BEFORE THE COUNCIL OF THE METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF APPROVAL OF A)	RESOLUTION NO. 91-1399
MULTI-YEAR INTERGOVERNMENTAL AGREEMENT)	
WITH CLACKAMAS COUNTY FOR THE PILOT)	·
TESTING OF CONTAINERS FOR YARD DEBRIS)	Introduced by Rena Cusma,
RECYCLING COLLECTION	j	Executive Officer

WHEREAS, approximately 26% of the residential wastestream currently landfilled is comprised of yard debris; and

WHEREAS, the "Regional Yard Debris Recycling Plan" establishes goals to promote source reduction of yard debris and recycling collection options; and

WHEREAS, curbside collection of yard debris will yield the highest levels of participation; and

WHEREAS, a uniform container program can enable greater efficiencies in collection and processing of yard debris; and

WHEREAS, the FY 1990-91 Metropolitan Service District budget authorizes a \$50,000 expenditure to test containers for yard debris collection; and

WHEREAS, the FY 1991-92 Metropolitan Service District budget has been drafted with a request for an additional \$10,000 to complete this container pilot project; and

WHEREAS, pursuant to Metro Code Section 2.04.033(a)(1) Council approval is required because the agreement commits the District to expenditures for continuation of the Project in the next fiscal year; and

WHEREAS, the Executive Officer has reviewed the proposed agreement with Clackamas County and hereby forwards it to the Council for approval; now, therefore,

BE IT RESOLVED,

That the Council of the Metropolitan Service District approves the Multi-Year Intergovernmental Agreement with Clackamas County for the amount of \$60,000.

ADOPTED by the Council of the Metropolitan Service District this 28th day of February , 1991.

Tanya Collier, Presiding Officer

STAFF REPORT

CONSIDERATION OF RESOLUTION NUMBER 91-1399 FOR THE PURPOSE OF AUTHORIZING A MULTI-YEAR INTERGOVERNMENTAL AGREEMENT WITH CLACKAMAS COUNTY FOR THE COORDINATION OF PILOT TESTING OF CONTAINERS FOR YARD DEBRIS COLLECTION

Date: January 22, 1991

Prepared by:
Debbie Gorham
Pamela Kambur

FACTUAL BACKGROUND AND ANALYSIS

The current fiscal year Waste Reduction budget includes \$50,000 for a project to test containers for yard debris collection. Due to the interest of local governments in mechanized collection of yard debris, the costs of collection via roller carts has been added to the project. This additional container testing brings the total project cost to \$60,000. The attached intergovernmental agreement with the County of Clackamas (see "Attachment A") has been developed to achieve the project goals. Clackamas County staff were asked to assist with the project due to their valuable experience with existing yard debris collection programs in the County.

The attached Resolution (Number 91-1399) enables Council to approve this multi-year contract. The eight month project has been designed to take advantage of the peak yard debris collection months (April, May, June and July). The subsequent four month composting period (for the yard debris from biodegradable containers collected in April and May) will be completed in September. A timeline is provided on the back of this page.

The pilot project will provide comparisons of six collection containers: 2 reusable containers, 3 biodegradable containers and a conventional plastic bag (with debagging at a processor versus debagging at the curb as is currently the practice). The ease of use and costs associated with each container will be analyzed for each component of the yard debris recycling system: residents, haulers and processors.

BUDGET IMPACT

The \$50,000 authorized in the current fiscal year budget will be expended by June 30, 1991. The additional \$10,000 will be expended upon receipt of the Final Project Report in October of 1991. The request for budget authorization of this final payment has been included in the Solid Waste Department's budget for FY 1991-92.

YARD DEBRIS CONTAINER PILOT PROJECT

<u></u>	YARDI	DERKIS	CONTA	MINER F	ILOI P	ROJEC	l	
TASKS	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT
STARTUP PHASE A. Finalize routes with haulers B. Order containers C. Develop promotional materials D. Finalize agreements with processors E. Distribute containers and promotional materials								
COLLECTION TEST PHASE A 2 Types of reusable containers (2 routes of 250 households each) B 3 Biodegradable containers (3 routes of 500 households each)				, ,				
C. Conventional single-use plastic bag 1. Debagged at curb (250 households) 2. Debagged at processor (same 250 households as above) D. Develop and conduct resident survey								
PROCESSING TEST PHASE A. Separate processing of biodegradables 1. Grinding and composting 2. Product testing B. Debagging of conventional plastic bags								
EVALUATION PHASE A. Compile results of collection test phase B. Compile results of processing test phase C. Final project report submitted								

INTERGOVERNMENTAL AGREEMENT

WITNESSETH:

WHEREAS, This Agreement is exclusively for Personal Services;

NOW, THEREFORE, IT IS MUTUALLY AGREED AS FOLLOWS: CONTRACTOR AGREES:

- 1. To perform the services and deliver to METRO the materials described in the Scope of Work attached hereto;
- 2. To provide all services and materials in a competent and professional manner in accordance with the Scope of Work;
- 3. To maintain records of all project expenditures by the budget categories identified in the Scope of Work, "Project Budget/Terms of Payment," of this agreement and to provide a written record of project expenditures within seven (7) days written request by Metro;

- 4. To comply with any other "Contract Provisions" attached hereto as the Scope of Work; and
- 5. CONTRACTOR shall be an independent contractor for all purposes, shall be entitled to no compensation other than the compensation provided for in the Agreement. CONTRACTOR hereby certifies that it is the direct responsibility employer as provided in ORS 656.407 or a contributing employer as provided in ORS 656.411. In the event CONTRACTOR is to perform the services described in this Agreement without the assistance of others, CONTRACTOR hereby agrees to file a joint declaration with METRO to the effect that CONTRACTOR services are those of an independent contractor as provided under Chapter 864, Oregon Laws 1979.

METRO AGREES:

- 1. To pay CONTRACTOR for services performed and materials delivered in the maximum sum of SIXTY THOUSAND AND NO/100THS (\$60,000) and in the manner and at the time designated in the Scope of Work, "Project Budget/Terms of Payment"; and
- 2. To provide full information regarding its requirements for the Scope of Work.

BOTH PARTIES AGREE:

- 1. Project Manager
- a) The Metro Project Manager shall be
 Pamela Kambur or such other person as shall be designated in
 writing by Debbie Gorham, Waste Reduction Manager. The

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Metro Project Manager is authorized to carry out the work described in the Scope of Work, "Metro Project Manager's Responsibilities." The Metro Waste Reduction Manager is authorized to give notices as referred to herein, to terminate this Agreement as provided herein, and to carry out any other Metro actions referred to herein.

- b) The County Project Manager, Contractor's representative, shall be Susan Ziolko or such other person as shall be designated in writing by the Clackamas County Solid Waste Division Administrator, Dave Phillips. The County Project Manager is authorized to carry out the actions referred to herein.
- 2. That, in the event of any litigation concerning this Agreement, the prevailing party shall be entitled to reasonable attorney's fees and court costs, including fees and costs on appeal to an appellate court;
 - 3. That this Agreement is binding on each party, its successors, assigns, and legal representatives and may not, under any condition, be assigned or transferred by either party; and
 - 4. That this Agreement may be amended only by the written agreement of both parties.

CLACKAMAS COUNTY, by and through the Board of County Commissioners:	METROPOLITAN SERVICE DISTRICT
	ву:
Chair	Title:
	Date:
Commissioner	
Commissioner	
Date	
APPROVED:	
Executive Director, Department of Transportation and Development	
APPROVED AS TO FORM:	APPROVED AS TO FORM:
County Counsel	Metro General Counsel

Scope of Work

Project: Pilot Testing of Containers for Yard Debris

Collection, hereinafter referred to as "Pilot

Project"

Contractor: Clackamas County, Solid Waste Division

Project Term: March 1, 1991, to October 31, 1991.

Contractor's Responsibilities:

The County Project Manager shall:

- 1. Test the effectiveness of six types of containers for the collection of residential yard debris. The effectiveness of each type of container will be analyzed in terms of cost and ease of use to each of the following: residents, haulers, and processors.
- 2. Negotiate with franchised haulers to select six residential collection routes to include a minimum of 250 households per route:
 - 2.1 Residents along each route will receive weekly yard debris collection service for at least four months during the test period with no additional charge to the residential customer.
 - 2.2 The number of homes along established yard debris collection routes may be doubled to 500 homes with a 2 month test period in order for appropriate quantities of yard debris from biodegradable containers to be collected and composted during the processing phase.
 - 2.3 Each of the six routes will be comprised of approximately the same demographic mix and be of similar lot sizes to enable cross-comparison of participation levels.
- 3. Using standard County purchasing procedures, obtain the lowest costs for the following types of containers for distribution to single-family residential customers on the six designated collection routes:
 - 3.1 2 conventional 32 gallon cans (clearly labeled "Yard Debris Only")
 - 3.2 1 conventional 90 gallon roller cart (to be tested along with mechanized collection vehicles)
 - 3.3 20 clear biodegradable/photodegradable plastic bags

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- 20 biodegradable kraft bags
- 3.5 4 sheets of biodegradable twine-mesh sheeting
- 3.6 20 conventional single-use plastic bags.
- 4. Ensure reusable containers (i.e. roller carts and conventional garbage cans) are used exclusively for recycling purposes after the 4 month test period is completed. This may include continued use for yard debris collection or distribution to multi-family settings for use as recycling depots.
- Negotiate with regional yard debris processors for the separate processing of yard debris delivered in biodegradable containers during the test period. Materials from each of the three degradable containers will be processed and analyzed separately from one another.
- Develop an educational/promotional flyer to instruct residents on the "how-to's" and "why's" of properly preparing yard debris for recycling. The flyer will be distributed along with the containers to all residents along the six collection routes. All printed materials will be approved in advance of printing and distribution by the METRO Project Manager and will state METRO's role in the funding of the Pilot Project.
- Develop a methodology and specific evaluation criteria to assess the effectiveness of each type of container for the following participants in the yard debris recycling system:
 - 7.1 residents survey perceptions regarding ease of use
 - develop data on participation rates (including average numbers of set outs per household per month and average number of containers per set out)
 - 7.2 haulers
- analyze opportunities/constraints regarding compatibility with existing equipment;
 - survey regarding problems with contamination
 - analyze collection time losses if debagging is required at the curb
 - 7.3 processors- analyze potential time losses spent debagging on-site
 - analyze impacts of biodegradable containers (potential equipment malfunctions due to twine, breakdown of biodegradable materials, quality of finished product--including testing)
 - analyze results from chemical lab tests (including formaldehyde, glues and plastic residues)
 - 7.4 local governments analyze relative costs of implementation of various container systems (including distribution options)

- Submit periodic reports to the Metro Project Manager regarding the progress of the Pilot Project on the following schedule:
 - Update on container distribution, costs and status May 30 of collection during first month (April)
 - July 30- Update on processing of biodegradable containers
 - Oct. 15- 1st Draft of Final Report
 - Oct. 30- Final Report.
- Develop recommended options for long term implementation of a regional yard debris container program that include:
 - Means to distribute the collection containers to residents
 - 9.2 Means to finance the container purchases
 - initial purchase if a rigid container
 - ongoing purchase if single use containers.
- Monitor the following Project Timeline to assure completion of key tasks during dates indicated:

March 1991 negotiation of subcontracts with haulers and

processors

late March container distribution with promotional

materials

April, May,

June, July 4 month collection period (4 peak yard debris

collection months)

June, July,

August,

September 4 month composting of initial materials

delivered in April/May

August,

September complete survey of residents regarding

collection process

final product testing late September -

October final report submitted

METRO Project Manager's Responsibilities:

The METRO Project Manager shall:

1. Provide technical assistance to the County Project Manager as necessary to develop, execute, monitor and evaluate the project.

- 2. Provide assistance to the County Project Coordinator with promotional and educational activities and review all written information to be distributed to program participants.
- 3. Coordinate the lab testing process for the materials collected in the biodegradable containers with funding and technical assistance from Metro's Waste Reduction Markets Section.
- 4. Monitor general project progress and review Contractor's accounting records relating to project expenditures as necessary.

Project Budget and Terms of Payment:

- 1. Contractor shall receive \$60,000 to cover the costs of this Pilot Project. All expenditures over the \$60,000 budgeted shall be incurred by the Contractor.
- 2. Contractor shall maintain records of all project expenditures by the budget categories listed below and shall provide a written record of project expenditures within seven days written request by METRO.
- 3. Both parties agree that the budget categories noted below are estimates of Contractor's expenses and that actual expenditures may vary from the amounts listed for each category.

PILOT PROJECT BUDG	ET	
Administration & Coordination - Clackamas County staffing		\$ 7,000
Materials and Services - printing, postage, travel		\$ 5,000
Container Purchase and Distribution - 90 gallon roller carts \$ - 32 gallon garbage cans - degradable plastic bags - degradable kraft bags - degradable twine sheeting - conventional plastic bags - Distribution	17,500 4,000 1,500 2,250 2,400 1,500 2,600	\$31,750
Weekly Hauler Collection Services - 3 routes without previous service - 3 routes with existing service	7,500 3,000	\$10,500

Processing Services 3 Degradable Containers Debagging of Conventional Bags	\$4,500 500	\$ 5,000
Contingency		\$ <u>750</u>
	Total Budget:	\$60,000

4. Payments for services will be paid on the following schedule upon the submittal by the Contractor of itemized invoices 15 days prior to the listed date:

March 15	Start Up Funds	\$40,000
June 15	Receipt of First Progress Report	10,000
October 30	Receipt of Final Report	10,000
Tot	al Payments:	\$60,000



GRANT/CONTRACT SUMMARY

METROPOLITAN SERVICE DISTRICT

GRANT/CONTRACT NO.	901645	531-3132 BUDGET CODE NO	200-528100-75000	LB
FUND:	DEPARTMENT:Solid Wast			
SOURCE CODE (IF REVE		(IF MORE THAN ONE)		
INSTRUCTIONS	(OE)			
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SOLID_WASTE COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 91-1399, FOR THE PURPOSE OF AUTHORIZING A MULTI-YEAR INTERGOVERNMENTAL AGREEMENT WITH CLACKAMAS COUNTY FOR THE COORDINATION OF PILOT TESTING OF CONTAINERS FOR YARD DEBRIS COLLECTION

Date: February 21, 1991 Presented by: Councilor Wyers

Committee Recommendation: At the February 19, 1991, meeting the Committee voted unanimously to recommend Council adoption of Resolution No. 91-1399. Voting in favor were Councilors DeJardin, Gardner, McFarland, McLain, and Wyers.

Committee Issues/Discussion: Steve Kraten, Senior Solid Waste Planner, explained that the purpose of the program which is funded through this agreement is to test the effectiveness of six types of containers for the collection of residential yard debris. Effectiveness will be judged in terms of ease of use and cost for residents who generate yard debris, haulers, and processors. The results of the study will be distributed to local governments for use in designing curbside yard debris collection programs.

Councilor McFarland asked why the effectiveness of single-use plastic bags will be tested, given environmental concerns. Mr. Kraten said that although plastic bags are disfavored from a waste reduction perspective, nearly everyone uses them. Staff does not believe that useful data can be obtained unless the most frequently used container is included as a baseline against which to measure the effectiveness of other types of containers.

Councilor McFarland expressed her concern that it is not appropriate to test an environmentally unacceptable container. Councilor DeJardin concurred with staff that it is necessary to test the most frequently used container in order to develop facts before making implementation decisions. Councilor McLain noted that the appropriateness of including plastic bags depends on the purpose of the study, and that they should be included if the purpose of the study is to compare effectiveness rather than to educate the haulers and the public about options.

Councilor Wyers asked why roller carts will be tested, and who will pay for them if local governments recognize them as a collection option. Mr. Kraten explained that haulers, especially in Washington County, are interested in using roller carts for yard debris collection, and requested that they be included in the study. Susan Ziolko, Clackamas County Waste Reduction Coordinator, said that roller carts would be purchased by consumers. She also said the public perceives that roller carts are easy to use, and appears willing to pay for them.

SOLID WASTE COMMITTEE REPORT Resolution No. 91-1399 February 21, 1991 Page Two

Councilor Wyers asked why the study included biodegradable bags. Mr. Kraten said that although staff believes these bags are not a good option, this study should provide quantifiable data, including the extent of residue in compost. Councilor Wyers said it is her understanding that the City of Portland is leaning away from use of this type of bag.

Councilor Wyers asked if the life cycle costs of creating and disposing of the containers would be considered. Mr. Kraten indicated that it would be considered to the extent possible.

Councilor McLain agreed that all options should be studied, but noted that everyone should be aware that inclusion of an option in the study does not equate with Metro support for use of that type of container. Councilor DeJardin said that participants will be aware that they are participating in a study. Councilor McFarland reiterated her view that it is a mistake to test an unacceptable container.