

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING)	RESOLUTION NO. 99-2856
A FY 1999-2000 ORGANIC WASTE)	
MANAGEMENT WORK PLAN, AND)	
AUTHORIZING RELEASE OF)	
BUDGETED FUNDS)	Introduced by Mike Burton,
)	Executive Officer

WHEREAS, Metro is the regional body responsible for meeting the required regional recovery rate goal of 52 percent by the year 2000 (Regional Solid Waste Management Plan); and

WHEREAS, the regional recovery rate is currently 43 percent, and the Metro region will not achieve its goals without an increased effort; and

WHEREAS, The Regional Solid Waste Management Plan identifies the organics sector as a primary area for focused and intensive waste reduction and recovery program initiatives; and

WHEREAS, Metro and local government staff have convened a Work Team which has, over the past three months, developed a comprehensive multi-year organics waste management plan and associated budget; and

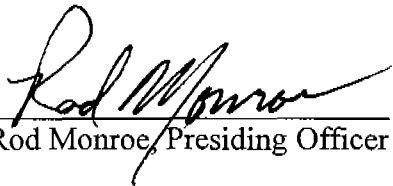
WHEREAS, organic waste management is funded in the 1999-2000 Budget and requires Council approval of a work plan and is designated "significant impact" requiring Council action; and

WHEREAS, the resolution was submitted to the Executive Officer for consideration and was forwarded to the Council for approval; now therefore,

BE IT RESOLVED,

1. That the Metro Council approves the FY 1999-2000 Organic Waste Management Program Initiatives/Work Plan attached hereto as Exhibit 'A.'
2. That the Metro Council, approves release of budgeted 1999-2000 funds for organic waste management programs.

ADOPTED by the Metro Council this 2ND day of DECEMBER, 1999.


Rod Monroe, Presiding Officer

Approved as to Form:

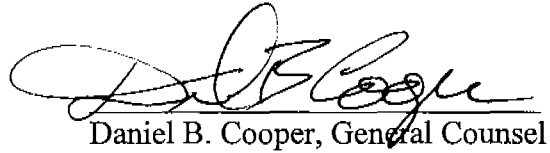

Daniel B. Cooper, General Counsel

Exhibit "A"
FY 1999-2000 Organics Program Initiatives

TRACK 1: WASTE PREVENTION, DONATION AND DIVERSION		
Develop focused outreach and education programs for targeted food-intensive businesses to increase waste prevention, donation and diversion practices.		
A. Waste Prevention	FTE	1999-00 Budget
1. Research and development: <ul style="list-style-type: none"> ▪ Research nature of each targeted business category to determine most suitable entry point for effective waste prevention messages. ▪ Determine number and location of each targeted business within the region. ▪ Research current methods used for information dissemination within each industry (professional or industry organizations, etc.) ▪ Research existing outreach and educational materials developed for use in targeted industries. 	0.16 Intern	\$5,000
▪ Develop partnerships with industry associations to create suitable and effective outreach messages, appropriate outreach methods, and to lend credence to the program (seek out sponsorships or endorsements.)	Organics Team	0
2. Develop focused outreach and education on waste prevention coupled with on-site assistance: <ul style="list-style-type: none"> ▪ Utilize research results and existing materials currently in use in the region to tailor specific materials for production. 	Organics Team	0
▪ Develop effective outreach tools and methods based on results of research. (design and printing)	Contract	\$25,000
▪ Develop distribution plan for materials developed.	Organics Team	0
▪ Hire temporary staff to distribute materials, provide on-site assistance, coordinate contacts with business groups, provide presentations, provide feedback to Regional Organics Team for future program changes. (total 8,000 hours = 16-20 hours per targeted business) (FY 2000-01)	0*	0
SUB-TOTAL (Section A)	16	\$30,000

*These FTE will also perform Track 2 outreach functions within the targeted business community.

B. Donation	FTE	1999-00 Budget
1. Coordinate with charitable organizations to enhance donation infrastructure and build capacity: <ul style="list-style-type: none"> ▪ Develop grant program to provide funding to qualifying charitable organizations to increase their capability to collect, receive, store and distribute perishable foods. 	Organics Team	0
<ul style="list-style-type: none"> ▪ Create an interagency work team that meets on a quarterly basis to assess outreach and coordinate messages between Metro, local governments and charitable agencies to ensure consistent and effective direction. ▪ Work with DEQ to provide statewide outreach and assistance programs that will supplement activities within the Metro region to increase capacity. 	Organics Team	0
2. Design, print and distribute educational and outreach materials for targeted businesses in coordination with charitable agencies. <ul style="list-style-type: none"> ▪ Research targeted businesses' level of knowledge and comfort regarding food donation to identify barriers and opportunities. 	0.09 intern	\$2,500
<ul style="list-style-type: none"> ▪ Work with agencies to refine message regarding Good Samaritan Laws, liability issues, "myths and realities" of food donation in all outreach materials developed (in tandem with waste prevention outreach and educational materials). ▪ Work with DEQ and other associations (such as AOR) to develop alternative vehicles for information dissemination regarding food donation and liability throughout the state to enhance knowledge. 	Organics Work Team	0
<ul style="list-style-type: none"> ▪ Design and print educational materials. 	Metro	\$1,000
SUB-TOTAL (Section B)	09	\$3,500

C. Diversion	FTE	1999-00 Budget
1. Conduct market study to determine existing and potential options for increased diversion of acceptable, non-edible foods to animal feed uses: <ul style="list-style-type: none"> ▪ Research current animal feed options, facilities accepting food wastes, tonnage currently diverted, barriers to increased diversion, feedstock requirements, strength and viability of current animal feed market, etc. ▪ Research existing professional and industry associations, government agencies and others involved in regulating animal feed operations and disseminating information to those involved in the industry. ▪ Research current levels of land application of food wastes along with applicable laws and regulations. 	Intern 0.5	\$7,500
2. Implement animal feed diversion program if research proves increased market capacity exists and can be utilized.	Organics Team	0
SUB-TOTAL (Section C.)	0	\$7,500
TOTAL (Track 1)	0.5	\$41,000

TRACK 2: ORGANIC WASTE COLLECTION AND PROCESSING INFRASTRUCTURE DEVELOPMENT		
Develop a wide range of processing options using existing infrastructure to the greatest extent possible.		
A. Generator Programs	FTE	1999-00 Budget
1. Target larger organics generators in concentrated areas and conduct research on willingness to participate in an organics collection program. <ul style="list-style-type: none"> ▪ Focus on franchised areas that will not have mandatory separation programs. ▪ Identify physical and financial barriers. 	Organics Work Team	0
2. Research proportions of pre- and post-consumer food waste generated by each business type to best tailor separation and collection programs.	Contractor	\$60,000
3. Develop specific educational materials focused on generator types, geographic area, hauler equipment, and end-use of materials collected. (design and print)	Contractor	0
SUB-TOTAL (Section A.)	0	\$60,000

B. Development of Collection Infrastructure	FTE	1999-00 Budget
1. Utilize information gathered by City of Portland organics collection and processing pilot project to determine feasibility of implementing Portland's organic waste recycling requirement ordinance.	Organics Work Team	\$10,000
2. Work with area haulers and businesses to determine feasible organics collection routes throughout the region. ▪ Research hauler willingness/potential to develop collection cooperatives.	Organics Work Team	0
3. Work with haulers to determine equipment needs, collection schedules and assistance required to implement routes.	Organics Work Team	0
4. Determine true costs of collection to facilitate future planning decisions. ▪ Conduct pilot projects throughout the region to assess costs.	Organics Work Team	\$50,000
SUB-TOTAL (Section B.)	0	\$60,000

C. Utilization and Enhancement of Existing Infrastructure for Delivery and Processing of Organic Wastes	FTE	1999-00 Budget
1. Develop tip fee at Metro Central Station for the acceptance of organic waste for processing (currently in process).	Organics Work Team	0
2. Build local infrastructure by working closely with facilities throughout the region to research potential and assist with the implementation of organics reload and processing. ▪ Work with facility operators, local officials, etc. to research and determine feasibility and likelihood of varied degrees of delivery and reload of organics on a case-by-case basis. ▪ Assist with the development of pilot projects to test feasibility of reloading for off-site processing or for acceptance of organic waste for potential of on-site processing. ▪ Continue to utilize the two currently-available existing processing options (Arlington and LRI) while working to develop local processing capacity. ▪ Examine development of local options such as on-site processing at transfer stations and MRFs as well as local yard debris processors. ▪ Consider the use of a short-term Metro subsidy to support organics collection and processing until more economically viable local options are developed.	Organics Work Team	\$50,000
3. Work closely with Metro transfer station operator (BFI/Allied) to develop organics delivery options. ▪ Develop protocols for acceptance reload and transport of organics to appropriate processing facilities.	Organics Work Team	0
4. Investigate financial assistance opportunities such as state tax credits for recycling businesses.	DEQ	0
SUB-TOTAL (Section C.)		\$50,000

TOTAL TRACK 1	0.5	\$41,000
TOTAL TRACK 2		\$170,000
SUB-TOTAL (Tracks 1 and 2)	0.5	\$211,000
Currently Budgeted Funds		\$240,000

FY 1999-2000 Organics Work Plan

The following Organics Program initiatives are scheduled to commence within the current fiscal year. Those tasks that span fiscal years have had their budgets adjusted accordingly to indicate each year's particular resource needs. The budget offered below includes professional services, materials & services, and an intern position. It does not list the significant Metro and local government staff time also necessary for its implementation.

TRACK 1: Develop focused outreach and education programs for targeted food-intensive businesses to increase waste prevention, donation and diversion practices.

Waste Prevention:

1. Research and development.

- Research nature of each targeted business category to determine most suitable entry point for effective waste prevention messages.
- Determine number and location of each targeted business within the region.
- Research current methods used for information dissemination within each industry (professional or industry organizations, etc.)
- Research existing outreach and educational materials developed for use in targeted industries.
- Develop partnerships with industry associations to create suitable and effective outreach messages, appropriate outreach methods, and to lend credence to the program (seek out sponsorships or endorsements.)

BUDGET: \$5,000 (intern)

2. Develop focused outreach and education on waste prevention coupled with on-site assistance.

- Utilize research results and existing materials currently in use in the region to tailor specific materials for production.
- Develop effective outreach tools and methods based on results of research. (design contract and printing services)
- Develop distribution plan for materials developed.

BUDGET: \$25,000 (contracted design services)

Donation:

1. Coordinate with charitable organizations to enhance donation infrastructure and build capacity for recovered food.

- Create inter-agency work team that meets on a quarterly basis to assess outreach needs and coordinate messages between Metro, local governments and charitable agencies to ensure consistent and effective direction.
- Work with DEQ to provide statewide outreach and assistance programs that will supplement activities within the Metro region to increase donation capacity.

BUDGET: \$0

2. Design, print and distribute educational and outreach materials for targeted business groups in coordination with charitable agencies.

- Research targeted business groups' level of knowledge and comfort regarding food donation to identify barriers and opportunities to increase donation.
- Work with agencies to refine messages regarding the Good Samaritan Laws, liability issues, "myths and realities" of food donation in all outreach materials developed (in tandem with waste prevention outreach and educational materials)
- Work with DEQ and associations such as AOR to develop alternative vehicles for information dissemination regarding food donation and liability throughout the state.
- Design and print educational materials.

BUDGET: \$3,500 (intern hours and printing services)

Diversion:

1. Conduct market study to determine the existing and potential options for increased diversion of acceptable, non-edible food wastes to animal feed uses.

- Research current animal feed options, facilities accepting food wastes, tonnage currently diverted, barriers to increased diversion, feedstock requirements, strength and viability of current animal feed market.
- Research existing professional and industry associations, government agencies and others involved in regulating animal feed operations and disseminating information to those involved in the industry.
- Research current levels of land application of food wastes along with all applicable laws and regulations.

BUDGET: \$7,500 (intern hours)

TOTAL TRACK 1 FY 1999-2000: \$41,000

TRACK 2: Develop a wide range of processing options using existing infrastructure to the greatest extent possible.

Generator Programs:

1. Target larger organics generators in concentrated areas and conduct research on willingness to participate in an organics collection program.

- Focus on franchised areas that will not have mandatory separation programs.
- Identify the physical and financial barriers.

BUDGET: \$0

2. Research the proportions of pre- and post-consumer food waste generated by each targeted business type to best tailor separation and collection programs.

BUDGET: \$60,000 (contracted services)

Development of Collection Infrastructure:

- 1. Utilize information gathered by City of Portland-Metro organics collection and processing pilot project to determine feasibility of implementing Portland's organic waste recycling requirement ordinance.**

BUDGET: \$10,000 (pilot project processing support)

- 2. Work with area haulers and businesses to determine feasible organics collection routes throughout the region.**

- Research hauler willingness and potential to develop collection cooperatives in franchise areas with limited organics generators.
- Utilize RLIS and other empirical tools currently available to assist in the planning of routes.

BUDGET: \$0

- 3. Work with haulers to determine equipment needs, collection schedules and assistance required to implement routes.**

BUDGET: \$0

- 4. Determine true costs of collection to facilitate future planning decisions.**

- Begin pilot organic waste collection projects throughout region to assess costs and feasibility.

BUDGET: \$50,000 (grants/contracts)

Utilization and enhancement of existing infrastructure for delivery and processing of organic wastes:

- 1. Develop tip fee at Metro Central Station for the acceptance of organic waste for processing.**

BUDGET: \$0

- 2. Build local infrastructure by working closely with facilities throughout the region to research potential and assist with the implementation of organics reload and processing.**

- Work with facility operators, local officials, etc. to research and determine feasibility and likelihood of varied degrees of delivery and reload of organics on a case-by-case basis.
- Assist with the development of pilot projects to test feasibility of reloading for off-site processing or for acceptance of organic waste for potential of on-site processing.
- Continue to utilize the two currently-available existing processing options (Arlington and LRI) while working to develop local processing capacity.
- Examine the development of local options such as on-site processing at transfer stations and MRFs as well as well as local yard debris processors.
- Consider the use of a Metro subsidy to support organics collection and processing until more economically viable local options are developed.

BUDGET: \$50,000 (grants/contracts)

3. Investigate financial assistance opportunities such as state tax credits for recycling businesses.

BUDGET: \$0

TOTAL TRACK 2 FY 1999-2000: \$170,000

FY 1999-2000 TOTAL: \$211,000

Current FY 1999-2000 budgeted funds: \$240,000

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**EXECUTIVE SUMMARY
RESOLUTION 99-2856
1999-2000 ORGANIC WASTE MANAGEMENT WORK PLAN**

PROPOSED ACTION

- The adopted Metro FY 1999-2000 Budget includes a “budget note” that requires Council review and approval of a work plan prior to expenditures on organic waste management initiatives.
- Council also designated these funds as “significant impact.”
- Approval of Resolution No. 99-2856 would authorize the release of budgeted funds to implement organic waste management initiatives detailed in the 1999-2000 work plan.

WHY NECESSARY

- Significant regional progress in waste reduction and recovery will require the implementation of aggressive programs targeting the following sectors: organic waste, commercial, and construction & demolition debris.
- Organic waste management initiatives are a critical part of Regional Environmental Management’s efforts to achieve regional recycling goals, representing 52,000 tons of the additional recovery needed to meet our goals.

ISSUES/CONCERNS

- The recycling level in the region has slowed. We are currently at 43%, and Metro and local governments will not be able to reach Metro’s recovery goal without increased effort to boost recovery.
- The region currently landfills over 200,000 tons of organic waste, much of which can be diverted to higher end uses including donation to food banks, diversion to animal feed and processing into valuable soil amendments.
- Organic waste management is an extremely challenging venture, but Metro and its local government partners have developed a cooperative regional approach with additional input and support received from non-profit agencies engaged in edible food recovery.

BUDGET/FINANCIAL IMPACTS

- The adopted FY 1999-2000 Regional Environmental Management Budget includes \$240,000 for organic waste management.

STAFF REPORT

CONSIDERATION OF RESOLUTION No. 99-2856, FOR THE PURPOSE OF APPROVING A FY 1999-2000 ORGANIC WASTE MANAGEMENT WORK PLAN, AND AUTHORIZING RELEASE OF BUDGETED FUNDS.

Date: October 8, 1999

Presented by: Doug Anderson,
Jennifer Erickson

PROPOSED ACTION

Approval of Resolution No. 99-2856 would approve a work plan for FY 1999-2000 organic waste management initiatives and release of budgeted organic waste management funds.

BACKGROUND

The adopted Metro FY 1999-2000 Budget includes a "budget note" that requires Council review and approval of a work plan prior to expenditures on organic waste management programs. The purpose of this staff report is to review the organic waste management initiatives work plan developed by Metro staff and local governments with assistance from other involved agencies and non-profits, pursuant to the budget note requirement. The work plan is attached to the resolution as Exhibit 'A.'

The organic waste management initiatives work plan is a critical part of Regional Environmental Management's efforts to achieve the region's waste recovery goals. Although the Metro region has achieved a recovery rate of 43%, progress has slowed in recent years. Reaching the regional recovery rate goal of 52% by 2000 looks unlikely without increased efforts. Metro and its local government partners realize that significant regional progress will come only if we are able to increase waste reduction and recovery from three key sectors: organics, commercial, and construction & demolition debris. The organic waste management initiatives work plan was developed after three months of planning and consultation with other agencies involved in food and food waste recovery efforts.

SUMMARY OF THE WORK PLAN

The work plan describes the objectives and methods to be employed in the first year of the organic waste management work plan. According to the revised Regional Solid Waste Management Plan (RSWMP) recovery rates, the region must recover 52,000 tons of organic waste per year in order to meet its established goals. This plan, cooperatively developed by the Regional Organics Work Team comprised of Metro, DEQ and local government staff, is designed to guide the region in the direction of increased recovery while adhering to the solid waste hierarchy of reduce, reuse, recycle, recover, compost, landfill.

This plan takes a two-track approach to organic waste management. The first track emphasizes waste prevention, donation for human consumption and diversion to animal

feed. Consistent with the hierarchy, the first track conserves the most resources, and in addition provides new opportunities for human health and welfare through feeding the hungry. The first track is also least-cost to the solid waste system, as preventing the generation of the material in the first place removes the need to manage it as a waste product. Donation is the highest end-use of food that is produced, and diversion to animal feed is the next step down in the hierarchy. Each of these approaches can be implemented in a relatively rapid fashion in that an existing infrastructure is present in the region, and outreach materials may be produced with short turnaround. While the food donation infrastructure does exist, some assistance and support will be necessary to enhance capacity to accommodate a new and increased flow of material.

The second track focuses on developing a processing system to accommodate organic waste that cannot be diverted to higher-end uses. To optimize system efficiency, the plan stresses the utilization of existing infrastructure, and tailors generator and collection programs to fit within existing operations and regulatory systems. Several pilot projects will be initiated within the next 18 to 24 months to determine the economic feasibility of a regional organics collection and processing system in different parts of the region and under different conditions. If the pilots prove successful, the Regional Organics Team will propose moving rapidly towards the development of a permanent collection and processing infrastructure. If the pilots prove that organic waste collection and processing are not economically feasible in the current solid waste environment, only Track 1 programs will be implemented fully, and the group will revisit track 2 initiatives at a later date.

The organics plan relays the tasks and the accompanying resources needed for the immediate implementation of a regional organic waste management plan. During the first three years, the team has chosen to target efforts towards large organics-rich businesses and industries. These targeted businesses are:

- Large retail grocery stores
- Large restaurants
- Hotels
- Institutional cafeterias*
- Produce wholesale warehouses

(*Institutional cafeterias include food service operations in schools and universities, hospitals, large office buildings, corporate campuses, prisons, etc.)

As anticipated by the RSWMP, this organics plan focuses on the commercial sector. Depending on the success of the plan for commercial organics, the team may address the possibility of a residential plan in the future as called for by the RSWMP.

Many of the tasks will be implemented and managed by the intergovernmental Organics Work Team, which developed the plan. Other tasks will be managed by research interns and contracted personal services.

BUDGET IMPACT

The Adopted FY 1999-2000 Regional Environmental Management Budget includes \$240,000 in funds for organic waste management.

EXECUTIVE OFFICER RECOMMENDATION

The Executive Officer recommends adoption of Resolution 99-2856, approving the work plan for the FY 1999-2000 organic waste management work plan and authorizing release of budgeted funds.

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