



Agenda

Meeting: Regional Waste Advisory Committee
 Date: Thursday, April 20, 2023
 Time: 8:30 a.m. to 10:30 a.m.
 Place: Zoom virtual meeting
 Purpose: *The purpose of the Regional Waste Advisory Committee is to provide input on certain policies, programs, and projects that implement actions in the 2030 Regional Waste Plan, as well as to provide input on certain legislative and administrative actions that the Metro Council or Chief Operating Officer will consider related to the implementation of the 2030 Regional Waste Plan.*

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|------------|--|--|
| 8:30 a.m. | Welcome | Pam Peck
Metro |
| 8:35 a.m. | Public Comment Period | |
| 8:40 a.m. | Debris Grant Program - Opportunities for local and minority-owned contractors and low-barrier work in managing disaster debris
<i>Purpose: Informational</i>
<i>Information in response to questions raised at the January 2023 RWAC meeting</i> | Jim Quinn,
Metro |
| 9:15 a.m. | Garbage and Recycling System Facilities Plan – Phase 3 Informational Update
<i>Purpose: Informational</i>
<i>Provide an update on the approach to developing scenarios (solutions) to filling gaps and needs identified through engagement and technical research</i> | Estee Segal,
Luis Sandoval
Metro |
| 10:15 a.m. | Consideration and approval of items* | |
| 10:30 a.m. | Adjourn | |

* Material will be distributed at the meeting.

Upcoming RWAC Meeting: Thursday, May 18th, from 8:30 a.m. to 10:30 a.m.

For agenda and schedule information:

Carly Tabert: carly.tabert@oregonmetro.gov

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Regional Waste Advisory Committee Schedule of Topics

Schedule of Topics | 2023-24

Date	Topic	Regional Waste Plan	Decision Type
April 2023	<ul style="list-style-type: none"> Regional Garbage and Recycling System Facilities Plan 	Goal 16	Consult/Advise
	<ul style="list-style-type: none"> Disaster Debris Grant Fund 	Goals 1-19	Informational
May 2023	<ul style="list-style-type: none"> Community clean-up initiatives: RID, regional refresh sponsorships, state funding 	Goals 2, 8, 10, 11	Informational
June 2023	<ul style="list-style-type: none"> NO MEETING 		
July 2023	<ul style="list-style-type: none"> Regional Garbage and Recycling System Facilities Plan 	Goal 16	Consult/Advise
	<ul style="list-style-type: none"> 2025 Updates to Community Enhancement Program 	Goal 13	Informational/Consult

The schedule is subject to change.

REGIONAL WASTE ADVISORY COMMITTEE

Meeting Worksheet

PRESENTATION DATE: 4/20/23

LENGTH: 20 MINUTES

PRESENTATION TITLE: Opportunities for local and minority-owned contractors and low barrier work in managing disaster debris

DECISION TYPE: Informational

RELATED REGIONAL WASTE PLAN GOALS: 19

PRESENTER(S): JIM QUINN

PURPOSE OF PRESENTATION

At the RWAC meeting on January 19, 2023, Metro staff presented information about Metro's disaster debris reserve and grant program. Committee members raised a couple of questions about debris cleanup contracts, specifically whether there would be opportunities for local companies and minority-owned companies to get a share of debris cleanup work, and whether there would be opportunities for low-barrier jobs for local workers. This presentation provides information in response to these inquiries.

ACTION REQUESTED

Informational

BACKGROUND

In July 2022, the Metro Council approved a new section of the Metro Code, 5.11, establishing a new disaster debris grant and reserve program. The Code language calls for development of guidelines to detail how the reserve will be administered and how grants will be awarded. At the January 2023 RWAC meeting Metro staff presented draft guidelines. This presentation provides information in response to questions raised in that meeting.

QUESTIONS FOR CONSIDERATION

Does the committee have any additional questions or input on the topic?

NEXT STEPS

- The WPES Director to sign off on final guidelines.
- Additional preparatory work will be undertaken, so that the grant program may be launched in a timely manner after a disaster occurs.

ATTACHMENTS

- Factsheet detailing opportunities for local and minority-owned contractors and low barrier work in managing disaster debris



Opportunities for local and minority-owned contractors and low barrier work in managing disaster debris

Jim Quinn
April 4, 2023

On January 19, 2023, Metro staff presented information about Metro's disaster debris reserve and grant program to the Regional Waste Advisory Committee (RWAC). Committee members raised a couple of questions about debris cleanup contracts, specifically whether there would be opportunities for local companies and minority-owned companies to get a share of debris cleanup work, and whether there would be opportunities for low-barrier jobs for local workers. Below is some information gathered in response to these inquiries.

Summary: Historically local companies do have a significant level of involvement in managing disaster debris. The best opportunities for local companies involve serving as subcontractors to the specialized debris management companies that are likely to be the prime contractor. Various tools are available for companies that wish to position themselves at the ready for when debris-generating disasters occur.

Information below includes:

- Challenges
- Contract opportunities
- Resources
- Job opportunities
- Role of Metro & local governments

Challenges:

There are two primary obstacles to local contracts and jobs in debris cleanup work:

- FEMA prohibition. When a local government agency procures a contract for debris management, there are a number of requirements that the procurement process must adhere to, in order for the contract work to be eligible for FEMA reimbursement. One of these is a prohibition against using any local preference in the procurement. "During a procurement, non-state entities are prohibited from using geographic preferences in the evaluation of bids or proposals" *Procurement Disaster Assistance Team (PDAT) Field Manual, Procurement Information for FEMA Award Recipients and Subrecipients, October 2021*
- Infrequent work. Disasters are infrequent and unpredictable, so it can be challenging for a local contractor to have equipment and staff at the ready for cleanup work when disaster does strike. The contractors responding to large disasters are primarily a

handful of large firms that specialize in this work, and mobilize to different regions as there is a need for their services.

Contract opportunities:

Despite the barriers above, there are opportunities for local contractors, primarily as subcontractors to the large national firms that typically are awarded as prime contractors. In fact a significant percentage of debris cleanup work is actually handled by local subcontractors in many cases. While prohibiting geographic preference, FEMA does have rules that require what they refer to as “socioeconomic” contracting, which is mandatory for local governments wishing to receive FEMA reimbursement for debris work.

When a local government solicits a contract for debris services, whether in advance of a disaster or in response to one, there are required actions to assure opportunities for small businesses, minority-owned firms, and women’s business enterprises. Mandatory “affirmative steps” include:

- Contract solicitations - ensure that small, minority and women-owned business are included on contract solicitation lists and that they receive the solicitations
- Dividing contract requirements and delivery schedules into smaller elements that permit maximum participation by targeted firms
- Obtaining assistance- utilize the services of [Small Business Administration \(SBA\)](#) and the [Minority Business Development Agency \(MBDA\)](#)
- Prime contractor requirements- require that the prime contractor also take these steps, include this requirement in the solicitation

For more information see: <https://www.fema.gov/fact-sheet/purchasing-under-fema-award-socioeconomic-contracting>

While these required steps are focused on small, minority, and women-owned business, in following them the contracting agency will most likely be focused on local businesses.

Example: Clackamas County debris management contract:

In 2021 Clackamas County procured both a debris management contract and a debris monitoring contract. The RFP called for proposers to provide information about their use of small and minority businesses, and women’s business enterprises as part of their submission and part of the points awarded to determine the successful contractor. The successful contractor’s submittal included a variety of information, including:

- They intend to hold annual workshops/job fairs to identify, screen, and engage disadvantaged local subcontractors
- They typically exceed 50-60% of subcontracting going to: “disadvantaged businesses including but not limited to, Small Business Enterprises (SBE), Historically Underutilized Businesses (HUB), Disadvantaged Business Enterprises (DBE), Minority-Owned Business

Enterprises (MBE), Women-Owned Business Enterprises (WBE), Veteran-Owned Business Enterprise (VBE). “

- They pay subcontractors regularly and on time, rather than awaiting getting payment which can be a hardship for some businesses

Resources for aspiring subcontractors

The large national debris management firms typically have information on their website about subcontracting opportunities. For example the Clackamas County contractor on their website has a [subcontractor registration page](#). They identify their primary subcontracting needs as:

- Tree management companies
- Debris hauling companies
- Waste removal companies
- Hazardous waste removal companies
- Vessel and vehicle recovery companies

While Metro’s debris reserve and grant program is geared toward local governments and the debris work they would contract for, in a larger disaster FEMA and the US Army Corps of Engineers may contract for debris work. Some resources for connecting to those opportunities can be found at:

- FEMA contracting- <https://www.fema.gov/business-industry/doing-business>
- UA Army Corps of Engineers: <https://www.usace.army.mil/Missions/Emergency-Operations/National-Response-Framework/Debris-Management/>

Job opportunities

When debris cleanup occurs there is likely to be a need for workers, many of which are hired locally, including some that would be considered low barrier. Two different types of companies are typically involved in debris operations, those that actually handle the debris, and those that monitor debris operation to ensure compliance with FEMA requirements. Debris-handling companies will be in need of laborers of various kinds, including some with no previous experience required. Debris monitoring companies also need workers to do a variety of tasks related to their monitoring work, again with some of them requiring no previous experience.

Based on a spot check, debris firms do utilize the big online job hunting sites to post openings, a number of current openings are listed. In addition the large debris management firms do typically have job openings posted on their websites.

Role for Metro, local governments

Metro and the local governments in the region can help build awareness about the opportunities detailed here. When debris contracts are put in place in advance, the FEMA socioeconomic contracting requirements are a starting place, but contracting agencies can work with the successful contractors to get the word out about potential opportunities. And when disaster strikes and debris cleanup services are mobilized, affected jurisdictions can assist with getting the word out about contract and job opportunities.

It is worth noting that one of the actions in the 2030 Regional Waste Plan is relevant to this topic:

19.2 Develop incentives for debris management contractors to prioritize purchasing services and materials from locally owned companies, with an emphasis on minority owned and woman-owned businesses.

The Solid Waste Disaster Preparedness Workgroup, tasked with overseeing the implementation of the preparedness and resilience elements of the Regional Waste Plan, has not yet addressed this action. The information presented here will be useful when the group does tackle this. Note that none of the sources above incorporate the idea of using incentives, this is something the workgroup will need to develop from scratch.

REGIONAL WASTE ADVISORY COMMITTEE

Meeting Worksheet

PRESENTATION DATE: April 20, 2023 **LENGTH:** 20 mins

PRESENTATION TITLE: Garbage and Recycling System Facilities Plan – Phase 3 Informational Update

DECISION TYPE: N/A - Inform

RELATED REGIONAL WASTE PLAN GOALS: 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

PRESENTER(S): Estee Segal, Luis Sandoval

PURPOSE OF PRESENTATION

Provide an update on Phase 3 of the Garbage and Recycling System Facilities Plan and a preview of the approach to developing scenarios (solutions) to filling gaps and needs identified through engagement and technical research.

ACTION REQUESTED

Informational

BACKGROUND

At Metro Council request, WPES has been asked to produce a long-term plan to identify gaps in the solid waste infrastructure needed to support the work of the Regional Waste Plan and anticipated regional facility needs over the next 15-20 year horizon. [The Garbage and Recycling System Facilities Plan](#) will be completed in five phases from now until the winter of 2023 when Metro Council will consider adoption of the plan.

Plan development will include assessing the region's current public, private and non-profit garbage, recycling and reuse infrastructure, identifying service gaps, and presenting potential approaches and a plan for future system investments. Throughout the process, the project will seek to engage communities and organizations, as well as local governments, businesses, reuse organizations and advocacy organizations. As detailed in the project values and outcomes (summary flyer attached) Metro will be elevating the needs of communities of color and other groups historically underserved or impacted by the solid waste system.

The project team provided a [Phase 2 Engagement Summary Report](#) to Metro Council in January that summarized what we heard from stakeholder roundtables and other outreach. Out of the input received from engagement specifically related to facility and infrastructure gaps, six major themes emerged (see pages 4 – 7 for more details):

1. General residential self-haul
2. Bulky waste, reuse and repair drop-off
3. Hard-to-recycle items
4. Amenities at transfer facilities or other needed facilities
5. Household hazardous waste
6. Reuse and repair warehouse hubs

The team also presented some of the technical research to Metro Council to identify and map the locations of existing facilities by material type and drive times to garbage and recycling facilities in the region. This work continues and will be completed in Phase 3 and paired with the gaps identified through engagement and will be used as a basis to develop scenarios.

Metro Council approved the project moving forward to Phase 3 at the January meeting. In this phase, the focus is on finishing the technical research, drafting scenarios from identified gaps, and developing criteria to assess scenarios based on the project's values and outcomes. Details on these deliverables will be shared at the RWAC meeting, along with an update on engagements planned for Phase 3.

The project team has provided previous updates to RWAC on this project in February, March, April, May, October and December in 2022.

QUESTIONS FOR CONSIDERATION

- Does the approach to developing scenarios (Attachment A) make sense to you and what are the important elements to be included in each scenario?
- Do the draft criteria (Attachment B) represent the project values and outcomes and do the groupings of criteria into indicators make sense?

NEXT STEPS

- Complete technical analysis and list of gaps
- Continue to develop draft scenarios with key elements
- Continue to develop criteria to assess scenarios
- International panel of experts and a joint roundtable ("world café") to be held fall 2023
- Incorporate input received at joint roundtable in updated draft scenarios
- Return to RWAC in to review updated scenarios prior to Metro Council Work Session
- Metro Council Work Session winter 2023 (end of Phase 3) to select scenario to further develop

ATTACHMENTS

Attach A – Scenario Approach Summary, Working Draft

Attach B – Screening Criteria for Evaluating Scenarios, Working Draft

Commented [RG1]: Consider showing the approach in the meeting and walking them through it and sending the criteria ahead of time? I'm thinking out loud and you could go either way.

Commented [ES2R1]: the criteria need more work and I am in the middle of another updated way to possibly present them.

Commented [ES3R1]: I am tending to think I just attach both with a big DRAFT on both. If they elicit more questions or discussion at the meeting, great.

Commented [ES4]: Put in newly agreed to date of Sept? Need time to revise our Phase 3 schedule next week.

Commented [ES5R4]: Start socializing the extension here?

Commented [ES6]: Attach these, or present in slides at the meeting?

Commented [ES7R6]: They are both still work in progress

Garbage and Recycling System Facilities Plan

Scenario Approach Summary, WORKING DRAFT 04/12/23

In Phase 3 of the Garbage and Recycling System Facilities Plan staff will develop multiple scenarios (possible solutions) to fill the gaps identified during Phase 2 stakeholder engagement and technical research. Scenarios will be developed by incorporating input from key stakeholders and scenarios will be assessed using a set of criteria based on the project’s Values and Outcomes. Scenarios will be shared with stakeholders in fall 2023 and input received will be used to further refine the scenarios before they are presented to Metro Council in winter 2023. Staff will seek guidance from Metro Council on the preferred scenario to further develop in Phase 4 of the project.

The table below lays out an approach to developing possible scenarios to address system facilities gaps; this approach is preliminary and could change as the work progresses this spring. Scenario elements are included in the left column and represent the details that will be developed to describe each scenario.

Possible Scenario Elements	Possible Scenarios				
	1. Maintain	2. Build through Incentives and Regulation	3. Build Distributed Network	4. Build Anchor Facilities	5. Other
1. Metro’s Role	Metro maintains existing facilities to keep them at current levels of service and operations	Metro relies on the private and non-profit sectors to build facilities to expand material collection and recovery	Metro builds a network of highly accessible, distributed, multi-material facilities across all three counties	Metro builds large, modern, state-of-the-art, regional full-service transfer station facilities	
2. Summary and Key Assumptions	<p>Metro does not build any new facilities to expand material recovery and collection</p> <p>Only necessary capital improvements are made to existing Metro facilities to keep them operational</p>	<p>Metro makes only minor improvements to existing facilities and does not build any new facilities</p> <p>Metro regulates, partners and incentivizes reuse and repair businesses, private solid waste companies, and local governments to improve material collection</p>	<p>New facilities are designed to increase material reuse, recycling and composting and access to HHW disposal.</p> <p>Metro reduces its role in processing commercial wet waste at existing facilities to focus on other materials.</p>	<p>New full-service facilities are designed to increase separation of reuse, recycling, HHW, and organic materials from garbage</p> <p>Metro recovers more materials and maintains or increases role in processing garbage at these new facilities</p>	

Additional elements to be developed and detailed for each scenario:

3. Implications and roles for partners:

- Reuse and repair partners
- Local government partners
- Private solid waste industry partners

4. Changes that would be needed at each of Metro's existing garbage and recycling facilities

5. Description of how each scenario addresses the list of identified gaps from Phase 2 of the project

6. Assessment using criteria based on values and outcomes

7. Estimated cost range for Metro to implement the scenario (build facilities) including impact to RSF and customer curbside rate

8. Pros and cons (or who benefits/who is burdened)

Garbage and Recycling System Facilities Plan

Screening Criteria for Evaluating Scenarios, WORKING DRAFT 04/12/23

The Garbage and Recycling System Facilities Plan were developed during Phase 1 of the project with input from multiple stakeholders and endorsed by Metro Council. These Values and Outcomes were used as the basis to draft the criteria below which will be used to evaluate and compare possible scenarios (solutions) to fill gaps in the system. Scenarios assessed using a set of criteria will be shared with stakeholders at a workshop in fall 2023. Stakeholder input provided at the workshop will be incorporated into the final scenarios presented to Metro Council for their consideration and direction in winter 2023.

Criteria by category:

Environment (Health/Resource Conservation)

Criteria	Measurement Approach	SFP Value	SFP Outcomes
1. Scenario includes plan for controlling and reducing nuisances, negative health impacts and safety hazards on employees, customers and neighboring communities.	1-5 Scale	Value 1: Protect and restore the environment and promote health for all	1A (1B, 1C, 1D are implementation outcomes)
2. Scenario includes facilities planned to be built or renovated to handle the projected quantity of high-priority materials (identified in Technical Analysis) for reuse and repair over the planning period (next 20 years).	1-5 Scale (Based on expected impact on the size of reuse sector)	Value 2: Conserve natural resources	2A, 2B, 2C (2D is an implementation outcome)
3. Scenario includes facilities planned to be built or renovated to handle the projected quantity of high-priority materials (identified in Technical Analysis) for recycling and composting over the planning period (next 20 years).	1-5 Scale (Based on expected environmental benefits from recovery)	Value 2: Conserve natural resources	2A
4. Scenario includes facilities planned to be built that have the capacity (space, funding, programming) to provide opportunities to learn about the recycling and garbage system,	1-5 Scale	Value 3: Advance environmental literacy	3A (3B is an implementation outcome)

toxics reduction, and environmental justice through tours, exhibits and learning spaces.		Value 9: Community Investment	9B
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Access

Criteria	Measurement Approach	SFP Value	SFP Outcomes
5. Scenario includes plan for neighborhood scale facilities, that are less than X (TBD) minute drive time for Y% (TBD) of region's population, that accept and sell reusable and repaired items	1–5 Scale (Percentage)	Value 2: Conserve natural resources Value 6: Provide excellent service and equitable system access	2B, 2C 6B
6. Scenario focuses on maximizing access to service, geographic equity and reductions in environmental and human health impacts.	1-5 Scale (Based on driving times baseline data)	Value 6: Provide excellent service and equitable system access	6C (6D, 6F, 6G are implementation outcomes)

Resilience

7. Scenario includes facilities that can be planned and designed for efficiency and flexibility, and that are adaptable to changes in regional population growth and material management needs over time.	1-5 Scale	Value 5: Ensure operational resilience, adaptability and sustainability	5A, 5C
8. Scenario includes facilities that can provide redundant infrastructure, equipment, and services to enhance regional resiliency and to be prepared for volumes and types of materials resulting from inclement weather events, social disruption, a natural disaster.	1-5 Scale	Value 5: Ensure operational resilience, adaptability and sustainability	5D, 5E

Equity

Criteria	Measurement Approach	SFP Value	SFP Outcomes
9. Scenario includes solutions to address historically marginalized communities' interests and needs and that align with the engagement and technical gaps identified in Phase 2.	1-5 Scale	Value 7: Community restoration	7A, 7B
10. Scenario incorporates direction from the project Community Advisory Group, Metro's Committee on Racial Equity, and community-based partners involved in Phase 2 engagement.	1-5 Scale	Value 8: Community partnerships	8A, 8B (8C is an implementation outcome)
11. Scenario includes a focus on facilities that are intended to benefit residential customers and provide community gathering opportunities through the inclusion of meeting rooms, access to nature, and open space in their design.	1-5 Scale	Value 9: Community investment	9B (9A is an implementation outcome)

Jobs

Criteria	Measurement Approach	SFP Value	SFP Outcomes
12. Scenario includes building publicly owned and/or operated facilities that provide living wage jobs and jobs to those with employment barriers.	1-5 Scale (Based on expected level of living wage jobs created under each scenario)	Value 4: Foster economic well-being	4A, 4B, 4D (4C is an implementation outcome)
13. Scenario identifies direction and programming (including jobs expected) for the future of each of Metro's existing facilities or sites (South, Central, Paint, RID,	1-5 Scale	Value 6: Provide excellent service	6A

West) that align with the engagement and technical gaps identified in Phase 2.		and equitable system access	
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Affordability

Criteria	Measurement Approach	SFP Value	SFP Outcomes
14. Scenario maintains affordability and keeps cost impacts to resident's low.	1-5 Scale (Based on financial baseline and scenario cost estimates)	Value 5: Ensure operational resilience, adaptability and sustainability	5B
15. Scenario includes the ability to make services affordable for low-income customers through methods such as income-based sliding scale pricing or discounts.	1-5 Scale	Value 6: Provide excellent service and equitable system access	6E