

AGENDA

MEETING: REGIONAL SOLID WASTE ADVISORY COMMITTEE

DATE: Thursday June 1, 2000 TIME:

3:30 p.m.-5:00 p.m.

PLACE:

Council Annex, 3rd Floor, Metro Regional Center, 600 NE Grand Avenue, Portland

SPECIAL MEETING ON REVISIONS TO METRO EXCISE TAX

Thursday June 1, 2000 3:30-5:00

(Immediately following the Council regular meeting in the Council Annex)

At the regular SWAC meeting of May 17, Chair Ed Washington and Councilor Rod Park committed to hold a special meeting of SWAC to continue discussion of Ordinance No. 00-857, which amends Metro Code Chapter 7.01 to convert the excise tax levied on solid waste to a tax levied upon tonnage.

The revised ordinance will be mailed or FAXed to you prior to the meeting.

Current Schedule

Committee Recommendation......REM Committee Wednesday, June 7, 1:30 p.m. Second Reading & Vote...... Metro Council Thursday, June 15, 2:00 p.m. (Public Hearings will be held at both meetings)

Questions? Call John Houser 797-1541

Chair: Councilor Ed Washington (797-1546) Alternate Chair: Councilor Susan McLain (797-1553) Committee Clerk: Connie Kinney (797-1643)

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BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING)	ORDINANCE NO. 00-857A
METRO CODE CHAPTER 7.01 TO)	_
CONVERT THE EXCISE TAX LEVIED)	Introduced by the Regional
ON SOLID WASTE TO A TAX LEVIED)	Environmental Management
UPON TONNAGE ACCEPTED AT)	Committee of the Metro
SOLID WASTE FACILITIES AND)	Council
MAKING OTHER RELATED)	
AMENDMENTS)	

WHEREAS, the State of Oregon has set a recycling-Regional Recovery Rate goal for solid waste of 56 percent by the year 2005; and

WHEREAS, recycling reduction of solid waste in the region is of the utmost importance and should be a priority in Metro's solid waste fee system; and

WHEREAS, Metro needs a stable funding source for its charter mandated responsibilities; and

WHEREAS, Metro needs to respond to recent centralization consolidation within the solid waste industry; and

WHEREAS, newer processing facilities include both wet and dry waste components; and

WHEREAS, the purpose of this ordinance is to further recycling waste reduction and provide stability and predictability in the setting of solid waste fees during the Metro budget cycle; and

WHEREAS, Metro imposes an excise tax for the use of the facilities, equipment, systems, functions, services, or improvements, owned, operated, certified, licensed, franchised, or provided by Metro; and

WHEREAS, the tax is currently imposed as a percentage of the payment charged by Metro or by the operator of such solid waste facilities; and

WHEREAS, to enable Metro to fulfill its missions, it is desirable to change the method by which the tax on solid waste is imposed from the current method using a percentage of the payment charged for disposal to a method under which the tax is imposed upon each ton of solid waste disposed at solid waste facilities; now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

SECTION 1. - Metro Code Section 7.01.010 is amended to read:

For the purposes of this chapter unless the context requires otherwise the following terms shall have the meaning indicated:

- (a) "Accrual basis accounting" means revenues are recorded in the accounting period in which they are earned and become measurable whether received or not.
- (b) "Cash basis accounting" means revenues are recorded when cash is received.
- (c) Cleanup Material Contaminated By Hazardous Substances means solid waste resulting from the cleanup of release of hazardous substances into the environment, including petroleum contaminated soils and sandbags from containment of chemical spills provided that such substances are derived from nonrecurring environmental cleanup activity. Cleanup Material Contaminated By Hazardous Substances does not mean solid waste generated by manufacturing or industrial processes.
- (ed) "District facility" means any facility, equipment, system, function, service or improvement owned, operated, franchised or provided by the district. District facility includes but is not limited to all services provided for compensation by employees, officers or agents of Metro, including but not limited to the Metro Washington Park Oregon Zoo, Metro ERC facilities, all solid waste system facilities, and any other facility, equipment, system, function, service or improvement owned, operated, franchised or provided by the district.
- (d) "Facility Retrieval Rate" shall have the meaning assigned thereto in Metro Code Section 5.02.015.
 - (e) "Inert" shall have the meaning assigned thereto in Metro Code 5.01.010(t).
- (def) "Installment payments" means the payment of any amount that is less than the full payment owed either by any user to the district or to an operator or by an operator to the district.
- (efg) "Metro ERC facility" means any facility operated or managed by the Metropolitan Exposition-Recreation Commission.
- (fgh) "Operator" means a person other than the district who receives compensation from any source arising out of the use of a district facility. Where the operator performs his/her functions through a managing agent of any type or character other than an employee, the managing agent shall also be deemed an operator for the purposes of this chapter and shall have the same duties and liabilities as his/her principal.

Compliance with the provisions of this chapter by either the principal or managing agent shall be considered to be compliance by both.

- (ghi) "Person" means any individual, firm, partnership, joint venture, association, governmental body, joint stock company, corporation, estate, trust, syndicate, or any other group or combination acting as a unit.
- (hij) "Payment" means the consideration charged, whether or not received by the district or an operator, for the use of a district facility, valued in money, goods, labor, credits, property or other consideration valued in money, without any deduction.
- (jk) "Processing Residual" shall have the meaning assigned thereto in Metro Code Section 5.02.015.
- (kl) "Facility Recovery Rate" shall have the meaning assigned thereto in Metro Code Section 5.02.015.
- (m) "Regional Recovery Rate" shall have the meaning assigned thereto in ORS 459A.010(4)(a).
- (in) "Solid waste system facility" means all facilities defined as such pursuant to section 5.05.010 including but not limited to all designated facilities set forth in section 5.05.030 and any non-system facility as defined in section 5.05.010 that receives solid waste from within the Metro boundary whether pursuant to an authorized non-system license or otherwise.
- (mo) "Source Separate" or "Source Separated" or "Source Separation" means that the person who last uses recyclable material separates the recyclable material from Solid Waste shall have the meaning assigned thereto in Metro Code Section 5.01.010.
- (np) "Source-separated recyclable material" or "Source-separated recyclables" means material that has been Source Separated for the purpose of Reuse, Recycling, or Compostingshall have the meaning assigned thereto in Metro Code Section 5.01.010.
- (joq) "Tax" means the tax imposed in the amount established in subsection 7.01.020, and includes both the tax payable by a user and the aggregate amount of taxes due from an operator during the period for which he/she is required to report and pay the tax.
- (r) "Useful material" shall have the meaning assigned thereto in Metro Code Section 5.01.010(ww).
- (kps) "User" means any person who pays compensation for the use of a district facility or receives a product or service from a district facility subject to the payment of compensation

SECTION 2. Metro Code Section 7.01.020 is amended to read:

7.01.020 Tax-Imposed

- (a) For the privilege of the use of the facilities, equipment, systems, functions, services, or improvements owned, operated, certified, licensed, franchised, or provided by the district, each user except users of solid waste system facilities shall pay a tax of 7.5 percent of the payment charged by the operator or the district for such use unless a lower rate has been established as provided in subsection 7.01.020(b). Each user of all solid waste system facilities shall pay an additional tax of 1.0 percent of the payment charged by the operator or the district. The tax constitutes a debt owed by the user to the district which is extinguished only by payment of the tax directly to the district or by the operator to the district. The user shall pay the tax to the district or to an operator at the time payment for the use is made. The operator shall enter the tax on his/her records when payment is collected if the operator keeps his/her records on the cash basis of accounting and when earned if the operator keeps his/her records on the accrual basis of accounting. If installment payments are paid to an operator, a proportionate share of the tax shall be paid by the user to the operator with each installment.
- (b) The council may for any period commencing no sooner than July 1 of any year and ending on June 30 of the following year establish a tax rate lower than the rate of tax provided for in subsection 7.01.020(a) or in subsections 7.01.020(c)-(e) by so providing in an ordinance adopted by the district. If the council so establishes a lower rate of tax, the executive officer shall immediately notify all operators of the new tax rate. Upon the end of the fiscal year the rate of tax shall revert to the maximum rate established in subsection 7.01.020(a) unchanged for the next year unless further action to establish a lower rate is adopted by the council as provided for herein.
- (c) For the privilege of the use of the solid waste system facilities, equipment, systems, functions, services, or improvements, owned, operated, certified, licensed, franchised, or provided by the district, each user of all-solid waste system facilities and operators of solid waste facilities licensed or franchised under chapter 5.01 of this Code to deliver putrescible waste directly to the district's contract operator for disposal of putrescible waste shall pay a tax in the amount calculated under section (e) for each ton of solid waste exclusive of source separated recyclable materials accepted at the solid waste system facilities. The tax constitutes a debt owed by the user to the district which is extinguished only by payment of the tax directly to the district or by the operator to the district. The user shall pay the tax to the district or to an operator at the time payment for the use is made. The operator shall enter the tax on his/her records when payment is collected if the operator keeps his/her records on the cash basis of accounting and when earned if the operator keeps his/her records on the accrual basis of accounting. If installment payments are paid to an operator, a proportionate share of the tax shall be paid by the user to the operator with each installment.

- (d) For the Metro fiscal year beginning July 1, 2000, and for each fiscal year thereafter subject to Section 3 of this ordinance, the tax rate imposed and calculated under this section shall be sufficient to generate at least \$5,700,000 in excise tax revenue net excise tax revenue of \$5,700,000 after allowing for any tax credit or tax rebate for which provision is made in this chapter.
- (e) The excise tax rate for each ton of solid waste exclusive of source separate recyclable materials accepted at the solid waste system facilities shall be the amount that results from dividing the amount set forth in sub-section (d) by an amount that is equivalent to the sum of the solid waste tonnage generated within the district and delivered to any disposal site for disposal, exclusive of inert materials and materials accepted for and actually used for a beneficial purpose at a disposal site, during the twelve-month period ending on December 31 of each year, as further adjusted by the Executive Officer under sub-section (f). Subject to subsection 7.01.020(b), the rate so determined shall be the district's rate excise tax on solid waste during the subsequent Metro fiscal year,
- (e)(1) The excise tax rate for each ton of solid waste, exclusive of (i) source separate recyclable materials accepted at the solid waste system facilities, (ii) inert materials, and (iii) Cleanup Materials Contaminated by Hazardous Substances, shall be the amount that results from dividing the net excise tax revenue amount set forth in subsection (d) by the amount of solid waste tonnage which the Executive Officer reports to the Council under sub-section (f)(2). Subject to the provisions of subsection 7.01.020(b), the rate so determined shall be the district's excise tax rate on solid waste during the subsequent Metro fiscal year.
- (e)(2) The excise tax rate for each ton of solid waste constituting Cleanup Materials Contaminated by Hazardous Substances shall be \$1.00.
- Officer shall provide a written report to the Council stating the amount of solid waste tonnage generated within the district and delivered to any disposal site for disposal, exclusive of inert materials and materials accepted for and actually used for a beneficial purpose at a disposal site, for the twelve-month period ending the previous December 31. Based upon the tonnage amount set forth in such written report, the Executive Officer at the same time shall calculate the amount of such solid waste tonnage that would have been generated during the previous calendar year if the solid waste recovery rates corresponding for each calendar year set forth on the following schedule had been achieved:

Year	Recovery Rate	
2000	46%	
2001	48%	
2002	50%	
2003	52%	
2004	54%	

2005 56%

The product of such calculation by the Executive Officer shall be used to determine the excise tax rate under sub-section (e) of this section.

- (f) By December 1, 2000 and by March 1st of each year thereafter, the Executive Officer shall provide a written report to the Metro Council stating the following:
- "(1) For the twelve-month period ending the previous December 31; the amount of solid wastes, exclusive of inert materials, delivered for disposal to any Solid Waste System Facility that is not exempt pursuant to section 7.01.050(a) of this chapter, and
- "(2) The amount of such solid wastes that would have been delivered for disposal to any such non-exempt Solid Waste System Facility if the Regional Recovery Rates corresponding to each calendar year set forth on the following schedule had been achieved:

	Regional
Year	Recovery Rate
1999	43%
$\overline{2000}$	46%
2001	48%
2002	50%
2003	52%
2004	54%
2005	56%

The result of such calculation by the Executive Officer shall be used to determine the excise tax rate under sub-section (e)(1).

(g) A solid waste facility which is certified, licensed or franchised by Metro pursuant to Metro Code Chapter 5.01 and which attains a Facility Retrieval Rate of 10 percent or greater shall be allowed a credit against the Excise Tax otherwise due under Section 7.01.020(c) or (f) for disposal of Processing Residuals from the facility. The Facility Retrieval Rate and the Recovery Rate shall be calculated for each six-month period before the month in which the credit is claimed. The amount of such credit shall be in accordance with and no greater than as provided on the following table:

Excise Tax Credit Schedule

Recovery Rate		Excise Tax Credit
From	Up To &	
Above	Including	
0%	20%	0%
20%	25%	4%
25%	30%	10%

30%	35%	20%
35%	40%	33%
40%	100%	45%

(g) A solid waste facility which is certified, licensed or franchised by Metro pursuant to Metro Code Chapter 5.01 shall be allowed a credit against the Excise Tax otherwise due under Section 7.01.020(e)(1) for disposal of Processing Residuals from such facility. The Facility Retrieval Rate and the Facility Recovery Rate shall be calculated for each six-month period before the month in which the credit is claimed. Such credit shall be dependent upon the Facility Recovery Rate achieved by such facility and shall be equal to the amount resulting from reducing the Excise Tax due by the percentage reduction corresponding with the Facility Recovery Rates provided on the following table:

	Excise T	ax Cr	edit Sche	dule	
Facility	Recovery	Rate	Excise	Tax	Credi

racility	Recovery Rate	Excise Tax Cicuit
From	Up To &	
Above	Including	
0%	25%	0%
25%	30%	4%
30%	35%	10%
35%	40%	20%
40%	45%	<u>33%</u>
45%	100%	<u>45%</u>

(ch) In lieu of taxes imposed under (a) of this section and notwithstanding section 7.01.050(a)(6), operators of solid waste facilities licensed or franchised under chapter 5.01 of this Code to deliver putrescible waste directly to the district's contract operator for disposal of putrescible waste shall pay a tax in the amount of \$1.76 per ton of annually calculated under Section 7.01.020(e) for putrescible waste delivered directly to the district's contract operator for disposal of putrescible waste.

SECTION 3. Section 4 of this Ordinance is added to and made a part of Metro Code Chapter 7.01.

SECTION 4. Consumer Price Index Adjustment

Commencing with the Metro fiscal year beginning July 1, 2001, and each year thereafter, the amount of revenue to be generated by the taxes imposed by Section 7.01.020(c) shall be the amount of tax revenue authorized in Section 7.01.020(d) increased by a percentage equal to (a) the annualized rate of increase in the Consumer Price Index, All Items, for Portland-Vancouver (All Urban Consumers) reported for the first six months of the federal reporting year as determined by the appropriate agency of the United States Government or (b) the most nearly equivalent index as determined by the Metro Council

if the index described in (a) is discontinued, or such lesser amount as the Executive Officer deems appropriate.

SECTION 5. Budgeting of Excess Revenue

Commencing with the Metro fiscal year beginning July 1, 2000, and each year thereafter, if the tax revenues collected under the tax rate imposed by Section 7.01.020 (e) exceed the amount set forth in Section 7.01.020 (c) as adjusted by Section 4 of this Ordinance, such additional revenue shall be placed in an account within the General Fund specifically created to receive such revenue. The budgeting or expenditure of all such funds within this account shall be subject to review and approval by the Metro Council.

SECTION 5. Section 6 of this Ordinance is added to and made a part of Metro Code chapter 7.01.

SECTION 6. Budgeting of Excess Revenue:

Commencing with the Metro fiscal year beginning July 1, 2000, and each year thereafter, if the tax revenues collected under the tax rate imposed by Section 7.01.020 (e) exceed the net excise tax revenue amount set forth in Section 7.01.020 (c) as adjusted by Section 4 of this Ordinance, such additional revenue shall be apportioned as follows:

- Recovery Rate Stabilization Account established in the Metro General fund. The amount of excess net excise tax revenues in such account shall not exceed an amount equal to 10 percent of the total amount of excise tax collected under Metro Code Section 7.01.020 during the period of the two most recent Metro fiscal years.
- (2) If at the end of any fiscal year, the maximum permitted balance for the Recovery Rate Stabilization Account has been reached, during the following fiscal year any additional excess net excise tax revenues shall be used to increase the tax credit provided under Metro Code Section 7.012.020(g) for any solid waste facility that has achieved a Facility Recovery Rate greater than 45%. Such excess revenue shall be used on a dollar-for-dollar basis to reduce the tax liability of all such qualifying facilities. The amount of the additional tax credit shall not exceed the total excise tax otherwise due from the facility under this chapter
- (3) Any remaining excess revenue over the amounts apportioned in (1) and (2) of this section shall be appropriated the account established in (1).

SECTION 7. Metro Code Section 7.01.050(a)(6) is amended to read:

- (6) Users of the following facilities:
 - (i) Facilities that are certified, licensed, franchised or exempt from regulation under Metro Code Chapter 5.01 other than Disposal

Sites or Transfer Stations that are not subject to the requirements of Metro Code Section 5.01.125(a) as amended by Metro Ord. 00-866;

- (ii) Facilities that treat to applicable DEQ standards Cleanup Material Contaminated by Hazardous Substances;
- (iii) <u>Licensed yard debris processing facilities or yard debris reload</u> facilities;
- (iv) Tire processing facilities that sort, classify or process used tires into fuel or other products and thereafter produce a Processing Residual that is regulated under Metro Code Chapter 5.01 and that conforms to standards established pursuant to ORS 459.710(2) by the Oregon Environmental Quality Commission.

SECTION 8. Section 9 of this Ordinance is added to and made a part of Metro Code chapter 7.01.

SECTION 9. Metro Code Section 7.01.050(a) is amended to read:

(10) Persons who deliver useful material to disposal sites, provided that such sites are listed as a Metro Designated Facility under Metro Code Chapter 5.05 or are named in a Metro Non-System License and provided further that the Useful Material: (A) is intended to be used, and is in fact used, productively in the operation of such site for purposes including roadbeds and alternative daily cover; and (B) is accepted at such site at no charge.

SECTION 10. Metro Code Section 7.01.020 (c) is repealed.

SECTION 11. Section 12 of this Ordinance is added to and made a part of Metro Code chapter 7.01"

SECTION 12. Effective Date and Effect of Initiative Passage.

This Ordinance shall be effective on December 1, 2000, provided that during the State of Oregon General Election conducted on November 7, 2000, no amendment to the Oregon Constitution is adopted by the people which prohibits the imposition, adoption or levy of any new tax, fee or charge without first obtaining voter approval. If during such election, such an amendment is adopted by the people of the State of Oregon, the provisions of this Ordinance shall not become effective and the provisions of Metro Code Chapter 7.01 in effect as of June 1,2000 shall remain in full force and effect.

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1	1	1	1	1	

2000.	ADOPTED by the Metro Council t	his,
		David Bragdon, Presiding Officer
ATTEST:	p.	Approved as to Form:
Recording Se	cretary	Daniel B. Cooper, General Counsel
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Executive Summary

Ordinance No. 00-857A is seeking to achieve four basic goals.

GOALS

- PROVIDE TAX INCENTIVES TO ENCOURAGE ADDITIONAL RECYCLING
- INSURE THAT METRO'S TAX SYSTEM DOES NOT HAMPER ACHIEVING OUR RECYCLING GOALS, BUT ACTUALLY ASSISTS IN ACHIEVING THOSE GOALS
- PROVIDE A MORE PREDICTABLE LEVEL OF FUNDING FOR METRO'S CURRENT CHARTER-MANDATED PROGRAMS AND
- PROVIDE A SIMPLE METHOD OF CALCULATING THE ANNUAL TAX RATE

BASIC ELEMENTS OF THE PROPOSED ORDINANCE:

- Convert the current percentage excise tax to a per ton tax.
- Establish a methodology for calculating the tax rate annually based on the prior year's solid waste tonnage and an aggressive percentage-recycling goal.
- 3) Set the initial tax rate for FY 2000-01 at a level that would raise an amount equal to the amount raised by the current percentage tax.
- 4) Place the amount to be raised in the ordinance and allow the amount to increase based on the CPI. The initial amount would be \$5.7 million.
- 5) If actual revenues exceed the amount calculated under the ordinance, all excess funds would be placed in a special account or used to enhance the tax credits for facilities that recycle at higher levels. Spending from this account would require a specific action by the Council.
- Establish tax credit for recycling facilities to encourage additional recycling.

SECTION BY SECTION REVIEW:

Section 1. (Definitions)

Provides term definitions necessary for the operation of the ordinance. The amendments provide references to existing definitions in other code sections and add definitions for the terms "cleanup material contaminated by hazardous substances", "facility recovery rate", and "regional recovery rate".

Section 2. (Amends Metro Code 7.01.020)

The section provides necessary amendments to the existing excise tax code. These changes are needed to:

- Replace the existing percentage tax with a per ton tax
- · Establish the tax payment method
- Establish who should pay the tax and what types of tonnage are subject to the tax
- Establish the initial amount to be raised by the tax
- Establish how the tax is to be calculated
- Establish a tax credit for facilities that recycle at a rate that exceeds 25%

The proposed amendments would affect subsection © through (h). The intent of these amendments is to:

- Clarify that direct haulers and out of district waste would be subject to the per ton tax
- Clarify that source separated materials and inert materials would not be subject to the tax
- Establish a separate, lower tax of \$1/ton for cleanup materials contaminated by hazardous substances (mostly PCS) that is not used as daily cover or some other beneficial use.
- Ensure that the tonnage base for the calculation of the tax is the same as the tonnage base on which the tax will be collected
- Modify the tax credit table for conform with the credit table for the regional system fee

Section 3 (Adds Section 4 to Metro Code Chapter 7.01)

Section 4 (Provides for an Annual CPI Adjustment of the Amount of Tax to Be Collected)

No amendments

Section 5 (Adds Section 6 to Metro Code Chapter 7.01)

Section 6 (Budgeting of Excess Revenue)

This section establishes how any excess revenue from the tax would be apportioned:

- First, these funds would be placed in a recovery rate stabilization account with the general fund. The maximum balance for this account would be an amount equal to 10% of the total excise tax collections in the preceding two fiscal years.
- Second, if additional revenue exceeds the maximum balance for the recovery rate stabilization account; an additional tax credit would be given to facilities with a recovery rate of greater than 45%. The total credit could not exceed the amount owed by the facility.
- Third, if excess revenue exceeds the both of the needs noted above, these funds would revert to the recovery rate stabilization account.

Section 7 (Clarifies the users of facilities that would be exempt from the tax)

Section 8 (Adds Section 9 to Metro Code Chapter 7.01)

Section 9 (Exemption for Materials Used for Cover or other Beneficial Uses)

This section would continue the current practice of not collecting a tax when disposed materials is used for daily cover or other beneficial uses such as roadways at the disposal site.

Section 10 (Repeals Metro Code Section 7.01.020(c)

Other provisions of the ordinance eliminate the need for this section.

Section 11 (Adds Section 12 to Metro Code Chapter 7.01)

Section 12 (Relationship of Proposed Ordinance to Proposed Initiative Requiring Voter Approval of New Taxes)

A proposed initiative would require voter approval of new taxes such as the one proposed in Ordinance 00-857A. This section would move the effective date of the ordinance to November 15, at which time the outcome of the vote on the proposed initiative would be known. If the initiative passes, the ordinance would not take effect and the current percentage-based excise tax system would continue. If it fails, the ordinance would take effect.



UPDATE ON TRANSFER STATION PLANNING

REGIONAL SERVICES

As you'll remember, over the past number of months, Metro staff and a subcommittee of the Metro Solid Waste Advisory Committee have been working on a "Transfer Station Service Plan." This planning work has been evaluating the need for additional transfer station services in the region. It is now time for the Metro Council to consider this issue, which would result in an ordinance that would amend the Regional Solid Waste Management Plan (RSWMP). If adopted, the amendment would allow companies to submit applications to become a regional transfer station. This is <u>not</u> consideration of any particular company's application to become a regional transfer station; it simply amends the RSWMP to allow such applications to be considered in the future (currently the Plan reads "no new transfer stations.")

If you would like to provide input or be present as the Council considers this amendment, here is the schedule:

Weds., June 7, 1:30 p.m., Regional Environmental Management Committee (REM-COM) discusses the issue. Meeting held in the Metro Council Chambers.

Thursday, June 15, 2 p.m., Metro Council discussion and vote. Meeting held in the Metro Council Chambers.

Public testimony will be taken at both of these meetings.

If you would like to receive copies of the ordinance and staff reports, please contact Chris Billington in the Metro Council Office at 797-1542.