

Regional System Facilities Plan

**Advancing Waste Reduction,
Access and Affordability**

Final Draft Plan for Metro Council Review | December 10, 2024



Metro

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.

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TABLE OF CONTENTS



An international panel of experts joined Metro Councilors and leadership at the Reuse, Recycling and Garbage Symposium (September 2023).

CHAPTER 1: INTRODUCTION



OVERVIEW

Metro's [2030 Regional Waste Plan](#) created a vision to reduce waste, protect health and the environment, and provide excellent services for everyone. This Regional System Facilities Plan helps implement that vision by identifying the places where people lack services and sets a strategy to invest in modernizing the region's reuse, recycling and garbage infrastructure.

From transfer stations to recycling depots and reuse warehouses, facilities play a key role in managing the things we throw away. The vision of this Regional System Facilities Plan is to focus investments on projects that:

- Improve waste reduction
- Increase access to services
- Keep fees affordable

The draft plan presents a strategy for the next 20 years to allow projects, large and small, to move forward to be further planned or built and identifies areas where more study, analysis and discussion are needed.



2030 Regional Waste Plan goals related to this plan:

- **Goal 8:** Increase the reuse, repair and donation of materials and consumer products.
- **Goal 10:** Provide regionally consistent services for garbage, recyclables and other priority materials that meet the needs of all users.
- **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.

During the last 40 years, the garbage, recycling and reuse needs of the region have changed.

Climate change has made it more important to develop places and programs that prevent waste and reduce the amount of greenhouse gases we produce.

It's time to match the facilities and services of the region with today's priorities.

This Regional System Facilities Plan lays the foundation to transform a disposal-based system to one that focuses on keeping valuable materials out of the landfill and supports a circular economy.

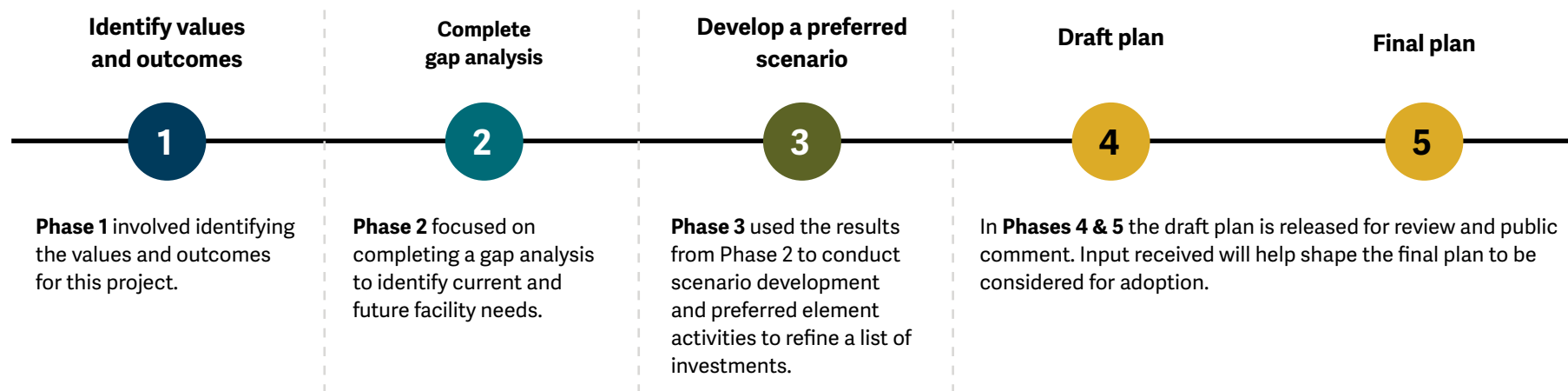


The Metro South facility opened in April 1983 when the region's needs were different from today.

THE PLANNING PROCESS

In 2022, Metro began the process of collecting information and feedback to prepare the Regional System Facilities Plan. Metro engaged with a diverse array of partners to help set goals, values and outcomes; identify gaps in the current system; envision ways to fill gaps; and narrow options to create the set of investments presented in this plan.

Development Phases



MANY VOICES SHAPED THE PLAN

Metro engaged with city, county and tribal governments, community groups, garbage and recycling businesses and reuse organizations throughout every phase of this Regional System Facilities Plan.

Engagement opportunities included meetings, roundtables, workshops and a symposium at which diverse partners identified preferred scenarios for facility investments across the region.

Metro also convened a community advisory group to help guide development of the plan. Members were chosen for their unique perspectives and connections to underserved communities, as well as their interest and experience in advancing environmental justice.



Community Advisory Group members look over an early draft of the Regional System Facilities draft plan.

ENGAGEMENT DURING PLAN DEVELOPMENT

2022	2023	2024
<p>September Metropolitan Mayors Consortium</p> <p>October Roundtables with:</p> <ul style="list-style-type: none"> Reuse and repair leaders Local government staff Private industry partners <p>Ongoing meetings with: Community Advisory Group (8)</p> <p>Regional Waste Advisory Committee (2)</p> <p>Committee on Racial Equity (2)</p> <p>Metro Policy Advisory Committee (1)</p>	<p>March Reuse and repair workshop</p> <p>May 12 interviews with garbage and recycling industry partners</p> <p>September International Panel & Symposium (120 attendees)</p> <p>November Metropolitan Mayors Consortium</p> <p>Ongoing meetings with: Community Advisory Group (8)</p> <p>Regional Waste Advisory Committee (5)</p> <p>Committee on Racial Equity (2)</p> <p>Metro Policy Advisory Committee (1)</p> <p>Local government roundtable (2)</p>	<p>January Confederated Tribes of Siletz Indians Portland Area Office</p> <p>Adelante Mujeres workshop</p> <p>Unite Oregon workshop</p> <p>September Reuse roundtable</p> <p>Metropolitan Mayors Consortium</p> <p>October Industry partners roundtable</p> <p>Metropolitan Mayors Consortium</p> <p>Washington County Coordinating Committee</p> <p>Clackamas County Coordinating Committee</p> <p>Local government presentations (6)</p> <p>November Adelante Mujeres workshop</p> <p>Ongoing meetings with: Community Advisory Group (4)</p> <p>Regional Waste Advisory Committee (2)</p> <p>Committee on Racial Equity (1)</p> <p>Metro Policy Advisory Committee (2)</p> <p>Local government roundtable (2)</p>

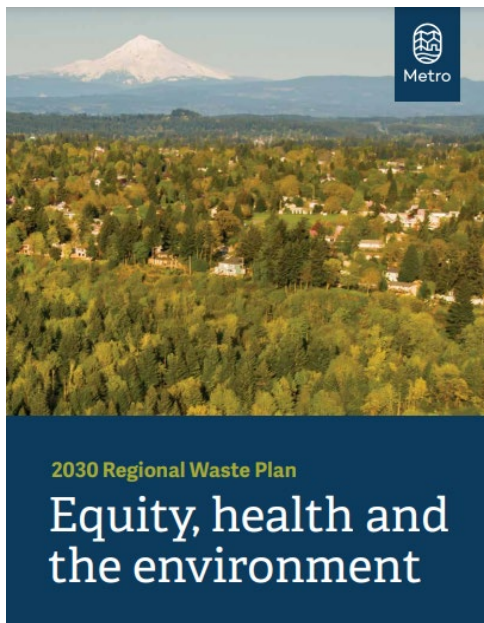




CHAPTER 2:

VALUES AND OUTCOMES

VALUES AND OUTCOMES



What guides this plan?

The 2030 Regional Waste Plan is a far-reaching blueprint for how our region manages the impacts of the products we buy, use and throw away.

The values and principles of the 2030 Regional Waste Plan were foundational to the development of values for this Regional System Facilities Plan. The Regional System Facilities Plan also includes Metro’s commitment to seek tribal government consultation.

The values and outcomes were further shaped with input from community and industry partners, a community advisory group and Metro Council.

Together, the values and outcomes guided the engagement and outreach approach and the evaluation of service gaps and investment options. They steered the development of the investment strategy that is included in this plan. They will be used to measure the overall success of the plan during the next 20 years.

While all the values and outcomes will be important to the implementation of this plan for the next 20 years, three of them provided focus areas for the plan development and identification of investment priorities:



Resource conservation: reducing waste through infrastructure improvements



Excellent service: equitable system access, improved quality and access to services through new infrastructure



Operational resilience: keeping services affordable

Investments to reduce waste

This plan outlines the infrastructure investments necessary to help the region reuse, repair and recycle more materials to reduce the negative health and environmental impacts of waste and support the transition to a more circular economy. New facilities will help the region recover more waste through recycling, composting or energy recovery, instead of sending it to the landfill.

Reusing and repairing materials has even greater benefits by avoiding the negative impacts from landfilling and reducing the need to manufacture new products, which requires the use of valuable raw materials, resources and energy to mine/extract those materials, make new products and transport them.





Healthy people and environment

- Minimize the negative health and environmental impacts of facilities by incorporating innovative sustainability practices as outlined in Metro's green building policy.
- Develop good neighbor agreements between communities and facilities.



Resource conservation (waste reduction)

- Identify the items the plan needs to target for reuse, repair, recycling or composting –and the infrastructure needed to manage them.
- Increase access to donate and buy used items.
- Provide workspace, reclaimed materials and other types of support to regional reuse and repair initiatives.



Environmental literacy

- Provide learning opportunities at facilities through tours, displays, exhibits and viewing rooms.
- Develop programming with organizations focused on waste prevention and environmental justice.



Economic well-being

- Provide jobs with living wages, benefits and safe work environments.
- Recruit and retain workers who are underrepresented in the garbage and recycling industry.
- Create opportunities within the garbage, recycling, reuse and repair sectors for people with barriers to employment.



Excellent service and equitable system access

- Develop a network of facilities to provide equitable system access.
- Establish direction for Metro transfer stations and Metro solid waste facilities.
- Keep facility-based services affordable for low-income customers.
- Make public facilities accessible for people with disabilities and people who rely on transit.
- Develop multilingual and culturally relevant communication tools for facilities.



Learn more about the
[Values and Outcomes](#)



Community Advisory Group: Tour of Metro South household hazardous waste facility (March 2023).



Operational resilience, adaptability and sustainability

- Develop funding options that advance waste reduction and affordability goals.
- Design efficient facilities to serve people quickly and recover useful materials.
- Identify facility investment needs for natural hazard resilience.
- Shape garbage and recycling systems with key elements from regional transportation and land use planning efforts.



Community restoration

- Evaluate potential facility benefits and burdens using a climate justice lens.
- Incorporate the needs of marginalized communities in the planning process.



Community partnerships

- Create a community advisory group that works with staff to develop the plan.
- Involve community-based organizations in decision-making about facility projects.
- Partner with Black, Indigenous, and People of Color communities and immigrant-led organizations to support reuse and repair projects at new facilities.



Community investment

- Develop Community Benefits Agreements to ensure benefits are equitably shared and address community needs.
- Provide community gathering spaces such as parks and meeting rooms at public facilities that serve residential customers.



Tribal consultation

- Seek to consult with tribal governments to advance shared priorities such as cultural and historic resource protection, environmental protection and resource conservation.
- Establish partnerships with Tribes through government-to-government engagement.



Scenarios workshop with community members at Adelante Mujeres in Forest Grove (January 2024).



CHAPTER 3: EXISTING SYSTEM AND GAPS

EXISTING METRO FACILITIES OVERVIEW

The existing regional reuse, recycling and garbage system is operated by a mix of public, private and nonprofit parties, and is known as a “hybrid system.” Metro currently operates five facilities that help manage waste in the region.



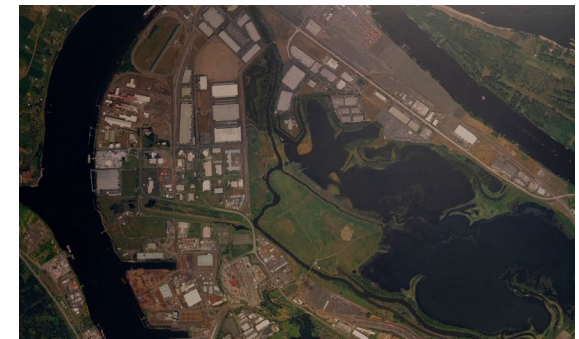
Metro Central and Metro South – Currently, these two public transfer stations accept garbage, yard debris, food waste, household hazardous waste and some materials for recycling. Both facilities face site challenges, offer limited recycling and do not have reuse drop-off options for the public.



RID Deployment Center – Metro’s Regional Illegal Dumping (RID) Patrol tackles the problem of dumped garbage on public property and provides other cleanup services.



MetroPaint – This leased facility on Swan Island recycles used paint into new paint that is sold through a retail storefront and distributed to other retailers.



St. Johns Landfill – This site served as the region’s primary garbage disposal site for 50 years. Since completing the final landfill cover system in 1996, Metro has spent nearly \$20 million on landfill post-closure care and is obligated to continue managing this facility. This facility is not impacted by this plan.

EXISTING REGIONAL FACILITIES OVERVIEW

The hybrid system includes facilities that collect a mix of materials and are an important element of the regional transfer sector. The transfer sector refers to places where materials are collected and consolidated into larger loads for transporting to facilities that process those materials for reuse, recycling, composting, landfilling or energy recovery. These facilities accept materials from residents and small businesses, commonly referred to as “self-haul” customers, but there are also many other facilities such as transfer stations and material recovery facilities that accept materials from haulers and other commercial customers. The types of materials collected can be categorized in three broad categories: mixed garbage, dry waste, or recycling.

Mixed Garbage from the Public

Facilities that receive mixed garbage from the public are often called self-haul transfer stations because they serve customers who haul their own waste and consolidate such waste in large trucks before transferring to landfills.

Dry Waste from the Public

These facilities accept dry waste materials from individuals, businesses or institutions. Types of dry waste include:

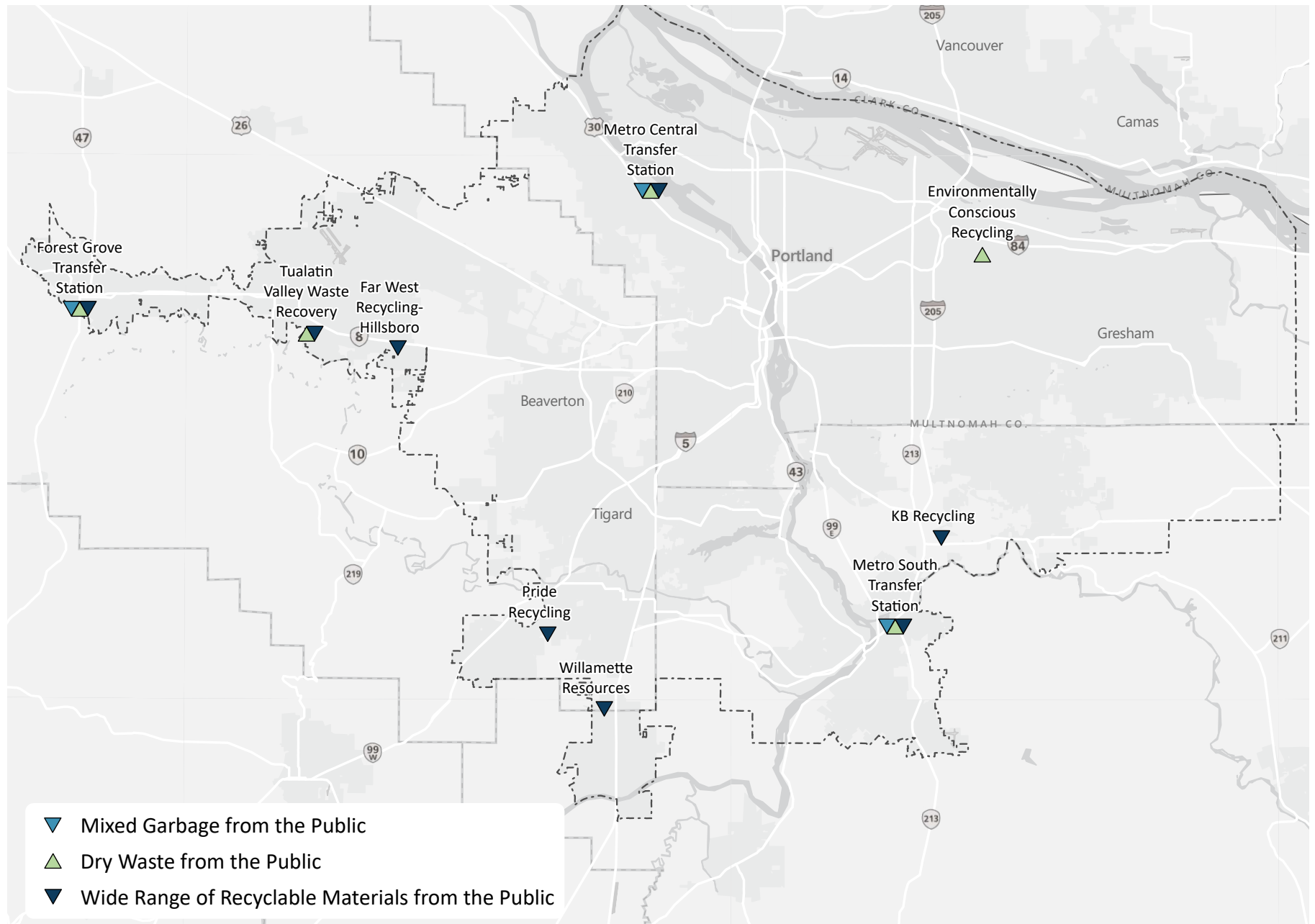
- Mixed waste from home repair projects brought in by homeowners
- Asphalt shingles from roofing jobs hauled by contractors
- Separated wood, metal, concrete and drywall from construction projects brought in by contractors

The dry waste materials accepted from the public by these facilities are either separated for recycling, are burned for energy recovery in the case of most clean wood or are transported to a landfill.

Recyclable Materials from the Public

These facilities are often called “recycling depots” and have separate bins for people to place materials for recycling. Often these are materials that are not accepted through on-route collection but can be recycled. Recycling depots tend to be located inside or adjacent to garbage and recycling facilities. Although there are many places in the region that accept recyclable materials from residents, only a few provide one-stop locations where people can take multiple types of materials such as metal, appliances, tires, glass, cardboard, batteries and paint.

Facility	Mixed Garbage from the Public	Dry Waste from the Public	Wide Range of Recyclable Materials from the Public
Metro Central	x	x	x
Metro South	x	x	x
Environmentally Conscious Recycling		x	
Far West Recycling Hillsboro			x
Forest Grove Transfer Station	x	x	x
KB Recycling			x
Pride Recycling			x
Tualatin Valley Waste Recovery		x	x
Willamette Resources			x



GAP ANALYSIS

Metro used engagement activities and technical research to identify facility-related gaps. Outreach included meetings, roundtables, workshops and a symposium. Metro engaged with historically marginalized communities, reuse and repair business leaders, local government and private industry. The resulting analysis showed significant gaps in the region's reuse, recycling and garbage facilities and other waste-related services. Some of the key gaps found include:

- In certain parts of the region, such as Washington County and east Multnomah County, residential and small business customers lack a convenient way to drop off recyclables, household hazardous waste, garbage, and large household items that could be reused. And there are significant differences in the prices people must pay for dropping off certain materials depending on where they are located within the region.
- For the companies that collect garbage and recycling on behalf of cities and counties, there are facility gaps, particularly in terms of access and cost differences for food waste, yard debris and garbage.
- Reuse and repair organizations told Metro they need more warehouse and flexible space to sort, repair and store items, and that they need more consistent funding to increase their collection and distribution of used items.

A [technical analysis summary report](#) details the gaps that were identified through engagement and research.







USING GAPS TO DEVELOP SCENARIOS

Findings from the gap analysis and lessons from communities around the world inspired scenarios to create facilities and services that could address gaps in our region. These scenarios considered different tools Metro could use to address gaps, including:

- Building new Metro facilities and renovating existing ones:** Metro could build new facilities and/or renovate its existing transfer stations to address specific facility gaps in different parts of the region.
- Direct investments in private and nonprofit facilities:** Metro could provide funding to businesses and nonprofits to increase the collection of items for reuse and recycling using their own facilities, equipment and methods.

- Policies and programs:** Metro could implement a range of options such as increasing requirements on private garbage and recycling facilities and/or city and county collection programs. Metro could also create programs to encourage – rather than require – cities, counties and private facilities to expand services.

Metro engaged a variety of partners to collect information that was used to develop and refine the scenarios. The four scenarios that were developed were referred to as Baseline, Full-Service, Distributed, and No-Build. A high-level description of each scenario is shown in the graphic on this page and more details can be found in the [symposium discussion guide](#).

Baseline	Full-Service	Distributed	No-Build
			
Metro does not build new facilities or address facility gaps, but maintains current facilities	Metro builds four large transfer stations and two new reuse facilities	Metro builds a network of distributed mid-sized facilities across the three counties	Metro increases requirements, invests in private facilities and renovates existing facilities

LESSONS FROM AROUND THE WORLD

In addition to taking a holistic approach to address regional waste challenges, Metro looked for inspiration in other states and countries. This research and outreach highlighted how communities around the world are shifting away from the materials management approach that focuses largely on end-of-life processes, such as disposal, to a life cycle or circular economy approach. In this approach, it is essential

to have facilities that are better equipped to capture repairable and reusable materials with space to receive and sort materials for reuse, recycling and composting. The following examples showcase facilities in four jurisdictions represented at the reuse, recycling and garbage system symposium held in September 2023 at the Oregon Convention Center.



Recycle Row is a mile-long stretch in Boulder, Colorado, where five clustered Zero Waste facilities are located, including Eco-Cycle's Center For Hard-to-Recycle Materials (CHaRM) and Resource Central's materials reuse yard.

Photo credit: Photo courtesy of the Eco-Cycle Center for Hard-to-Recycle Materials



Residents of Eskilstuna, Sweden can take reusable items to a warehouse that sources materials for businesses to turn into items to be sold at the ReTuna reuse mall next door.

Photo credit: Courtesy of ReTuna Återbruksgalleria, Eskilstuna, Sweden.



The United Boulevard Recycling and Waste Centre in Vancouver, British Columbia is a one-stop drop for recyclables, including extended producer responsibility items.

Photo credit: Courtesy of Metro Vancouver, British Columbia.



The Resource Recovery Network in Auckland, New Zealand is made up of 13 community recycling centres, distributed throughout the region.

Photo credit: Courtesy of Auckland Council, New Zealand.

SCENARIOS SHARED AT SYMPOSIUM

After the four scenarios were developed, they were presented in September 2023 at a symposium that included 120 partners to gather feedback from multiple audiences. A discussion guide provided detailed information about the scenarios and the need for this plan. Participants were asked to evaluate the scenarios, giving their pros and cons about each, and to choose which scenario, or which elements of each, they preferred.

Additional engagement following the symposium was conducted to continue discussing the scenarios with local government, industry and community partners.

An [Engagement report](#) summarizes what was heard and learned at the symposium and over the first three project phases.



Partners were engaged to build and review scenarios at the symposium.

1

Building Scenarios

- Reuse/repair workshop
- Local government solid waste directors
- Industry interviews
- International panel at Council
- Committee feedback

2

Symposium

- Over 120 participants, including representatives from:
- Community
 - Local government
 - Reuse/repair
 - Industry

3

Follow Up

- Metropolitan Mayors' Consortium
- Local government workshops
- Waste Prevention and Environmental Services staff
- Unite & Adelante Mujeres workshops
- Confederated Tribes of Siletz Indians Portland Area Office workshop

"We have a big task ahead as we care for and respond to the garbage and recycling needs of our changing community."

Metro COO Marissa Madrigal

ENGAGEMENT-DEFINED INVESTMENT PRIORITIES

Input received during and following the symposium indicated a preference for the Distributed scenario and for some elements of the Full-Service and No-Build scenarios. Participants supported separating commercial facilities and public facilities, focusing on reuse and recycling, and establishing a regional reuse warehouse and a reuse mall. Investment priorities included supporting existing garbage and recycling infrastructure, improving safety at existing Metro facilities, providing stable funding, and keeping costs affordable.

These supported elements were then used to develop a list of investment priorities that were further explored with Metro Council in spring 2024 to inform an investment strategy.

Supported Elements:

Facilities

- 
Separate commercial facilities and public facilities
- 
Public facilities, including reuse and recycling centers
- 
New reuse mall and warehouse concept

Investment priorities

- Existing public, private and nonprofit infrastructure
- Improving safety and reuse at Metro Central and Metro South
- Stable funding for reuse infrastructure
- Invest in facilities but keep costs down

CONNECTION TO THE PLASTIC POLLUTION AND RECYCLING MODERNIZATION ACT

With passage of the Plastic Pollution and Recycling Modernization Act by the Oregon legislature in 2021, our state's recycling system is expected to undergo significant improvements. The new law went into effect January 1, 2022 and program changes will start in July 2025.

The act will make it easier for people to recycle by standardizing what materials can be recycled statewide. The act also contains rules that recycled items will be sent to responsible end markets. That means communities across Oregon will be able to recycle the same materials no matter where they live in the state and recycling services will be more equitable.

The law requires producers of packaging, paper products and food serviceware to form a producer responsibility organization to share responsibility in the management of their products after they are thrown away. The law also introduces new responsibilities and potential funding opportunities for local governments managing recycling programs and facilities, including Metro and the cities and counties in greater Portland.

Metro is a collaborator on the Recycling Modernization Act. While contributing to the act's development, Metro considered council's priority targets for meeting climate and resilience goals as well as growing a resilient economy for all. The act supports Metro's priority targets through efforts to reduce plastic pollution, ensure recyclable materials are sent to responsible end markets with proven environmental benefits, and create more jobs with living wages.

Metro participated in a recycling steering committee and various rulemaking advisory committees led by the Oregon Department of Environmental Quality to help develop and guide implementation of the Recycling Modernization Act. Local governments and industry partners also participated.

Metro advocated on behalf of the region to ensure the act would help advance 2030 Regional Waste Plan goals. Metro is monitoring and will pursue all opportunities available to leverage funding and partnerships associated with the Recycling Modernization Act to invest in existing and new facilities (depots) as envisioned in the Regional System Facilities Plan investment strategy.

The investment opportunities identified in this plan aim to improve waste reduction, increase access to services, and keep fees affordable. The Recycling Modernization Act will complement the Regional System Facilities Plan at the state level by addressing gaps in the recycling system and requiring producers to help fund the system expansion that is necessary to ensure equitable access to services for all community members.

The law establishes consistent statewide recycling lists for households and businesses with a path for the producer responsibility organization to expand recycling of new materials.

Local government recycling acceptance list

This list refers to the materials to be collected from homes and businesses through the on-route collection programs run by cities and counties and at designated depots. The new statewide list will be similar to greater Portland's current recycling list while the rest of the state builds up the infrastructure to expand services. Producers are required to provide funding to support local government's ability to build or expand capacity to accept these materials.

Producer responsibility organization (PRO) recycling acceptance list

The producer responsibility organization is responsible for managing a second list of harder-to-recycle items that cannot go in the curbside recycling bin. These materials will be managed by establishing convenient collection points, which could include retail store drop offs, depots and collection events. Producers are required to cover the costs of collecting these materials and, where possible, to contract with existing recycling depots or drop-off centers, before establishing other facilities or programs. The current proposed materials that producers are responsible for collecting at these locations include:



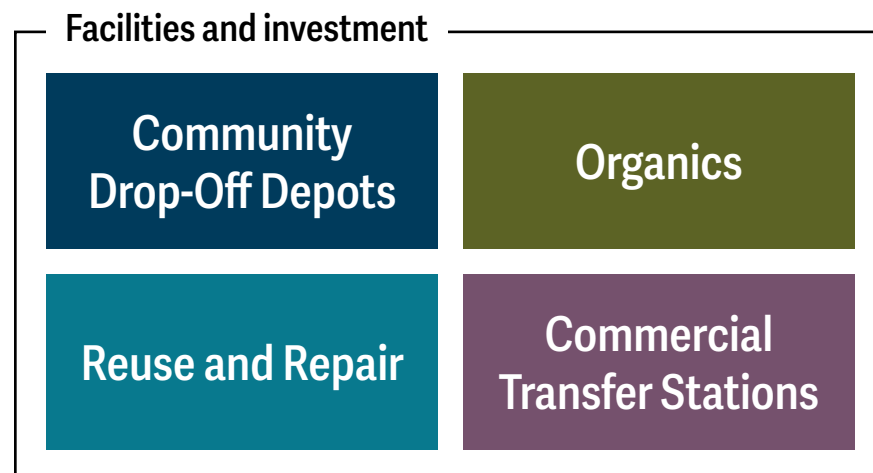
These lists may change over time as new systems and responsible end markets are identified by the producer responsibility organization. To see the current materials on both lists, please visit the [Oregon Department of Environmental Quality's adopted recycling acceptance lists](#).

CHAPTER 4: INVESTMENT STRATEGY



OVERVIEW OF INVESTMENT STRATEGY

The investment strategy involves updating some of Metro’s current facilities, adding new facilities in the region, and launching new programs and partnerships. The strategy centers on improving waste reduction, increasing access and keeping costs affordable. The strategy includes four key areas of investment:



Investments will be phased in during the next 20 years and each investment project will require a more detailed project management plan for implementation. The project management plans will take projects from their current conceptual nature and detail out a scope, governance structure, schedule and budget. Elements that will be included in the project management plans are discussed in Chapter 7.

This chapter provides an overview of each of the investments. The facility descriptions and estimates of cost, access, jobs and environmental benefits presented in this plan are conceptual and will need to be refined as projects are advanced for implementation. References to a “baseline” relate to the conditions or costs if these investments are not implemented.

The investment strategy:

- Sets 20-year vision and blueprint for investments to improve the reuse, recycling and garbage system
- Focuses on waste reduction, increased access and affordability
- Allows projects, large and small, to move forward to planning or construction
- Identifies areas where more study, analysis and discussion are needed

COMMUNITY DROP-OFF DEPOTS

Community drop-off depots serve as convenient locations where residents and businesses such as contractors, landscapers and roofing companies can bring a wide range of materials. These facilities handle materials in ways that maximize opportunities for reuse, repair and recycling. Services offered include:

- Free drop off for reusable items
- Free source-separated recycling for materials not collected curbside
- Free disposal of household hazardous waste
- Self-haul stations for garbage, yard debris and construction and demolition debris

Photo credit: Photo courtesy of the City of Burnaby, Burnaby, BC Canada.

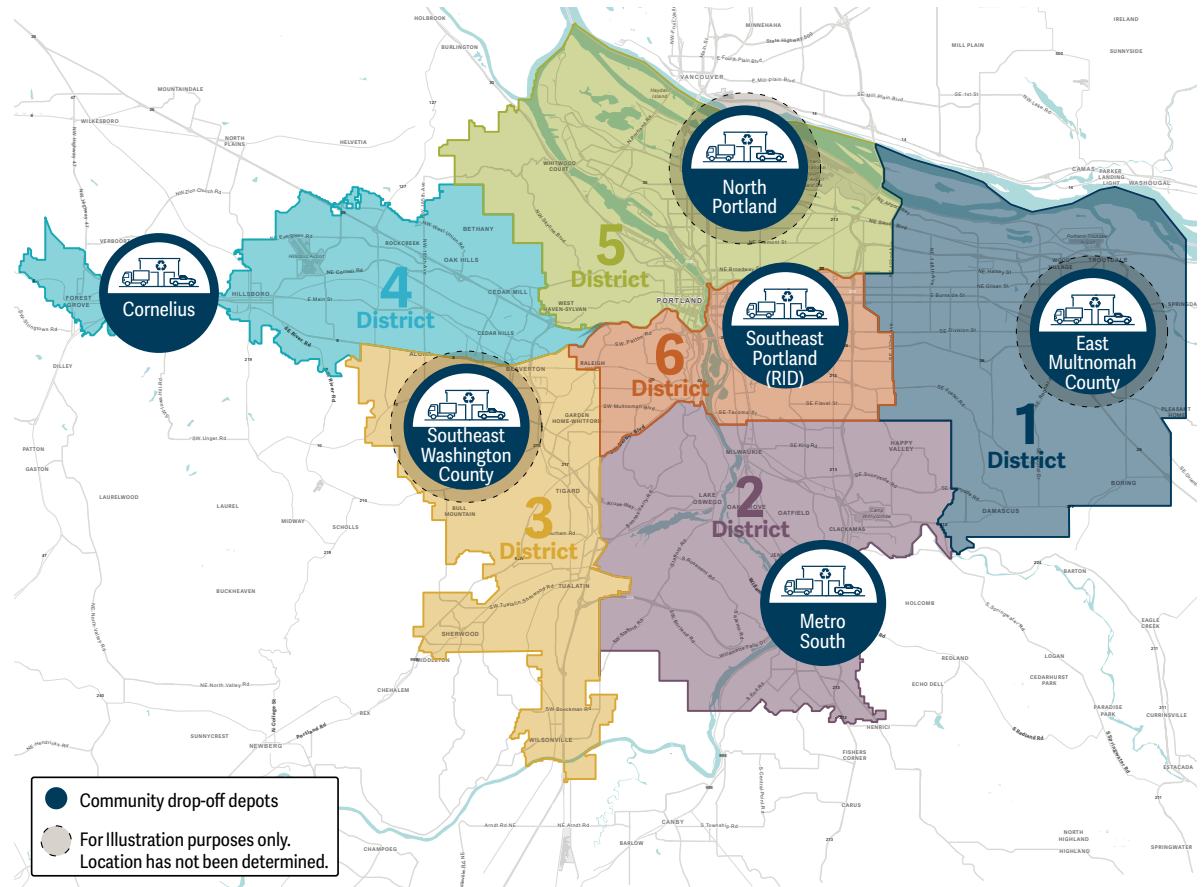


COMMUNITY DROP-OFF DEPOT INVESTMENTS

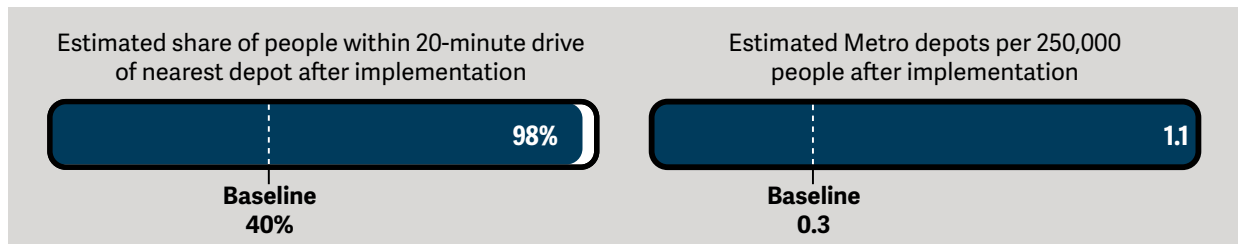
The plan is to establish six depots, one in each Metro Council district. Three depots will be located on existing Metro-owned properties, located in Cornelius, Southeast Portland and Metro South in Oregon City. For the rest, Metro will conduct siting studies to find industrial properties of 2 to 4 acres. The goal is to create a network of depots that ensures equitable access to people across the region and creates benefits for the communities that live nearby.

The following pages detail these depots and the implementation order, starting with the first depot in Cornelius.

In addition to the six Metro-owned depots, the plan also includes potential investment in existing private facilities to expand access to depot services. To do this, Metro will pursue public-private partnerships with strategically located private facilities in the region. Examples of potential partnerships include: (1) partnering with private facility owners to site depots, with Metro providing funding for infrastructure development, or (2) working with private facilities to enhance services at existing smaller depots.



Build accessible self-haul depots for reuse, recycling, household hazardous waste and garbage.



HIGHLIGHT

Renovated in 2016, the **North Transfer Station** in **Seattle, Washington**, serves residential and business self-haul customers. Although the facility also serves commercial haulers, separate traffic lanes and entrances keep self-haul vehicles away from large trucks.

Self-haul customers can drop off reuse and recycling items at no charge. The facility also accepts yard debris, clean wood and garbage. The transfer station is on a 5-acre site near a residential area. More than an acre of open space buffers the facility and offers a play area, a sports court, an open lawn, walkways and static exercise stations. The Education Room in the main building allows visitors to view operations and interactive exhibits.



COMMUNITY DROP-OFF DEPOTS

CORNELIUS

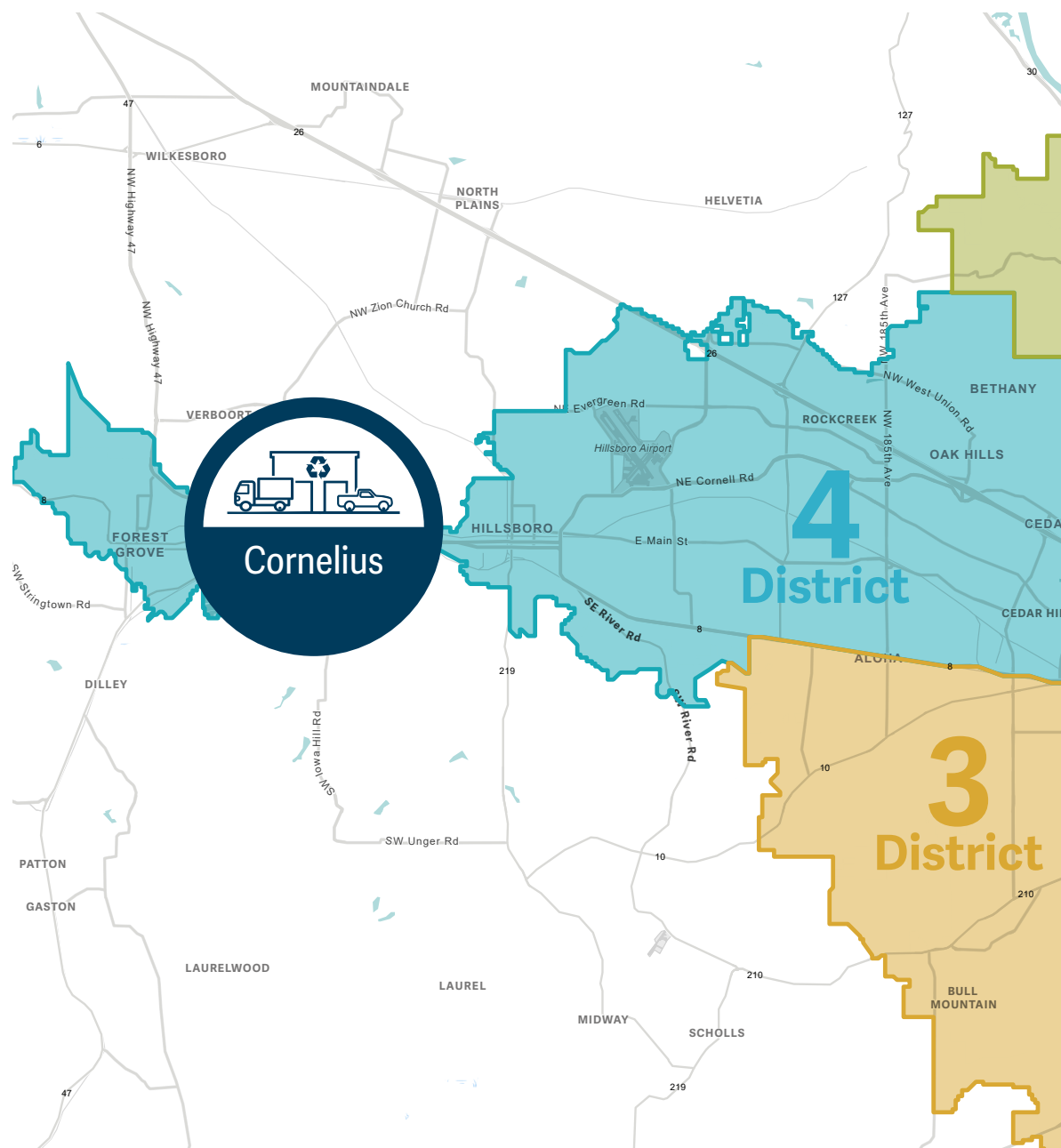
Developing a community drop-off depot in Washington County is a top priority for Metro, which already owns an 11-acre vacant site in Cornelius. This new facility will enhance access to and the affordability of self-haul garbage disposal services for nearly 120,000 residents in Washington County. The gap assessment for this region identified several deficiencies in garbage and recycling services. The Cornelius depot will help address these by offering free materials drop-off for reuse and recycling, safe disposal of household hazardous waste and affordable self-haul disposal services.

Planning

Planning and design for the Cornelius community drop-off depot will start when the plan is adopted. Lessons learned from installation and operation of the Cornelius community drop-off depot will be used to inform siting, design, and operation decisions for the other community drop-off depots.

Regional Impact

Location	City of Cornelius, Metro Council District 4
Size	2-acre to 4-acre portion of the 11-acre property
Waste Reduction	5,000 tons per year
Avoided Greenhouse Gas Emissions	12,200 metric tons of CO ₂ e per year
Metro Jobs	15 full time equivalent
Capital Costs	\$29 Million (2024\$)
Annual Operation/Maintenance Costs	\$7.9 Million (2024\$)



Services and materials accepted

- ☑ Reusable items, such as appliances and furniture
- ☑ Recyclables, including hard-to-recycle items such as plastic film and Styrofoam
- ☑ Landscaping/yard debris
- ☑ Household hazardous waste
- ☑ Residential and small-business construction waste

HIGHLIGHT

The **Zero Waste Centre in Vancouver, British Columbia**, was built in 2018 and is an example of a small, centrally located depot in an urban area. The facility provides a convenient location for residents to drop off a wide range of materials for reuse and recycling free of charge. This includes hazardous materials that require special handling, such as batteries and propane tanks.



COMMUNITY DROP-OFF DEPOTS

SOUTHEAST PORTLAND (RID)

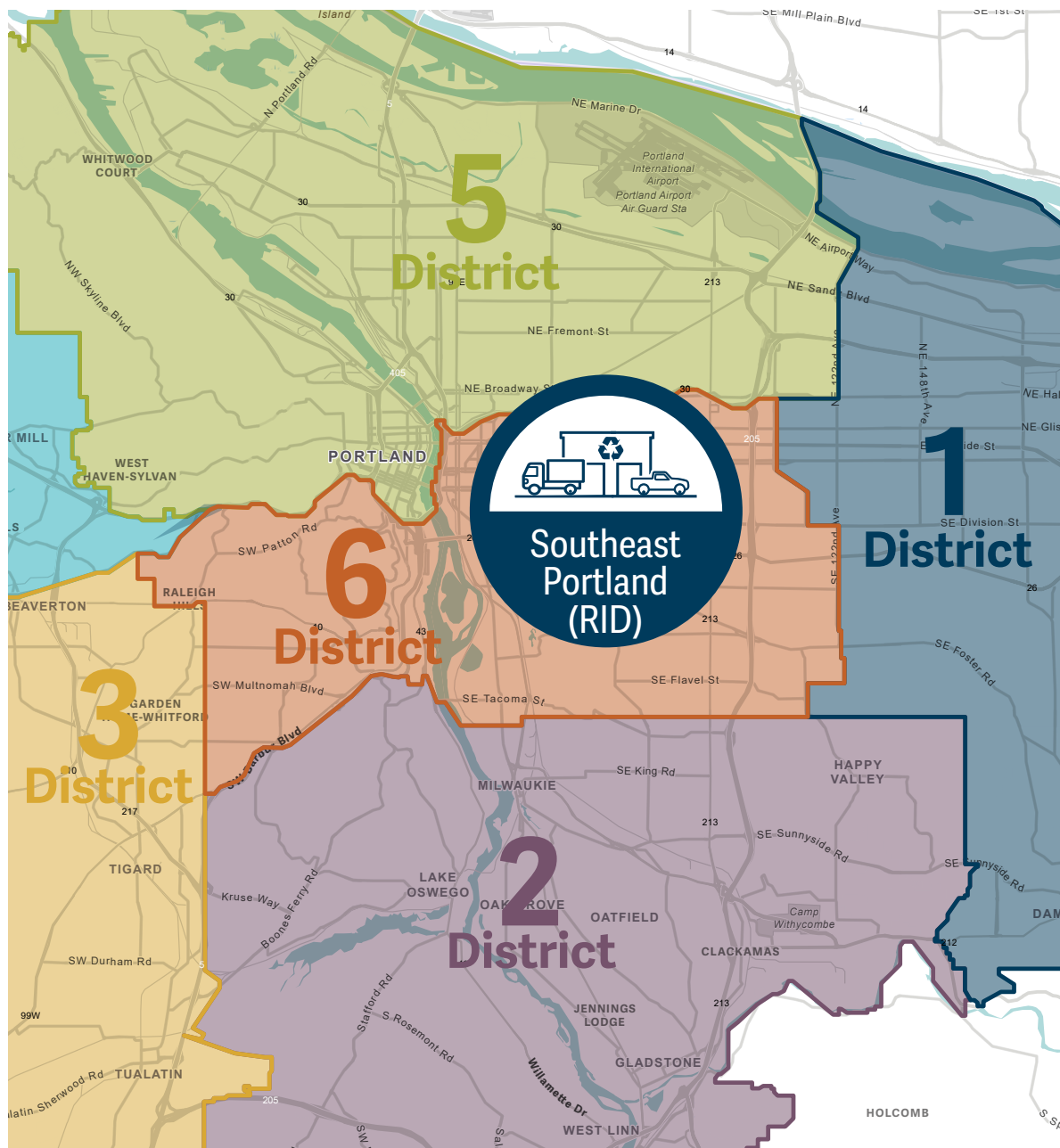
For the Southeast Portland community drop-off depot, Metro will consider the feasibility of using a small portion of an existing Metro-owned site, the Regional Illegal Dumping program (RID) Deployment Center. The RID Deployment Center is a 1-acre property with potential to support recycling drop-off services for the public. This facility would increase access to recycling services to approximately 270,000 residents in the heart of the city of Portland. The Southeast Portland community drop-off depot will address recycling service gaps identified in the gap analysis portion of this project by accepting a specific subset of materials for recycling, to be determined in planning and design.

Planning

A feasibility study will begin when the plan is adopted and help evaluate the suitability of combining a recycling drop-off area with existing RID operations. If the RID Deployment Center is determined to not be suitable for a community drop-off depot, Metro will perform a siting study to build a small community drop-off depot in southeast Portland in Metro Council District 6.

Regional Impact

Location	Southeast Portland, Metro Council District 6
Size	0.2-acre to 0.5-acre
Waste Reduction	1,700 tons per year
Avoided Greenhouse Gas Emissions	4,400 metric tons of CO ₂ e per year
Metro Jobs	5 full time equivalent
Capital Costs	\$0.3 Million (2024\$)
Annual Operation/Maintenance Costs	\$1.3 Million (2024\$)



- Services and materials accepted**
- Small reusable items, such as appliances and clothing
 - Recyclables, including hard-to-recycle items such as plastic film and Styrofoam
 - Limited amounts of household hazardous waste

HIGHLIGHT

The **El Cerrito Recycling and Environmental Resource Center** in **El Cerrito, California**, offers community members a convenient way to reduce their environmental footprint at a one-stop shop for reuse and recycling. In addition to offering a place to bring difficult-to-recycle items such as bicycles, books, eyeglasses, textiles and pharmaceuticals, it also has an “Exchange Zone” that promotes the exchange of reusable items. El Cerrito periodically sells compost produced locally from green waste materials, has a free seed library and also has drop-off barrels for food bank donations. It is a LEED certified facility that features a zero-net energy building, recycled rain-water catchment, rain gardens, native plantings and reused building materials.



Photo credit: El Cerrito Recycling Center, El Cerrito, CA

COMMUNITY DROP-OFF DEPOTS

EAST MULTNOMAH COUNTY

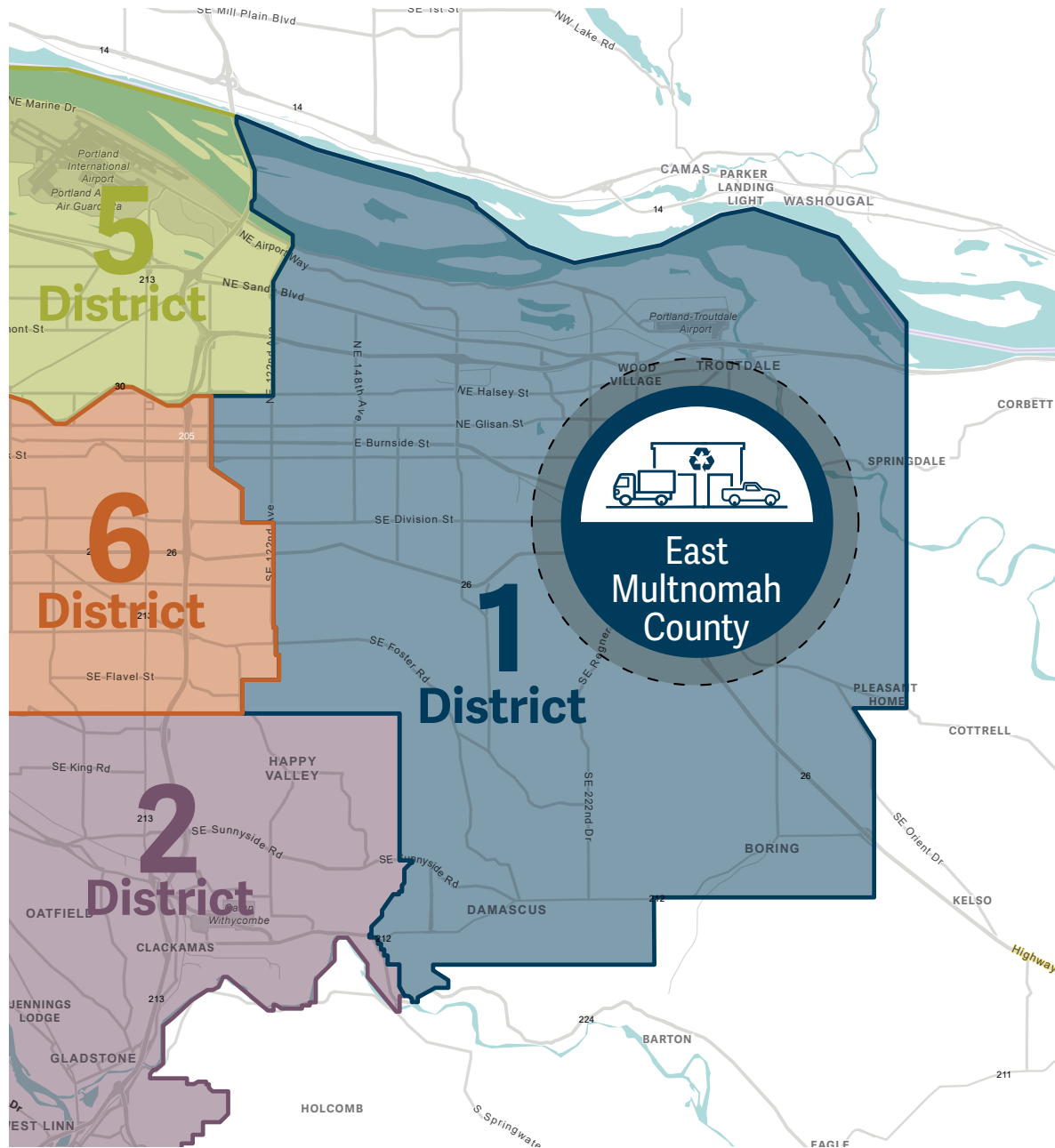
This East Multnomah County depot will increase access and resiliency of waste services to approximately 290,000 residents on the east side of the region in Multnomah and Clackamas counties. The East Multnomah County community drop-off depot will address service gaps for residents who currently must drive more than 20 minutes for self-haul disposal services, household hazardous waste and source-separated recycling. Additionally, the East Multnomah County community drop-off depot will provide equitable disposal for residents and address service demand from above-average projected population growth in the east portion of the region.

Planning

This project will begin with a siting study for the East Multnomah County depot with the intention to purchase a property. Subsequent planning and design of the depot will begin following a property purchase, and the facility will open to the public a few years later. Design for this facility will expand on the success and learning from the depots that will have been built in earlier phases of this plan.

Regional Impact

Location	East Multnomah County, Metro Council District 1
Size	2-acre to 4-acre property
Waste Reduction	5,100 tons per year
Avoided Greenhouse Gas Emissions	12,200 metric tons of CO ₂ e per year
Metro Jobs	15 full time equivalent
Capital Costs	\$35 Million (2024\$)
Annual Operation/Maintenance Costs	\$8.3 Million (2024\$)



Services and materials accepted

- Reusable items such as appliances and furniture
- Recyclables, including hard-to-recycle items such as plastic film and Styrofoam
- Landscaping/yard debris
- Household hazardous waste
- Residential and small-business construction waste

HIGHLIGHT

The **Eco-Cycle Center for Hard-to-Recycle Materials (CHaRM)** in **Boulder, Colorado**, opened in 2001 as the first facility of its kind in the U.S. to collect multiple materials for recycling such as electronics, plastic bags, textiles and mattresses, all in one place. CHaRM currently diverts 25 categories of hard-to-recycle materials from the landfill. CHaRM is funded in part by a \$3 vehicle entrance fee and charging for some items such as appliances. It also receives City of Boulder trash tax dollars. Next door to CHaRM is Resource Central, a place to donate and purchase reused items.



Photo credit: Photo courtesy of the Eco-Cycle Center for Hard-to-Recycle Materials

COMMUNITY DROP-OFF DEPOTS

METRO SOUTH

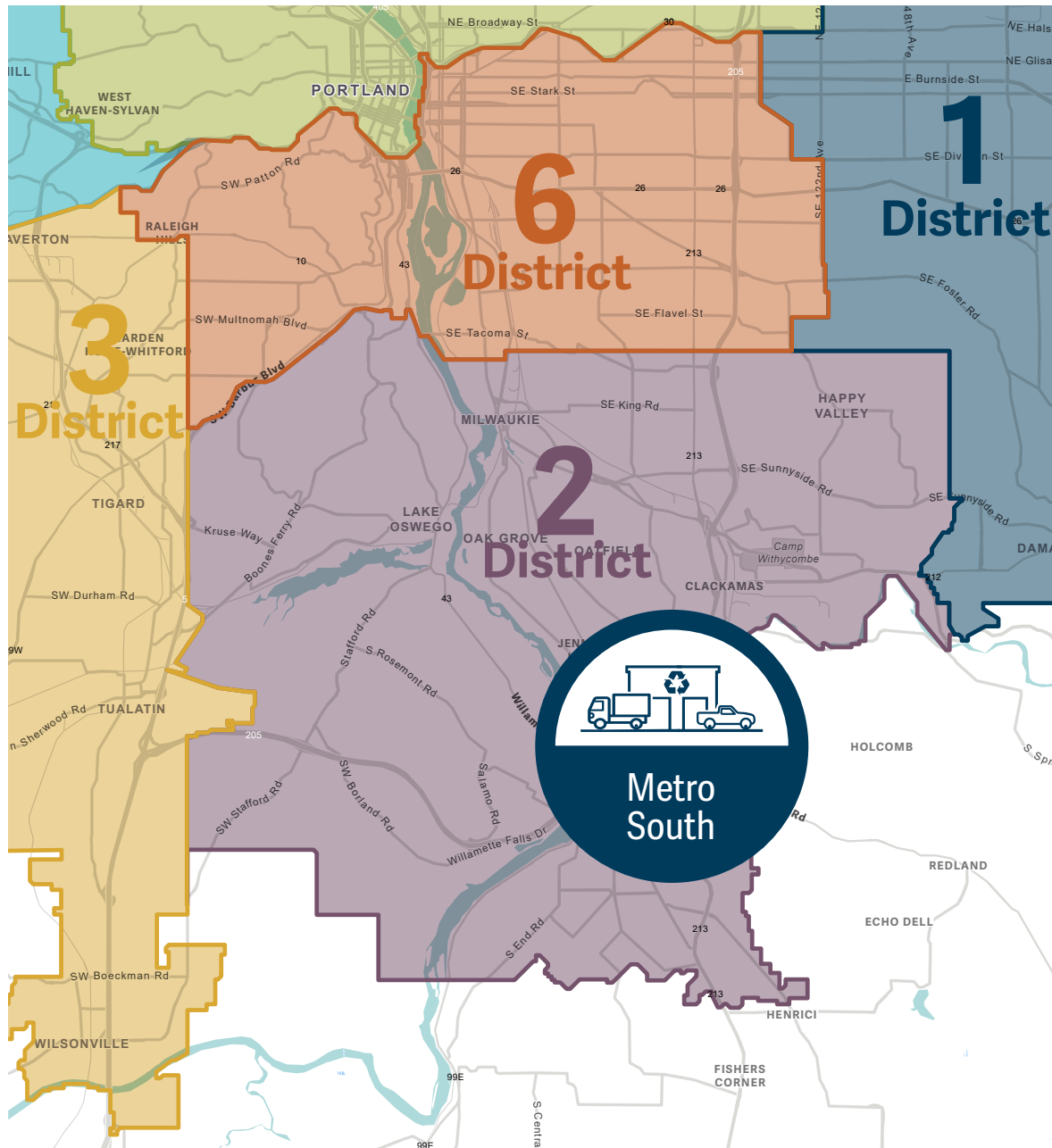
Metro will redevelop the Metro South facility to provide expanded self-haul public services within the existing footprint of the property. This updated facility will provide services to approximately 280,000 residents in the region and would be the largest community drop-off depot operated by Metro. Over time, Metro South will transition some or all commercial haulers away from the site to another nearby facility. The redevelopment of Metro South aligns with Metro’s vision to increase access to facilities that support waste reduction over processing waste to landfill.

Planning

A siting and design study will be the first step to redevelop Metro South into a large self-haul only community drop-off depot. However, Metro South will not stop accepting materials from commercial haulers until a designated commercial-only public-private partnership facility is operational in Metro Council District 2. The commercial-only public-private partnership facility is essential to prevent commercial service gaps in the southeast portion of the region (refer to pages 45-48).

Regional Impact

Location	Oregon City, Metro Council District 2
Size	12 acres
Waste Reduction	7,800 tons per year
Avoided Greenhouse Gas Emissions	18,300 metric tons of CO ₂ e per year
Metro Jobs	20 full time equivalent
Capital Costs	\$60 Million (2024\$)
Annual Operation/Maintenance Costs	\$12.3 Million (2024\$)



Services and materials accepted

- Reusable items such as appliances and furniture
- Recyclables, including hard-to-recycle items such as plastic film and Styrofoam
- Landscaping/yard debris
- Household hazardous waste
- Residential and small-business construction waste

HIGHLIGHT

The **Tacoma Recovery and Transfer Center** in **Tacoma, Washington**, has a large area for residents to bring and self-sort a variety of materials, including books, batteries, Styrofoam blocks, electronics, motor oil and other more common recyclable materials, separate from the self-haul garbage and household hazardous waste facility.



COMMUNITY DROP-OFF DEPOTS

NORTH PORTLAND

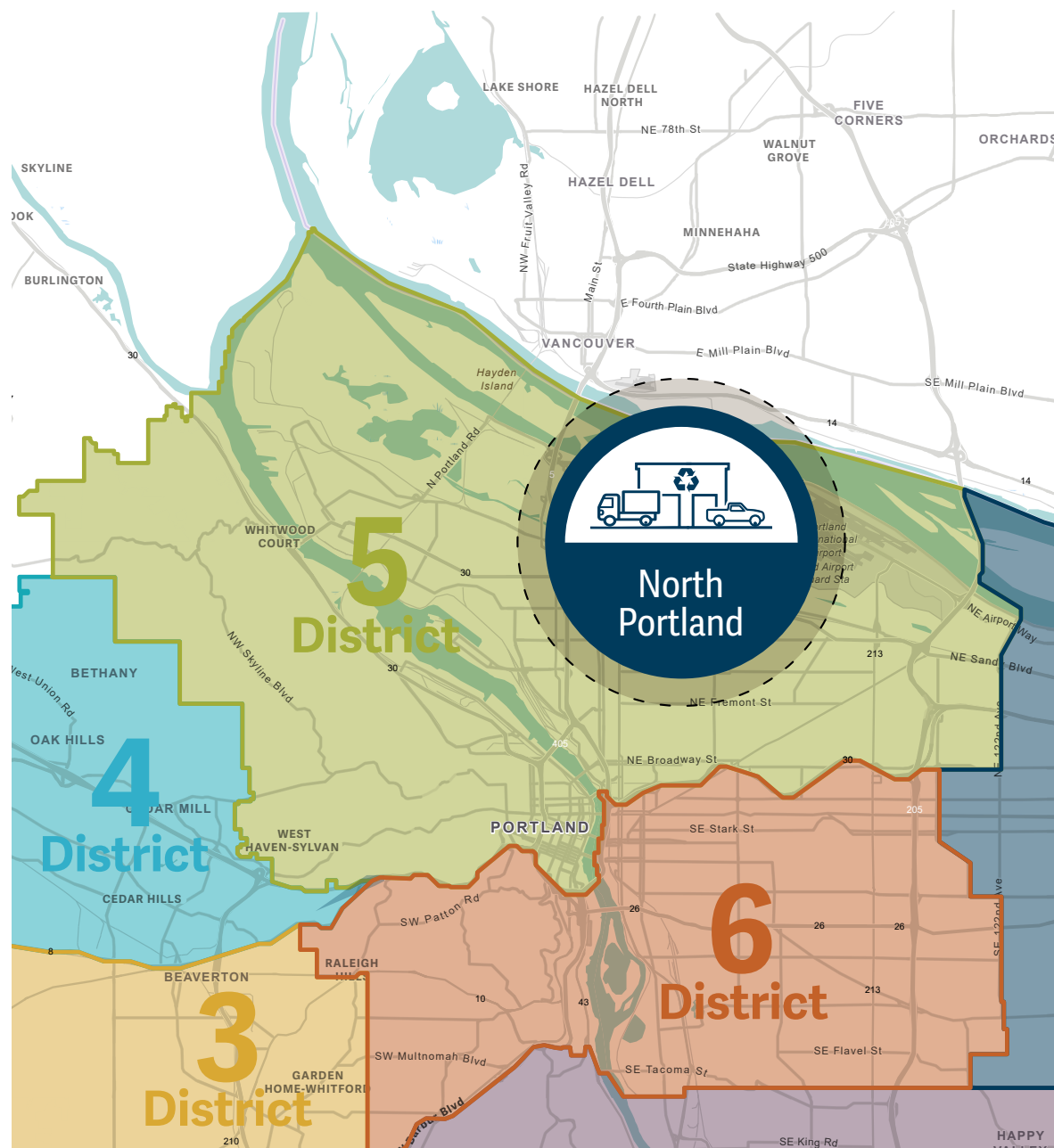
The North Portland community drop-off depot will replace and expand self-haul services currently provided at Metro Central. The new depot will increase access to self-haul garbage disposal services in Multnomah County for approximately 160,000 residents.

Planning

A siting study will be the first step toward developing the North Portland community drop-off depot. The study will identify suitable industrial-zoned properties and conclude with purchasing a property. After a site is secured, planning and design for the North Portland community drop-off depot will begin. Lessons learned from siting and building this depot will inform future siting and design decisions for the other community drop-off depots.

Regional Impact

Location	North Portland, Metro Council District 5
Size	2-acre to 4-acre property
Waste Reduction	5,100 tons per year
Avoided Greenhouse Gas Emissions	12,200 metric tons of CO ₂ e per year
Metro Jobs	15 full time equivalent
Capital Costs	\$35 Million (2024\$)
Annual Operation/Maintenance Costs	\$8.4 Million (2024\$)



- Services and materials accepted**
- ☑ Reusable items, such as appliances and furniture
 - ☑ Recyclables, including hard-to-recycle items like plastic film and Styrofoam
 - ☑ Landscaping/yard debris
 - ☑ Household hazardous waste
 - ☑ Residential and small-business construction waste

HIGHLIGHT

In the Toronto metropolitan area, the **Peel regional government operates six community recycling centres (CRCs)** that serve 1.4 million people across three cities. The CRCs focus solely on residential and business self-haul customers, providing disposal options for recyclable materials, yard waste, construction and demolition material, garbage and household hazardous waste. Residents can also purchase compost and composting equipment, as well as donate reusable items to be sold by non-profit partners that operate thrift stores at the CRCs.



COMMUNITY DROP-OFF DEPOTS

SOUTHEAST WASHINGTON COUNTY

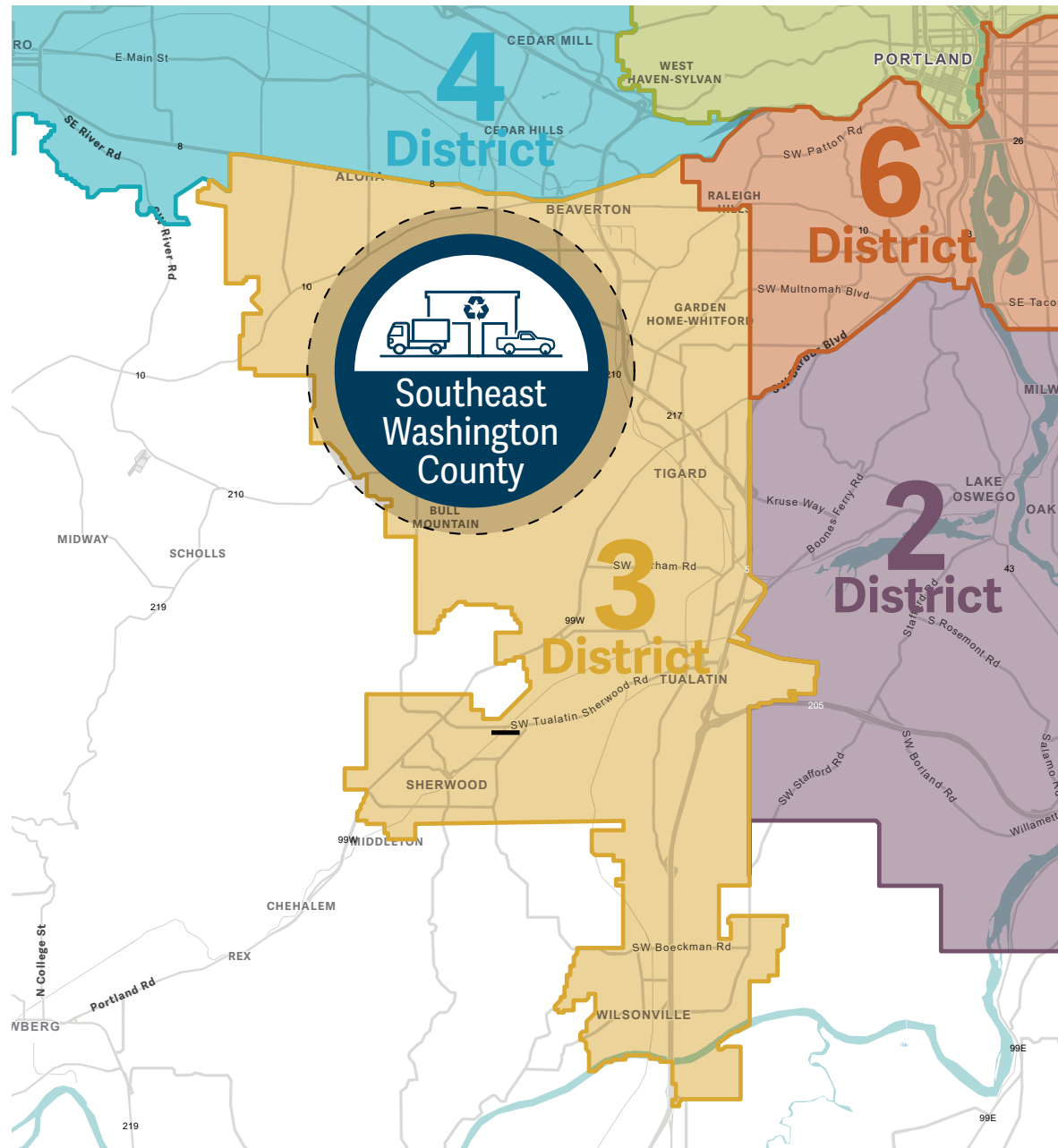
The Southeast Washington County depot will increase access and resiliency of waste services to approximately 510,000 residents on the west side of the region. The new depot will provide closer services for residents who currently must drive more than 20 minutes for self-haul disposal services, household hazardous waste and hard to recycle items such as mattresses. Additionally, the Southeast Washington County community drop-off depot will mitigate service demand from above-average projected population growth in that part of the region.

Planning

This project will begin with a siting study for the Southeast Washington County depot with the intention to purchase a property. Subsequent planning and design of the depot will begin following a property purchase, and the facility will open to the public a few years later. Design for this facility will expand on the success and learning from the depots that will be built in earlier phases of this plan.

Regional Impact

Location	Southeast Washington County, Metro Council District 3
Size	2-acre to 4-acre property
Waste Reduction	5,500 tons per year
Avoided Greenhouse Gas Emissions	12,300 metric tons of CO ₂ e per year
Metro Jobs	15 full time equivalent
Capital Costs	\$35 Million (2024\$)
Annual Operation/Maintenance Costs	\$10.6 Million (2024\$)



Services and materials accepted

- Reusable items such as appliances and furniture
- Recyclables, including hard-to-recycle items such as plastic film and Styrofoam
- Landscaping/yard debris
- Household hazardous waste
- Residential and small-business construction waste

REUSE AND REPAIR

Reuse and repair facilities and programs are crucial for supporting the transition to a more circular economy and reducing the negative health and environmental impacts of generating new products such as using raw materials, natural resources and energy. Metro is working toward a future where we use fewer new materials, throw away less and recover more. Reuse, repair and share organizations provide low to no-cost options for people to get rid of unwanted items and access to affordable items. These organizations play a crucial role in diverting waste from landfills.

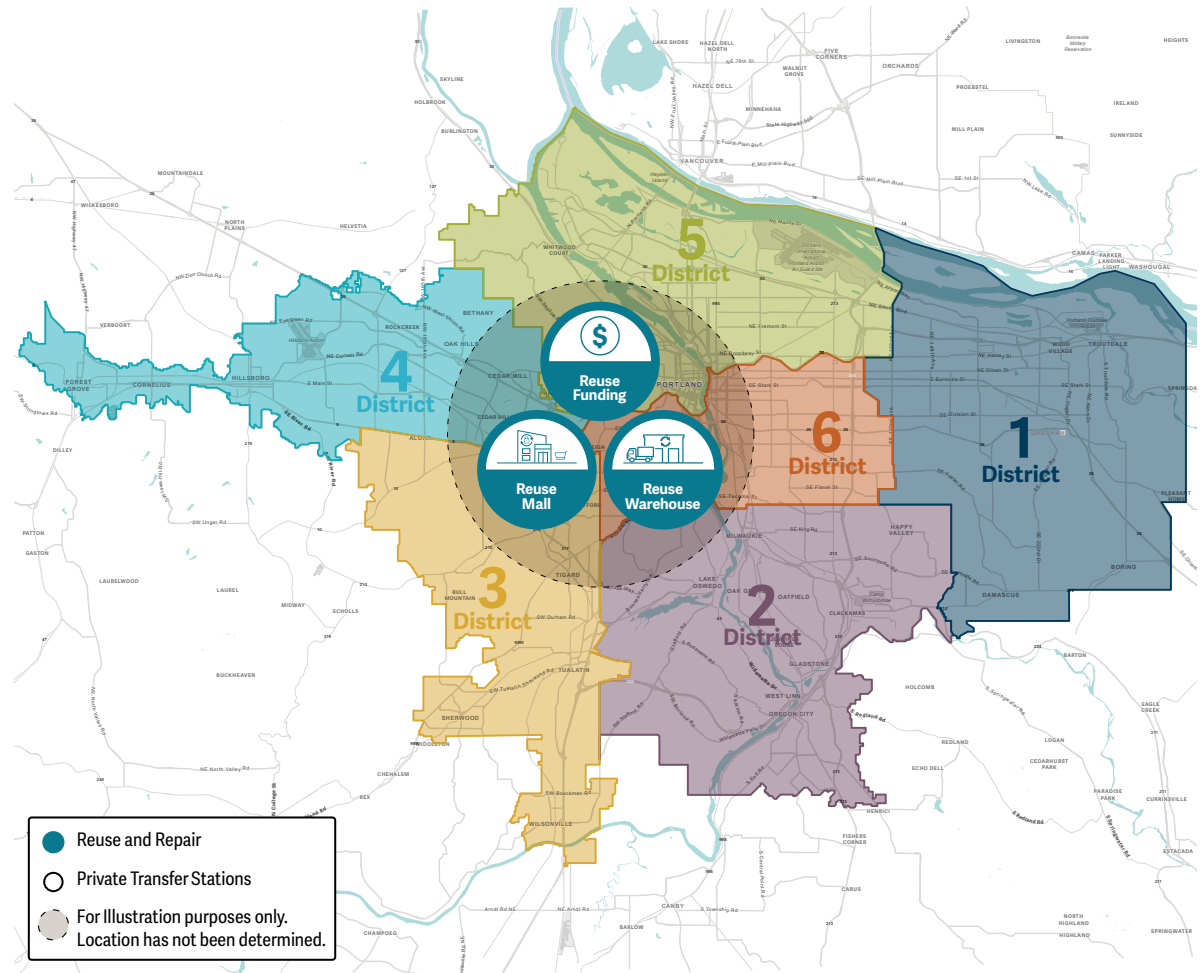


REUSE AND REPAIR INVESTMENTS

Increasing financial support for the reuse and repair sector and partnering with reuse organizations to plan and operate new facilities will be important to filling identified gaps and to move toward meeting Oregon’s statewide goal of cutting total waste generation to 15 percent below 2012 levels. For the Metro region, this translates to generating about a quarter less waste than we do today, which means reducing our current amount of approximately 2.6 million tons of waste per year by 725,000 tons. To work toward meeting this goal, the vision is to make the following investments:

Reuse warehouse – A warehouse would allow for multiple reuse organizations and businesses to store, process and repair used items collected from residents or businesses at the same facility or elsewhere.

Reuse mall – A mall where multiple organizations and businesses could sell used, upcycled and refurbished items. The facility could provide space for community gatherings and sustainability events and for food vendors focused on sustainably sourced ingredients and low-carbon food options. The facility could also sell recycled paint (from MetroPaint) and compost and offer areas for the public to drop off recyclables not accepted at the curb, such as plastic film.



Reuse Impact Fund – To grow a more robust reuse, repair and share economy, organizations need consistent funding to support the services they provide to the region. This fund would provide multi-year funding for reuse businesses to support and grow their work in diverting materials from landfill.

Increase financial support for reuse sector and partner with reuse organizations to plan and operate new facilities.

HIGHLIGHT

ReTuna Återbruksgalleria, situated in **Eskilstuna, Sweden**, was established in August 2015 as the world's first shopping mall dedicated to promoting sustainable practices by exclusively selling secondhand and upcycled goods.

The mall is adjacent to a recycling center that provides an area for residents to drop off used items, assisted by about 12 employees who sort the items in a warehouse located under the shop floor. The reuse warehouse facilitates sorting and redistribution of materials for resale or upcycling into new products, promoting waste reduction and responsible consumer behavior.



Photo credit: Courtesy of ReTuna Återbruksgalleria, situated in Eskilstuna, Sweden.

REUSE AND REPAIR

REUSE WAREHOUSE

The Reuse Warehouse will provide a central hub for reuse organizations to collaborate, sort and store materials and repair items. This facility is proposed to meet the needs identified by local reuse organizations and businesses and provide flexible warehouse space to cultivate and expand the growth of reuse within the region. The Reuse Warehouse will be a Metro-owned facility and would enter into mutually beneficial agreements with reuse organizations to access and use the space.

Planning

Metro will develop a programming concept in partnership with reuse organizations and perform a siting study to identify an accessible commercial/industrial space of approximately 50,000 square feet. The siting study will identify buildings to purchase or lease. Following the purchase or lease of the building, Metro will likely renovate the building to provide space for reuse organizations to repair and refurbish materials. Implementation and operation of the Reuse Warehouse will benefit existing reuse nonprofits and businesses.

Facility Summary and Regional Impact

Size	approximately 50,000 square feet
Waste Reduction	2,700 tons per year
Avoided Greenhouse Gas Emissions	6,200 metric tons of CO ₂ e per year
Metro Jobs	3 full time equivalent
Estimated Regional Jobs	16 full time equivalent
Capital Costs	\$16 Million (2024\$)
Annual Operation/Maintenance Costs	\$0.4 Million (2024\$)

HIGHLIGHT

ReTuna Återbruksgalleria in Eskilstuna, Sweden, is a 3,000-square-meter mall housing 14 shops offering a diverse range of reused products such as sportswear, furniture, fashion items and toys. The mall attracts more than 700 visitors per day and generates an annual turnover of approximately \$1.8 million. Residents are encouraged to drop off unwanted items for potential resale or refurbishment, thereby diverting goods from landfills. Through its efforts, ReTuna plays a crucial role in educating the community about waste prevention and the circular economy and organizing various awareness-raising activities such as thematic days and workshops with a sustainability focus.



Photo credit: Courtesy of ReTuna Återbruksgalleria, situated in Eskilstuna, Sweden.

REUSE AND REPAIR

REUSE MALL

The Reuse Mall will be a Metro-owned or leased commercial retail facility that will host a collection of diverse secondhand retail stores run by reuse nonprofits and businesses. The Reuse Mall will promote material reuse around the region and provide a central hub for people to shop sustainably by giving goods a second life and diverting them from landfills.

Planning

Metro will work with reuse partners to initiate a programming concept and siting study for the Reuse Mall. This work will aim to identify an accessible commercial retail space of approximately 30,000 square feet for purchase or lease. Metro, with input from reuse partners, will improve or renovate the building to develop a facility for subleasing by reuse businesses and organizations to sell reusable items and create a community hub for reuse. The mall will be operated in partnership with reuse organizations and businesses.

Facility Summary and Regional Impact

Size	approximately 30,000 square feet
Waste Reduction	NA
Avoided Greenhouse Gas Emissions	NA
Metro Jobs	3 full time equivalent
Estimated Regional Jobs	10 full time equivalent
Capital Costs	\$21 Million (2024\$)
Annual Operation/Maintenance Costs	\$0.4 Million (2024\$)



REUSE AND REPAIR

REUSE IMPACT FUND

The Reuse Impact Fund is a Metro program that will be developed to provide ongoing, predictable funding to reuse, repair and share organizations and businesses. The funding aims to support maintenance and expansion of services provided by the reuse, repair and share sector, such as home pickup services that reach people who cannot drive to a facility to drop off reusable items. As part of the funding program, Metro will require awarded contracts to provide data on the amounts and types of materials recovered for reuse so that Metro can track, evaluate and share the sector’s impact, economic performance and environmental benefits.

Planning

Metro is recommending a 3-year pilot for the Reuse Impact Fund, with funds expected to be distributed to organizations based on developing criteria and an organization’s potential to divert materials from landfills.

Facility Summary and Regional Impact

Waste Reduction	7,700 tons per year
Avoided Greenhouse Gas Emissions	17,600 metric tons of CO ₂ e per year
Metro Jobs	1.5 full time equivalent
Estimated Regional Jobs	45 full time equivalent
Annual Operation/Maintenance Costs	\$2.7 Million (2024\$)



ORGANICS

The region's organics infrastructure handles the food waste, yard debris and clean wood that is collected by haulers from households and businesses or directly taken to a facility by residents and small businesses such as landscapers. Food is the single largest recoverable portion of the region's waste stream and is second only to vehicles for greenhouse gas emissions generated by people in Oregon.

Food scraps are picked up by haulers from grocery stores, restaurants, and businesses and then brought to a transfer station that accepts this material. Food scraps are dropped off in many forms, some of which require additional preparation before they can be taken to a compost or digestion facility for processing.

Food waste processing facilities use food scraps to make compost or biogas, keeping materials out of landfills and reducing our impact on the environment.

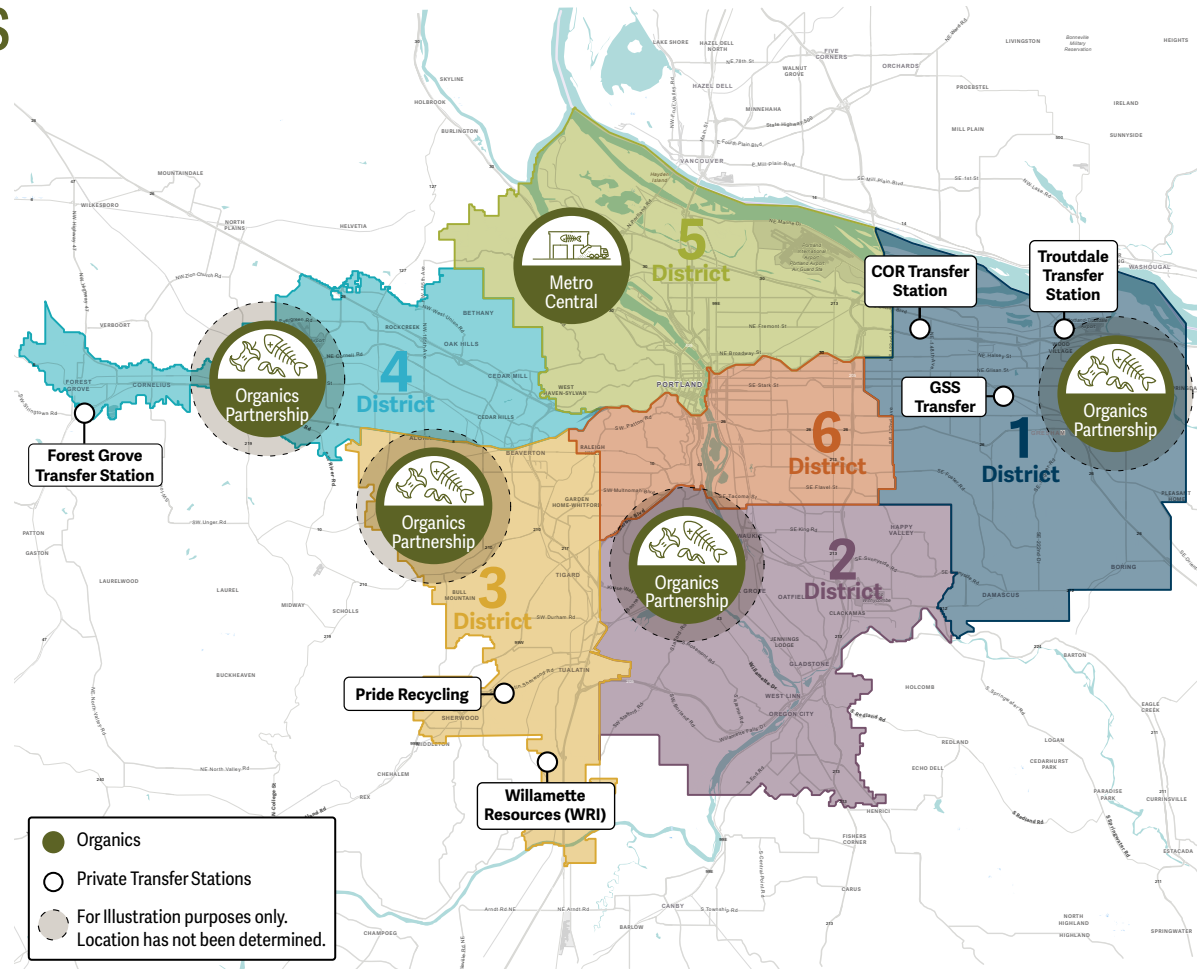
Depackaging and preprocessing equipment is essential organics infrastructure to support food waste processing capacity.



ORGANICS INVESTMENTS

Preventing wasted food is the most preferred method to address food waste because it minimizes the environmental impacts of food production and disposal. Landfilling wasted food is the least preferred method because it contributes to greenhouse gas emissions as food decomposes. While Metro will continue implementing programs aimed at preventing wasted food, there is still a large amount of wasted food that can be processed into beneficial compost or fertilizer.

Expanding the transfer and processing capacity of organics for both the public and private sectors is essential to filling the gaps identified in the region for this material. This will aid in the region’s ability to reduce greenhouse gases associated with landfilling organics or transferring them to far-off locations for additional processing. This plan addresses this need in two different ways, further described in the pages that follow.



Add transfer and processing of organics for both the public and private sectors and explore public-private partnerships.

Depackaging technology ensures Metro will produce quality feedstocks by reducing contamination delivered to organics processing end markets such as composting and anaerobic digestion.



ORGANICS

METRO CENTRAL ORGANICS HUB

Investing in Metro Central to become an organics hub for the region is a priority to be able to provide a place to accept, clean and process commercial and residential organics. Metro will continue to invest in Metro Central to solidify it as a regional hub for receiving residential and commercial organics from haulers, removing contamination and transferring to the best end markets available. Under this approach, over time, Metro will convert Metro Central to a facility that exclusively serves commercial haulers after the North Portland community drop-off depot is operational. The proposed investments at Metro Central include the purchase and installation of depackaging equipment to remove contamination. It also includes building and equipment upgrades to support operating the facility to focus exclusively on commercial haulers for another two decades. Planning is already under way.

Planning

Organics depackaging equipment will be installed near the beginning of Phase 1 following an ongoing design study to identify the best suitable technology. Depackaging equipment is the first step toward providing quality feedstock materials to end markets such as composting and anaerobic digestion. Future building upgrades at Metro Central will take place after the North Portland community drop-off depot is operational to prevent disrupting self-haul services provided to the public.

Facility Summary and Regional Impact

Location	Metro Central Organics Hub, District 5
Waste Reduction	16,700 tons per year
Avoided Greenhouse Gas Emissions	3,100 metric tons of CO ₂ e per year
Metro Jobs	2 full time equivalent
Capital Costs	\$30 Million (2024\$)
Annual Operation/Maintenance Costs	\$0.2 Million (2024\$)

Establishing reliable and equitable organics receiving facilities throughout the region will divert organic materials from landfills.



ORGANICS

PUBLIC-PRIVATE PARTNERSHIPS FOR ORGANICS

Metro will continue to pursue and implement different types of public-private partnerships to develop additional organics hubs in areas of the region where we have the greatest gaps for facilities that accept commercial and residential organics. The goal of partnering is to increase access and provide equitable services across the region. Examples of the types of partnerships Metro would pursue include: (1) applying for grants to invest in equipment jointly with a private facility, or (2) Metro could fund private facilities to accept organics from haulers. Example 2 could involve subsidies per ton of organics accepted or grants for equipment installation and facility upgrades. (Planning to begin in 2025.)

Planning

The areas of the region to implement organic hub public-private partnerships were identified during the gap assessment portion of this project. Areas with the highest priority include Multnomah County and Clackamas County east of the Willamette River. Metro will begin to determine the framework for potential partnerships upon plan adoption.

Facility Summary and Regional Impact

Waste Reduction	48,000 tons per year
Avoided Greenhouse Gas Emissions	9,100 metric tons of CO ₂ e per year
Estimated regional jobs	20 full time equivalent

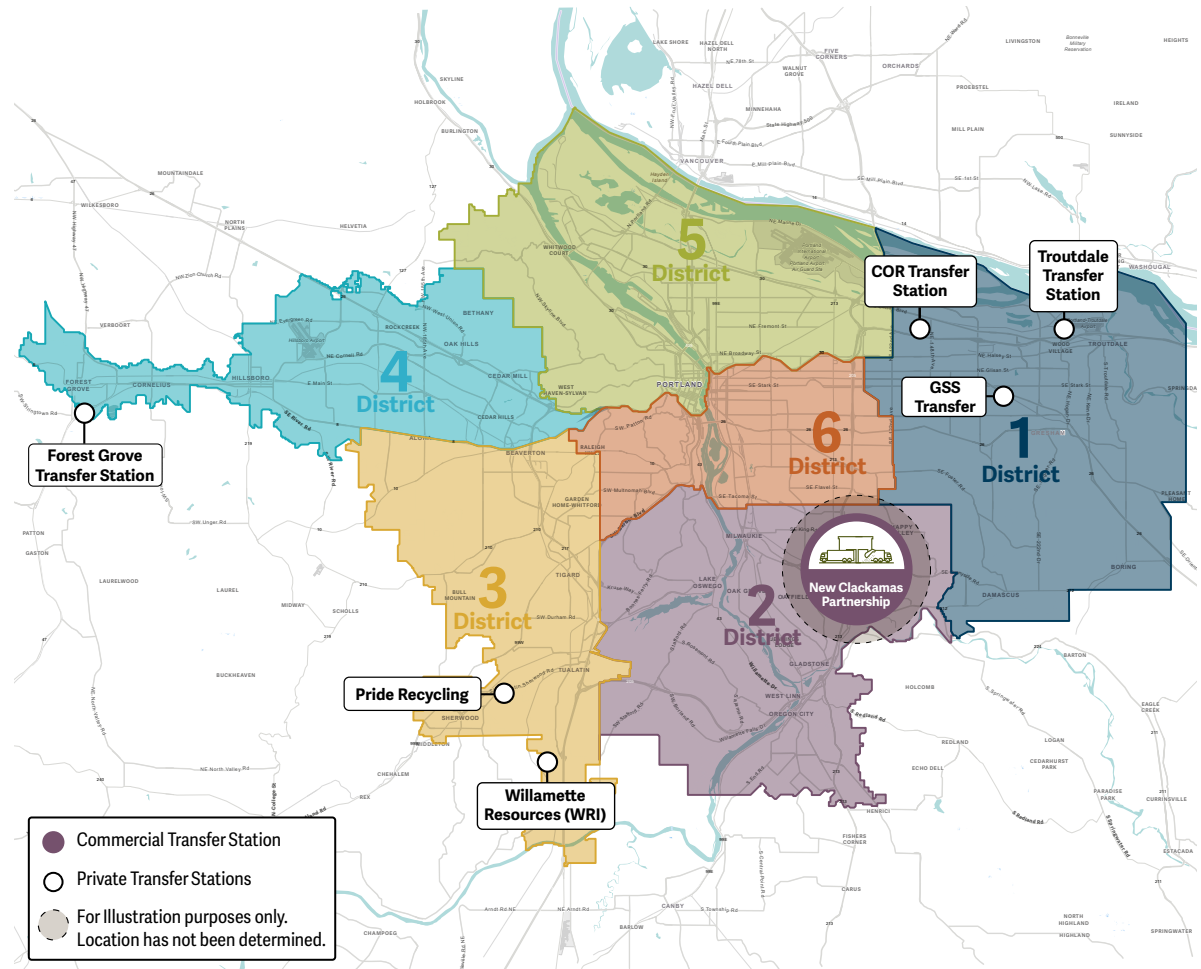
COMMERCIAL TRANSFER STATIONS

Commercial transfer stations provide important infrastructure for commercial haulers to drop off wet, dry and organic waste that is collected from residential and business customers. In this region, commercial transfer stations primarily focus on processing and transferring wet waste to landfills. Having equitable options for hauling commercial waste throughout the region is another important element of providing accessible, affordable services to the entire region.



TRANSFER STATION INVESTMENTS

Metro will consider reducing its role in processing and transferring waste from commercial haulers at its two transfer stations to best serve the public interest. The investment strategy proposes converting Metro South to a community drop-off depot, which would create a gap for facilities that accept wet, dry and organic waste from commercial haulers in Clackamas County and parts of Portland, Washington County and surrounding areas. To account for this, Metro will take a two-phased approach to explore options to fill the gap left by converting Metro South to a community depot that serves just residential and small business customers.



Consider reducing Metro's role over time in handling waste from commercial haulers through a phased approach.



COMMERCIAL TRANSFER STATION INVESTMENTS

If Metro proceeds with a reduced role in handling commercial waste, it will take a phased approach outlined in the following pages.

Phase 1: Seek to authorize a new Commercial Transfer Station

Through a public process, Metro will seek existing private facilities interested in serving the wet waste needs of commercial haulers in the area near Metro South. Depending on the level of interest, Metro would evaluate whether to authorize one or more facilities to best meet the public interest. This option does not require Metro to build a new facility and would not increase Metro's capital costs. On the other hand, if Metro South stops accepting waste from commercial haulers, Metro's overall costs for managing the remaining waste would increase since Metro facilities would be receiving less tonnage.

Unless Metro decides to regulate rates or other aspects of private facility operations in the future, this option carries the risk that new facilities authorized to operate near Metro South may charge higher prices to customers and create gaps for haulers if they do not take other materials currently accepted at Metro South such as residential organics, wood, yard debris and construction waste. This is because Metro does not currently regulate rates at private facilities or what materials those facilities must accept from haulers.

Planning

Metro will evaluate the level of interest of existing private facilities to serve commercial haulers near Metro South.

Gauge interest from private facilities to fill needed commercial transfer service in areas with gaps.



COMMERCIAL TRANSFER STATION INVESTMENTS

Phase 2: Develop public-private partnership to build a new facility

If Metro finds no interest from the private sector to provide commercial hauler services in the area around Metro South or determines that a proposed private facility does not meet the public interest, Metro will explore partnering with a private company to build a small commercial transfer station near Metro South. This option would allow Metro to exercise more oversight over pricing and to control how much transfer capacity is added to the system and what materials to prioritize, particularly food waste, based on gaps and hauler needs. A drawback is that this option involves a collaborative investment approach that could lead to increases in Metro's capital and/or operations costs. Conceptually, the plan assumes Metro would need to invest at least \$12 million in today's dollars to acquire land to build the new facility.

Planning

The release of a Request for Proposals to evaluate a public-private partnership for a new commercial facility would not start until after all potential existing facilities were identified as unsuitable or uninterested in providing commercial services near Metro South. This has the potential to delay the conversion of Metro South to a community drop-off depot because commercial services at Metro South should not cease until a replacement in the region is operational.

Develop a public-private partnership to build a new commercial facility to replace Metro South without significant capital investment.



CHAPTER 5:

SUPPORTING POLICY ACTIONS

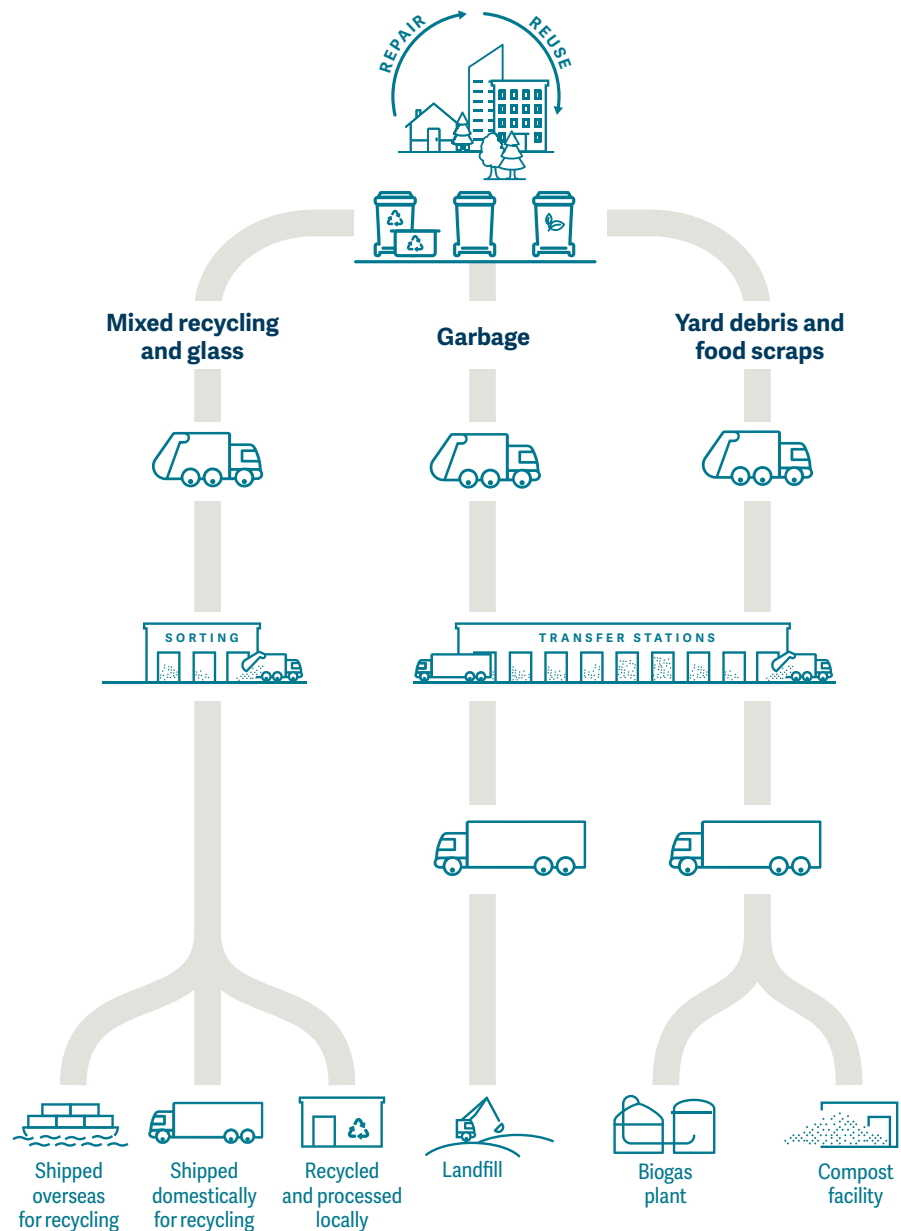


SUPPORTING POLICY ACTIONS

Context

Metro oversees the regional garbage and recycling system, which includes a mix of privately and publicly owned solid waste transfer stations. Since the early 1980s, Metro has operated two public transfer stations and authorized several private facilities to serve the region. Today, there are seven private and two public stations for handling wet waste and other materials within Metro’s jurisdiction. Some of the private transfer stations are owned by national waste companies that also own and operate landfills and others are locally owned and unaffiliated with landfills. In addition, some private transfer stations perform material recovery onsite, while others do not. As the solid waste authority, Metro controls how wet waste is allocated in the region between public and private transfer stations.

The Metro region generates about 2.6 million tons of waste annually, with 56 percent going to landfills and 44 percent recovered for recycling, composting or generating energy. Wet waste makes up 27 percent of the total, while dry waste accounts for 21 percent. Dry waste includes processing residues, construction debris and nonrecoverable materials. Source-separated recyclables make up 40 percent, and special waste such as remediation waste from an environmental cleanup, constitutes 12 percent. Wet waste is a significant revenue source for some private transfer stations.



Hundreds of organizations help reduce the amount of materials handled by the system

The system serves **24** cities and **3** counties

40+ private hauler companies

9 transfer stations (7 private and 2 public)

Transfer trucks

40+ recycling, composting and biogas facilities

7 landfills (in Oregon and Washington)

SUPPORTING POLICY ACTIONS

In addition to the investment priorities that are described in this plan, there are two policy-related areas that were identified for additional analysis and discussion upon adoption of the plan:

- Wet waste tonnage flow
- Private facility regulation

These policy and regulatory areas are complex and interconnected, affecting how the plan will be phased and implemented over time. Further exploration is needed into how changes in these two policy areas will be coordinated as part of the plan's implementation.



WET WASTE TONNAGE FLOW

Metro’s approach to allocating wet waste in the region has evolved significantly over the years. Initially, Metro allocated uniform wet waste tonnage amounts for most of the private transfer stations in the region. Dry waste was previously included in these allocations until 2002, when Metro removed limits on dry waste to promote recovery and processing across multiple facilities.

Over time, privately owned transfer stations sought larger wet waste tonnage allocations to enhance operational efficiency. Metro adjusted these allocations based on annual forecasts of population and economic growth, but there was no formal approach for these adjustments, and this led to inconsistencies.

Current approach

In response, Metro Council directed the development of a more consistent and predictable process for allocating wet waste tonnage. This led to the adoption of the “Transfer System Configuration Policy” in July 2016 (Resolution No. 16-4716). The configuration policy established that Metro would reserve a minimum of 40 percent of the region’s wet waste tonnage for the two publicly owned stations, Metro Central and Metro South, to maintain sufficient flow for public benefit and establish a predictable and transparent framework for allocating tonnage to private stations to support the hybrid system.

The main strategies of the transfer system configuration policy are:

1. Allocate tonnage on a percentage basis to ensure flow to the public stations.
2. Limit the amount of wet waste that any one private company may transfer.
3. Ensure transparency of rates.

In 2018, Metro Council established a framework (Ordinance No. 18-1426) for a fair and transparent allocation of wet waste tonnage to private stations. In 2020, council directed staff to integrate 2030 Regional Waste Plan goals into this methodology. The current tonnage allocation program uses a combination of equal shares and goal-based shares, focusing on living wages and benefits, workforce diversity, environmental impact reduction, community investment and affordable and consistent rates.

As part of the Regional System Facilities Plan development, Metro Council identified the need to evaluate the current approach to allocating wet waste to ensure the system is optimizing waste reduction, maximizing public benefit and improving system efficiency.



WET WASTE TONNAGE FLOW

Policy Actions

To support implementation of the Regional System Facilities Plan, two key actions have been identified related to the wet waste tonnage flow policy area:

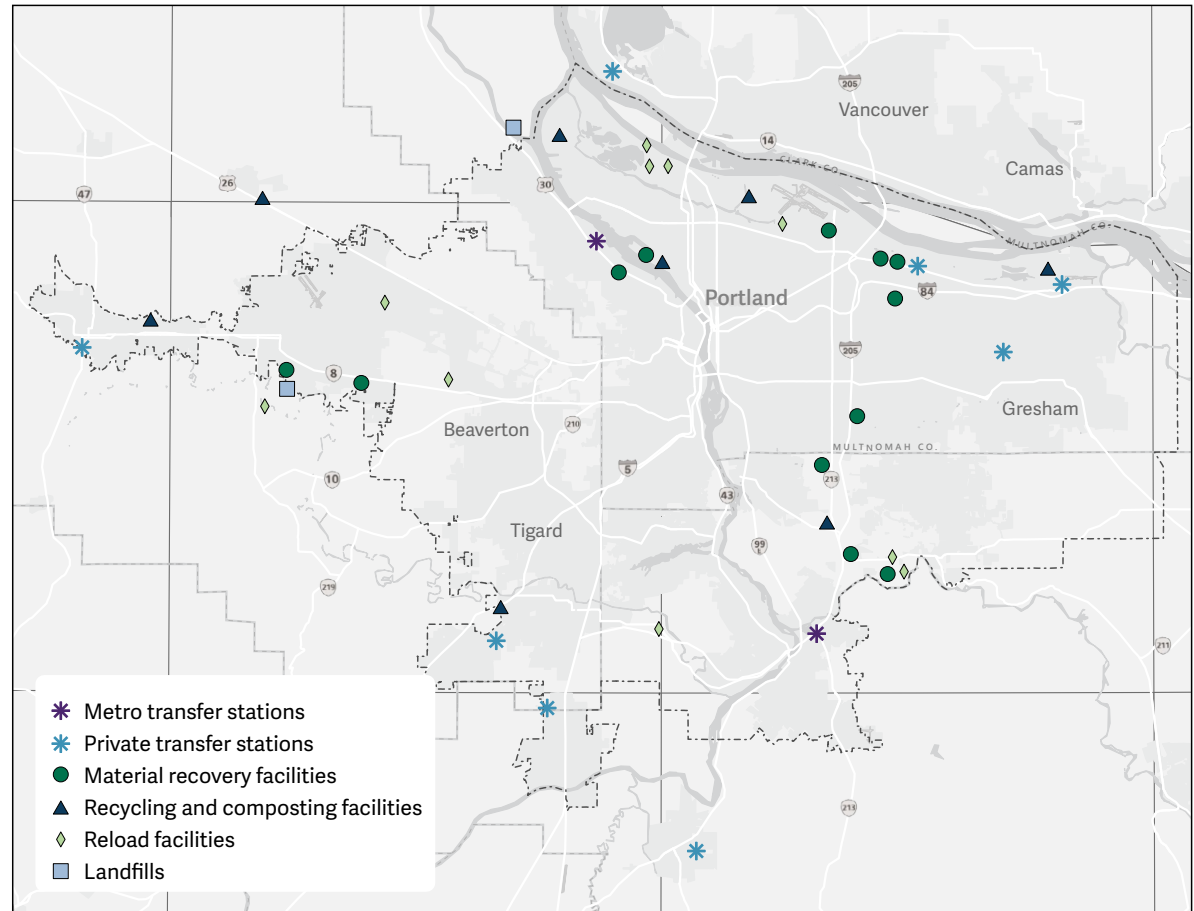
- 1. Examine the wet waste tonnage allocation program:** Evaluate options for modifying or eliminating the current wet waste tonnage allocation program. This assessment will consider the implications for the waste management system, including how changes might impact access for independent haulers, costs for customers and level of service.
- 2. Assess the Metro tonnage reserve:** Explore options for reducing or removing the amount of regional wet waste tonnage that Metro reserves for the publicly owned transfer stations. This assessment will consider the implications for the waste management system, access to services for customers and how costs might need to change or be restructured at publicly owned facilities.



PRIVATE FACILITY REGULATION

As the regional solid waste authority, Metro has the responsibility to ensure that all garbage and recyclable materials generated in the greater Portland area are managed in a way that protects public health and safety and safeguards the environment. Metro's responsibility and authority to manage the region's garbage and recycling system is derived from the Oregon constitution, Metro Code and Administrative Rules, Metro charter and Oregon Revised Statutes (chapter 268 and chapter 459).

The regional garbage and recycling system, as designated by Metro Council, currently includes 9 transfer stations, 31 solid waste facilities (recycling, composting, reloading), 10 landfills and other disposal sites. Metro also issues non-system licenses to authorize the transport of specific waste types to specific destinations outside of Metro's designated solid waste system. In addition, more than 40 private hauling companies operate in the region and the collection of waste is overseen by local governments.



PRIVATE FACILITY REGULATION

Metro ensures effective waste management by overseeing the regional system, enforcing requirements and providing programs, services and facilities. Metro manages the garbage and recycling system in partnership with cities and counties to implement the 2030 Regional Waste Plan. Metro code Title V governs the requirements for garbage and recycling, or “solid waste,” generated in the region. Metro uses a variety of methods to make sure that individuals and businesses understand and comply with the region’s garbage and recycling requirements. Metro does this through education, technical assistance or enforcement, as necessary. Metro does not currently exercise all its solid waste regulatory authority such as regulating rates in the region.

As part of this Regional System Facilities Plan development, Metro Council identified an interest in evaluating options for private facility regulation. This will include exploring options to maintain, modify or add regulations to private facilities and evaluating the wet waste tonnage allocation process and approach. Examples include requiring private facilities to offer additional services, implementing price controls and removing tonnage allocations.

Policy Actions

To support implementation of the Regional System Facilities Plan, one key private facility regulation action has been identified:

Evaluate private facility regulation: Explore options to maintain, modify or add regulations for private facilities to better serve the public interest. The implementation of this action will be coupled with the policy actions described in the previous wet waste tonnage flow section.





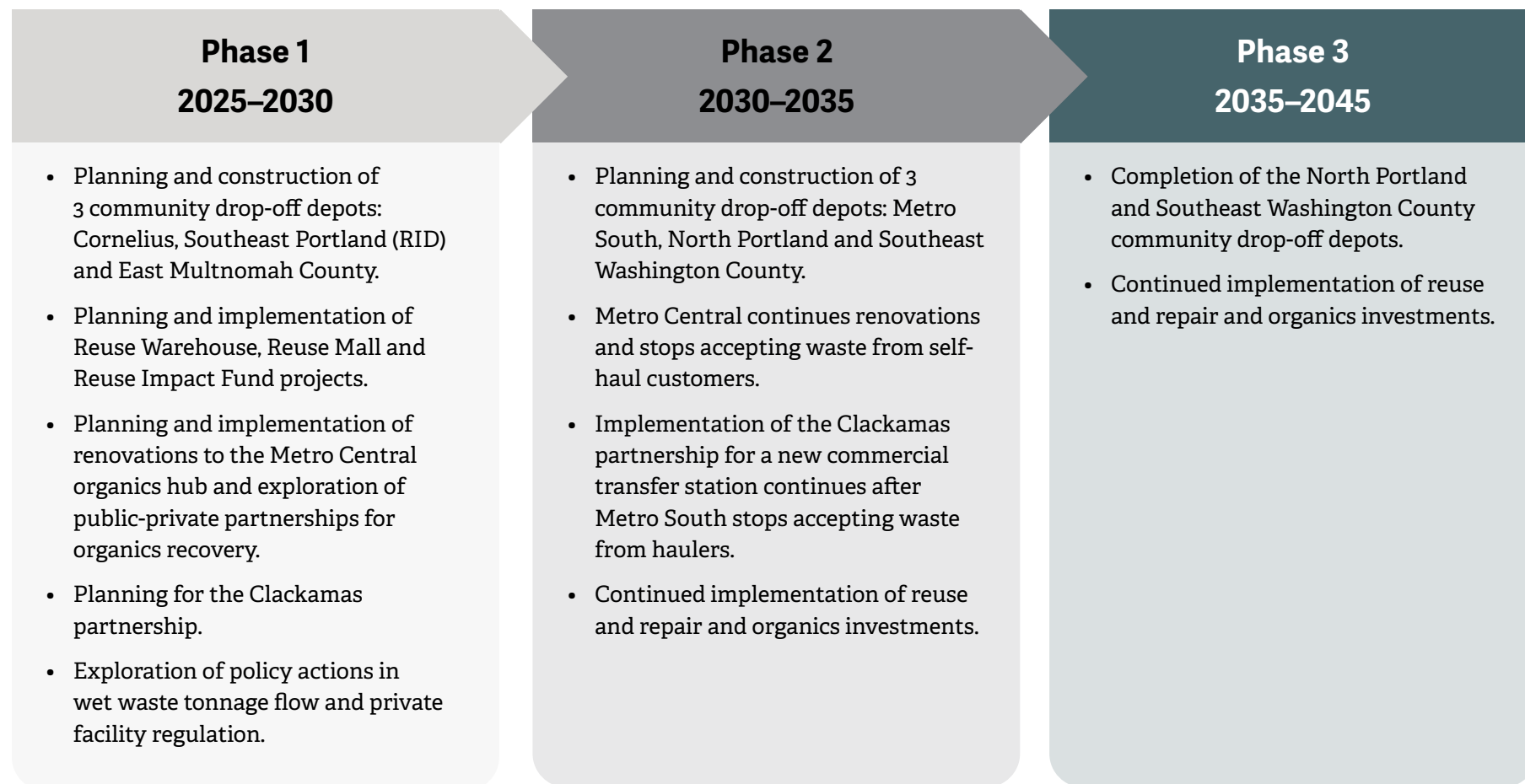
CHAPTER 6:

PHASING, COST AND FINANCING

CONCEPTUAL PHASING

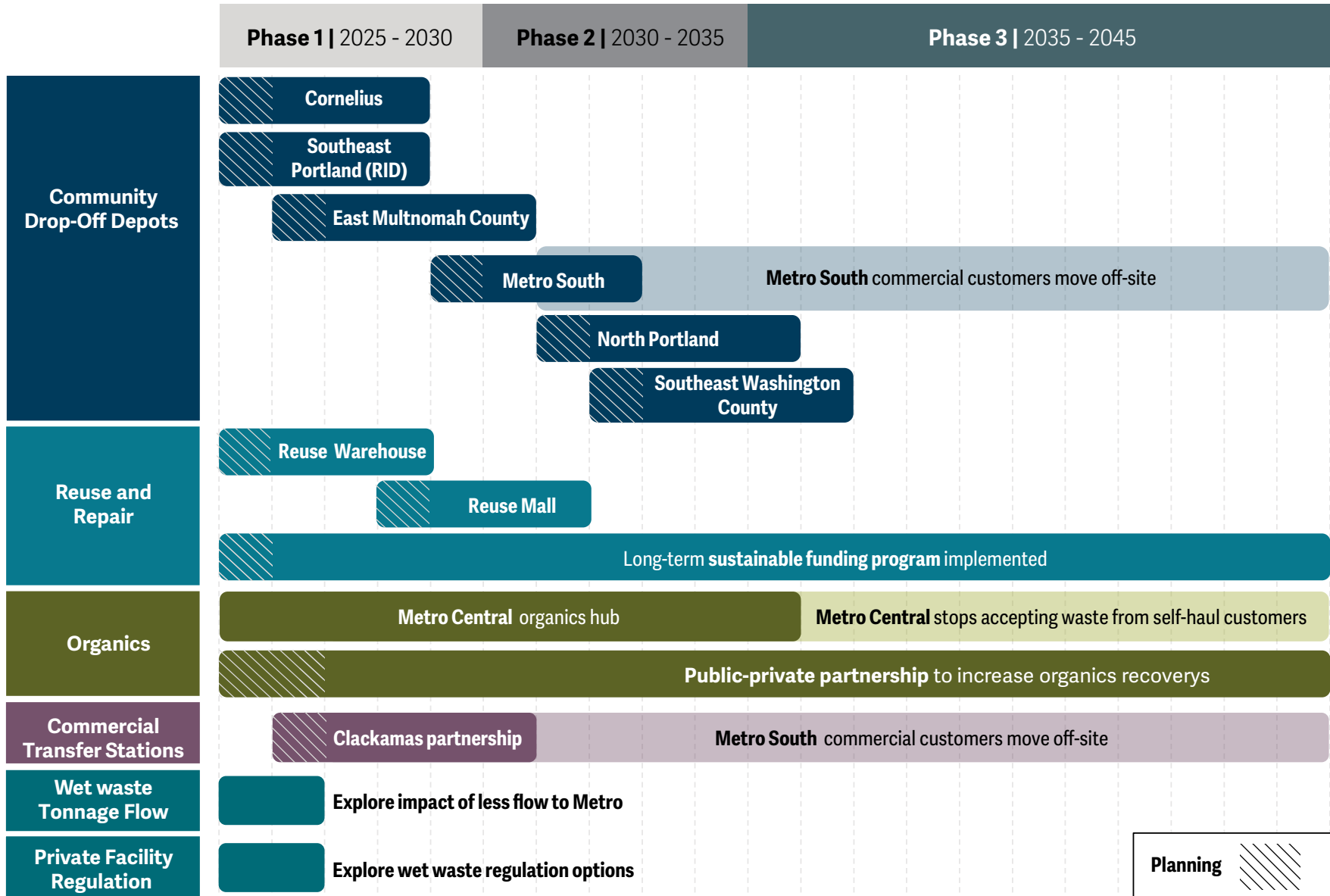
This plan envisions using a phased approach to implement new facilities and other investment projects over the next 20 years (2025-2045). Implementation of these projects will be done in collaboration between Metro and city, county, non-profit and private industry partners, with guidance and oversight from the Regional Waste Advisory Committee and other Metro Council advisory committees (see Chapter 7 for more details).

**For conceptual planning purposes only.
Specific dates have not been determined.**



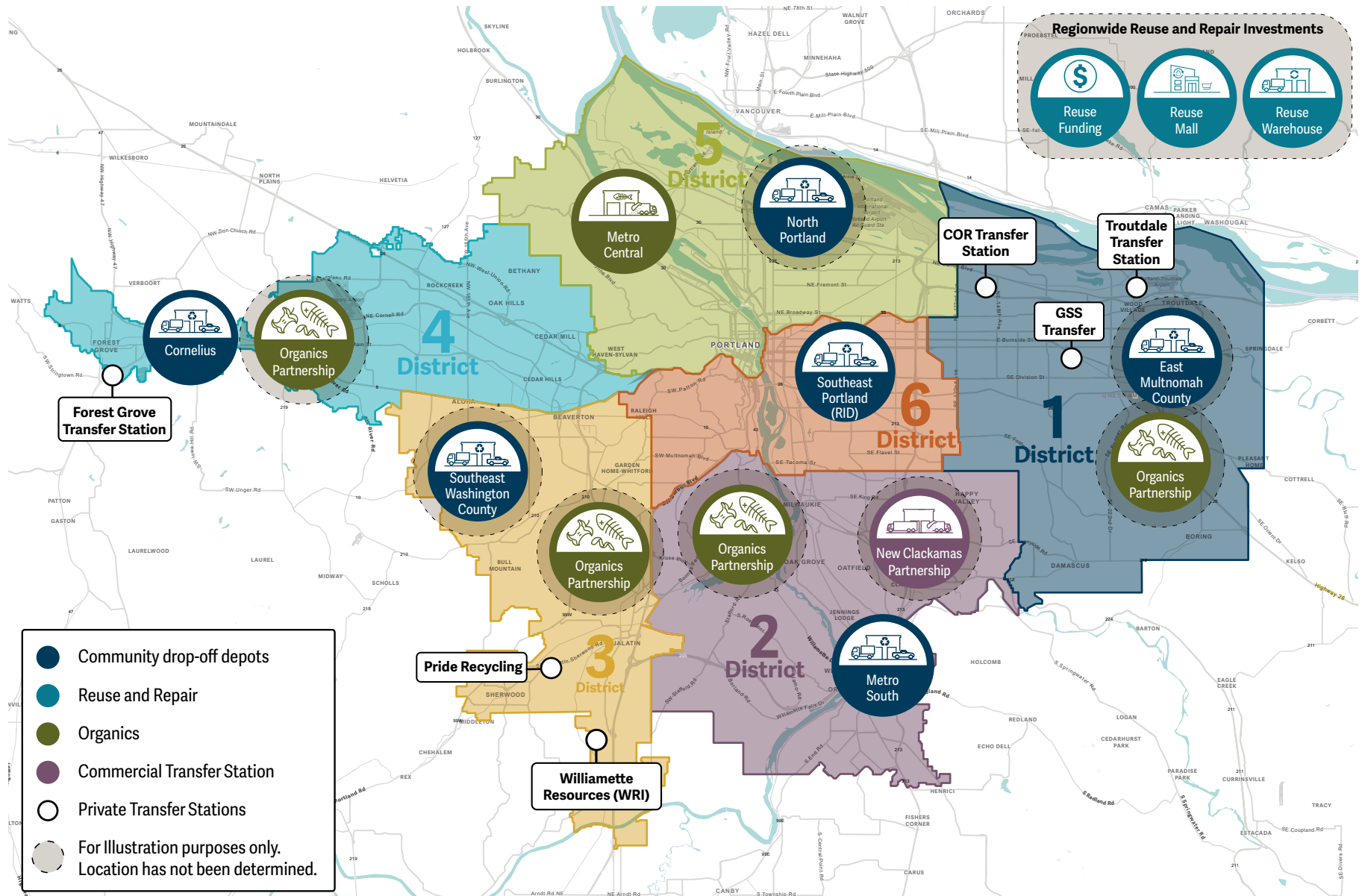
CONCEPTUAL IMPLEMENTATION SCHEDULE (BY PHASE)

For conceptual planning purposes only. Specific dates have not been determined.



Planning 

INVESTMENTS OVERVIEW



OVERVIEW OF INVESTMENT COSTS

	CAPITAL INFRASTRUCTURE PROJECTS	ESTIMATED CAPITAL COSTS (IN 2024 DOLLARS)	ESTIMATED ANNUAL OPERATIONS AND MAINTENANCE COSTS* (IN 2024 DOLLARS)
Community Drop-Off Depots	6 community drop-off depots	\$194 million	\$48.8 million
Reuse and Repair	Reuse warehouse, mall and impact fund	\$37 million	\$3.5 million
Organics	Metro Central organics hub	\$30 million	\$0.2 million
Commercial Transfer Stations	New Clackamas partnership	\$12 million	N/A
	TOTAL	\$273 million	\$52.5 million

Note: Refers to the annual operations and maintenance cost during the first year after each facility or program is fully operational.

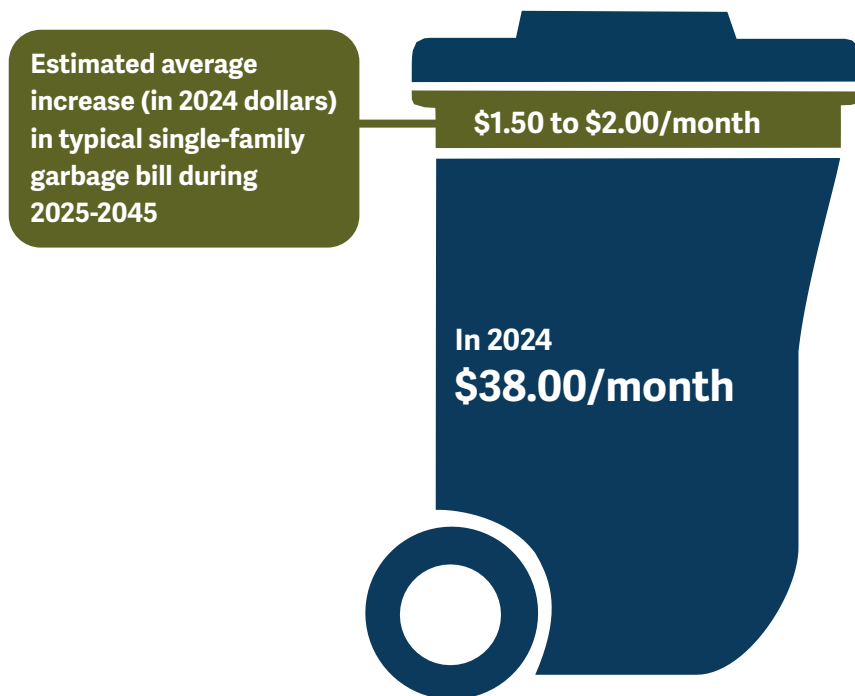
High-level cost estimates have been prepared for this plan and for initial planning purposes. Based on these estimates, the capital or construction costs for building new facilities are projected to be approximately \$273 million (in 2024 dollars). The new facilities and programs will also increase operational and maintenance costs by around \$52.5 million per year (in 2024 dollars) by the year 2045. Generally, projects will be financed through revenue bonds, with debt paid off over 20 years. Metro will also pursue grants as much as possible to offset the costs of new investments. Cost information and the financing approach will be refined as projects advance and details are further developed.

The cost impacts described here only consider how much the plan's investments are estimated to cost in the future, based on the information available today. The impacts do not account for other elements that affect Metro's costs such as new programs and policies outside this plan. They also do not incorporate factors that are outside Metro's control, including inflation, future changes in bond market conditions and in the programs and services provided by cities and counties that have a major influence on garbage and recycling collection bills for households and businesses.

OVERVIEW OF INVESTMENT COSTS

Phase 1 2025-2030	\$130 million
Phase 2 2030-2035	\$119 million
Phase 3 2035-2045	\$24 million

Capital Costs by Phase (in 2024 dollars)



Estimated impact on curbside collection costs

Building, operating and maintaining the investments in the plan will require increases to the regional system fee and Metro facility customer fees, which are expected to indirectly raise the cost of curbside garbage and recycling collection services for households and businesses in the region.

For the typical single-family household collection bill of \$38 per month today, the plan’s investments are projected to add, on average, an extra \$1.50 to \$2.00 per month (in 2024 dollars) throughout the 2025-2045 period. These estimates are based on a range of conceptual implementation scenarios modeled during development of the plan. Cost estimates and impacts will be refined as the plan is implemented. However, the actual impacts to collection bills and Metro facility fees due to increases in Metro’s capital and operational costs will depend on many factors, including how soon facilities and programs are fully in place, how much are fees allowed to increase every year based on Metro Council’s fee setting policy decisions and other factors outside Metro’s control.

FINANCING TERMS

Under state law, Metro has the authority to issue revenue bonds to finance the construction or renovation of reuse, recycling and garbage facilities such as landfills, transfer stations and material recovery facilities, regardless of whether those facilities are located inside or outside the Metro jurisdictional boundary, according to Oregon Revised Statutes (ORS) 268.600-268.660. To implement this plan, Metro would issue revenue bonds to finance most of the capital construction costs involved with building or renovating facilities.

What are revenue bonds?

Revenue bonds are a form of long-term borrowing that government agencies such as Metro use to finance programs and projects. Unlike general obligation bonds, revenue bonds do not require local government agencies such as Metro to ask voters to approve them. Revenue bonds are paid off using the revenues from fees and charges paid by customers and users. In the case of reuse, recycling and garbage facilities, Metro has two main sources of revenues that can be used to pay off the bonds: the fees charged to customers for accepting different materials and the regional system fee.

Customer fees: The fees Metro facilities charge customers for accepting mixed garbage, yard debris, food waste and other materials (for example, tonnage fees, fixed fees).

Regional system fee: A fee that is charged on every ton of garbage generated within the Metro boundary. Any private or public facility that accepts garbage generated within the Metro boundary charges customers the regional system fee. Metro uses the revenue collected from this fee to run programs and services for which customers are not charged directly, such as the household hazardous waste services at Metro facilities and collection events, and the collection of dumped garbage in public spaces.





CHAPTER 7: IMPLEMENTATION AND MONITORING



Photo credit: Photo courtesy of the City of Burnaby, Burnaby, BC Canada

IMPLEMENTATION AND MONITORING OVERVIEW

Metro is responsible for implementing the Regional System Facilities Plan and for monitoring performance as investment projects are planned and carried out. To implement these projects, Metro will collaborate with city, county, tribal, and state governments, as well as non-profit and private industry partners. Metro will work with these partners to search for suitable sites, permit new facilities, engage with communities who live near potential sites, and explore partnerships with existing non-profit organizations and private businesses to expand services.

As the next page describes, each investment project will require developing specific implementation plans with refined budget estimates. Once initiated, each project's implementation plan will undergo a review process involving Metro Council and the Regional Waste Advisory Committee, with opportunities for the public, tribal and local governments, non-profit and private industry partners to weigh in. There are two formal bodies that will oversee implementation of the plan, Metro Council and the Regional Waste Advisory Committee.

Metro Council

Metro's seven-member directly elected council will oversee plan implementation, provide direction on the design, timing, financing and other aspects of investment projects, and make final decisions on whether to approve each project's implementation plan. Metro staff will be responsible for carrying out individual projects once they are approved by Metro Council and reporting to council periodically on the implementation of the plan.

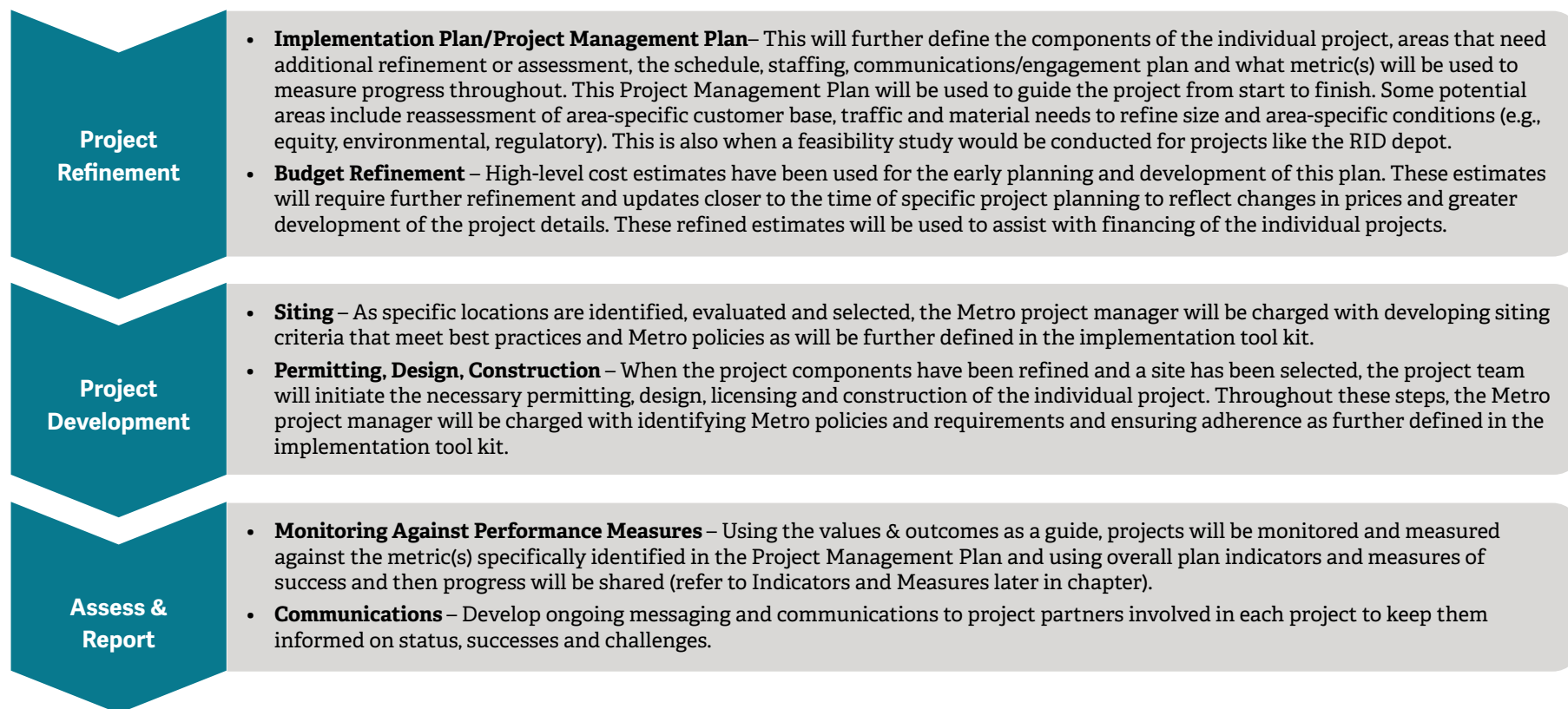
Regional Waste Advisory Committee

The committee advises Metro Council on the management of the garbage and recycling system. The committee is comprised of 17 members representing cities, counties, the public, the reuse sector and the private solid waste industry. Two Metro councilors serve on the committee as chair and vice-chair. The committee is expected to provide input on the development each investment project's implementation plan and budget and provide recommendations to Metro Council.

In addition to the Metro Council and the Regional Waste Advisory Committee, Metro staff, at Metro Council's direction, may seek input from other advisory committees, including Metro's Committee on Racial Equity (CORE), the Metro Policy Advisory Committee (MPAC) and project-specific community advisory groups.

IMPLEMENTATION AND MONITORING OVERVIEW

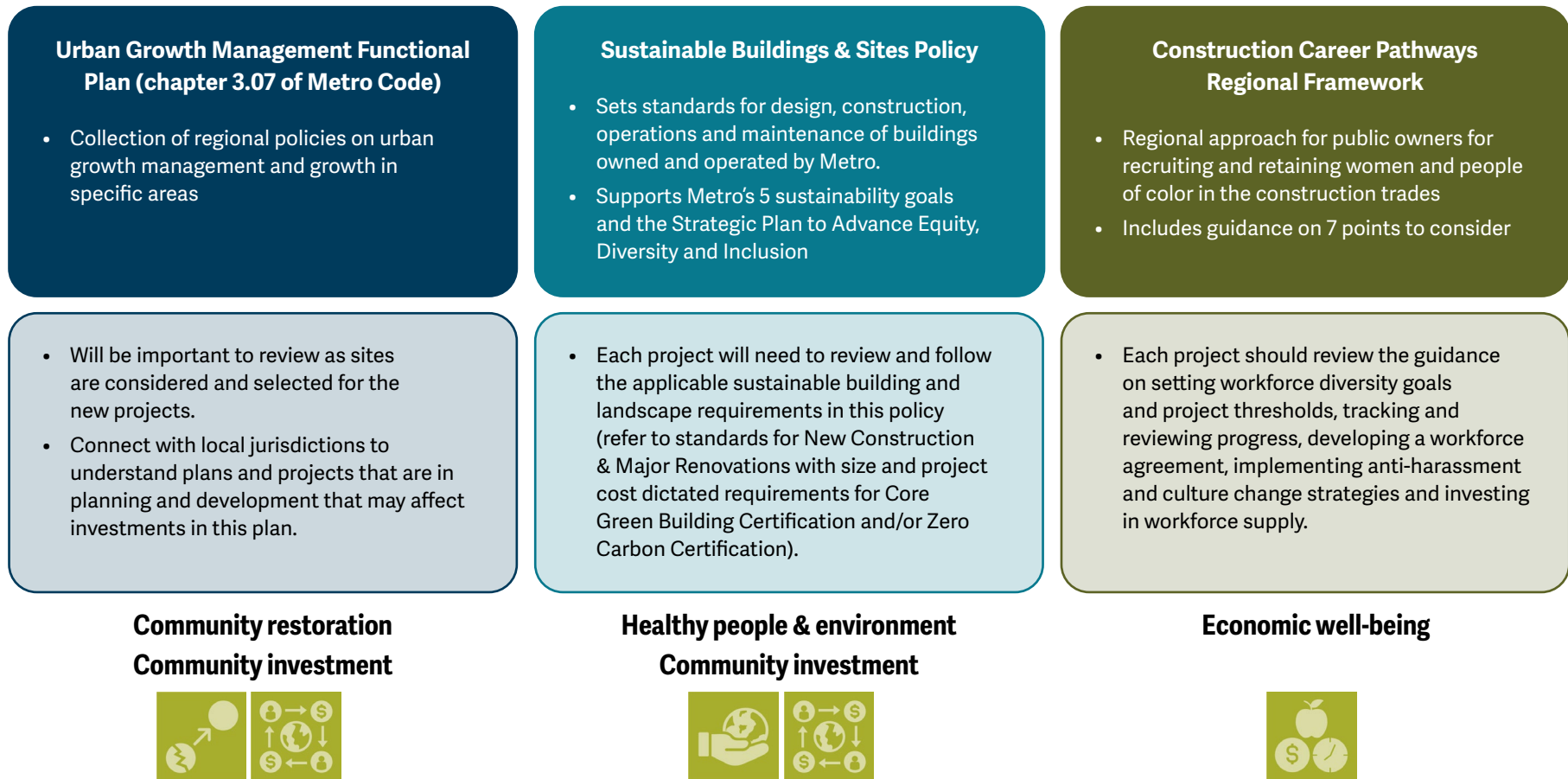
The conceptual schedule and phasing will guide the implementation of the investment strategy. Prior to initiating each facility or program investment project, a detailed project implementation plan will be prepared. This plan will detail project components, staffing, costs and specific engagement steps. All projects will include the steps described in the following sections.



IMPLEMENTATION TOOLKIT – POLICIES

As projects are further developed, Metro will review and assess the various policies that guide where a facility can be sited, how to reduce impacts on surrounding communities, how structures are built and how facilities will be staffed. The following graphic shows three key

policies. There will be other policies that are assessed throughout the process. These policies will be included in the more detailed implementation toolkit that will be provided as a supplementary document to this plan.



IMPLEMENTATION TOOLKIT – GUIDELINES FOR ENGAGEMENT

Engagement has been an important element throughout this project and will continue through plan implementation. Many of the foundational values and outcomes for this plan support broad engagement for the life of these projects from planning through operations. These values include promoting healthy people and environment, environmental literacy, community restoration, community partnerships, community investment, and tribal consultation (more on this later in the chapter, refer to Tribal Consultation).

When implementing a facility project in this plan, Metro will follow the project's values and outcomes as well as the guidelines for engaging the public, potential host communities, city and county representatives and other partners given in the following sources:

Strategic Plan to advance racial equity, diversity and inclusion, 2016 – This strategic plan contains six elements (strategy; goals/objectives/actions; implementation vision; evaluation framework; analysis and decision-support tool; and relationship between racial equity, diversity, and inclusion) and provides a unified direction and additional focus for the crucial equity work currently underway at Metro, both agency-wide and in specific departments and venues.



Partners shared ideas and asked questions about plan scenarios at the symposium (September 2023).

IMPLEMENTATION TOOLKIT – GUIDELINES FOR ENGAGEMENT

2021 Racial Equity Framework – This framework and accompanying worksheet should be used to help ensure that a racial equity analysis is applied when decisions about Metro’s budget and public services are being made.

2030 Regional Waste Plan – This plan provides guiding principles and specific actions to eliminate barriers and generate positive community benefits that advance racial equity, diversity, and inclusion.

Metro Public Engagement Guide, 2024 – This guide provides information to enable meaningful connections and collaboration between community members, Metro staff, Metro Council, local governments, local businesses and nonprofit organizations. Metro staff, councilors and advisory committee members will use the guide along with policies across the organization to plan and carry out engagement activities. The guide strengthens Metro’s engagement practices by inviting more voices to the table to listen and learn from one another. It provides key tools, reporting guidance and best practices to Metro staff.



Metro Councilors and international panelists toured local reuse businesses as part of the symposium (September 2023).

IMPLEMENTATION TOOLKIT – SITING CRITERIA

Specific siting criteria will be established for each project that requires purchase or lease of a new site. Criteria will be developed and reviewed with community input and documented in the project management plan. Generally, Metro will consider the plan’s values and outcomes, the policies outlined in the previous section, Metro’s community engagement guidelines, and Metro’s capital asset management plans, as well as resiliency plans, disaster debris management plans, and the lessons learned from other recent Metro siting projects, including the Future South and Future West transfer station siting projects.



Community Advisory Group members toured the Community Warehouse facility in Tualatin to learn about reuse and repair (March 2023).

Future South Siting Project – Community Lens

The Future South Community Lens represents feedback received from the Future South community advisory group that met between August 2020 and April 2021 when Metro was looking for a site to relocate and rebuild the Metro South transfer station. While it was originally developed to guide this one project, it could be adapted for implementation of this plan. The community lens includes:

- Guiding principles
- Community criteria for property evaluation which has categories for what a possible site must-have, prefer-to-have, and would be nice-to-have
- Questions for property evaluation
- Post site selection criteria

TRIBAL CONSULTATION

In line with Metro’s commitment to tribal consultation on key regional decisions and to build better relationships, Metro invited consultation with Tribes during plan development. Starting in Phase 1, Metro included tribal consultation in the project’s values and outcomes (refer to Chapter 2) and invited consultation with interested Tribes who have engaged with Metro in the past and have distinct historical and contemporary interests and connections to what is now known as the greater Portland area. The purpose was to seek input from Tribes during the planning process and into the future, as Metro implements new facilities and other investment projects.

Ground disturbance risk

Building new facilities will involve ground-disturbing activities with varying levels of potential risk to cultural, historical, archaeological and natural resources important to Tribes. The table in this section lists each project in the plan and the anticipated level of ground-disturbance risk. This risk assessment is preliminary, given that all projects are conceptual until further developed and implemented.

	Project	Ground Disturbance Risk	Description
Community Drop-Off Depots	Cornelius	High	New construction on vacant lot
	Southeast Portland (RID)	Medium/High	Depending on feasibility, may involve renovation of existing buildings or new construction
	East Multnomah County	High	New construction; no site has been identified
	Metro South	High	Major renovation of existing facility
	North Portland	High	New construction; no site has been identified
	Southeast Washington County	High	New construction; no site has been identified
Reuse and Repair	Reuse warehouse	Low/High	Depending on availability, may involve leasing existing warehouse or new construction
	Reuse mall	Low/High	Depending on availability, may involve leasing existing warehouse or new construction
	Reuse impact fund	Low/Medium	Funding program, does not involve direct construction
Organics	Metro Central	Medium/High	Renovation of existing facility
	Public-private partnerships	Low/High	Funding program; may range from equipment upgrades to facility improvements
Commercial Transfer Stations	New Clackamas partnership	Medium/High	May involve modifications to existing private facilities or new construction

Note: The risk levels in this table will be adaptively managed by Metro staff in partnership with interested Tribes to reflect real-time priorities and conditions of proposed projects and actions. Metro’s Tribal Affairs Program will maintain the most up to date risk ratings.

TRIBAL CONSULTATION

Tribal consultation and resource protection going forward

During plan implementation, Metro will continue to seek input on individual projects from interested Tribes, focusing on identifying locations for potential new facilities where the geographic location has yet to be determined and on additional actions that can be taken to enhance resource protection in facility construction, operations and maintenance.

Tribes and Metro will also have opportunities to advance shared priorities in other areas, including addressing climate change, improving access to services for tribal members living in the greater Portland area, honoring the cultures and histories of Pacific Northwest Indigenous Peoples and identifying opportunities for partnership with tribal enterprises. Metro also looks forward to learning from the expertise Tribes have as owners and operators of their own solid waste facilities and systems where lessons learned and best practices can inform Metro's work.

Resource protection guidelines

For each project in the plan, Metro will follow a set of guidelines and best practices developed in coordination with Metro's tribal affairs program and informed by input from Tribes. Key elements will include:

- Allocating budget for historic and cultural resources compliance and clearance review expenses
- Instructions and resources for conducting site surveys and assessing potential impacts
- Developing site-specific inadvertent discovery plans
- Ensuring compliance with existing local, state and federal laws and regulations that pertain to cultural, historic, archaeological and natural resources. This includes the Oregon statewide planning goal 5 (Oregon Administrative Rule 660-015-0000(5)), Archaeological Objects and Sites (Oregon Revised Statutes 358.905 to 358.961), Indian Graves and Protected Objects (Oregon Revised Statutes 97.740 to 97.760), Protection of Publicly Owned Historic Properties (Oregon Revised Statutes 358.653), and the National Historic Preservation Act and Archaeological Resource Protection Act.



Tribal leaders and staff discuss opportunities to protect natural resources at a Metro Parks and Nature site visit

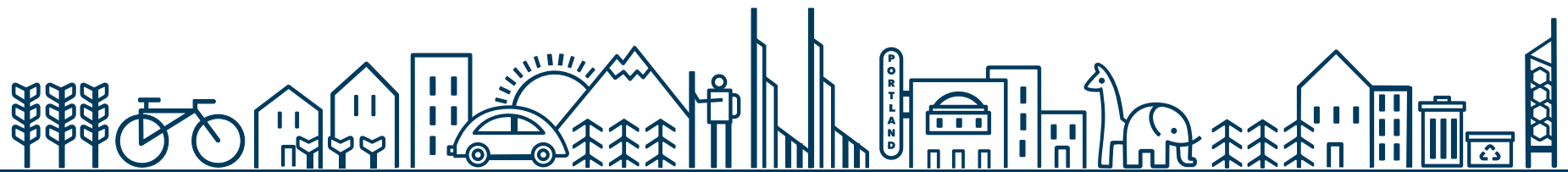
INDICATORS & MEASURES

The plan includes indicators to measure performance as investment projects are implemented over time and shared in future Regional Waste Plan progress reports and other channels.

The plan will use the indicators noted in the following table.

Area	Indicator	Description
Waste reduction & environmental impact	Tons of waste recovered for reuse, recycling or composting and associated avoided greenhouse gas emissions	Indicator related to Regional Waste Plan goals 6 and 10 that captures the increase in tons of waste recovered because of the plan's new investments and their associated greenhouse gas emissions, compared to the baseline.
Driving access to public self-haul facilities	Percent of the population within a 20-minute drive to the nearest public self-haul facility, by material type	Regional Waste Plan indicator for Goal 16 that tracks driving access to facilities that accept materials from the public for reuse, recycling or disposal.
Driving access to commercial facilities	Percent of the region's area within a 20-minute drive to the nearest commercial facility, by material type	Regional Waste Plan indicator for Goal 16 that measures driving access to facilities that accept materials from franchised/licensed haulers.
Affordability	Changes in the regional system fee, Metro tonnage charges and the average garbage and recycling bill	Indicators that track changes in cost over time associated with the plan's new investments, compared to the baseline.





- Art and events
- Garbage and recycling
- Land and transportation
- Parks and nature
- Oregon Zoo

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