

#### Council work session agenda

Tuesday, October 25, 2016		2:00 PM	Metro Regional Center, Council Chamber	
1.	Call to	Order and Roll C	all	
2.	Chief Operating Officer Communication			
3.	Prese	ntations		
	3.1 Solid Waste Roadmap: Foo		admap: Food Scraps Project	<u>16-0019</u>
		Presenter(s):	Jennifer Erickson, Metro	
		Attachments:	Work Session Worksheet	
4.	Cound	cilor Liaison Upda	tes and Council Communicat	ion

5. Adjourn

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ការកោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលពាក្យបណ្តិងរើសអើងសូមចូលទស្សនាគេហទំព័រ <u>www.oregonmetro.gov/civilrights</u>។ បើលោកអ្នកគ្រូវការអ្នកបកប្រែភាសានៅពេលអង្គ ប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1890 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ

ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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Agenda Item No. 3.1

#### SOLID WASTE ROADMAP: FOOD SCRAPS CAPACITY DEVELOPMENT

Presentations

Metro Council Work Session Tuesday, October 25, 2016 Metro Regional Center, Council Chamber

#### METRO COUNCIL

#### Work Session Worksheet

PRESENTATION DATE: October 25, 2016

**LENGTH:** 75 Minutes

**PRESENTATION TITLE:** Solid Waste Roadmap: Food Scraps Capacity Development

**DEPARTMENT:** Property & Environmental Services

**PRESENTER(s):** Matt Korot, Program Director (ext. 1760) and Jennifer Erickson, Senior Planner (ext. 1647)

#### **WORK SESSION PURPOSE & DESIRED OUTCOMES**

- **Purpose:** To provide Council with an overview of the work completed to date and to have Council provide direction on options the region will implement to increase the recovery of commercial food scraps. Staff will then develop detailed implementation plans and conduct in-depth stakeholder engagements.
- **Desired outcome:** direction from Council on:
  - 1. A specific mechanism for increasing the generation of source-separated food scraps from businesses;
  - 2. Methods for aggregating supply of food scraps in order to secure a processor;
  - 3. Whether or not to proceed with development and release of a procurement to prequalified firms for processing commercial food scraps in or near the region.

#### **TOPIC BACKGROUND & FRAMING THE WORK SESSION DISCUSSION**

**Topic background**. Metro's Solid Waste Roadmap is a work program consisting of six interrelated projects that will help define the region's solid waste system in the future. The purpose of the Food Scraps Capacity Development work, one of the six projects, is to develop alternatives for answering the question of what actions should Metro take to ensure there is adequate and proximate capacity to transfer and process food scraps collected from the region's residents and businesses.

This effort is ultimately intended to help ensure the region has a sustainable food scraps recovery system: one that generates enough high quality material to make processing facilities economically viable, has an adequate transfer system, and has enough stable processing capacity to allow growth in the collection of food scraps from the region over time.

Food is the single largest component of the region's disposed waste. This factor and the environmental benefits of recovering food are the reasons it is identified as a primary material for recovery within the region's Regional Solid Waste Management Plan (RSWMP).

**Framing the discussion.** In November, 2014, staff proposed to Council that the focus begin with businesses. Council reviewed the region's current commercial food scraps recovery, and staff introduced some potential paths forward to ensure that the region had a stable and sustainable food scraps transfer and processing system for the long term.

At that meeting, Council confirmed its desire to accelerate the region's recovery of food scraps and its wish to process those food scraps food scraps in or as close to the region as possible. The Page 1 of 4

direction Council gave in November, 2014 led staff to develop a suite of options for accomplishing those goals.

In July, 2015, staff returned for part two of the discussion, which was a narrowing of the suite of options. Council went through a decision-tree process in which it answered the following questions:

To accelerate recovery, address supply barriers and attract local processing capacity, should Metro explore:

- 1. How to get more businesses to separate their food scraps for recovery?
- 2. Determining which transfer stations should manage food scraps?
- 3. Securing local processing capacity?

Councilors answered "yes" to all three.

Regarding the first question, Council asked staff to explore the following: (1) actions that would compel greater generator separation of food scraps for recovery; (2) financial tools that would incentivize participation; and (3) a combination of the two. The options presented below are in order of food scraps recovery potential—from highest to lowest. Council will be asked to decide which option the region should pursue.

#### Option 1A: Generator requirement plus a subsequent disposal ban

- Require that food-generating businesses have food scrap collection service in place. Begin implementing with the largest food scraps generators approximately 18 months after Council legislative action and phase in over 3-5 years.
- Implement by requiring each local government to establish a required program of its design to ensure collection services are provided. The requirement would be for service and containers. Neither local governments nor Metro would inspect the containers at individual businesses.
- Adopt a regional disposal ban to be effective in 2022, meaning that food scraps from businesses would not be allowed to be disposed as waste. Enforcement would occur at transfer stations.

#### **Option 1B: Generator** <u>requirement</u><u>only</u> (no disposal ban)

• Same elements as above, without the disposal ban.

#### Option 2A: Increasing opportunity plus a subsequent disposal ban

• Does not require businesses to separate food scraps for recovery. Instead, it relies on providing them with collection service and equipment necessary should they choose to participate. Prepares businesses, local governments and haulers for disposal ban in 2022.

#### **Option 2B: Increasing <u>opportunity</u>** only (no disposal ban)

• Provides only an increased opportunity for participation, but nothing to compel it. Relies solely on providing businesses with collection service and equipment necessary should they choose to participate.

Council also asked that staff examine incentive-based methods for increasing participation in food scraps recovery. Below are three options to provide incentives by lowering costs.

#### **Option 3A: Local governments set collection rates to directly subsidize rates for food generators.**

• There are two examples of that in the region today. The City of Beaverton offers a 50% subsidy and Gresham 20% subsidy for food scraps collection service.

#### **Option 3B: Local governments set collection rates to spread food scraps collection costs over all commercial solid waste customers.**

• In this approach, food scraps collection is treated in the same way that collection of recyclables has been for decades. It is regarded as a core service and its costs are bundled with those of garbage and recycling. This would keep service costs almost unchanged for new food scraps collection participants.

#### **Option 3C: Metro sets its food scraps tip fee below actual cost.**

• In this approach, Metro would reduce the tip fee for food scraps and that reduction would pass through to local government rate-making. Currently the food scraps tip fee is 30% below that of garbage, primarily because Metro does not charge fees and taxes, consistent with its policy for all recoverable materials.

#### **Option 4: Combine generator actions with financial incentives.**

In this approach, generator actions (1A, 1B, 2A or 2B) are used to drive participation and the financial incentives (3A-C) are added in order to buy down costs to participating businesses rather than as a tool to get them to participate. Most mandated programs in North America use this combined approach. The intent is to soften the impacts of a new program on the affected businesses either before the mandate is effective or for a limited period of time.

In July, 2015 Council affirmed its desire to secure processing services for food scraps in or near the region. In order to do that, staff believes that the region needs to be able to provide a processor with 50,000 tons per year of food scraps over the long term. In order to deliver those tons to a selected processor, Metro will need to aggregate them by controlling where they are sent to for transfer and where they are delivered for processing. To do that, Metro could:

- 1. Direct the materials to Metro transfer stations only; or
- 2. Determine how to aggregate flow by utilizing both Metro and private transfer facilities.

Aggregating supply is one of the necessary steps in order to have sufficient and stable quantities to support investment in local processing over the long term; the other is to ensure those tons get to a local processor. Earlier this year, Metro issued a Request for Qualifications (RFQu) for regional food scraps processing services. The objective was to pre-qualify firms should Metro choose to move forward with issuing a formal Request for Proposals (RFP) for processing services—only those pre-qualified would receive the solicitation. Thirteen firms submitted responses to the RFQu and Metro pre-qualified nine. At the work session, staff will ask Council whether or not to proceed with developing and issuing a RFP to these nine pre-qualified entities.

#### **QUESTION(S) PRESENTED FOR CONSIDERATION**

- 1. Which specific mechanism should the region employ to increase the supply of food scraps from businesses?
- 2. Is Council comfortable with Metro potentially directing haulers to deliver commercial food scraps to only Metro transfer stations in order to aggregate supply for a processor?
- 3. Should staff proceed with procuring the services of a composting or anaerobic digestion facility to process the region's commercial food scraps?

#### **LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION** Tes No

**DRAFT IS ATTACHED** □ Yes ☑ No

Materials following this page were distributed at the meeting.



# Solid Waste Roadmap Food Scraps Project

# Council Work Session October 25, 2016



# **Presentation Outline**

- 1. Background & Context
- 2. Options to secure food scraps supply
- 3. Costs
- 4. Options to secure food scraps processing
- 5. Stakeholder feedback
- 6. Questions & Discussion
- 7. Next Steps

#### Food waste and food loss around the world, millions of metric tons<sup>1</sup>

Unlike consumer driven waste in the developed world, over 90% of all wastage in developing Asia and Africa occurs during production, postharvest, processing, and distribution



#### U.S. Methane Emissions, By Source



U.S. Environmental Protection Agency (2014). U.S. Greenhouse Gas Inventory Report: 1990-2014.

### **Net Greenhouse Gas Emissions**

1. Anaerobic Digestion

- 2. Aerobic Composting
- 3. In-Sink Grinder
- 4. Landfill



Highest





- Food scraps is a Plan priority
- Metro focus on commercial sector



#### **Food Recovery Hierarchy**

Most Preferred

Source Reduction Reduce the volume of surplus food generated

Feed Hungry People Donate extra food to food banks, soup kitchens and shelters

> Feed Animals Divert food scraps to animal feed

Industrial Uses Provide waste oils for rendering and fuel conversion and food scraps for digestion to recover energy

> Composting Create a nutrient-rich soil amendment

Landfill/ Incineration Last resort to disposal Solid Waste Roadmap Food Scraps Project

# This recovery work isn't new

- 1993: Metro workshop to develop strategies for Organic Waste
- 1994: Metro conference follow up to 1993 workshop
- 1995: RFP for Phase I Food Waste Collection & Processing
- 1996: RFP for Phase 2 Food Waste Collection & Processing
- 1999: AOR Organics Forum: Portland discusses mandatory
- 2000: Metro & Portland convene processing roundtable, Metro RFP
- 2001: City of Portland issues RFP
- 2002: Metro matching grant program & site search
- 2003: Metro Organic Waste Infrastructure Development Grant
- 2004: RFP for combined transportation & processing services
- 2004-present: Metro provides funding to support local program development
- 2005: Food scraps collection program begins in Portland
- 2010: SWAC engagements specific to Food System
- 2009: PRC begins accepting food scraps
- 2010: Recology takes over contract for processing
- 2010: Nature's Needs begins accepting food scraps
- 2011: SWAC recommends the region move to mandatory if benchmarks not met
- 2012: Roadmap Food Scraps Project begins
- 2013: Nature's Needs closes to commercial food scraps
- 2013: JC Biomethane begins processing the region's food scraps

# **10 Year Trend: Commercial Food Recovery**

#### **Tons Recovered**



### **Key Overarching Questions to Council in 2014**

- Do you want to accelerate the region's recovery of food scraps? <u>Yes</u>.
- Do you want to process the food scraps in or near the region? <u>Yes</u>.

# **Key Barrier to Progress**

Supply: Private investment in processing infrastructure requires confidence in supply of food scraps, which the region does not currently provide.



## **Project Purpose**

What actions should Metro take to ensure there is adequate capacity to transfer and process food scraps collected from the region's businesses and residents?



# **Specific Questions to Council July 2015**

To accelerate recovery, address the supply barrier and attract local processing capacity, should Metro explore:

- 1. How to get more businesses to separate their food scraps for recovery? Yes.
- 2. Determining which transfer stations should manage food scraps? *Yes.*
- 3. Securing local processing capacity by directing food scraps to specific facilities? *Yes.*

### **Securing Processing**

### Regional Processing Capacity

# 50,000 tons per year

Stable and Sustained Supply

### **Securing Supply**

#### 50,000 Tons Per Year

#### **Business Actions**

Metro/LG Financial Incentives

Business Actions and Financial Incentives

# **Business Options Continuum**



Strength of Policy Option Recovery Potential Local Processing Potential



### **Business Actions Option 1A: Increasing Opportunity**

All food businesses provided with collection service if requested

Local Governments require hauler to provide service

Unknown additional tons captured

### Business Actions Option 1B: Increasing Opportunity and Disposal Ban

All food businesses provided with collection service if requested

Local Governments require hauler to provide service Commercial food scraps disposal ban at a future date TBD Unknown additional tons leading up to ban, 70,000 TPY after

### **Business Actions Option 2A: Requirement**

Select business groups required to have food scraps collection service Local Governments establish requirement and ensure collection service

14, 500 to 70,000 TPY additional tons captured

### **Business Actions Option 2B: Requirement and Disposal Ban**

Select business groups required to have food scraps collection service

Local Governments establish requirement and ensure collection service

Commercial food scraps disposal ban at a future date TBD 70,000+ TPY additional tons captured after ban

## **Overview of Business Action Options**



Option	Recovery Potential (Tons Per Year)	Adequate to Attract Local Processor?
1A: Opportunity Only	Uncertain increases slowly growing over time	Νο

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1B: Opportunity + Disposal Ban	Uncertain increases before ban, 50,000-70,000 after ban	Yes, but delayed until ban implemented

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1B: Opportunity + Disposal Ban	Uncertain increases before ban, 50,000-70,000 after ban	Yes, but delayed until ban implemented
2A: Requirement Only	5,000-24,000 additional tons initially, incremental increases to 50,000	Yes

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1A: Opportunity Only	Uncertain increases slowly growing over time	Νο
1B: Opportunity + Disposal Ban	Uncertain increases before ban, 50,000-70,000 after ban	Yes, but delayed until ban implemented
2A: Requirement Only	5,000-24,000 additional tons initially, incremental increases to 50,000	Yes
2B: Requirement + Disposal Ban	5,000-24,000 additional tons initially, incremental increases to 70,000 after ban	Yes

## **Sample Timeline for Business Actions**

Council Legislative Action: Spring 2017 Group 1 Businesses: January 2019

Group 2 Businesses: July 2020 Group 3 Businesses: January 2022

# **Securing Supply: Financial Incentives**



## **Incentive Options**



Set collection rates to subsidize rates for food customers only

Little increase in participation expected

### **Incentive Options**



### **Incentive Options**



# **Business Action + Buying Down Cost**



### **Financial Incentives: What Do Businesses Say?**

- A recent survey of businesses found that saving money is not the most important motivator to participation.
- Cost neutrality is important, as is program setup assistance, training, and the right equipment.
- However, increased costs or perceived increased costs of participation is a barrier to entry.
- In other US communities, businesses were no more likely to participate in the program with reduced rates than those where rates were the same as garbage.
- Requirements coupled with set-up assistance or rebates were most effective.

### **Business Options Continuum**

Financial Incentives: *Recovery Unknown*  Opportunity Only: Recovery Unknown Opportunity + Disposal Ban: 50-70,000 after ban

Requirement Only: *Up to 50,000 tons per year*  Requirement + Disposal Ban: Up to 70,000tons per year

Strength of Policy Option Recovery Potential Local Processing Potential



## **Program Costs**

- Effect on the individual customer is dependent on:
  - Separation effectiveness
  - Service level decisions
  - Collection efficiency
  - Cost allocation method



### **Business Cost Estimate Example**

Service Level (1x week)	Business pays full cost of service	Costs spread across all business customers
3	<b>\$2</b> Current Solid Waste & Recy	<b>23</b> cling Service Monthly Cost

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	\$427	\$224

### **Business Cost Estimate Example**

Service Level (1x week)	Business pays full cost of service	Costs spread across all business customers
	<b>\$2</b> Current Solid Waste & Recy	<b>23</b> cling Service Monthly Cost
3	\$427	\$224
	\$360	\$157

# **Indirect Economic Benefits**

Social costs of carbon

- Impacts of climate change
- Calculation required for Federal rule-making
- Estimated at ≈\$40/ton CO<sub>2</sub> emitted (current \$)
  50,000 tons food scraps from landfilling to AD
  ≈4,000 tons avoided CO<sub>2</sub> (EPA WARM model)
  ≈\$160,000 avoided social costs

### **Securing Processing**

### Regional Processing Capacity

50,000 tons per year from businesses

### Aggregated Supply

# **Aggregating Supply**

- Metro directs flow to its transfer stations and/or
- Metro determines how to utilize private transfer stations to ensure flow of needed tons to one processor.



# **Contract for Processing Services**

- RFQu: Pre-qualified nine firms to respond to a potential food scraps processing Request for Proposals.
- Issue RFP?





# **Communities with Required Programs**

Jurisdiction	Effective	Program
California	2016	All jurisdictions must have program in place
Connecticut	2014, 2020	Businesses with 104 then 52 TPY must recycle
Massachusetts	2014	Commercial food scraps banned from disposal
Minnesota	2015	Recyclables must be collected—including food
Rhode Island	2016	Food scraps recycling required of businesses
Vermont	2014, 2020	Food scraps must be collected, disposal ban
New York City	2015	Food scraps recycling required for certain businesses
Austin, TX	2016	Businesses required to recover food scraps
San Francisco, CA	2009	All persons must separate food scraps for collection
Seattle, WA	2015	All food waste generators must recycle food
New Jersey	2019	Food scraps recycling required for certain businesses
Vancouver, BC	2015	Food scraps may not be disposed as waste

# **Stakeholder Feedback**

Businesses have told us:

- They value the on-on-one assistance with program setup provided by local governments.
- They value the equipment and the educational materials provided.
- The majority are not opposed to a mandatory program as long as it is clear and applied equally.
- Reliable collection service and program consistency is very important.
- Efficiency and cost-containment measures are also important.

# **Stakeholder Feedback**

Local Government Solid Waste Directors told us:

- Phasing-in over 2-5 years is very important if a mandatory program is implemented.
- Local flexibility is important, but so is regional program consistency.
- Mandatory will not be easy, but the voluntary program will not get us very far very fast.
- Costs will go down as the system becomes more efficient.

# Stakeholder Feedback

Solid Waste Alternatives Advisory Committee told us:

- 2011 recommended program milestones and that Metro should declare intent to ban disposal if milestones not met.
- 2015 & 2016 encouraged Metro to take a stronger role in the recovery of the region's food scraps.

# **Questions for Council**

- 1. Which option should the region employ to increase the supply of food scraps from businesses?
- 2. Is Council comfortable with Metro potentially directing haulers to deliver commercial food scraps to only Metro transfer stations in order to aggregate supply for a processor?
- 3. Should staff proceed with procuring the services of a composting or anaerobic digestion facility to process the region's commercial food scraps?



# What's Next?

- Develop implementation plans based on chosen policy direction
- Additional stakeholder engagement
- Return to Council

## **Business Groups**

- Group 1: 20 or more employees (841 businesses)
- Group 2: 10 or more employees (1,276 businesses)
- Group 3: 10 or more employees (537 businesses)