

MARIN COUNTY HAZARDOUS & SOLID WASTE MANAGEMENT
JOINT POWERS AUTHORITY (aka ZERO WASTE MARIN)

Board of Directors Meeting – February 25, 2021
Meeting Online Only Via Zoom – Instructions to Participate on Second Page

1:30 – 3:00 p.m.

AGENDA

Public participation is welcome and encouraged. See instructions for ways to engage in this Public Meeting on the next page.

Call to Order

1. Open Time for Public Comment. (Information Only) 5 minutes.

Minutes

2. JPA Board Meeting Minutes from August 13, 2020. (Action) 1 minute.

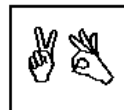
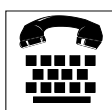
Regular Agenda

3. Introduction of JPA Interim Executive Director Liz Lewis. (Information Only) 5 minutes.
4. Receive and File City of San Rafael Fire Department Household Hazardous Waste Annual Report. (Action) 5 minutes.
5. Appoint Budget Subcommittee Members and Approve a FY 21-22 Budget Development Process and Schedule. (Action) 5 minutes.
6. Report from R3 Consulting on Draft Zero Waste Plan Update and Plan for Public Engagement. (Action) 50 minutes.
7. Report from JPA Board Organizational Assessment and Zero Waste Plan Update Subcommittee (Toy, Donnelly, Eilerman and Alilovich) on Staffing Cost Analysis. (Action) 10 minutes.
8. Adjournment.

The next JPA Board Meetings will be April 22, 2021 and May 27, 2021. Times TBD.

- Agendas & staff reports also available at: <http://zerowastemarin.org/Agenda>

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All public meetings and events sponsored or conducted by the County of Marin are held in accessible sites. Requests for accommodations may be requested by calling (415) 473-4381 (voice) (415) 473-3232 (TTY) at least **four work days** in advance of the event. Copies of documents are available in alternative formats, upon written request.

Contact the County's Waste Management Division, at (415) 473-6647 for more information

Special Instructions on Public Participation

The Board of Directors welcomes and encourages public participation. Due to the Coronavirus and consistent with State of California Executive Order N-29-20 and the Marin County Public Health Officer's Orders, this Board Meeting will be held via videoconference only. All Board Members will be teleconferencing into the meeting. There will be no in-person physical meeting location. The public can participate in this Marin County Hazardous and Solid Waste Joint Powers Authority (Zero Waste Marin) Board Meeting via a Zoom webinar on February 25, 2021 at 1:30 PM.

Zoom Webinar:

Click on this link to join the Board Meeting:

<https://marincounty-org-dpw.zoom.us/j/96627970082?pwd=b2VzZ01aMkN2UnN5TFRqVmZ3L0ZjUT09>

Password: 5M1ZniBJ

During the Zoom Webinar, select the Raise Hand icon during the public comment time and you will be added to the queue and unmuted when it is your turn.

Calling In:

Or join by phone:

Dial (for higher quality, dial a number based on your current location):

US: +1 213 338 8477 or +1 206 337 9723 or +1 253 215 8782

Webinar ID: 966 2797 0082

Passcode: 15056006

International numbers available: <https://marincounty-org-dpw.zoom.us/j/96627970082?pwd=b2VzZ01aMkN2UnN5TFRqVmZ3L0ZjUT09>

*If you are "Calling In," press *9 during the public comment time and you will be added to the queue and unmuted when it is your turn. (Press *67 before dialing if you want to hide your phone number.)*

MARIN COUNTY HAZARDOUS AND SOLID WASTE MANAGEMENT JOINT POWERS AUTHORITY

Belvedere

Date: February 25, 2021

Corte Madera

To: JPA Board of Directors

County of Marin

From: Steve Devine, Program Manager

Fairfax

Re: Open Time for Public Comment

Larkspur

The public is welcome to address the Board of Directors at this time on matters not on the agenda that are within its jurisdiction. Please be advised that pursuant to Government Code Section 54954.2, the Board is not permitted to discuss or act on any matter not on the agenda unless it determines that an emergency exists, or that there is a need to take immediate action which arose following posting of the agenda.

Mill Valley

Novato

Recommendation

Ross

Receive public comment. Information Only.

San Anselmo

San Rafael

Sausalito

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Tiburon

MARIN COUNTY HAZARDOUS AND SOLID WASTE MANAGEMENT JOINT POWERS AUTHORITY

Belvedere Date: February 25, 2020
Corte Madera To: JPA Board of Directors
County of Marin From: Steve Devine, Program Manager
Fairfax Re: Approval of the August 13, 2020 JPA Board Meeting Minutes
Larkspur Please find attached the Draft Minutes from your last meeting.
Recommendation
 Adopt a motion to approve the August 13, 2020 Minutes.

Mill Valley

Novato

Ross

San Anselmo

San Rafael

Sausalito

Tiburon

Board Chair: Please confirm the vote on this item by reading the following items out loud after the vote.

Motion: _____ Second: _____

Ayes: _____

Noes: _____

Abstentions: _____

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**MARIN COUNTY HAZARDOUS & SOLID WASTE
MANAGEMENT JOINT POWERS AUTHORITY**

Board of Directors Meeting
Thursday, August 13, 2020
Meeting Online Only via Zoom
12:15 p.m. – 12:45 p.m.

DRAFT MINUTES

MEMBERS PRESENT

Greg Chanis, Tiburon
Joe Chinn, Ross
Todd Cusimano, Corte Madera
Dan Eilerman, County of Marin
Adam McGill, Novato
Craig Middleton, Belvedere
Alan Piombo, Mill Valley
Dan Schwarz, Larkspur
Garrett Toy, Fairfax

STAFF PRESENT

Michael Frost, Interim Exec. Director
Steve Devine, Program Manager
Casey Poldino, Senior Planner
Melody Mitchell, Admin Assistant I

OTHERS PRESENT

Lisa Duba, Gigantic Idea Studios
Rose Radford, R3 Consulting

MEMBERS ABSENT

Cristine Alilovich, San Rafael
David Donery, San Anselmo
Matthew Hymel, County of Marin
Adam Politzer, Sausalito

1. Open Time for Public Comment

No comments were tendered.

2. Approval of the JPA Board Meeting Minutes from May 28, 2020

M/S: Eilerman/Middleton to approve the JPA Board Meeting Minutes from May 28, 2020. Abstentions: by Mr. Schwarz, Mr. Piombo, and Mr. McGill. Vote: Unanimous.

Regular Agenda

3. Update on the Organizational Assessment and Zero Waste Plan Update Project

Interim Executive Director Frost delivered the update and noted that the County is currently at 66% diversion, which is well below the 2012 diversion rate goal of 80%, and 2025 zero waste goal.

To help address this, the JPA Board selected R3 Consulting, via a competitive RFP to perform an organizational assessment and zero waste plan update. To date, R3 has conducted interviews with JPA Board members, haulers, operators, staff and a few elected officials. All but one of the Directors has been interviewed at this time. A few themes that surfaced from interviews with the Board are cost, mission and focus, government structure, and ensuring good value to the JPA. Subsequent to this meeting, the Assessment and Plan Subcommittee (Chair Toy, Donery and Eilerman)

will be meeting with R3 and staff to plan for an update to the Board this Fall. Mr. Frost noted that Rose Radford from R3 is at this meeting and can answer questions from the Board.

4. Review and Authorize Executive Director to Enter into Four Contracts Exceeding \$50,000:

- 1). Soluna Outreach – Used Motor Oil Recycling Outreach,
- 2). Revolt Recycling – Battery and Bulb Collection and Recycling Services,
- 3). Strategic Energy Innovations (SEI) – Zero Waste School Program Assistance,
- 4). Gigantic Idea Studios – Outreach, Website and Advertising Assistance.

Mr. Frost delivered a brief overview of this item and recalled for the Board that at its May 28, 2020 meeting these contracts were brought forth with a request to delegate signature authority to the Executive Director – but were held over to this meeting for further discussion. Accordingly, Staff presented additional information on the four subject agreements for direct Board review and approval:

1). Soluna Outreach

Program Manager Devine shared the intent of the contract with Soluna Outreach – which is to carry out the purposes of a State Grant that promotes the proper recycling of used motor oil and filters. He noted that Soluna Outreach has been a good contractor for the JPA and is able to provide bilingual outreach in their promotion efforts and leverage other communication needs of the JPA while doing their oil work.

2). Revolt Recycling

Another hazardous waste program that the JPA contracts out for, to leverage the capabilities of this small agency, is the collection and processing services for the “Bulb and Battery Program” which provides geographically dispersed drop-off locations at local hardware stores, certain libraries and other locations. This contract would be for up to \$160,000 with a Bay Area vendor that collects and processes these materials. This service is critical to keep these items out of the waste stream both for general environmental reasons and the high fire risk in collection vehicles and processing facilities from the proliferation of high-energy lithium batteries.

3). Strategic Energy Innovation

Senior Planner Poldino stated that the budget requested for this year is lower than that of last year’s due to the COVID pandemic. Currently, the budget is formed as though the schools are closed during the entirety of the Fall semester, and then open during the Spring semester. The Zero Waste Schools Program (ZWSP) has been working with the schools over the summer to develop best practices for the Fall, and how to best support the school system remotely. The SEI contract that is being requested is up to \$150,000, and part of that contract is a wonderful Zero Waste curriculum that aligns with the State’s NextGen science standards. SEI will also create sorting videos for the schools to help with the on-site Green Teams, which will still exist in some of the schools. They have also been working extensively over the summer with the food services departments, especially San Rafael and West Marin who have breakfast and lunch on-site food services, and they need to shift a significant amount of their packaging for sanitary reasons. The ZWSP will be assisting them to ensure proper recycling and composting for their several hubs

throughout the County, as well ensuring proper practices for parents and students when they get home. It has been an ever-evolving effort learning what is requested of the ZWSP from the schools remotely during this time. Once staff is slowly able to get back on-site, they will convert back to previous operations. Waste streams at schools is going to shift due to many of the schools offering classroom lunches and Zero Waste will be working with custodial staff before students arrive and re-arrange signage and such to accommodate that shift to match waste stream utilization with their lunch and recycling programs on campus.

4). Gigantic Idea Studios – Outreach, Website and Advertising Assistance

Lisa Duba, Principal at Gigantic Idea Studios, gave a brief overview of work performed for Zero Waste Marin. They conduct fundamental foundational communication activities to support all the programs of Zero Waste Marin, which includes promotions of the Battery and Bulb take-back program, the Household Hazardous Waste Facility, and the Schools Program. In addition, they run media and advertising campaigns to elevate awareness and support of waste prevention practices which are different than recycling and composting; practices that are done by local haulers. Gigantic started working for the JPA in October 2019 (having been selected via a competitive, Request for Proposals process). Since then, they have made improvements and have built some foundational tools with the agency over the year and they hope to continue with this progress into the future. Highlights of regular activities are sending out communications to each member agency bi-monthly regarding Zero Waste topics, and increased distribution from eleven to over seventy. They have covered topics such as, the holiday gift campaign, tree recycling, schools updates, and during the time of COVID they shifted the messaging to zero waste tips for the COVID era. In addition to setting up a new professional email messaging system for the website, they have added a section to the “Homes” page to elevate the visibility of any news item. They have tracked metrics and updated site content as requested by staff. The results of all the promotional efforts they have performed have increased web traffic by 31% from the previous year. They support collateral updates, as well. They’ve established social media platforms which help with the campaign. The first video promotion they created for the gift campaign resulted in 111,000 views on YouTube. Most notably, the media campaigns over the past year focused on “shopping smart” behaviors with their Waste-Free Giving campaign, which ran on digital and YouTube, print ads in the Marin IJ, Marin Scope papers, and movie theaters. In the Spring, they had their Zero Waste Shelter-in-Place essentials during stay-at-home campaign.

Motion: by Mr. Chanis to approve to authorize the Executive Director to enter into four contracts exceeding \$50,000: 1). Soluna Outreach – Used Motor Oil Recycling Outreach, 2). Non-Profit, Strategic Energy Innovations (SEI) – Zero Waste School Program Assistance, 3). Revolt Recycling – Battery and Bulb Collection and Recycling Services, 4). Gigantic Idea Studios – Outreach, Website and Advertising Assistance.

Second: by Mr. McGill. Vote: Unanimous.

5. Adjourn

Next meeting date and time To Be Determined.

Board Chair: Please confirm the vote on this item by reading the following items out loud after the vote.

Motion: _____ Second: _____

Ayes _____

Noes: None _____

Abstentions: None _____

MARIN COUNTY HAZARDOUS AND SOLID WASTE MANAGEMENT JOINT POWERS AUTHORITY

Date: February 25, 2021

Belvedere

To: JPA Board Members

Corte Madera

From: Liz Lewis, Interim Executive Director

County of Marin

Re: Introduction

Fairfax

Upon the resignation of former JPA Executive Director, Ernest Klock in February 2020 – Liz Lewis has stepped into the role of Interim Executive Director.

Larkspur

Ms. Lewis oversees the Water Resources Division for the Marin County Flood Control and Water Conservation District. Ms. Lewis has served Public Works and Marin communities in multiple capacities as a creek naturalist, Stormwater Manager, Watershed Planner and Planning Manager. She graduated with a Master's degree in Biological Sciences from Florida International University in Miami, FL with a focus in wildlife ecology. Ms. Lewis has been a member of core staff leadership working to update the organizational structure for Water Resources and Public Works over the last three years.

Mill Valley

Novato

Ross

San Anselmo

RECOMMENDATION

Receive Oral Report. Information Only.

San Rafael

Sausalito

Tiburon

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MARIN COUNTY HAZARDOUS AND SOLID WASTE MANAGEMENT JOINT POWERS AUTHORITY

Belvedere

Date: February 25, 2021

Corte Madera

To: JPA Board Members

County of Marin

From: Steve Devine, Program Manager

Fairfax

Re: Receive and File – City of SR Fire Department - Annual
Household Hazardous Waste Program FY 2019/20 Report

Larkspur

The JPA funds Household Hazardous Waste (HHW) and small business (Conditionally Exempt Small Quantity Generators) services for Marin (except for Novato) via a contract with the City of San Rafael Fire Department, which in turn contracts with the Marin Recycling & Resource Recovery Association for the operation of the HHW facility at 565 Jacoby Street in San Rafael. The program also provides for several “Toxic Away Days” in the more remote, West Marin.

Mill Valley

Novato

Ross

The HHW program continues to be a very popular service and in FY 19/20 the program collected over 1.5 million pounds of hazardous materials.

San Anselmo

San Rafael

This program is the single largest, tangible pollution prevention service in the County.

Sausalito

The vast majority of materials received at the facility are either directed for recycling or fuel incineration. Over 60% of the material is recycled, 24% is sent for fuel recovery, and 6% is reused.

Tiburon

Recommendation:

Receive and oral report from the City of San Rafael Fire Department and Marin Resource Recovery Association (if desired) and Adopt a Motion to receive and file attached report from the City of San Rafael Fire Department.

Attachment:

1. Marin Household Hazardous Waste Program – Fiscal Year 2019/20 Report.

Board Chair: Please confirm the vote on this item by reading the following items out loud after the vote.

Motion: _____ Second: _____

Ayes: _____

Noes: _____

Abstentions: _____

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Marin Household Hazardous Waste Program

Fiscal Year 2019/20 Report





Fiscal Year 2019/20 Summary

The Marin Household Hazardous Waste (HHW) Program had another productive and successful year, once again ending FY 2019/20 (July 2019 – June 2020) significantly under budget while maintaining exemplary service.

FY 2019/20 will forever be associated with the onset of the devastating COVID-19 pandemic and orders to shelter in place. Throughout the pandemic, the public's need for a safe place to dispose of hazardous household items – and to keep HHW out of our natural environment – has persisted. As an essential business, the HHW Facility has maintained continuity of operations and remains open to the public five days a week.

During the first months of COVID-19, HHW Facility staff formed a collaborative group with other HHW facilities in the San Francisco Bay Area. The group worked together to identify challenges with purchasing personal protective equipment (PPE) and implementing protocols and best practices to keep employees and customers safe during the pandemic. We are proud to say that while many other Bay Area HHW facilities closed for weeks at a time during the pandemic, the Marin facility remained open.

The HHW Facility adopted the following measures to ensure the safety of employees and members of the public:

- Employees, customers, and visitors were required to wear face coverings at all times;
- Customers and visitors entering the Facility without a face covering were provided one by Facility staff;
- COVID-related signage was posted at the facility entrance, back gate, and reuse area;
- Contactless payment systems were established;
- Cleaning activities were increased in keeping with public health guidance;
- The reuse area was limited to one customer at a time, with disinfection occurring after each use; and
- Each product was sanitized before placement in the reuse area.



Although the amount of waste collected decreased at the onset of the initial Shelter in Place order in March 2020, quantities collected recovered to pre-pandemic levels by June 2020 and have persisted into FY 2020/21. The HHW Facility continues to operate with safety first and foremost. To date, not a single HHW Facility employee has tested positive for COVID-19.

Finally, two successful West Marin Toxic Away Day temporary collection events were held, one in November 2019 in Bolinas and another in June 2020 in Point Reyes Station. Approximately 80 residents participated, collectively bringing in more than 9,000 pounds of household hazardous waste.

HHW Program Overview

The Marin HHW Program is a combination of HHW services provided at the Marin HHW Facility and at West Marin Toxic Away Days. Residents of Marin County, except Novato, may drop off their HHW at the facility or at the collection events for free, and residents of San Rafael may have their waste picked up from their house for a fee. Conditionally Exempt Small Quantity Generator (CESQG)¹ businesses may drop off their hazardous waste for a fee. The facility is operated by Marin Recycling & Resource Recovery Association and managed by the San Rafael Fire Department.

The Marin HHW Facility offers a reuse area where like-new products are available for residents and businesses to take for free. The reuse area is open to the public during facility hours. Additionally, we offer reprocessed latex paint for a fee to the public and to local jurisdictions for the use of graffiti abatement, offered in white, beige, and gray.

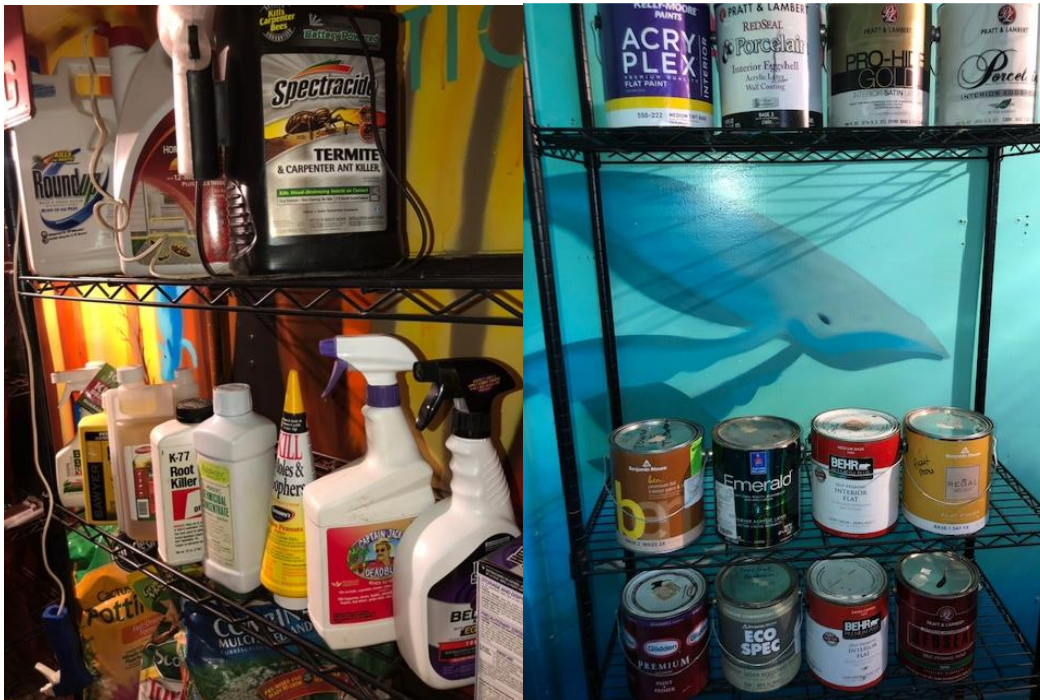
Household battery collection bins are conveniently located at fire stations and select businesses across Marin County. These bins are only for use by Marin County households and the batteries are then brought to the Marin HHW Facility and sent for recycling. This program is run separately from the JPA's Bulb and Battery Program.

¹ Entities that generate no more than 100 kilograms (220 pounds) of hazardous waste per month. The term CESQG is no longer being used in federal regulations, having been replaced by VSQG (Very Small-Quantity Generator) in 2017. However, the California Department of Toxic Substances Control (DTSC) does not yet reference VSQG in its regulations or statutes.

The following table is a brief summary of the number of people who participated in the Marin HHW Program and the amount of waste that was collected in FY 2019/20. The HHW Program collected 1,516,269 pounds of hazardous waste overall, up 0.2% from the FY 2018/19 total of 1,512,855 pounds.

<u>Program Type</u>	<u>Pounds Collected</u>	<u>Household Participants</u>	<u>CESQG Participants</u>
Marin HHW Facility	1,507,012	26,935	316
Bolinas Toxic Away Day	4,665	40*	N/A
Pt. Reyes Toxic Away Day	4,592	40*	N/A
Reuse Area	55,207	N/A	

*=approximate total; does not account for walk-ins



Budget

The HHW Facility's FY 2019/20 budget allocation was \$1,705,528, a 4.5% increase from the FY 2018/19 budget of \$1,632,084. Financially, the Marin HHW Program ended the year \$89,173 under budget.

Over the course of the fiscal year, the Marin HHW Program recovered \$79,183 in outside funding; most of this came from CESQGs, with additional money received from battery recycling.

Separately, the San Rafael Fire Department organized two Toxic Away Day events, with total expenses of \$16,420.

HHW Facility 2019/2020 Actual Results

<u>Expense Item</u>	<u>Actual</u>
Classified Personnel	\$ 496,635.04
Overtime Pay	\$ 1,661.16
Vacation pay	\$ 42,804.88
Group Life/Health Insurance	\$ 104,656.19
Worker's Compensation	\$ 58,196.13
Retirement	\$ 22,233.90
Payroll Taxes	\$ 40,289.00
PERSONNEL SUBTOTAL	\$ 766,476.30
Legal and Professional	\$ 0
Travel & Conference	\$ 5,475.52
Training Instruction & Medical Examinations	\$ 4,538.49
Professional Dues and Subscriptions	\$ 0
Equipment Rental/Repair	\$ 2,301.78
Waste Disposal Costs	\$ 391,941.71
Advertising & Community Promotions	\$ 153.46
Insurance & Surety Bonds	\$ 16,207.32
Admin. Allocation	\$ 70,243.39
Office Supplies	\$ 24,400.02
Clothing & PPE Supplies	\$ 43,943.48
Miscellaneous Supplies & Materials	\$ 110,913.33
Maintenance Buildings & Improvements	\$ 11,639.90
NON-PERSONNEL SUBTOTAL	\$ 680,155.04
Operating Ratio	\$ 151,856.33
Rental/Land	\$ 97,050.24
EXPENSES SUBTOTAL	\$ 1,695,537.91
OUTSIDE FUNDING SOURCES:	
E-Waste Monies	\$ (0)
Batteries Monies	\$ (2,267.00)
Paint Sale Monies	\$ (0)
CESQG Monies	\$ (76,915.72)
OUTSIDE FUNDING SUBTOTAL	\$ (79,182.72)
GRAND TOTAL	\$ 1,616,355.19
Approved Budget for FY 2019/20	\$ 1,705,528.00
Under budget	\$ 89,172.81

Temporary HHW Collection Events 2019/20 Expenses

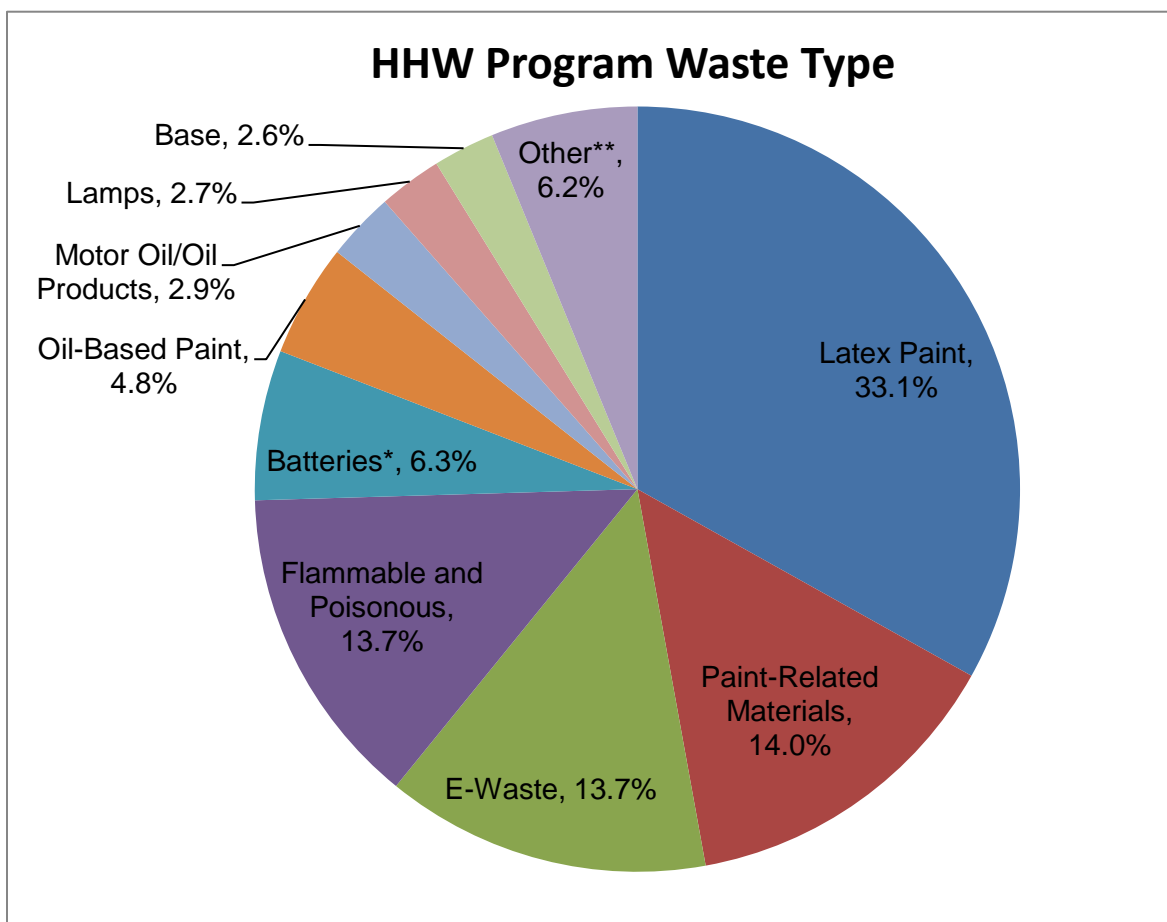
<u>Expense Item</u>	<u>Actual</u>
<u>Labor Costs</u>	
Bolinas	\$2,925
Pt. Reyes Station	\$630
Labor Costs Subtotal	\$3,555
<u>Disposal Costs</u>	
Bolinas	\$4,528
Pt. Reyes Station	\$4,277
Disposal Costs Subtotal	\$8,805
<u>Supply Purchase Costs</u>	
Bolinas	\$1,424
Pt. Reyes Station	\$1,358
Supply Purchase Costs Subtotal	\$2,782
<u>Outreach Costs</u>	
Bolinas	\$883
Pt. Reyes Station	\$395
Outreach Costs Subtotal	\$1,278
GRAND TOTAL:	\$16,420



Waste Analysis

The following waste totals include the West Marin Toxic Away Days.

The facility continues to save money by partnering with PaintCare, which pays the San Rafael Fire Department to take certain latex and oil-based paint products from the facility for recycling. The oil-based paint category only includes items on PaintCare's accepted materials list; it does not include paint that has been bulked with other flammable liquids. About 38% of the Marin HHW Facility's annual waste (by weight) went to PaintCare, with paint-related materials such as thinners and resins that are not a part of PaintCare accounting for an additional 14% of HHW program waste.



* = "Batteries" category includes household, rechargeable, and car batteries. These are individually listed in the table on page 8.

** = Quantities of other waste types are included in the table on page 8.

**AVOID ENTERING THIS AREA IF
YOU HAVE A COUGH OR A FEVER**

**EVITE INGRESAR A ESTA ÁREA SI
TIENE TOS O FIEBRE**

**MAINTAIN A MINIMUM SIX-FOOT
DISTANCE FROM ONE ANOTHER**

**MANTENGA UN MÍNIMO DE SEIS
PIES DE DISTANCIA ENTRE USTED
Y OTRAS PERSONAS**

HHW Program Waste Totals by Type in Pounds

Waste Type	Pounds	% of Total
Latex Paint	502,016	33.1
Paint-Related Materials	212,814	14.0
E-Waste	208,062	13.7
Flammable and Poisonous	207,239	13.7
Oil-Based Paint	72,295	4.8
Household Batteries	58,947	3.9
Motor Oil/Oil Products	43,709	2.9
Lamps	40,512	2.7
Base	39,444	2.6
Car Batteries	31,151	2.1
Aerosol Cans	20,666	1.4
Asbestos	14,080	0.9
Acid	13,537	0.9
Antifreeze	11,593	0.8
Rechargeable Batteries	6,007	0.4
Oxidizer	4,690	0.3
Used Oil Filters	1,931	0.1
Sharps	840	0.1
PCB-containing	801	0.1
Thermostats	0	0.0
Mercury-Containing Items (except Thermostats)	70	0.0
unclassified	25,865	1.7
FY 19/20 Total:	1,516,269	
FY 19/20 Monthly Average:	126,356	



Destination Method

Destination methods are based on the CalRecycle 303a reporting categories. Compared to the previous fiscal year, the percentage of waste (by weight) being recycled was up slightly, from 58% to 61%; this was primarily due to an increase in collections of latex paint. Common waste items that are recycled are latex paint, e-waste, batteries, and motor oil.

Otherwise, the destination percentages are similar to those from prior years, with the most significant decreases for neutralization/treatment and destructive incineration. Only 1% of waste was landfilled.

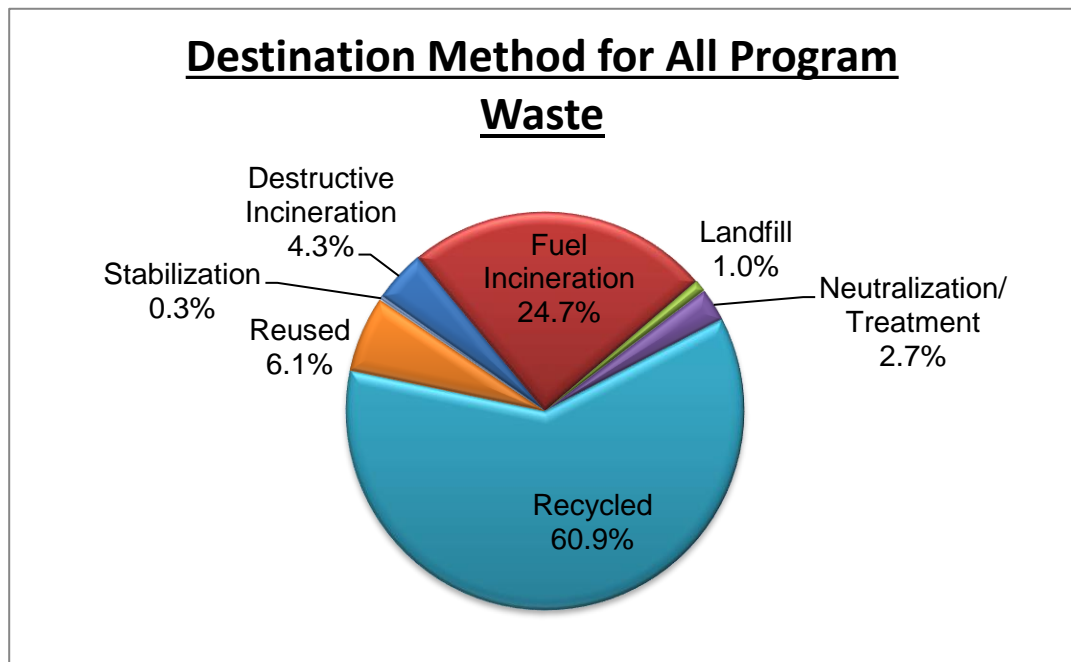
Reuse as a share of waste stayed about the same. Most of the reused items were e-waste, household cleaners, pesticides, and paint products.

There are two types of incineration: destructive and fuel. The goal of destructive incineration is to simply destroy the material. During fuel incineration, energy is recovered through the burning process and sometimes material will also be recovered. The most common types of HHW used for fuel incineration are oil-based paint and flammable liquids, while poisons make up the majority of the waste sent for destructive incineration.

Among household hazardous wastes, only acids and bases go through neutralization and treatment. During this process, the pH of the waste is chemically adjusted to remove the hazard.

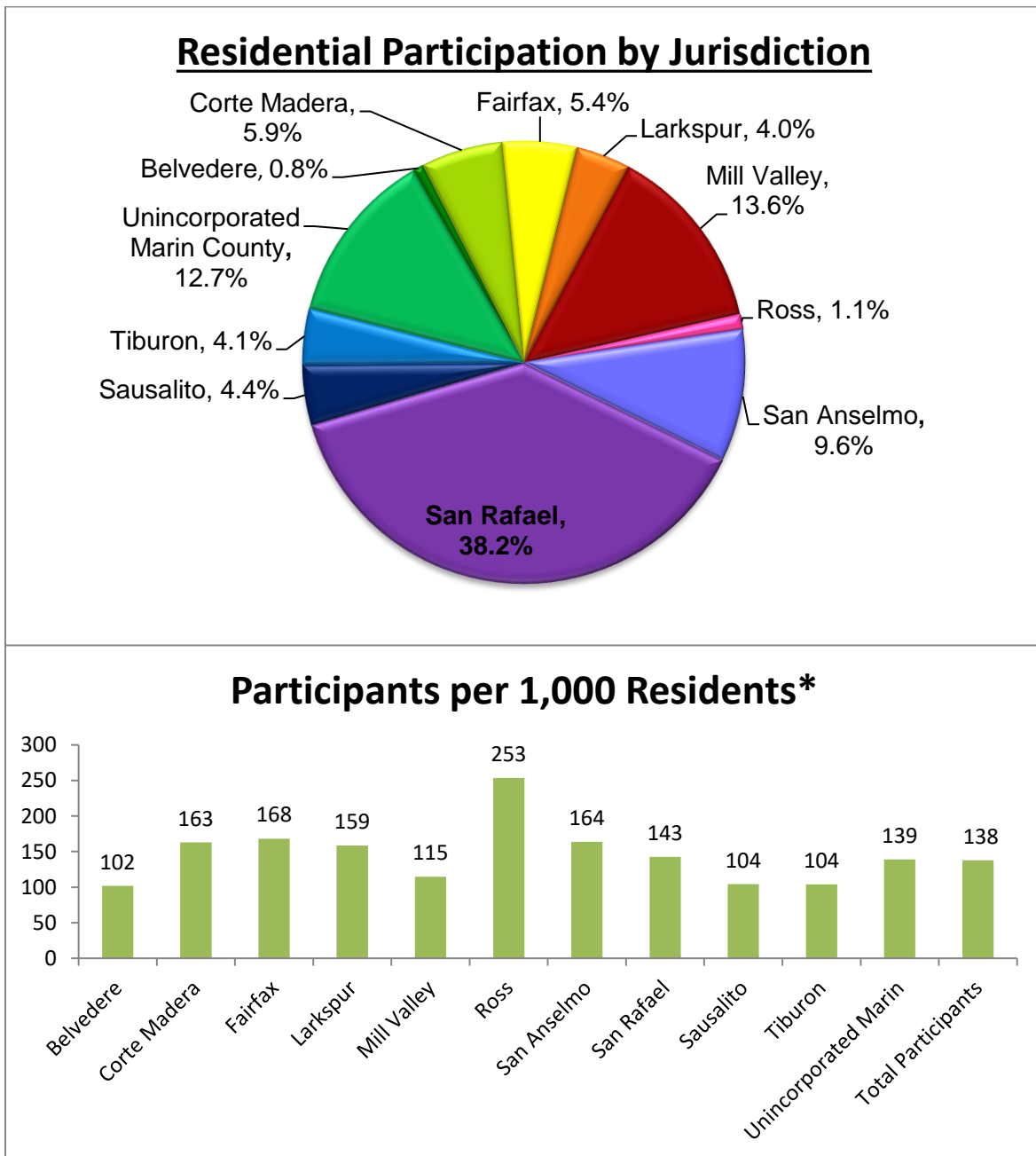
4,400 pounds of oxidizers were sent for stabilization, during which waste is brought to a solid or semi-solid state and is rendered non-hazardous.

Nearly all the landfilled waste consisted of asbestos.



Residential Participation

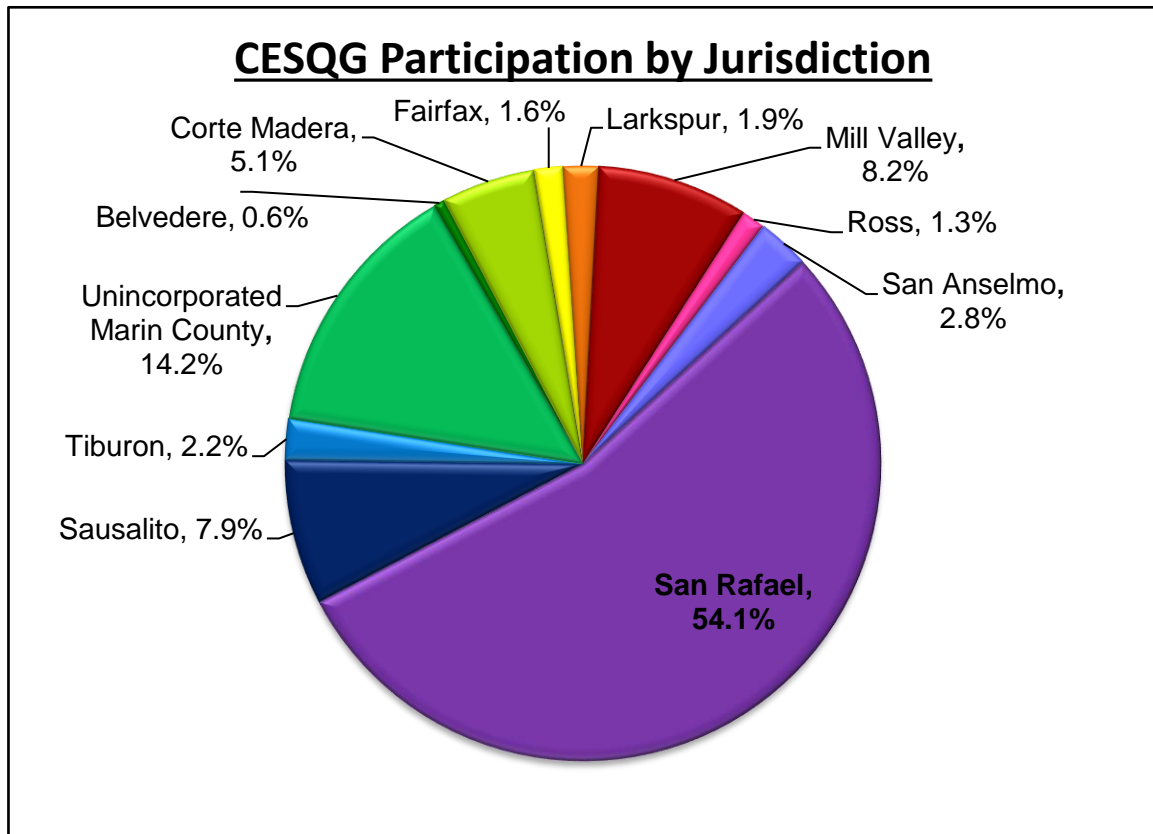
Participants are sorted by jurisdiction by reviewing the mailing address on their identifying documentation. Residents from unincorporated communities adjacent to a city thus are likely to be counted as city residents; for example, residents of Tamalpais Valley are counted as residents of Mill Valley. To account for this, city populations are based on U.S. Census ZIP Code Tabulation Area (ZCTA) data. The data show that residents from all over the service area use the facility. Residential participation, as measured by number of customers, was about the same in FY 2019/20 as in FY 2018/19.



* = City population based on ZIP Code Tabulation Area (ZCTA) data from U.S. Census Bureau

CESQG Participation

Although businesses from all over the county bring their hazardous waste to the facility, more than half were from a single jurisdiction: San Rafael. Business participation dropped from 429 in FY 2018/19 to 316 in FY 2019/20, largely because of the COVID-19 pandemic.



Looking Forward FY 2020/21

The HHW Program continues to seek out innovative approaches for enhancing recycling and reuse opportunities.

Unfortunately, waste disposal costs continue to rise while traditional sources of revenue no longer are available. The HHW Facility's main waste hauler, Clean Earth (formerly Stericycle), recently increased waste disposal fees and supply prices. Our electronic waste partner, Renew Computers, also increased pick-up fees heading into FY 2020/21. While in the past, the Facility could count on offsetting cost increases with revenue from recycling e-waste and a variety of other products, now only car batteries provide a reliable source of revenue.

The ongoing COVID-19 pandemic also continues to pose challenges to the HHW Program. Community outreach has been limited, with event cancellations – such as the annual Dia de los Muertos celebration in San Rafael – that made for missed opportunities to connect with populations that can be hard to reach online.

Additionally, regulatory confusion over how to handle certain waste streams – including treated wood waste, e-cigarettes, cannabis products, and solar panels – has put the Facility in the undesirable position of having to turn away service to customers without providing them with a reasonable alternative.

Despite these and other challenges, our excellent and hard-working staff will continue our mission to provide a safe and convenient way for members of the public and small businesses to dispose of their hazardous waste. We are happy to serve the Marin County community and grateful for their support.



MARIN COUNTY HAZARDOUS AND SOLID WASTE MANAGEMENT JOINT POWERS AUTHORITY

Belvedere

Date: February 25, 2021

Corte Madera

To: JPA Board Members

County of Marin

From: Liz Lewis, Interim Executive Director

Fairfax

Re: Appoint Budget Subcommittee Members and Approve a FY 2021-22 Budget Development Process and Schedule

Larkspur

To help develop the proposed FY 21-22 JPA Budget, the Board should appoint a Budget Subcommittee from the Executive Committee.

Mill Valley

*Organizational Assessment &
Zero Waste Plan Update
Subcommittee*

Novato

Toy

Ross

Alilovich

San Anselmo

Donnery

San Rafael

Hymel (Alt. Eilerman)

Sausalito

Tiburon

*JPA Board Executive
Committee*

Ross Valley
Cities

Toy

San Rafael

Schutz (Alt.
Alilovich)So. Marin
Cities

Chanis

Novato

Adam McGill

County

Hymel (Alt.
Eilerman)

Past practice in selecting the annual Budget Subcommittee has been for the Board to appoint the Chair or Vice-Chair and the representative from the County (as two members of the five-member Executive Committee). However, with online meetings in the COVID era, the Agency has for some time, only been meeting as the Full Board. One idea that has been raised is for the Budget Subcommittee, though separate, to be comprised of the same Directors as the ongoing Organizational Assessment & Zero Waste Plan Update Subcommittee.

Schedule wise, regardless of the Subcommittee composition, it is proposed that the Subcommittee would meet with staff to help review a proposed FY 21-22 budget that would then be reviewed as a Proposed Draft by the Full Board at your meeting in April – and then come before you again for adoption in May with any proposed modification.

MARIN COUNTY HAZARDOUS AND SOLID WASTE MANAGEMENT JOINT POWERS AUTHORITY

The recommended schedule is as follows:

1. February 26, 2021 San Rafael Fire Department submits the HHW Facility Budget request to the JPA.
2. Week of March 22, 2021, JPA staff submits a draft budget request and associated fee resolution to Budget Subcommittee.
3. Week of March 29, 2021 Budget Subcommittee meets with staff for review of draft budget and fee resolution.
4. April 22, 2021, Full JPA Board or Executive Committee reviews the Subcommittee's recommended, proposed Draft Budget and provides direction on any changes.
5. May 27, 2021, budget and fee resolution adopted by full JPA Board.

Recommendation

Adopt a Motion appointing Budget Subcommittee Members and approve a FY 2021-22 budget development process and schedule.

cc: San Rafael Fire Department

Board Chair: Please confirm the vote on this item by reading the following items out loud after the vote.

Motion: _____ Second: _____

Ayes: _____

Noes: _____

Abstentions: _____

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MARIN COUNTY HAZARDOUS AND SOLID WASTE MANAGEMENT JOINT POWERS AUTHORITY

Belvedere

Date: February 25, 2021

Corte Madera

To: JPA Board Members

From: Liz Lewis, Interim Executive Director

County of Marin

Re: Update on the Organizational Assessment and Zero Waste Plan Update Project.

Fairfax

Larkspur

Mill Valley

Novato

Ross

San Anselmo

San Rafael

Sausalito

Tiburon

Please recall that your Board authorized an Organizational Assessment & Zero Waste Plan Update project in the FY 19-20 budget. The Board also appointed a Board Subcommittee of Chair Alilovich, and Directors Donery, Toy and Hymel/Eilerman to work on the project. A Request for Proposals (RFP) to solicit professional assistance in the project was issued in late 2019. Two proposals were received in 2020– and your Subcommittee conducted interviews of those proposers and recommended a contract with R3 consulting.

The Subcommittee and Staff will provide an update and presentation at this Board Meeting. For reference, the following table demonstrates the importance for this Agency to undertake a “reset” to make a good faith effort at zero waste. The most recent Marin diversion rate, per the State formula, is 66%, with this Agency having a goal (Resolution No. 07-01) of 80% diversion by 2012 and 94% diversion by 2025.

Reporting Year	CalRecycle Diversion Rate	Pounds Landfilled Per Person Per Day
<i>2025 = Zero Waste/94% Diversion Per 2007 JPA Zero Waste Resolution</i>		
2018	66%	5.2
2017	69%	4.7
2016	70%	4.9
2015	75%	4
2014	75%	3.8
2013	74%	4
2012	75%	3.8
<i>2012 diversion goal was 80% per the 2007 JPA Zero Waste Resolution</i>		

Recommended Action

Receive oral report. Provide direction to Consultant and Staff on Next Steps.

Attachments

1. R3 Consulting Interim Zero Waste Plan Update Draft Report
2. R3 Consulting One Page Zero Waste Plan Update Summary
3. R3 Consulting Interim Zero Waste Plane Update Presentation

INITIAL DRAFT REPORT

ZERO WASTE FEASIBILITY STUDY UPDATE

Submitted electronically on February 16, 2021

ZERØWASTE MARIN

February 16, 2021

Ms. Liz Lewis
Executive Director, Marin County Hazardous and Solid Waste JPA
c/o Marin County Department of Public Works
P.O. Box 4186
San Rafael, CA 94913

Subject: Initial Draft Report – Zero Waste Feasibility Study Update

Dear Ms. Lewis,

R3 Consulting Group, Inc. (R3) is pleased to submit the attached initial draft report for the 2020 Zero Waste Feasibility Study Update for Marin County Hazardous and Solid Waste JPA (Zero Waste Marin or ZWM).

The objective of this report is to provide an interim update on R3's initial findings in conducting a short list update to the 2009 Zero Waste Feasibility Study. The short list update is intended to provide five specific, actionable projects that would provide significant reductions in material going to landfill and increase recovery of waste materials in Marin County. In service of that objective, this report contains:

- » An overview of the solid waste system in Marin County.
- » An evaluation of ZWM's initial zero waste goal, strategies, and progress to-date.
- » Tonnage analysis and projections through 2025.
- » Possible strategies to be considered for the short list update.

An initial analysis and set of strategy considerations is provided for Zero Waste Marin's review, with subsequent steps as follows:

- » ZWM to provide feedback on analysis and strategy considerations.
- » R3 will incorporate feedback and identify five key strategies for further development and refinement.
- » A second draft report will be prepared to be presented to the Zero Waste Marin Board of Directors.
- » R3 will present preliminary findings to the Board in a workshop format.
- » R3 will engage community stakeholders including haulers and facility operators to gather feedback.
- » R3 and/or City and Town Managers may engage City and Town Councils to gather feedback.
- » The Zero Waste Marin Board may consider reframing of goal and milestones.
- » The Zero Waste Marin Board may consider and adopt new zero waste strategies.
- » The Zero Waste Marin Board may consider reorganizing the structure of the organization to target the selected strategies and objectives.

The report that follows is structured to present an overview of the current solid waste system in place in Marin, a summary of the 2009 Zero Waste Feasibility Study, a review of the progress made toward zero waste in Marin and statewide, and an analysis of potential additional recovery in Marin County. Initial draft strategies for consideration by ZWM are included towards the end of this report.

* * * * *

We appreciate the opportunity to be of service to Zero Waste Marin. Should you have any questions regarding our report or need any additional information, please don't hesitate to reach out directly.

Sincerely,



Garth Schultz | *Principal*
R3 Consulting Group, Inc.
510.292.0853 | gschultz@r3cqi.com



Rose Radford | *Project Manager*
R3 Consulting Group, Inc
415.347.9536 | rradford@r3cqi.com

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1. EXECUTIVE SUMMARY

R3 Consulting Group, Inc. (R3) was engaged to conduct the 2020 Zero Waste Feasibility Study Update for Marin County Hazardous and Solid Waste JPA, Zero Waste Marin. This initial draft report provides a summary of the current solid waste system, a summary of the prior 2009 Zero Waste Feasibility Study (2009 Study), an update on the status of implementing the strategies outlined in the 2009 Study, an overview of the status of zero waste in Marin and statewide, an analysis of additional recovery potential based upon statewide waste characterization results, and a list of initial strategy options for Zero Waste Marin's consideration.

Zero Waste Marin has made good progress in implementing the strategies in the 2009 Study. Moreover, the majority of the recommendations from that Study remain viable and should continue, though some are better implemented by member agencies and not ZWM and others are already being partially implemented by either ZWM or haulers and facilities.

There are a handful of solid waste disposal, recycling, and organics processing facilities in Marin County, including: one transfer station; one landfill; one C&D processing facility; and four composting facilities (three of which are small scale operations). The vast majority of the waste generated in Marin County flows through these facilities, with some being transferred to an out-of-County landfill. Information gathered from these facilities and analyzed by R3 indicate that the amount of solid waste disposed in landfills has increased in recent years, in a reversal of prior long-term trends towards increasing material recovery. As a result of these increases in landfill disposal, Zero Waste Marin is not on track to meet its ambitious goal of achieving 94% diversion by 2025 (note that diversion and recovery are used interchangeably in this report).

These trends are not unique to Zero Waste Marin – landfill disposal throughout California has been increasing since 2008, with commensurate decreases in calculated diversion rates statewide. Other agencies with ambitious zero waste goals are similarly not on track for goal achievement. Many of those agencies have consequently reframed their goals to better align with realistic – yet still ambitious – reductions in landfill disposal and increases in diversion. Zero Waste Marin, likewise, has the option to reframe its goals to better reflect its scope of influence and responsibility. Many similar agencies have reframed their goals and adopted policies similar to those already in place in Marin. More ambitious programs are certainly feasible, and in place at other agencies; however, implementing those programs would require additional resources.

While overall landfill disposal by Zero Waste Marin has increased in recent years, the amount of landfill disposal by franchised haulers operating in Marin County has actually been decreasing since 2014, with corresponding increases in recycling and organics diversion since that time. This means Zero Waste Marin is not on track to meet its goal partly as a result of increases in the amounts of solid waste being disposed of by non-franchised “self-haulers” – individual residents, businesses, and contractors. ZWM should consider and implement strategies to control and reduce “self-haul” disposal attributed to Marin County if it wishes to decrease disposal tons.

That said, all waste generators in Marin County can do more to reduce landfilled waste, with 2/3 of the waste sent to landfills in Marin County being potentially recoverable via recycling, composting, or other methods. The vast majority of the potentially recoverable material is comprised of organic waste (yard trimmings, food scraps, paper, wood and lumber). Recovery of organic waste from landfilled waste streams is needed in order to reduce greenhouse gas (GHG) emissions, achieve climate action plan objectives, and achieve compliance with unfunded state mandates via recent legislation, SB 1383. ZWM and its member agencies should consider strategies that would capture and recycle more organic materials, which may also coincide with the compliance requirements of SB 1383.

2. 2020 ZERO WASTE FEASIBILITY STUDY UPDATE

Background on Zero Waste Marin

Zero Waste Marin consists of the County of Marin and all 11 incorporated cities and towns within Marin (Belvedere, Corte Madera, Fairfax, Larkspur, Mill Valley, Novato, Ross, San Anselmo, San Rafael, Sausalito, and Tiburon, collectively member agencies). In addition to the cities, towns, and County of Marin, twelve special districts also hold franchise agreements for solid waste collection in the County. The JPA Agreement gives Zero Waste Marin the power to adopt ordinances, conduct studies, levy fees, implement programs, and more. ZWM funds a number of key programs in the County, including:

- » Operation of the Household Hazardous Waste (HHW) Program at the facility in San Rafael.
- » Remote collection programs for universal wastes including batteries, fluorescent bulbs, sharps, and pharmaceuticals.
- » A grant program available to all member agencies for funding diversion programs.
- » AB 939 compliance programs, including solid waste planning, reporting to the State of California, and specific programs such as the construction and demolition debris (C&D) recycling program.
- » Outreach and education in schools.
- » A countywide advertising campaign to promote source reduction and recycling.
- » Facilitation of meetings including the “Local Task Force” advisory body.

ZWM assumed its current state via a revised Joint Powers Agreement in July 1996 and was formed to meet the goals mandated by State Public Resources Code (PRC) Sections 40900 through 43000, which were added by Assembly Bill (AB) 939. Those PRC code sections have since been amended by various legislation, most recently AB 341, AB 1826, and Senate Bill (SB) 1383. The laws that succeeded AB 939 have added additional diversion goals and mandates on local agencies.

ZWM's annual budget is approximately \$4 million, and funding is derived from fee assessments on the franchised haulers active in the County, the transfer station, and the landfill located in the County. ZWM contracts with the Marin County Department of Public Works for staffing, administration, and program implementation. Zero Waste Marin performs several key services for its member agencies that are not explicitly evaluated as a part of this Update, including HHW, state reporting, the schools program, and the Countywide advertising campaign. These programs provide key benefits to ZWM's member agencies and absent another directive, we have assumed – and recommend – that these programs will remain core functions of the Zero Waste Marin, irrespective of decisions regarding new programs to achieve greater diversion.

2009 Zero Waste Feasibility Study

In 2009, ZWM considered a goal to increase the diversion of materials from the landfill to meet an 80% diversion goal by 2012 and 94% diversion by 2025. It also received and filed the 2009 Study to meet that goal which included numerous strategies targeting the following key outcomes:

- » Establishment of programs and policies to strengthen Countywide programs for meeting the zero waste goal; and
- » Guidance on implementation of specific programs and policies by member agencies.

The 2009 Study presented eighteen recommendations, split up into the functional groups presented above, and was intended to provide a summary of findings and analysis related to the evaluation of current solid waste and household hazardous waste programs, program improvements, and new

programs. The disposal reduction associated with implementing the strategies described in the plan was estimated at 180,000 tons, and the theoretical achievement of 94% diversion.

While aspirational goals are common in zero waste plans developed in the past, the last few years have shifted the paradigm in solid waste management for the foreseeable future. Resource recovery, including recycling and diverting organics from landfill, is no longer considered only for diversion and resource conservation value, but also as important means of greenhouse gas (GHG) emission reduction.

Although Marin County as a whole has access to some of the best diversion programs in the state, Zero Waste Marin did not meet its 80% diversion by 2012 goal and will not meet its 2025 goal of 94% diversion. Current (2019) diversion as measured by the State of California for ZWM is 67%, which compares favorably to other agencies throughout the state, and is an indicator of relatively high diversion achievement. ZWM's and its member agencies have made significant progress in implementing programs from the 2009 Study, including adding food waste to residential and commercial organics collection programs, directing a portion of clean food to anaerobic digestion, complying CALGreen C&D and other state recycling laws, conducting outreach, educating schoolchildren and the public, and improving opportunities for proper disposal of household hazardous and universal wastes, such as batteries.

Changes in Approach to Diversion

In the past decade, many jurisdictions and waste related JPAs, including Zero Waste Marin, have gone beyond AB 939's diversion requirements and adopted a zero waste goal and plan. Zero waste, however, cannot be achieved by recycling and composting programs alone.

Zero waste goes beyond diverting materials from landfill and means designing and managing products and processes to systematically avoid and eliminate the volume and toxicity of waste and materials, conserve and recover all resources, and not burn or bury them. Because zero waste goes beyond "diverting" waste, and because CalRecycle, in 2014, changed the methodology for demonstrating compliance with AB 939 from a diversion percentage to a "pounds of disposal per person" goal, many jurisdictions stopped tracking and reporting diversion rates, and are instead tracking disposal pounds per person (which factors in waste prevention efforts), and recycling and organics pounds collected per person.

Regardless of the methodology used for tracking progress toward higher diversion and zero waste, achieving zero waste goals have always been partially dependent on factors that go beyond local collection and processing programs, such as markets and value for scrap material, and the elimination or reduction of problematic packaging (such as certain types of single use or biodegradable plastic and multi-material packaging that can't be recycled, composted or recovered). Working collectively with other agencies - including the state - to address those larger issues, in addition to improving diversion and waste prevention programs, has been a key part of most jurisdictions' zero waste plans.

Changes in Recycling Markets

In January 2018, the People's Republic of China reduced the maximum contamination on all incoming recycled material shipments levels from a previous 10% to 0.5% effective March 1, 2018. Such contamination is monitored at the port upon arrival of incoming recycled material shipments and is subject to return to its shipment source if higher levels are determined to be found. The policy has been said by some leading industry experts to be "virtually impossible" to attain.

This policy, known as the National Sword, nearly eliminated the end destination market for most of California's recyclables. While other countries including Vietnam, India, Malaysia, and Turkey have previously accepted recyclable materials for processing before China's National Sword Policy, they continue to be overwhelmed with material diverted from China's market. This policy has led to changes in Marin County including Mill Valley Refuse Service's decision to switch from single stream recycling to dual stream recycling for residents, stricter contamination standards for customers, and increased rates to cover the costs of additional sorting needed at material recovery facilities.

Marin County Diversion Outcomes and Trends

Despite the successful efforts outlined in the 2009 Study, the Countywide recycling rate as measured by CalRecycle is declining as disposal increases more quickly than population. This trend is shown in Figure 1.

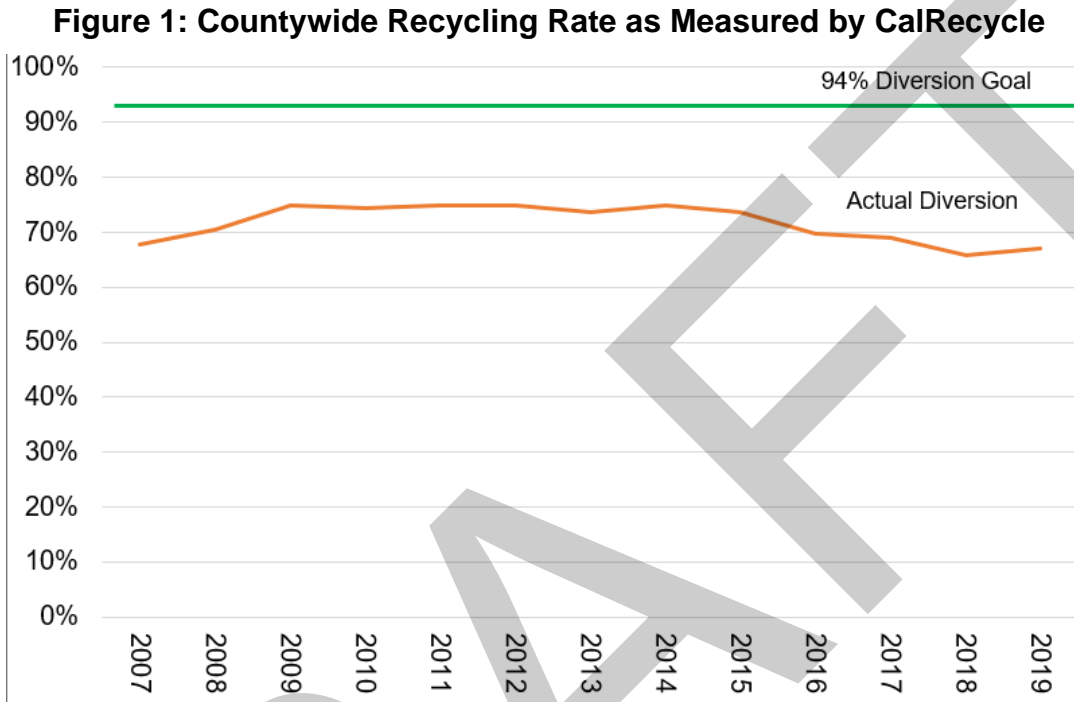


Figure 2 (next page) shows the disposal and diversion data over time since 2014. This data was collected through ZWM's role in reporting disposal to the state; this role was transferred to CalRecycle as of the third quarter of 2019, and similar data is no longer being collected.

Statewide Diversion Trends

Despite the ambitious legislation the state has passed, and increasingly stringent enforcement of that legislation on local agencies, statewide disposal has been steadily increasing, and the state's calculation of its recycling rate has been decreasing. Figure 2 (next page) shows CalRecycle's calculated statewide recycling rate through 2018.

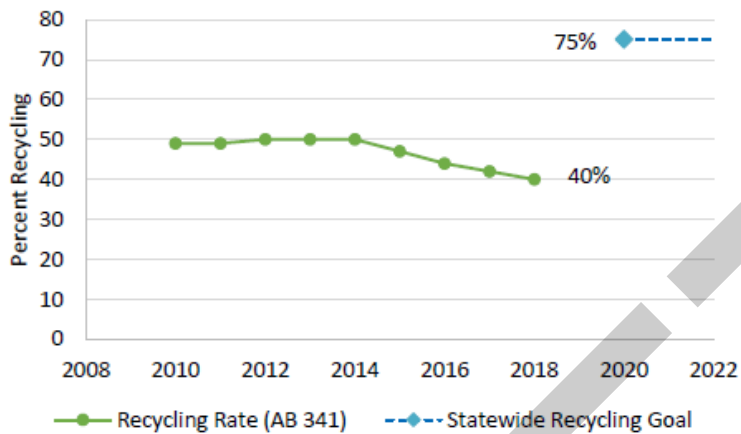
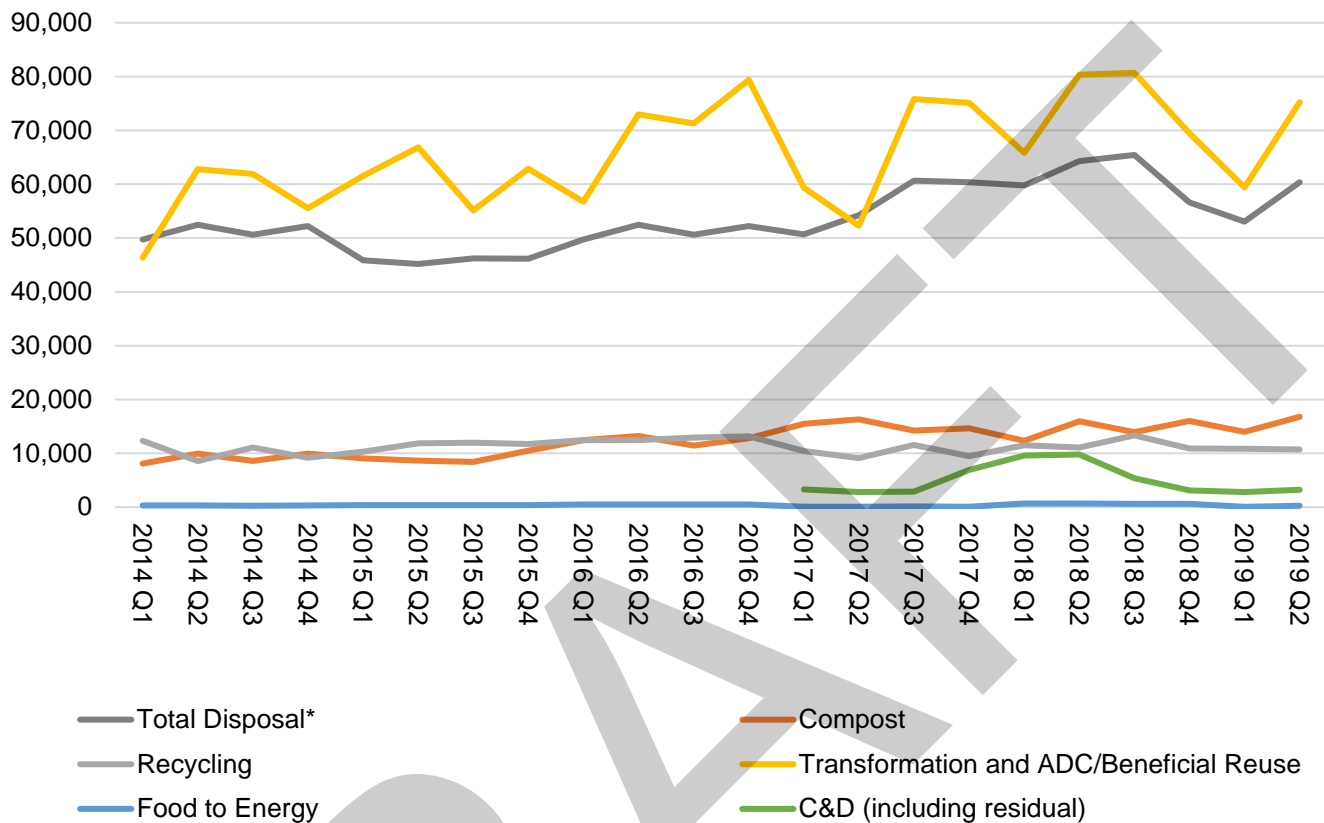
Figure 2: California's Statewide Recycling Rate Since 2010¹

Figure 3 shows seasonal fluctuation in disposal tonnages, with franchised and non-franchised materials combined, and significant tonnages of material used as alternative daily cover (ADC) and beneficial reuse at landfill (for erosion control, road maintenance, and other functions). The data shows an increase in disposal over the period, and smaller but consistent increases in recycling and composting-bound materials. Materials delivered as C&D debris for recycling is reported separately from C&D delivered for disposal (reported as disposal), with data available from 2017 onward.

¹ Source: State of Recycling and Disposal Report for Calendar Year 2018, CalRecycle, available at the following web address: <https://www2.calrecycle.ca.gov/Publications/Download/1453>

Figure 3: Tonnage Trends, Marin 2014-2019

* Sum of Potrero Hills, Redwood, and Keller Landfills as reported to CalRecycle.

The vast majority of the increases in disposal have been in non-franchised materials hauled by residents and businesses directly to the transfer station and landfill, and not the materials collected by franchised haulers from permanent collection containers. In 2014, franchised disposal was about 105,000 tons; by 2018 franchised disposal had reduced to 97,000 tons, an impressive reduction. The best available data on non-franchised disposal shows that it is primarily from construction and demolition (C&D) activity, making the Countywide C&D diversion program particularly important as a focus area moving forward – however, options for processing all delivered solid waste tonnages for recovery will also support increased diversion.

Figure 4 shows the tonnage data with franchised disposal displayed in dark blue and subtracted from total disposal. This figure shows a steady decrease in franchised disposal and a corresponding increase (circled in red) in recycling and organics tonnages over the period, with non-franchised disposal in dark gray increasing over the entire period.

Figure 4: Tonnage Trends w/ Franchised Disposal Extrapolated, Marin 2014-2019

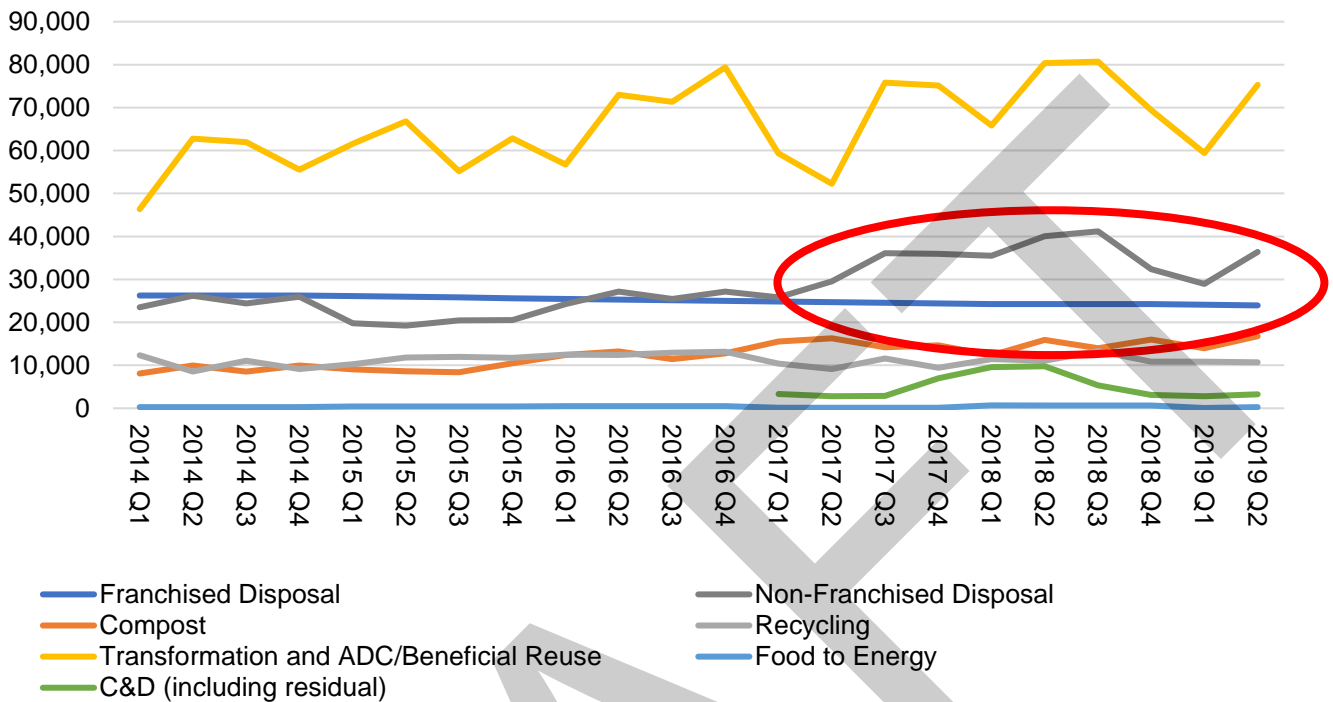
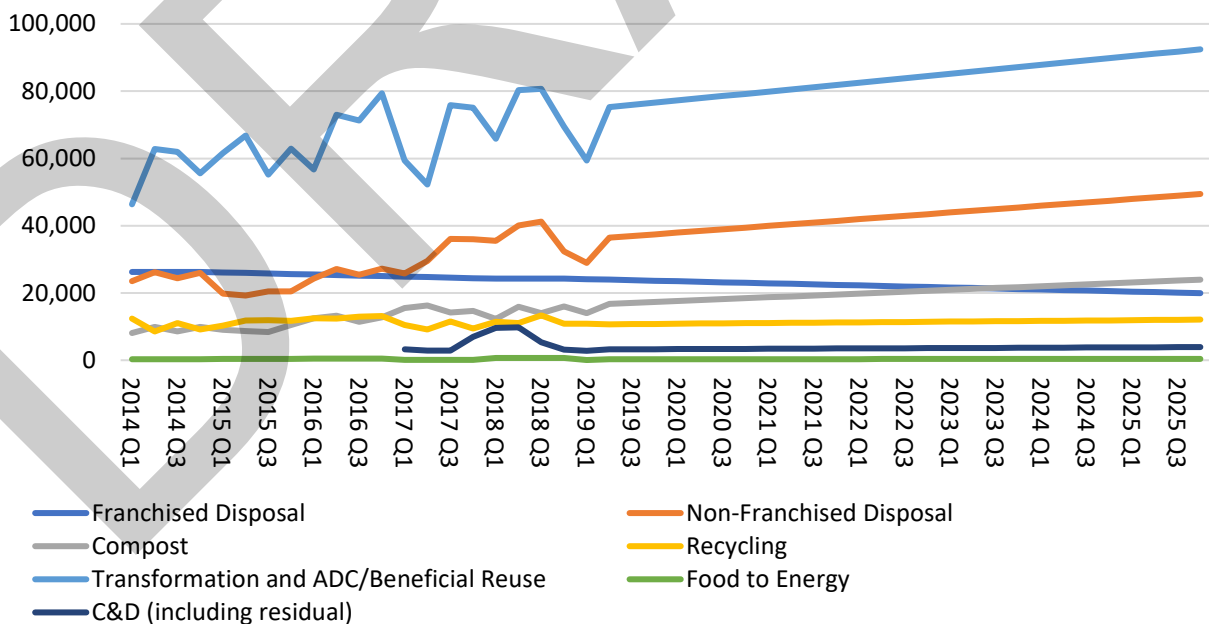


Figure 5 shows a projection of tonnages using current trends through 2025. Zero Waste Marin did not meet its goal of 80% diversion from landfill in 2012 and is not on track to meet the zero waste goal by 2025 given that disposal is increasing. If current trends are maintained, diversion will go from 67% in 2018 to 66% in 2025 (measured as recycled tons over total tons, with all categories but disposal counted as recycled).

Figure 5: Tonnage Projection Through 2025



Remaining Recoverable Materials

In order to identify the most viable strategies for increasing diversion, R3 identified the proportion of materials by broad material type that is available in the landfilled material, and by sector (residential, commercial, and self-haul). The composition of each sector's disposed waste stream was applied to the total tonnages by sector, estimated on a hauler-by-hauler basis, for the most recent full year of disposal data (2018). After 2018, Zero Waste Marin was no longer responsible for collecting disposal data for the state, and disposal and diversion tonnage data is incomplete beginning in the third quarter of 2019.

Approximately 73% of the overall waste stream would be considered recoverable based upon statewide data. Approximately 20% of the disposed material is from the residential sector, 26% is from the commercial sector, and the remaining 54% is attributed to non-franchised "self-haul," or material hauled by residents and businesses directly to the transfer station or landfill (including wood chips used as ADC, which now counts as disposal and not recovery). Most of the "self-haul" disposal is reported from the Marin Resource Recovery Center (MRRC).

54% is dramatically higher than the self-haul that R3 has observed in other communities; self-haul tends to be closer to 20-40% of total disposal. The host agencies for transfer stations and landfills tend to be allocated more disposal tonnages than agencies that do not host those facilities, as the origin of waste is declared by each customer at the gate. Table 1 shows the composition of the overall waste stream that would be classified as recoverable. This table clearly demonstrates that organic materials are the largest portion of that category, with food (edible and inedible) accounting for 15% of the overall recoverable materials.

Table 1: Composition by Material Class²

Material	Proportion	Recoverable
Special Waste	6.7%	6.3%
Metal	4.6%	3.6%
Glass	1.7%	1.5%
Electronic	0.6%	0.6%
HHW	0.2%	0.2%
Organic	34.1%	33.5%
Paper	16.6%	15.0%
Inerts and Others	14.1%	9.4%
Plastic	11.5%	3.0%
Miscellaneous	9.8%	0.0%
Total	100%	73.1%

Using the residential waste characterization as a basis, ~63% of the currently-disposed materials from the residential sector, or 26,500 tons, are still recoverable. For the commercial sector, ~64% of the currently-disposed materials, or 35,000 tons, are still recoverable.

² Source: 2018 Facility-Based Characterization of Solid Waste in California, CalRecycle, available at the following web address: <https://www2.calrecycle.ca.gov/Publications/Download/1458>

For the self-haul sector, based upon actual material composition and estimates based on the statewide averages, 70% of the material is recoverable, or 79,000 tons. Clean wood accounts for 16% of the disposed self-haul material.

Based upon this analysis, food waste and self-hauled wood waste are material categories that offer significant potential for diversion, with paper (in particular food-soiled compostable paper) and yard waste also contributing significantly to the recoverable materials still landfilled.

Reframe Zero Waste Goal Expectations

Zero waste is an aspirational goal, and while it is often defined in alignment with the Zero Waste International Alliance's principles, it is the province of each jurisdiction to establish a framework for reducing waste generation, and responsibly managing materials that are generated.

Agencies such as the City of San Francisco and StopWaste in Alameda County have reframed goalsetting away from a pure landfill diversion percentage to instead target 100% diversion of the materials that can be diverted, with the understanding that "residuals" or other such material that lacks a recycling market would still be disposed. R3, via prior projects with Zero Waste Marin, has recommended similar approaches, in particular with C&D waste materials, which appear to be a primary reason for the increase in disposal in Marin County. Reframing the zero waste goal would allow Zero Waste Marin to focus programs on "high generation" materials that are actually recoverable via current systems.

The State of California has made disposal reduction a key goal and supported diversion programs by establishing a dedicated department and passing legislation that supports the ambitious goals set by prior legislation. Since AB 939 in 1990, the state has been a leader in collecting disposal data and benchmarking progress toward these statewide goals. The State is required to assess progress toward these goals, and these assessments have concluded that additional activities will be needed. As such, the more recent legislation passed by the state has shifted the focus of regulations toward implementation of specific programs, rather than achievement of diversion goals.

Communities throughout the state are adding recycling, composting, waste prevention and the use of compost to their climate action plans as GHG reduction and climate resilience measures. Additionally, the increased use of products made from recovered organic material, such as compost and mulch, have been identified as important contributors to improved soil health, which is at risk due to fires and other climate change impacts. Potentially edible food that is currently being disposed has been identified as a potential food source for the food insecure. Recycling, composting and waste prevention efforts have been given new impetus as communities and decisionmakers recognize their multiple environmental benefits, not least of which are GHG reduction benefits.

Focus on Organics

Food and other organics in landfill breakdown and form methane, a potent GHG. Since the adoption of the 2009 Study, there has been a steady shift, statewide and locally, toward an increased focus on getting organics (especially food) out of the landfill as a significant means of reducing statewide GHG. This focus has been targeted (although not exclusively) on the commercial sector as the biggest overall generator of landfilled organics. Prioritizing organics recovery in the commercial sector makes sense because commercial organics recovery has significant remaining potential and remains more challenging to implement than residential diversion, meaning that it requires a special focus.

Organics comprise the biggest part of the remaining recoverable waste stream, at approximately 40% in Marin and 50% statewide, underscoring the importance of prioritizing their recovery. Several laws targeting organics (and recycling) recovery in the commercial sector have passed in the last several years, placing numerous programmatic and reporting requirements on ZWM's member agencies.

Focusing on organics recovery offers several co-benefits in addition to targeting the greatest potential for increased diversion. Increasing organics recovery would help Zero Waste Marin's member agencies

comply with the new and complex organic disposal reduction requirements of SB 1383, as well as other co-benefits listed below:

- » Reducing a significant source of GHG (methane in landfills) and contributes to County and Member agency GHG reduction efforts and climate action planning.
- » Improving soil health in the member agencies through the increased use of compost and mulch, which also contributes to climate resiliency and helps member agencies comply with CALGreen, MWELo and SB 1383 requirements.
- » Recovering edible food that could be donated for human consumption.

Other Zero Waste Goal Benchmarks

Other communities have also adopted zero waste plans that set ambitious goals for disposal reductions. Many of those communities have since adjusted their zero waste goals. A few examples are listed below:

- » Alameda updated its 2010 plan to instead focus on 5 key strategies that were adopted in 2018.
- » Castro Valley Sanitary District published a Zero Waste Strategic Plan in 2014 with the goal of zero waste by 2029. The District is currently developing an updated 2020 plan.
- » Davis adopted a Zero Waste Plan in 2013 that included strategies to attain a 75% reduction goal by 2020.
- » Fairfax passed a resolution to achieve zero waste (94% landfill diversion goal) by 2020.
- » Fresno adopted a goal in 2008 to achieve zero waste by 2025.
- » Glendale adopted a zero waste goal in 2011 aiming for 90% waste diversion by 2030, and a 75% goal set for 2020.
- » Irvine passed a resolution to “support zero waste as a long-term goal for City of Irvine” remains in place without alternation.
- » Los Angeles: pLAN updated to Mayor’s Green New Deal in 2019. The Green New Deal pushed back LA’s zero waste to landfill/incineration goal from 2025 to 2050.
- » Menlo Park adopted a zero waste plan and goal in 2017.
- » Mountain View’s Zero Waste Plan (with the goal of diverting 90% of waste from the landfill by 2030) remains unchanged.
- » Novato amended franchise agreement to include zero waste goals including an 80% diversion of waste to recycling by 2025.
- » Oakland adopted a zero waste plan in 2006 with a goal to achieve 90% reduction in landfill-bound materials (from 2005 baseline). Strategies, measurement approaches, and system design have been altered since adoption of the plan.
- » Oceanside’s Zero Waste Plan was adopted in 2012 by City Council and set a goal of reaching a 75-90% diversion rate by 2020.
- » A 2018 Zero Waste Plan updated Palo Alto’s original plan (adopted in 2007). The 2018 Plan contains new and revised provisions designed to meet aggressive goals adopted by the Palo Alto City Council in 2016 as part of its Sustainability/Climate Action Plan.
- » City of San Diego has retained its Zero Waste goals of 75 percent diversion by 2020, 90 percent by 2035, and 100 percent by 2040.
- » San Francisco’s original Zero Waste Plan stipulated a zero waste to landfill/incinerators goal by 2020. This was scaled back in 2018, instead calling for a reduction in total waste generation by 15 percent and disposal to landfill by 50 percent (of materials that can be diverted) by 2030.

- » In 2008, the San Jose adopted a zero waste to landfill goal by 2022. An update with five specific objectives to help the City reach its goal was developed in 2017.
- » Santa Cruz County Zero Waste Plan was created in 2015 as a result of the County establishing a zero waste goal in 2005 for achieving a 75 percent diversion rate by the year 2010.
- » Santa Monica plans to “significantly extend timeline to achieve zero waste, eliminates zero waste policy and program, development and instead focus on regulatory compliance.”
- » Santa Rosa adopted a zero waste plan and goal in 2020 with a per capita disposal target goal, not based on diversion percentage.
- » Sunnyvale has retained its Zero Waste goals of 75 percent diversion by 2020, 80 percent by 2025 and 90 percent by 2030.

State Law Requirements and Goals

Since AB 939 was passed, the state has continued to set ambitious new recycling goals through a variety of new legislation, including:

- » AB 341 set a goal of 75% diversion statewide by the year 2020 and requires businesses that generate more than 4 cubic yards of commercial solid waste per week and multifamily residential dwellings of 5 units or more to arrange for recycling services, on and after July 1, 2012. The law also requires local jurisdictions to promote recycling by taking certain actions, including informing covered businesses of the requirement.
- » AB 1826 required local jurisdictions to arrange an organics collection program that includes food scraps on and after July 1, 2016, and at this time requires businesses and multifamily residential dwellings of 5 units that generate more than 2 cubic yards of commercial solid waste per week or more to arrange for organics diversion services. The law also requires local jurisdictions to promote organics diversion by taking certain actions, including informing covered businesses of the requirement.
- » Motivated by the statewide limit on greenhouse gas emissions to 1990 levels, SB 1383 sets a statewide goal to reduce organic waste by 50% from the 2014 level by 2020 and 75% from the 2014 level by 2025. SB 1383 also establishes a target of recovering 20% of currently disposed edible food for human consumption by 2025. SB 1383's requirements will be in effect on January 1, 2022, and include extensive requirements for businesses, state agencies, and local jurisdictions.

The regulations set forth a variety of programmatic and policy related requirements on multiple entities including jurisdictions, residential and commercial generators, commercial edible food generators, haulers, self-haulers, food recovery organizations, and food recovery services to support achievement of these state-wide organic waste disposal reduction targets.

SB 1383 requirements go beyond AB 1826 and AB 341 in that there are far more specific program implementation, monitoring and enforcement requirements on jurisdictions, as well as a new required program component: an edible food recovery program.

Marin County Solid Waste System Overview

Zero Waste Marin's member agencies – as well as the other special districts in the County – independently contract their collection and disposal services for residential, multi-family and commercial services. There are over 20 agencies that hold franchise agreements for collection of solid waste in the County. C&D materials can be collected either by the franchised hauler or the contractor conducting the C&D activity. Unincorporated areas of the County are serviced by five franchised haulers and a municipal hauler. The six haulers operating in Marin County and their service areas are provided in Table 2.

Table 2: Marin County Franchised Haulers

Franchised Hauler	Service Areas		
Bay Cities Refuse	Sausalito, <i>Marin City CSD</i> , and County		
Marin Sanitary Service	County	Larkspur	San Anselmo
	Fairfax	<i>Ross Valley SD</i>	San Rafael
	<i>Las Gallinas Valley Sanitary District</i>		
Mill Valley Refuse Service	<i>Almonte</i>	Corte Madera	<i>Strawberry</i>
	<i>Alto SD</i>	County	Tiburon
	Belvedere	<i>Homestead</i>	Mill Valley
Novato Disposal*	Novato Sanitary District (Novato and County)		
Recology Sonoma Marin*	<i>County (West Marin), Bolinas Community Public Utility District, and Stinson Beach County Water District</i>		
Tamalpais Community Services District	<i>Tamalpais Community Services District</i>		

Italics note parts of Unincorporated Marin County

*These haulers share a parent company, Recology, Inc.

Marin Resource Recovery Center (MRRC) is the only transfer station in the County, located in San Rafael and operated by Marin Sanitary Service (MSS). Redwood Landfill is the only landfill, located in unincorporated County near the City of Novato and operated by Waste Management. MRRC delivers franchised waste to Redwood Landfill and non-franchised waste to Potrero Hills Landfill located in Solano County. Marin Resource Recycling Association (MRRA – an MSS affiliated company) operates the one material recovery facility that processes curbside recycling and receives curbside recycling from MSS and Mill Valley Refuse Service (MVRS).

MRRC also operates a C&D sorting line and receives most C&D in the County, including C&D delivered for recycling at Redwood Landfill. Bay Cities Refuse delivers curbside recycling to a Republic-operated facility located in Richmond, and Recology Sonoma Marin delivers curbside recycling to a sorting facility located in Sonoma County. There are four composting facilities located in the County, although the vast majority of the organic materials are composted at Waste Management's Earth Care composting facility located at Redwood Landfill. Clean food scraps collected by MSS and Mill Valley Refuse Service (MVRS) are processed and transferred to Central Marin Sanitation Agency, where they are introduced into the sewage sludge and anaerobically digested to produce energy.

3. ZERO WASTE STRATEGY CONSIDERATIONS

Continue Existing Zero Waste Marin Programs & Clarify Responsibilities for Other Existing Zero Waste Strategies

Zero Waste Marin should also continue (and potentially expand) its existing suite of programs including the HHW program, schools outreach and education program, C&D recycling support program, outreach and education program focusing on source reduction, and support for individual member agency zero waste efforts. Clarification regarding responsibilities for the strategies listed in the 2009 Study is needed. Table 3 provides a summary of each of the strategy recommendations presented in the 2009 Study and an assessment on whether the strategies should be continued in Marin County and who should bear primary responsibility for implementing those strategies.

In Table 3, strategies without highlighting are recommended for further consideration via the Organizational Assessment currently underway. Those highlighted in green directly relate to the new strategy options listed in the prior pages and should be further explored. Strategies highlighted in blue are recommended for continuation by ZWM and the member agencies, and those highlighted in grey have already been completed, with no further actions being necessary. ZWM should seek to clarify that the strategies highlighted in peach are the direct responsibility of the member agencies. Member agencies are currently best suited to be responsible for and implement these strategies (as desired) because they pertain to matters of individual member agency control (i.e., individual franchise agreements and solid waste operations and solid waste ordinances).

Focus on Areas of Large Potential

Zero Waste Marin should consider focusing new strategies on targeting the largest landfilled waste streams: organics, wood waste, and more generally non-franchised “self-hauled” waste. Organics comprise the largest single category of recoverable materials in landfilled waste (~40%) and is also the subject of state regulations, while non-franchised self-hauled waste is the primary area of increasing disposal in Marin County.

Specific actionable strategies targeting these waste streams are summarized in Table 4, and are listed in general order of relative costs, diversion outcomes, timeline, and ease of implementation. Strategies for consideration purposefully demonstrate a range of options based on these criteria. These options also represent a range of necessary ZWM commitments, with the lower cost/impact strategies being feasible given current organizational structures, and the higher cost/impact strategies requiring broader organizational changes in order to be feasible.

Phase 1: Plan and Finalize Next Steps for Future Phases (FY 21-22)

- » Continue current programs
- » Consider and implement necessary organizational changes
- » Finalize plans for new programs for implementation in future phases

Board decisions regarding Phase 1 ~June 2021

Phase 2: Provide support for community compliance with State mandates (FY 22-23)

- » Fiscal Impact:
 - ~\$2.4 million in new funding
 - ~1% increase in collection rates
 - ~\$0.46 per month residential 32-gallon customer
- » Organizational Impact: Requires significant “ramp up” period and may require FT ED, increased Board meeting freq. & engagement with electeds and public

Phase 3: Focus on big areas for new recovery (FY 23-24)

- » Fiscal Impact:
 - Up to ~\$6 million in new funding
 - ~2.25% increase in collection rates
 - ~\$1.06 per month residential 32-gallon customer
- » Organizational Impact: Requires significant “ramp up” period and may require FT ED, increased Board meeting freq. & engagement with electeds and public

Phase 4: Support growth of in-county capacity (FY 24-25)

- » Fiscal Impact:
 - Up to ~\$20 million in new funding
 - ~7.46% increase in collection rates
 - ~\$3.50 per month residential 32-gallon customer
- » Organizational Impact: Requires significant “ramp up” period and may require FT ED, increased Board meeting freq. & engagement with electeds and public

Table 3: Assessment of Strategies Selected in 2009 to Achieve Zero Waste

Strategies without highlighting are recommended for further consideration via the Organizational Assessment currently underway. Those highlighted in green directly relate to the new strategy options listed in the prior pages and should be further explored. Strategies highlighted in blue are recommended for continuation by ZWM and the member agencies, and those highlighted in grey have already been completed, with no further actions being necessary.

2009 Study Strategy Name	Should Strategy Remain in Place?
1. Increase ZWM's Role in Assisting Administration of Member Agency and Countywide Programs	Yes – Explore via <u>Organizational Assessment project in 2021</u> . Decisions regarding other ZWM strategies will influence the degree to which ZWM's role may change to assist in program administration.
2. Increase ZWM Staffing and Their Role in Assisting Administration of Member Agency and Countywide Programs	
3. Increase Board of Directors Meeting Frequency	
4. Help with Siting/Permitting Processes of a) Solid Waste Facilities and b) Non-Solid Waste Facilities	Potentially – Explore via <u>2020 Zero Waste Feasibility Study Update</u> . ZWM may choose to continue with this strategy, with a recommended focus on organics recovery and recovery from self-hauled waste.
5. Support Extended Producer Responsibility (EPR) and Waste Reduction Policies at State and National Level Public education	Yes – Continue current ZWM program. ZWM should continue efforts to support EPR, with the knowledge that there is no direct linkage to zero waste goal achievement. Consider higher levels of support for EPR efforts.
6. Revise Solid Waste Ordinances	Yes – Responsibility of ZWM member agencies. All agencies must update their solid waste ordinances in 2021 to meet the requirements of SB 1383.
7. Revise Franchise Agreement Language	Potentially – Responsibility of ZWM member agencies. ZWM member agencies may choose to revise their franchise agreements with their operators and may consider the model franchise language developed by CalRecycle ³ .
8. Adopt, Enforce, and Homogenize the Construction and Demolition Ordinance	Yes – Continue current ZWM program. ZWM should continue efforts to support member agencies C&D implementation. Prior ZWM recommendations to homogenize ordinances were not implemented by the member agencies. ZWM member agencies have responsibility for implementation and enforcement.

³ CalRecycle's model tools for SB 1383 implementation can be found at the following web address:
<https://calrecycle.ca.gov/organics/slcpe/education>

2009 Study Strategy Name	Should Strategy Remain in Place?
9. Adopt and Enforce Multifamily Dwelling and Business Recycling Ordinance	Yes – <u>Responsibility of ZWM member agencies</u> . All agencies must update their solid waste ordinances in 2021 to meet the requirements of SB 1383.
10. Encourage Consumption and Disposal Changes Through Public Education	Yes – <u>Continue current ZWM program</u> . ZWM should continue public education efforts and should consider specifically focusing on reduction and recovery of organic wastes and self-hauled wastes. Consider higher levels of investment in public education and outreach programs.
11. Promote Countywide Sale and/or Disposal Bans	Yes – <u>Responsibility of ZWM member agencies</u> . Some member agencies are promoting these efforts on their own, and the County is developing a countywide approach to reduce single use food ware wastes.
12. Implement Wet/Dry Collection Routes	Potentially – <u>Responsibility of ZWM member agencies</u> . ZWM member agencies may choose collection operation approaches in coordination with their haulers.
13. Offer Residential Unlimited Services of Recycling and Green Waste Containers	Potentially – <u>Responsibility of ZWM member agencies</u> . ZWM member agencies may choose collection operation approaches in coordination with their haulers.
14. Add Materials Collected to the Recycling Stream	Completed – Maximum levels of recyclable materials are already included in recyclables waste streams.
15. Add Food Waste Diversion to Collection Services (Residential and Commercial)	Completed – Food waste and other organics are already included in green waste/organics waste streams.
16. Implement Food Waste Digestion	Completed – Food waste and other organics are already included in green waste/organics waste streams.
17. Promote Backyard Composting	Yes – <u>Continue current ZWM program</u> to promote home composting.
18. Require Deconstruction/Salvage/Resale of Construction and Demolition Materials	Potentially – <u>Explore via 2020 Zero Waste Feasibility Study Update</u> . ZWM may choose to continue with this strategy, with a recommended focus on recovery of all recoverable C&D materials at processing facilities.

3. ZERO WASTE STRATEGY CONSIDERATIONS

Table 4: Initial New Zero Waste Strategy Considerations

Please see Handout PDF document.

DRAFT

DRAFT 2021 Update to the Zero Waste Marin Feasibility Study

Summary of Draft Objectives for Programs Funded by the Zero Waste Fund

Zero Waste Objective		Summary Description	Est. Decrease in Disposed Tons	Est. Additional Annual Costs	Est. Impact to Collection Rates	Est. Impact to Res. 32-Gallon Rate (Monthly)
PHASE 1 PLAN AND FINALIZE NEXT STEPS FOR FUTURE PHASES (FY 21-22)		Plan and Finalize Next Steps for Future Phases				
PHASE 2 COMPLIANCE SUPPORT (FY 22-23)		Provide support for compliance with State mandates				
1	Expand Public and School Education and Outreach Programs	Expand awareness by increasing funding for public and school education and outreach programs including focus on organic waste reduction and recovery.	Minimal	\$500,000	0.19%	\$ 0.09
2	Expand Waste Reduction Program	Continue ongoing support for Extended Producer Responsibility (EPR) and Waste Reduction Policies in coordination with the LTF.		\$250,000	0.10%	\$ 0.05
3	Expand Zero Waste Grant Program	Continue ZW Grant Program and encourage or require member agencies to focus on organics recycling with ZWM grant funds.		\$350,000	0.14%	\$ 0.07
4	Fund and Support Members' Development of CalRecycle Compliance Programs	Fund one-time project to provide technical guidance to Members to outline and clarify Member and JPA ongoing requirements under State Laws (AB 341, AB 1826, and SB 1383).	Minimal	\$240,000	0.09%	\$ 0.04
5	Fund Targeted Technical Assistance to Business and Multi-Family	Provide ongoing funding to Members for direct hands-on technical assistance to the largest organics waste generators to reduce and capture organic waste.		\$600,000	0.23%	\$ 0.11
	Fund Digital Technology Solutions	Identify and fund ongoing implementation of new technologies to improve data collection and monitoring for increased diversion and waste prevention.		\$120,000	0.05%	\$ 0.02
	Fund Edible Food Recovery Program Assistance	Fund one-time coordination of edible food recovery program activities with Members.		\$180,000	0.07%	\$ 0.03
6	Fund Development/Expansion of CRV Redemption Opportunities	Fund ongoing partnerships with entities that redeem CRV containers to increase community access to CRV redemption opportunities.	N/A - will not increase recovery.	\$300,000	0.12%	\$ 0.06
PHASE 2 SUBTOTAL			Minimal	\$2,540,000	0.99%	\$ 0.47
PHASE 3 NEW RECOVERY PROGRAMS (FY 23-24)		Fund and implement new materials recovery programs for wood waste, non-franchised waste, and hard-to-recycle materials				
7	Fund Development / Expansion of Reuse / Hard-to-Recycle Item Facilities	Fund ongoing partnerships with facilities for recovery and reuse of hard-to-recycle and reusable items (assumes joint funding from partnership, not only ZWM).	Up to 3%	\$1,000,000	0.38%	\$ 0.18
8	Fund Partnerships for Recovery of "Self-Hauled" and C&D Waste	Fund ongoing partnerships with facilities for recovery of self-hauled and C&D waste (assumes joint funding from partnership, not only ZWM).	Up to 5%	\$2,000,000	0.75%	\$ 0.35
9	Fund Partnerships for Wood Recovery and Energy Production	Fund ongoing partnerships with facilities for recovery of clean wood waste for energy production (assumes joint funding from partnership, not only ZWM).	Up to 5%	\$3,000,000	1.12%	\$ 0.53
PHASE 3 SUBTOTAL			Up to 13%	\$6,000,000	2.25%	\$ 1.06
PHASE 4 IN-COUNTY PROCESSING CAPACITY (FY 24-25)		Fund and implement processing of garbage/trash to recover and compost organics.				
10	Fund Commercial and Multi-Family Garbage Processing and Composting Agreement(s)	Fund ongoing partnerships with facility operators and haulers to process commercial and multi-family "garbage" for processing and recovery of recyclables and organics and subsequent composting of organics.	Up to 10%	\$10,000,000	3.73%	\$ 1.75
11	Fund Single Family Garbage Processing and Composting Agreement(s)	Fund ongoing partnerships with facility operators and haulers to process single-family "garbage" for processing and recovery of recyclables and organics and subsequent composting of organics.	Up to 10%	\$10,000,000	3.73%	\$ 1.75
PHASE 4 SUBTOTAL			Up to 20%	\$20,000,000	7.46%	\$ 3.51
ESTIMATED GRAND TOTAL OF ALL PHASES			Up to 33%	\$28,540,000	10.70%	\$ 5.03

DRAFT 2021 Update to the Zero Waste Marin Feasibility Study

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ESTIMATED GRAND TOTAL OF ALL PHASES			Up to 33%	\$28,540,000	10.70%	\$ 5.03



Workshop:

Draft Zero Waste Objectives

**Presentation to Zero
Waste Marin Board
of Directors
February 25, 2021**

Purpose of Zero Waste Workshop

Propose draft Zero Waste objectives



Seek Board feedback and agreement on objectives and timeline



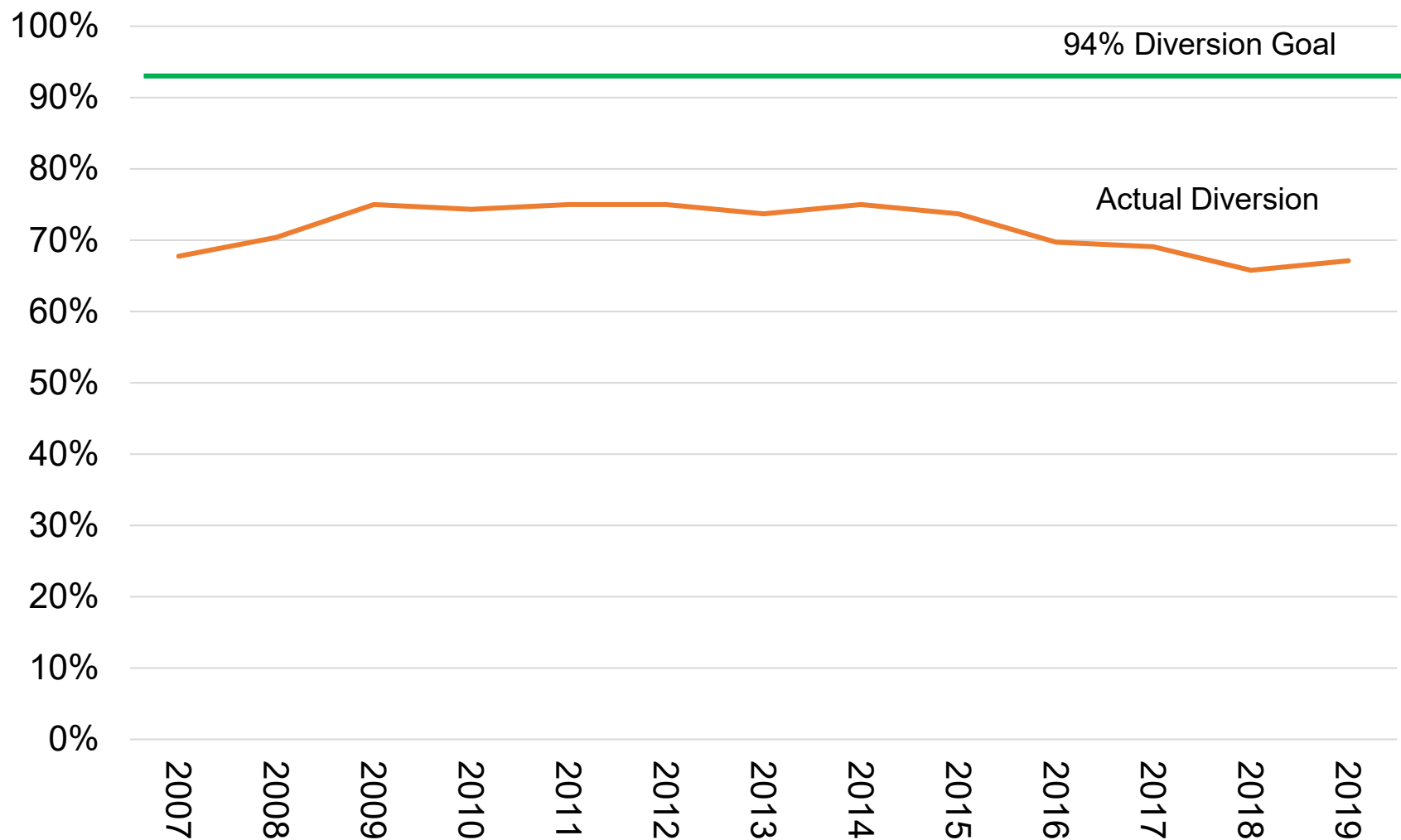
Seek Board agreement on next steps for stakeholder engagement and adoption



Share timeline for completion of organization assessment

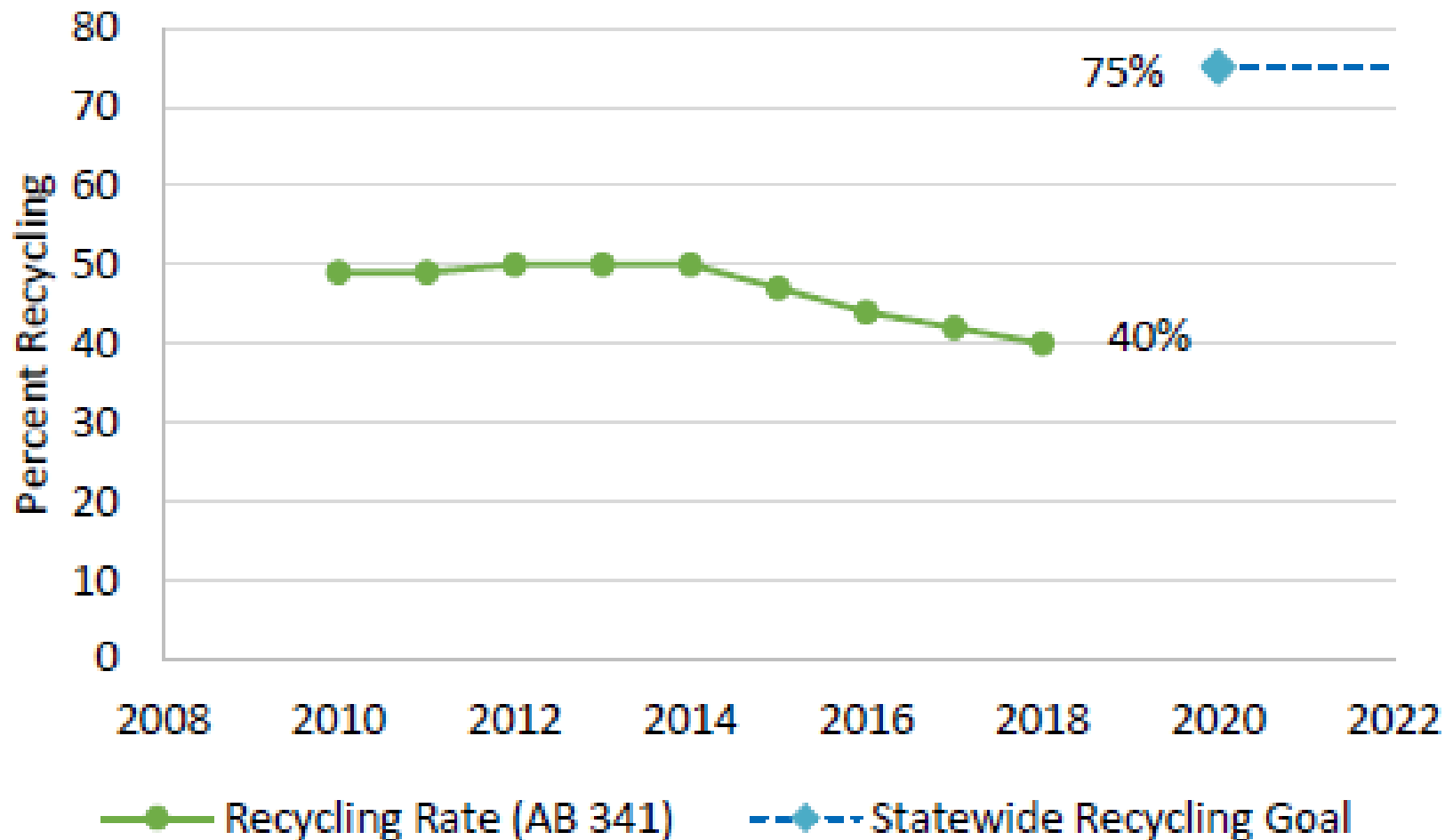
ZWM Goal of 94% Diversion by 2025

Marin County Diversion Rate



ZWM Goal of 94% Diversion by 2025

Statewide Diversion Rate



DRAFT Zero Waste Objectives

- Maintain current household hazardous waste (HHW) and CalRecycle reporting program
- Provide support for compliance with State and local mandates
- Focus on big areas for new recovery: organics, wood waste, large waste streams
- Support growth of in-county processing capacity (esp. organics and wood)



DRAFT Zero Waste Objectives

- **Phase 1 | Plan and finalize next steps for future phases (FY 21-22)**
 - Continue current programs
 - Consider and implement necessary organizational changes
 - Finalize plans for new programs for implementation in future phases

**Board decisions regarding Phase 1
~June 2021**

DRAFT Zero Waste Objectives

➤ **Phase 2 | Provide support for compliance with State mandates (FY 22-23)**

Fiscal Impact:

- ~\$2.54 million in new funding
- ~1% increase in collection rates
- ~\$0.47 per month residential 32-gallon customer

Organizational Impact:

Requires significant “ramp up” period and may require FT ED, increased Board meeting freq. & engagement with electeds and public



DRAFT Zero Waste Objectives

➤ **Phase 3 | Focus on big areas for new recovery (FY 23-24)**

Fiscal Impact:

- Up to ~\$6 million in new funding
- ~2.25% increase in collection rates
- ~\$1.06 per month residential 32-gallon customer

Organizational Impact:

Requires significant “ramp up” period and may require FT ED, increased Board meeting freq. & engagement with electeds and public



DRAFT Zero Waste Objectives

➤ **Phase 4 | Support growth of in-county capacity (FY 24-25)**

Fiscal Impact:

- Up to ~\$20 million in new funding
- ~7.46% increase in collection rates
- ~\$3.51 per month residential 32-gallon customer

Organizational Impact:

Requires significant “ramp up” period and may require FT ED, increased Board meeting freq. & engagement with electeds and public



DRAFT Zero Waste Objectives

➤ **Stakeholder Engagement**

- **March: Public workshop** with facility operators, haulers and LTF to present draft ZW objectives
- **May:** Public workshop on draft ZW objectives at ZWM Board meeting
- **June:** Finalize ZW objectives and report
- **July/August:** Final presentation and Board adoption

DRAFT Zero Waste Objectives

➤ Board Feedback

1. Questions and concerns?
2. Likes or dislikes in the draft objectives?
3. Anything missing?
4. Board agreement on draft objectives?
5. Board agreement on phasing and timeline?
6. Are we ready to engage key stakeholders?



Organization Assessment

➤ Objectives

- Research, analyze, develop findings, and prepare recommendations regarding:
 - The JPA's Board of Director's structure and composition
 - Future JPA staffing models needed to implement potential future alternatives including staffing structure and composition
 - Per capita (or ratepayer) funding levels for other similar (or model) solid waste and recycling JPAs
- Provide advice and recommendations on possible updates to the 1996 Joint Powers Agreement

Organization Assessment

➤ Tentative Timeline

- **April/May** Prepare draft overview report on Organizational Assessment
- **May/Jun** Subcommittee review of draft overview report
- **July/Aug:** Board workshop
- **Aug/Sep:** Subcommittee review of revised overview report
- **Sep/Oct:** Board workshop
- **November:** Final overview report issued to ZWM

MARIN COUNTY HAZARDOUS AND SOLID WASTE MANAGEMENT JOINT POWERS AUTHORITY

Date: February 25, 2021

Belvedere

To: JPA Board Members

Corte Madera

From: Liz Lewis, Interim Executive Director and Cristine Alilovich Garrett Toy, Dave Donery, Dan Eilerman, ZWM Subcommittee members

County of Marin

Re: Receive Report Analyzing JPA Staff Cost

Fairfax

R3 is engaged by the Zero Waste Marin Joint Powers Authority (ZWM-JPA) to conduct an organizational assessment of the ZWM-JPA, including an analysis of alternative staffing models. This report is intended to be an informational item for comparative purposes. R3 will briefly summarize their analysis at the meeting. A copy of R3's memo is attached.

Larkspur

Mill Valley

The report will be most useful when the Board begins discussing potential alternative service models for the JPA. R3 completed a high-level analysis of the cost of services currently provided by Marin County to the ZWM-JPA via the staffing services agreement between the parties. Given that potential savings from changing the staffing model is an estimated 2.8% of personnel budget, any actual rate reduction related to personnel cost savings would be 1-2 cents per customer per month with no general fund benefit to member agencies at a time when the JPA and similar organization are not meeting their Zero Waste goals.

Novato

Ross

San Anselmo

San Rafael

R3 also analyzed and compared their findings for the ZWM-JPA to those of similar entities/authorities, concluding that its personnel costs are low compared to public agencies. It's important to consider this small rate impact in looking at any potential savings of the ZWM-JPA hiring its own staff rather than continuing a service contract with the County or another member agency. The Board will need to balance any cost savings with any potential disruption to current staffing, additional one-time expenses related to an interim executive director recruitment, and possible human resources and/or other overhead expenses that may result from a change to other staffing models.

Sausalito

Tiburon

The report indicates the private sector could probably provide the services at a lower cost than the public sector (greater than \$100,000 ongoing savings) relative to the County or another JPA member agency due to lower retirement-related costs. There may also be added benefits of dedicated JPA staff to reduce competing priorities with more focus.

Recommendation

Receive oral report. Information Only.

Attachment

1. Memo from R3 Consulting

F:\Waste\JPA\JPA Agenda Items\JPA 210225\Item 7 - R3 Report on Staffing Cost Analysis.docx

1512 Eureka Road, Suite 220, Roseville, CA 95661
Tel: 916-782-7821 | Fax: 916-782-7824

To: Garrett Toy, Zero Waste Marin Board Chair
Elizabeth Lewis, Zero Waste Marin Executive Director

From: Garth Schultz, R3 Consulting Group, Inc.
Scott Hanin, Independent Consultant

Date: January 7, 2021

Subject: Analysis and Comparison of Zero Waste Marin Staffing Costs

R3 is engaged by the Zero Waste Marin Joint Powers Authority (ZWM-JPA) to conduct an organizational assessment of the ZWM-JPA, including an analysis of alternative staffing models. In service of that objective, R3 completed a high level analysis of the current cost of services provided by Marin County to the ZWM-JPA via the staffing services agreement between the parties. We also analyzed and compared our findings for the ZWM-JPA to those of similar entities/authorities. This effort was based on R3's extensive knowledge and experience working with similar organizations and waste reduction agencies. This memorandum presents the results of our analysis.

Findings

The current ZWM-JPA staffing services agreement with the County is for staffing services (rather than a time and materials contract) and does not require any specific staffing model or designated personnel. To evaluate cost of services provided by the County, R3 focused on the personnel costs and particularly the benefits as those are specific to the County. Zero Waste Marin's annual budget is approximately \$4.2 million with approximately \$859,000 for staffing, including a 15% overhead charge on each employee. The remainder of the budget is for Household Hazardous Waste (HHW) services, diversion programs, public information, agency support and other miscellaneous expenses which would be similar in any staffing model depending on the specific activities undertaken.

Table 1: JPA Budget Summary

Personnel	\$ 858,743	20.5%
HHW Programs	2,299,576	55.0%
Programs & Public Info	932,300	22.3%
Other/Agency Support	89,251	2.1%
TOTAL	\$ 4,179,870	100%

To do a high-level evaluation of the overall costs, we compared the per capita costs for Zero Waste Marin with that of other similar JPA's. Although it is not a perfect "apples to apples" comparison, it does show that the overall ZWM-JPA expenses are not unreasonable, as shown in the table on the following page. The agencies with the largest per capita dollar figures, specifically RethinkWaste and MRWMD, both own and operate facilities while the smaller agencies play more supportive roles like the ZWM-JPA. Some agencies (such as CCCSWA) also fund HHW expenses outside of their budget (unlike the ZWM-JPA) which impacts the comparison. Overall, the ZWM-JPA compares favorably to other agencies.

Table 2: Per Capita Spending Comparison

	Population	Annual Budget	\$ Per Capita
RecycleMore (Contra Costa)	236,000	\$ 1,925,000	\$ 8
CCCSWA (Contra Costa)	206,000	\$ 3,830,000	\$ 19
MRWMD (Monterey)	170,000	\$33,500,000	\$ 197
RethinkWaste (San Mateo)	435,000	\$51,500,000	\$ 118
StopWaste (Alameda)	1,511,000	\$34,000,000	\$ 23
Zero Waste Sonoma	494,000	\$ 7,800,000	\$ 16
Zero Waste Marin	259,000	\$ 4,200,000	\$ 16

In the current ZWM-JPA budget, personnel expenses are divided similarly to other agencies between wages, medical benefits, pension, OPEB, workers compensation and Medicare. The chart below describes current ZWM-JPA personnel costs per the staffing services agreement with the County.

**Table 3: Zero Waste Marin Personnel Breakdown
 (Based on Current Staff Allocations)**

Personnel	Amount	Percent of Wages	% of Total JPA Budget
Wages	\$ 491,587		11.8%
Medical	87,994	17.9%	2.1%
Retirement	125,355	25.5%	3.0%
Post-Retirement Benefits	35,394	7.2%	0.8%
Workers Comp	8,849	1.8%	0.2%
Medicare	6,882	1.4%	0.2%
	\$ 756,061	53.8%	18.1%

At 18%, ZWM-JPA personnel costs are low compared to public agencies and most service-based organizations where personnel costs often exceed 70%. This is largely due to contracting for services, most notably HHW and public information and education.

To see how the ZWM-JPA compares to other similar agencies, non-salary expenses were adjusted as if the current employees at their current salary were located within one of these other agencies. Because agencies have differing compensation policies, we have held salaries constant in the comparison to focus on the benefit line items that would be impacted with a potential change in “host agency”.

**Table 4: Comparative Benefit Impacts of Differing Agencies
 (Based on Current Staff Allocations)**

Category	ZW Marin	San Rafael	Novato	CCCSWA	SBWMA	Recycle- more
Salary	491,587	491,587	491,587	491,587	491,587	491,587
Medical	87,994	106,077	125,742	86,492	97,872	103,138
Retirement	125,355	177,893	96,190	57,742	49,159	76,501
Post Retirement	35,394	7,923	-	-	-	-
	\$740,330	\$783,480	\$713,519	\$635,821	\$638,618	\$671,226
		5.8%	-3.6%	-14.1%	-13.7%	-9.3%

As a reminder, personnel costs shown above are based on the current allocations of staff time (which ranges from 30% to 100%, depending on the staff person). Based on a comparison with the two largest of the ZWM-JPA member agencies (San Rafael and Novato) and personnel budgets for other similar waste reduction and recycling JPAs, R3 finds that staffing costs via the County staffing services agreement are similar in all areas, except for retirement pension and retiree medical costs, which are somewhat higher than comparable agencies.

Public agencies are generally members of the California Public Employees Retirement System or 37 Act County Pensions. The differences in expenses are largely driven by retirement related costs, including actuarial funding policies. San Rafael and County of Marin are members of MCERA (37 Act), with different funding methodologies relative to CalPERS, for which Novato is a member. For example, Novato does not provide OPEB benefits to new employees. The County and San Rafael fully fund OPEB costs, including paying down unfunded OPEB liability consistent with its actuarial analysis. Novato issued pension obligation bonds to pay for its unfunded pension liability. For agencies that offer pensions, the costs are based on factors such as employer cost, employee contributions and any pension obligation bonds, as well as required pension funding policies (e.g., discount rate, length of unfunded liability amortization, smoothing policies, etc.), and differ significantly. Additionally, each agency has different contributions for medical benefits. Based on this comparison, moving the staffing services agreement to a member agency of the current ZWM-JPA would likely result in only minimal annual expense savings.

To reduce costs more significantly, the ZWM-JPA could hire its own employees and provide a defined contribution account (e.g., 457) rather than a defined benefit pension plan. If the ZWM-JPA were to do so and contribute 10% towards a 457 or similar account, there would be savings in addition to eliminating post-retirement benefits or unfunded liabilities. Employees could contribute additional amounts as allowed by law. Although it would be much less in value than typical public agency pension plans, such an approach would be competitive with private sector organizations and non-pension public agencies.

The table below shows the potential savings from changing the retirement model as just described. While potential savings could exceed \$100,000, they only account for approximately 2.8% of the ZWM-JPA budget. It is also important to note that, if such a model were pursued by Zero Waste Marin, then the type and level of staffing would change from the current allocated staffing model because staffing would not be shared with other agencies, as is the case in the current County staffing agreement.

**Table 5: Potential Savings from Change in Staffing Model
 (Based on Current Staff Allocations)**

	Current	"Private" JPA	Savings
Retirement	\$ 125,355	\$ 49,159	\$ 76,196
Retiree Medical	\$ 35,394	\$ -	\$ 35,394
			\$ 111,590

If the ZWM-JPA were to hire its own staff, as shown above, estimated savings shown above could be instead used for additional staffing and services with no rate impact to ratepayers. For context, however, the following illustrates that the ZWM-JPA budget, as related to residential customers, accounts for less than 2% of the typical ratepayer's monthly bill. It should be noted that any agency budget should be informed by the mission of the agency and the objectives it desires to achieve.

Table 6: Sample Marin Residential Rate Impacts

Hauler	2020 Monthly Residential Rate	ZWM-JPA Portion	% of Total Monthly Bill
Bay Cities Refuse	\$42.06	.51¢	1.3%
Marin Sanitary Service	\$44.73	.57¢	1.2%
Mill Valley Refuse	\$47.29	.35¢	0.7%
Recology	\$36.19	.69¢	1.9%
Tamalpais CSD	\$60.89	.45¢	0.7%

Given that the potential savings from changing the staffing model is an estimated 2.8% of the amounts shown above, the actual rate reduction related to personnel cost savings would only be between 1-2 cents per customer per month. It is important to consider this small rate impact and that no savings goes back to the member agencies directly (i.e., no general fund impacts) when evaluating these options. In looking at the potential savings of the ZWM-JPA hiring its own staff rather than continuing a service contract with the County, the Board will need to balance the cost savings with the potential impact to the County relationship, the disruption to current staffing, likely one-time expenses related to an interim executive director, and possible human resources and/or legal expenses that may result from a change to other staffing models.

It appears that minimal savings could be achieved were central services to be provided by any other current member of the JPA. Contracting out would appear to be the only option to affect any material level of savings.

Other Observations Related to ZWM-JPA Staffing Costs

- The County's 15% overhead offsets administrative support cost for human resources, accounting, and maintenance do not appear unreasonable, but potentially could be reduced through contracting out with private firms or member agencies.
- Staffing salaries are difficult to compare due to differing responsibilities but appear generally competitive with other similar agencies.
- Lack of dedicated staffing in the current services agreement may lead to less productivity and cost effectiveness due to the inherent nature of competing priorities for staff that split time between

ZWM-JPA and County duties. Under the current model there is limited accountability as County employees are evaluated by and report to County staff, not the ZWM-JPA. Staff have similar responsibilities related to the unincorporated County areas which is their direct responsibility. This is especially true for the Executive Director position which only has 30% of time dedicated to the ZWM-JPA; allocation of ED time is not known to be the case in any of the other similar JPAs R3 reviewed. Further, it is typically the role of the Executive Director to communicate with Board Members and member agencies, which can only be conducted at minimal levels with only a small portion of dedicated time for the ZWM-JPA. We do however acknowledge the complexities associated with a County Civil Service system and these rules and restrictions would need to be evaluated further to implement several personnel changes utilizing the current staff. It should also be noted that those interviewed as part of this process have uniformly professed respect and appreciation for the level of competence of current agency staff.

- Overall, the ZWM-JPA budget is consistent with other similar agencies and scope. Non-personnel costs are driven by the scope and mission of the ZWM-JPA and would be similar regardless of the different staffing models. Other Zero Waste Marin expenses are like JPAs with similar scope; except for SB 1383 compliance costs which have been recently added to other JPA budgets.

Limitations

During stakeholder interviews, some concerns were raised about the cost of the provision of staffing services by the County. This memo is only intended to provide a high-level comparison of ZWM-JPA costs and that of other organizations to allow Board Members to review and consider the issue in more detail. Later, R3 will provide recommendations related to the organizational structure and its impact on expenses once Board members determine what the mission of the agency should be, and what Board membership would best constitute appropriate and transparent direction to staff to achieve the agency's mission going forward.