rights program, or to obtain a Title VI complaint form, visit [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights) or call 503-797-1536.

Metro provides services or accommodations upon request to persons with disabilities and people who need an interpreter at public meetings. If you need a sign language interpreter, communication aid or language assistance, call 503-797-1536 or TDD/TTY 503-797-1804 (8 a.m. to 5 p.m. weekdays) 7 business days in advance of the meeting to accommodate your request.



## Regional Waste Advisory Committee Schedule of Topics

### Schedule of Topics | July 2023 to March 2024

| Date          | Topic   | Regional Waste Plan                          | Decision Type                       |
|---------------|---|--|-------------------------------------|
| November 2023 | <ul style="list-style-type: none"><li>Budget Development</li><li>Rate Transparency Project</li><li>Committee Working Agreements</li></ul>           | Goals 1-19<br>Goal 14                        | Consult<br>Informational<br>Consult |
| December 2023 | <ul style="list-style-type: none"><li>Garbage and Recycling System Facilities Plan</li><li>Regional Waste Plan Progress Report</li></ul>            | Goal 16<br>Goals 1-19                        | Consult<br>Informational            |
| January 2024  | <ul style="list-style-type: none"><li>Budget Priorities</li><li>RID Workforce Transition Program</li><li>Investment and Innovation Grants</li></ul> | Goals 1-19<br>Goals 4, 11,12<br>Goals 15, 16 | Consult<br>Consult<br>Consult       |
| February 2024 | <ul style="list-style-type: none"><li>Garbage and Recycling System Facilities Plan</li><li>Food Scraps Requirement Implementation</li></ul>         | Goal 16<br>Goals 7, 12, 15                   | Consult<br>Consult                  |
| March 2024    | <ul style="list-style-type: none"><li>Proposed Budget</li><li>Community Enhancement Grant Program</li></ul>   | Goals 1-19<br>Goal 2                         | Consult<br>Consult                  |

*The schedule is subject to change.*

## **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 Council<sup>1</sup> during committee discussions and decision-making;

---

<sup>1</sup> 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

## Meeting Worksheet

**PRESENTATION DATE:** November 16, 2023 **LENGTH:** 10 minutes

**PRESENTATION TITLE:** Private Transfer Station Rate Transparency

**DECISION TYPE:** Inform

**RELATED REGIONAL WASTE PLAN GOALS:** 14

**PRESENTER(S):** HOLLY STIRNKORB

### PURPOSE OF PRESENTATION

The purpose of the presentation is to provide an update on the outcome of Council engagements to seek guidance on proceeding with formal consideration of a resolution to direct staff to conduct a cost-of-service study of the rates of private transfer stations that process putrescible waste in the Metro region to determine costs relative to rates charged. This update builds on information shared by Metro staff at the August 17 and October 19 Regional Waste Advisory Committee meetings.

### ACTION REQUESTED

No action is requested.

### BACKGROUND

The 2030 Regional Waste Plan seeks to ensure that rates for services are reasonable, responsive to user economic needs, regionally consistent and well understood (Goal 14). The Regional Waste Plan also includes actions to implement transparent and consistent rate-setting processes for all collection service providers and facilities in the region (Action 14.2) and establish rates across the region that are consistent for like services (Action 14.3). Metro does not 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.

Metro has taken Steps 1 and 2 of the process in the Transfer System Configuration Policy to improve rate transparency at private transfer station. These steps have provided estimates, but actual detailed cost data is needed to understand rates charged by private transfer station and determine if charges are reasonable based on cost of service. The voluntary incentives offered by the goals-based tonnage allocation program to advance rate affordability and consistency have not been effective in encouraging private transfer stations to set rates that are no more than Metro's garbage disposal fee. In the last two years rates ranged from slightly below Metro's fees to as much as 15% above Metro's fees for an average load-size of 8 tons.

Inconsistent rates that are not well understood impact the equity of the solid waste system. Local governments have expressed concerns about rate transparency since 2010 when rates at private facilities began to exceed rates at public stations. Most recently, this was identified during the FY 22-23 and 23-24 budget engagement process and System Facility Plan engagements. Local governments are concerned that wet waste transfer rates at

private transfer stations are too high based on cost of service. These rates, which are passed on to residential and business garbage service customers through garbage collection rates, may result in some communities paying more than others for the same wet waste transfer services, creating inequities in the regional disposal system.

At the October 19 Regional Waste Advisory Committee, Metro requested advisory guidance to moving to Step 3 of the rate transparency process to conduct a full detailed rate review of actual costs of private transfer stations to provide wet waste transfer. Local government and community committee members were supportive of proceeding with a cost-of-service study to ensure equity for rate payers. Industry representatives expressed concerns about Metro's ability to keep sensitive business information confidential. Information was also shared about why costs at private transfer station may differ from Metro's fee, the impact of tonnage allocations on rates and how matching Metro's fee affects the rate of return and the ability to invest in facility improvements.

Metro staff shared the advisory guidance provided by the Regional Waste Advisory Committee with Metro Council at the October 26 meeting and November 7 work session. At each engagement Council considered proceeding with formal consideration of a resolution to direct staff to conduct a cost-of-service study of the rates of private transfer stations that process putrescible waste in the Metro region to determine costs relative to rates charged. At the November 7 work session, Council directed staff to revise the resolution to direct a cost-of-service study to further clarify the process to design the study and Council's engagement.

#### **QUESTIONS FOR CONSIDERATION**

No questions.

#### **NEXT STEPS**

The Regional Waste Advisory Committee will be informed about the outcome of upcoming Council engagements. If Council directs staff to move forward with a cost-of-service study of rates at private transfer stations, the committee will be informed about the study design and resulting aggregated cost-per-ton for wet waste transfer by private transfer stations.

#### **ATTACHMENTS**

None



**WASTE PREVENTION AND ENVIRONMENTAL SERVICES**

# Budget in brief FY 2023-24

**Overview**

Metro is responsible for ensuring that all 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, Metro’s Waste Prevention and Environmental Services Department administers the 2030 Regional Waste Plan that serves as the region’s blueprint for investing in our garbage and recycling system, reducing the environmental and health impacts of materials that end up in this system, and advancing progress towards Metro’s racial equity goals. The plan is implemented collaboratively with local governments and partners in local communities.

**Annual budget process and timeline**

Metro’s annual budget process incorporates strategic direction into a comprehensive policy and financial plan for all programs and services. Our budget is more than a technical document filled with numbers and data tables; it is focused on the concrete investments that move our region forward.

The annual budget process is designed to meet the needs and expectations of our communities and requirements of Oregon Budget Law. Each year, the process starts in September with preparation and analysis of Five Year Forecasts and ends in June with adoption of the budget by Metro Council. The Solid Waste Fee setting process runs parallel to the budget process, with fees typically adopted in March.

**2023**

**2024**

**Jul Aug Sept Oct**

**Nov Dec Jan**

**Jan Feb Mar**

**Apr May Jun**

**Jun Jul**

**Budget preparation**

- Capital improvement
- Project scoping
- Forecasts updated

**Department budget request**

- Council retreat
- Budget direction

**Budget proposal**

- Meetings with COO
- Council presentations

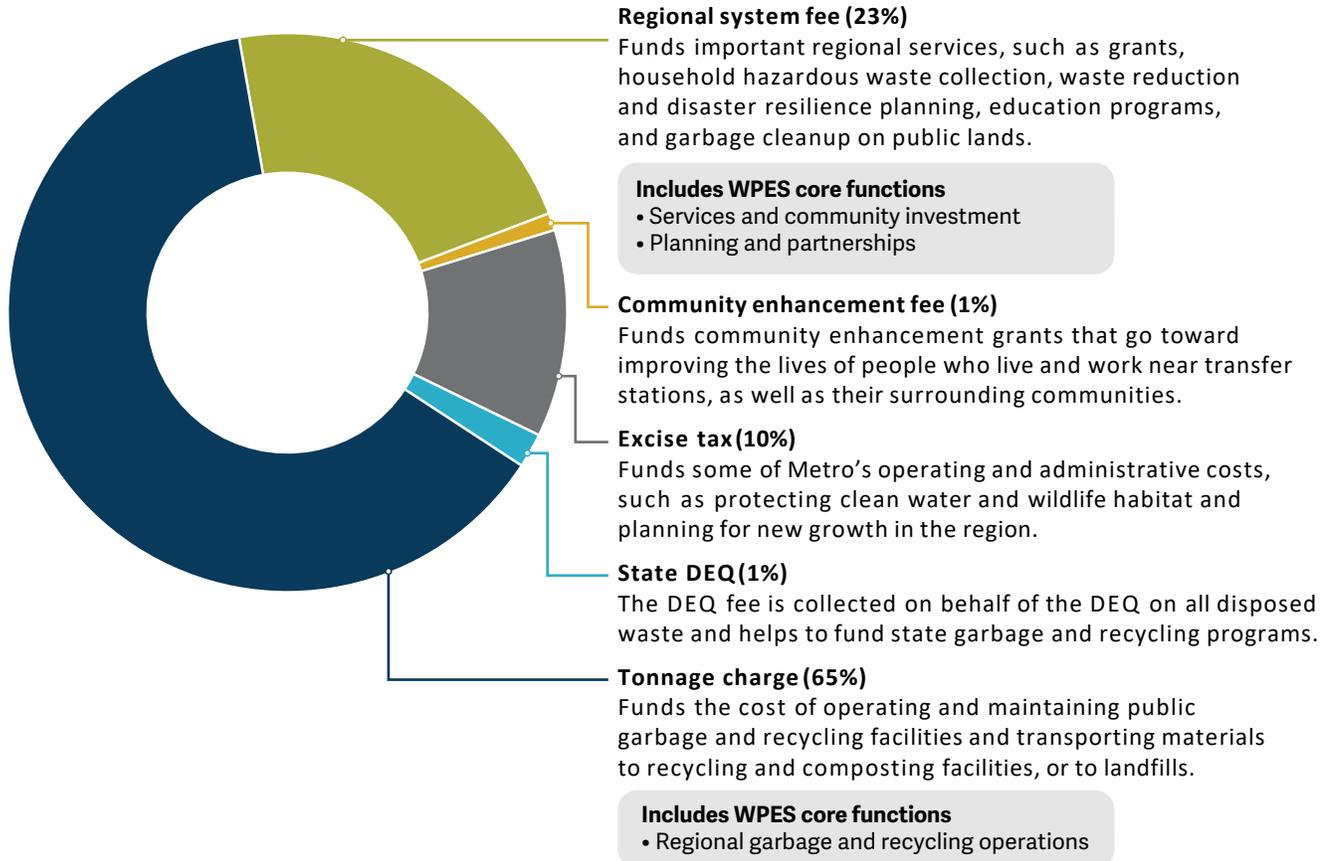
**Budget approval**

- Potential updates to budget based on council review

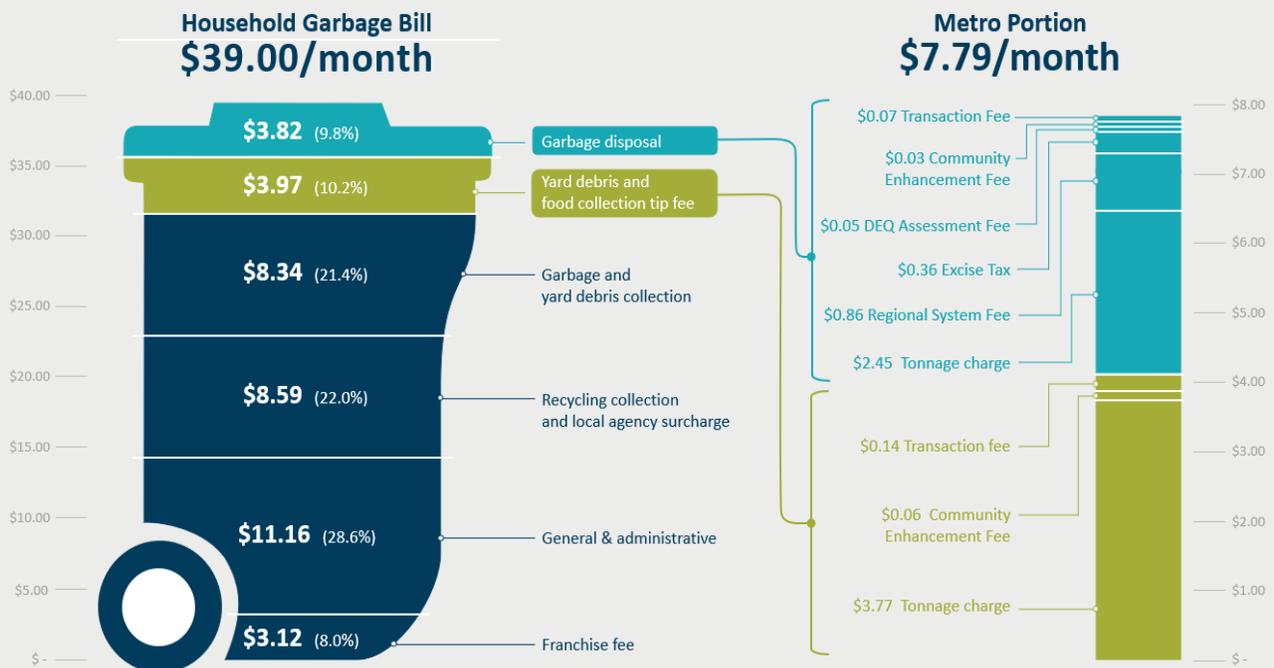
**Budget adoption by Metro Council**

- Council approval of budget

# Where the money comes from

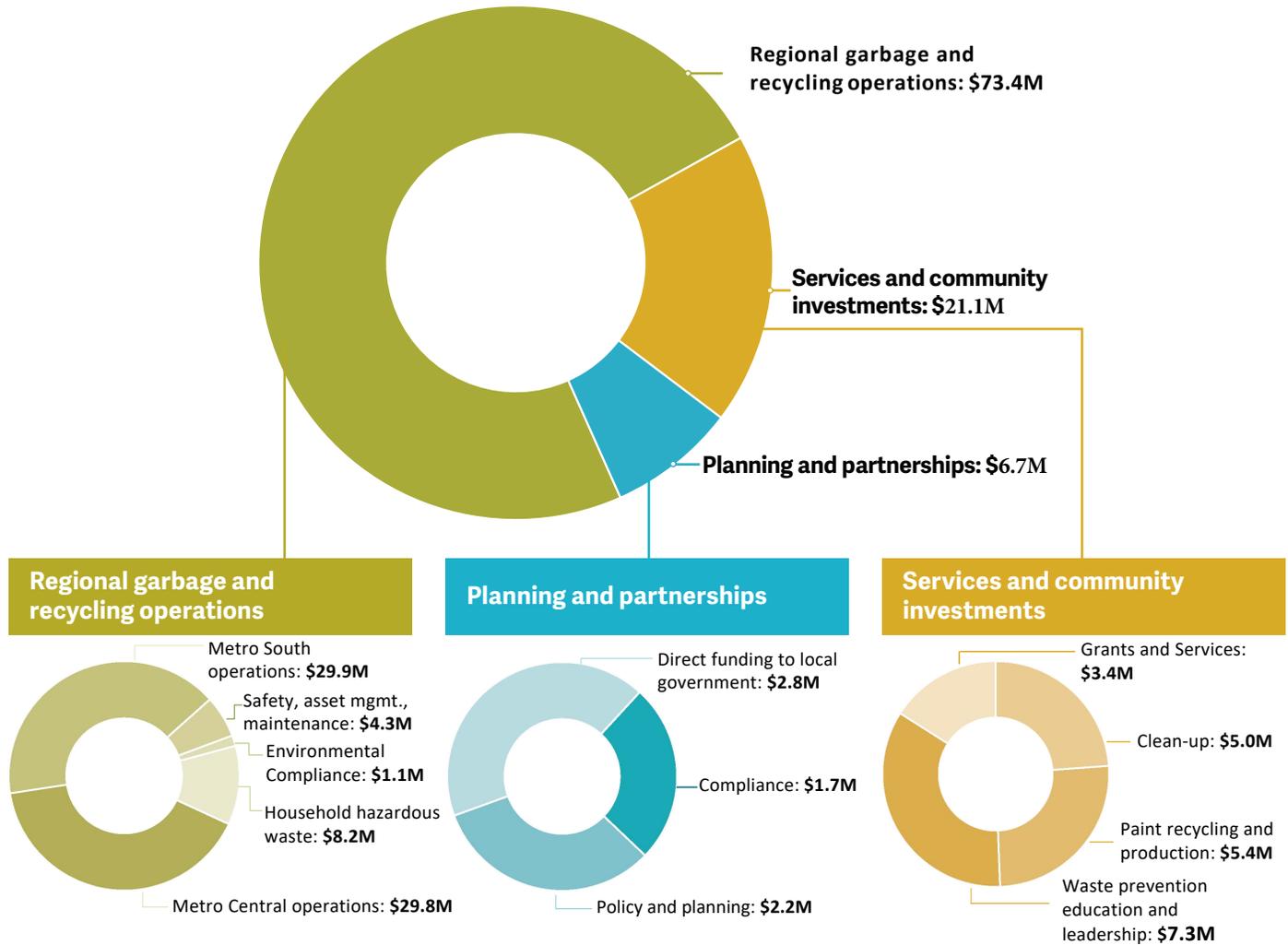


## Spotlight: Metro sets the fees, local governments set rates



**NOTES:** All costs and fees shown here are based on the City of Portland and Metro rates as of July 2023 (FY23-24). Assumes haulers have automated account which includes transaction fee per load.

# Where the money goes



## Spotlight: Metro transfer stations, what do fees pay for?

Fees cover the costs of providing safe disposal and reclamation of materials and are adjusted every year. They pay for programs to reduce waste, promote recycling and clean up illegal dump sites. For every ton disposed, a \$1 fee funds community enhancements to benefit people who live or work near Metro transfer stations.

**1**

**Metro customers**

Tonnage charges

**2**

**All ratepayers (disposed tonnage)**

Regional system fee  
Excise tax  
DEQ fees

**3**

**All transfer station (incoming tons)**

Enhancement (host) fees

# What we get for the investment

## Regional garbage and recycling operations

- Metro South Transfer Station
- Metro Central Transfer Station
- Household Hazardous Waste
- St. John's landfill
- Safety, environmental and ADA compliance
- Asset management and maintenance

## Planning and partnerships

- Garbage and recycling service improvements
- Regulation of private facilities
- Grants to local governments
- Planning for new facilities and services
- Disaster debris planning

## Services and community investments

- Youth leadership and waste prevention education programs
- Grant and sponsorship programs
- Neighborhood collection events
- Cleaning up dumped garbage
- Paint recycling and graffiti clean-up

## Spotlight: Waste Prevention and Environmental Services budget roundtables

Starting in October of 2023, Waste Prevention and Environmental Services will convene stakeholder roundtables to inform budget priorities. Meetings will be convened in each phase of budget development.

- Increased opportunity for stakeholder input to budget priorities.
- Includes local government, industry, and reuse/repair stakeholders.

## FY 2023-24 Highlights

Additional funding provided for:

## Regional garbage and recycling operations

- Operational expense increases

## Planning and partnerships

- Increased investment for Annual Waste Reduction Fund allocation for local governments
- Build capacity with Standards and Compliance for facility oversight

## Services and community investments

- Establish the Regional Refresh Fund as a long term program
- Purchase of the RID deployment center

## Spotlight: \$10M in state funding helps Metro expand dumped garbage solutions

The people of greater Portland have a cleaner, more beautiful region thanks to a \$10 million one-time investment from the state of Oregon.

Learn more at [oregonmetro.gov/greaterportlandcleanup](https://oregonmetro.gov/greaterportlandcleanup)



Arts and events  
Garbage and recycling  
Land and transportation  
Oregon Zoo  
Parks and nature

[oregonmetro.gov](https://oregonmetro.gov)