

ATTACHMENT 2

Waste Equity Workplan

9/27/2018

Purpose

This document identifies the work the City of Portland Bureau of Planning and Sustainability will undertake to advance equity and diversity in Portland's garbage and recycling collection programs.

Garbage and Recycling Collection Overview

BPS is responsible for the oversight of Portland's garbage, recycling, and composting collection. Collection from single family residents and small plexes (up to four units) is governed by a franchise agreement with twelve garbage and recycling collection companies. In this "residential" sector, customers must use the assigned franchised hauler and the City of Portland sets service standards, available service levels, and rates. The residential sector generates about 20 percent of Portland's waste.

Most of Portland's waste is generated by the multifamily / business / construction and demolition sectors. The City of Portland sets service standards, but customers in these sectors can choose from over 30 permitted garbage and recycling collection companies and negotiate service levels and rates.

Additionally, the City of Portland is itself a customer and contracts for garbage, recycling, and composting collection services at its own facilities as well as for public trash and recycling containers on sidewalks in business districts.

Background

BPS is directed to act to achieve a vision of racial equity and use an equity lens for all of its work via the following documents:

- City of Portland Racial Equity Toolkit
- Portland Plan
- 2015 Climate Action Plan
- BPS Strategic Plan

More specifically, BPS has been directed to increase equity and diversity in its garbage and recycling programs. In August 2017, City Council launched the most recent midterm review of the franchise agreement that governs residential garbage, recycling, and composting collection. At that time, City Council adopted a set of guiding principles for the franchise review that included two new principles focused on equity and diversity, which directed BPS to:

- Increase participation of women and minority workers
- Reduce barriers to economic opportunities for minority-owned and woman-owned companies.

Through a year-long process of research, analysis, and conversations with stakeholders representing franchise garbage and recycling collection companies as well as minority contractors, BPS identified ways to incorporate these guiding principles into the 2018 renewal of the residential franchise agreement. BPS also recognized that these changes may have limited impact and identified additional work to advance equity in our garbage and recycling programs, both inside and outside the residential franchise.

Workplan Function

The actions below will serve as a record of the commitment BPS is making to advance equity and diversity in Portland's garbage and recycling system, both inside and outside of the residential franchise. The workplan is also a tool to hold BPS accountable to this work moving forward, through changes in staffing and administration. The workplan will be reviewed and updated annually by a waste equity advisory group.

Waste Equity Advisory Group

The waste equity advisory group will consist of permittees, franchisees, equity experts, and representatives of COBID-certified contractors. Participants will be recruited from the franchise review stakeholder group. The purpose of the advisory group is to continue to provide BPS staff with input during the development of the administrative rules in the fall of 2018 and the implementation of the work outlined in the waste equity workplan. The waste equity advisory group will be tasked with reviewing and evaluating progress on the work outlined in the Waste Equity Workplan, including:

- Guiding development of the administrative rules that will help implement changes to the Franchise Agreement in the fall of 2018.
- Providing feedback on the scope of the Multifamily Service Equity project. Members of the Waste Equity Advisory Group may also serve on the Multifamily Service Equity Advisory Group.
- Updating the Waste Equity Workplan annually.
- Scoping and conducting research and analysis of potential options for creating one or more new entrant zones in preparation for discussions during the next midterm franchise review in 2022.

Waste Equity Technical Consulting Team

Several of the work items in the table below require detailed understanding of the waste collection industry as well as input from representatives that can speak to the interests and unique circumstances of COBID-certified companies. These projects are concrete, potentially synergistic, and they have near-term discrete timelines. BPS will hire a small team of technical consultants with expertise in the waste collection industry as well as an understanding of BPS' equity goals to provide guidance and feedback to staff on the scoping, analysis, and procurement approaches for the Public Trash Cans and City Facilities contracts.

Since the focus of this work is on overhauling procurement approaches and drafting scopes of work, BPS will seek assistance from outside the roster of current permittees in order to avoid conflicts of interest that could prevent companies from bidding on the resulting contracts.

Sector	Project	Description	Timeline
Multifamily	Multifamily Service Equity	Engage property managers, tenants, current and prospective service providers to identify ways to improve multifamily recycling performance, improve equitable service to tenants, and provide equitable access to M/WBE companies. The process will consider additional regulatory controls.	<ul style="list-style-type: none"> • Scope late 2018 • Launch early 2019 • Complete early 2021
Commercial	City Facilities Contract	<p>Work with Procurement, Office of Management and Finance, and the infrastructure bureaus to overhaul the procurement approach for collection services at City offices and facilities to increase access and opportunity for COBID-certified companies to build capacity. Work with the City’s existing Prime Contractor Development Program to identify and provide needed support for M/WBE companies.</p> <p>Reach out to large public and private organizations to share lessons learned and model contract language to support their efforts to incorporate equity into waste collection procurements.</p>	<ul style="list-style-type: none"> • Scope Fall 2018 • Develop new procurement approach early 2019 • Release new bid(s)/RFP(s) Spring 2019 to select contractor(s) by Summer 2019 • Current contract ends August 2020 • Begin conversations Fall 2019
Commercial	Public Trash Cans	As the program expands within existing districts and citywide, work with Procurement to structure contracts for public trash can collection services to provide access and opportunity for COBID-certified companies. Pursue pilot programs that can provide learning experiences for the City as well as for COBID-certified companies to build capacity. Work with the City’s existing Prime Contractor Development Program to identify and provide needed support for M/WBE companies.	<ul style="list-style-type: none"> • Scope pilot program(s) Fall 2018 • Pilot program(s) and expanded collection services begin Spring 2019 • Phased expansion continues through 2021
Residential	Franchise Review	<p><i>Current Review Process</i> – Update franchise agreement and corresponding administrative rules to:</p> <ul style="list-style-type: none"> • Lengthen the term of the franchise agreement to 12 years • Allow division of franchise territories for sale • Require outreach to M/WBEs on a registry of parties interested in acquiring a franchise 	<ul style="list-style-type: none"> • Fall 2018

		<ul style="list-style-type: none"> • Work with Waste Equity Advisory Group to draft administrative rules that require franchisees to submit an annual plan identifying steps the company is taking to advance diversity, equity, and inclusion in their company. The annual DEI plan would include actions companies could take to improve the culture of their workplace—such as sending employees to anti-bias trainings—as well as actions the company can take to advance DEI in their business relationships, including working with COBID-certified subcontractors, vendors, suppliers, and facilities for processing and/or disposal. <p><i>Next Midterm Review (2022)</i> – Revisit options for creating one or more new entrant zones.</p> <p><i>All Future Reviews</i> – Include diversity and equity guiding principles in the factors to consider during the review process.</p>	<ul style="list-style-type: none"> • Fall 2018 • At least 12 months prior to launching franchise review, begin research and analysis of options for reducing the cap and creating one or more new entrant zones
All	Equity and Diversity Goals	<ul style="list-style-type: none"> • Require permitted haulers to submit workforce demographic data annually using specified data collection practices. Establish an agreed upon baseline and work with the Waste Equity Work Group to set goals for and evaluate progress toward improved women and minority participation in the workforce across all organizational levels. • Work with the Waste Equity Work Group to identify a metric and establish a goal for participation of COBID-certified companies in Portland’s waste and recycling collection industry. Potential metrics to explore include the percentage of tons or estimate of system revenue that goes to certified companies. 	<ul style="list-style-type: none"> • Early 2019 hire contractor to help develop workforce demographic survey and summarize data • Spring 2019 collect baseline workforce demographic data through annual permit • Summer 2019 identify metrics and set goals

All	Diverse Workforce	<ul style="list-style-type: none"> • Partner with workforce development organizations and Metro to implement best practices for increasing workforce diversity, including connecting employers to pools of qualified job candidates and providing technical support and training to prospective job candidates • Offer trainings to address workplace culture issues that can make recruitment and retention of minorities and women more difficult and less effective. 	<ul style="list-style-type: none"> • Summer 2019 scope partnership with workforce agencies • Fall 2019 hire contractor to conduct workplace culture trainings • Early 2020 begin outreach to targeted populations to connect employers with qualified candidates
All	Waste Facilities	Work with Waste Equity Advisory Group and coordinate with Metro to identify options for prioritizing delivery of garbage from both residential and commercial sources to COBID-certified facilities.	<ul style="list-style-type: none"> • Winter 2018-19
All	Clean Fleet	<ul style="list-style-type: none"> • Pursue Volkswagon settlement funds to assist COBID-certified companies in investing in new collection vehicles. 	<ul style="list-style-type: none"> • Winter 2018-19