

**CITY OF LOS ANGELES
INTER-DEPARTMENTAL CORRESPONDENCE**

DATE: September 1, 2023

TO: Honorable Katy Yaroslavsky, Chair
Honorable Tim Mcosker, Vice chair
Honorable Nithya Raman, Member
Honorable Bob Blumenfield, Member
Honorable Eunisses Hernandez, Member
Energy and Environment Committee

FROM: Barbara Romero
Director and General Manager
LA Sanitation and the Environment



**SUBJECT: REPORT ON THE STATUS OF IMPLEMENTING THE ZERO WASTE
CITY FACILITIES AND EVENTS ON CITY PROPERTY ORDINANCE NO.
187718 AND ZERO WASTE PLANS**

On April 18, 2023, pursuant to Motion (McOsker-Yaroslavsky-Krekorian), the City Council approved the Energy and Environment Committee Report (CF 21-1208-S2) and instructed the Bureau of Sanitation to report on the status of implementing Zero Waste Events and Zero Waste Plans to promote Zero Waste Facilities and Events on City property, to achieve the various adopted policies to combat climate change within the City, and the effectiveness of the recently adopted ordinances. The Motion stipulated that the report should also include resources needed and updates related to composting in all City facilities, with an emphasis on expanding composting access in City Hall.

In addition, the Bureau of Sanitation was instructed, with the support from the Department of General Services and relevant departments that manage their own facilities, to report on staffing, procurement, and budget requirements, its data needs, and what interdepartmental agreements it should pursue to implement effective programs to achieve the City's climate change goals.

Since the passage of the Zero Waste City Facilities and Events on City Property Ordinance (No. 187718) (Ordinance), the Bureau of Sanitation and Environment (LASAN) has been working on notifying City Departments of the Ordinance, developing program materials, and developing an organics collection pilot program for City facilities and events. The launching of the organics collection will commence with Mayoral, Council and Board of Public Works offices in City Hall, and with the three LASAN-occupied floors of the Public Works Building. Lessons learned from these programs will be shared with all City departments. Finally, LASAN staff are developing a City-wide Zero Waste Training course, and the Rules and Procedures as required by the Ordinance.

RECOMMENDATIONS

1. Direct all City Departments to provide annual progress reports to the Energy and Environment Committee of the City Council, beginning in January 2024, on their compliance with Ordinance No. 187718 and their zero-waste plan. The reports should include, but are not limited to, a list of contracts/leases subject to the Ordinance, including contract(s) number or equivalent, vendor names and contract(s) expiration dates. Department should report to the Council whether their contracts/leases, event forms/permits and websites have been modified to reference the Ordinance. The report should include details on the implemented zero waste measures at events; weight reports on the amount of trash generated, recyclables and organics diverted at City-sponsored events and city facilities. A copy of these reports should also be submitted to LASAN at SAN.cfrp@lacity.org for tracking and reporting purposes.
2. Direct LASAN to conduct a pilot with one or more food rescue organizations to provide the staffing, vehicles, and equipment needed to capture and divert edible surplus food from catered City events and City facilities.
3. Direct CAO to provide funding in the LASAN 2024-25 budget for two (2) new part time Event Attendant positions. The two positions will provide education and outreach during City Hall and Civic Center events.
4. Direct the CAO and CLA with support from LASAN convene a zero waste facilities and events working group comprised of City Departments and Bureaus that permit/coordinate/host or organize events, as well as City Departments and Bureaus that have on-site restaurants, concessionaires or food vendors to ensure a) that the requirements of the Zero waste Ordinance 187718 are incorporated into relevant leases, agreements and events web pages and forms; b) that the Departments and Bureaus provide information about their current leasing and events policies and logistics, so these can be evaluated, barriers identified, and logistics revised to facilitate zero waste measures; and c) that systems for collecting events data are implemented, so that the City can accurately report the diversion of recyclables and organic materials.
5. Direct LASAN, and the Department of General Services to report back by January 2024, on the progress of the two organics pilot programs and resources needed to expand the program to additional City facilities and City sponsored events.

DISCUSSION

Achieving zero waste, requires behavior change and significant shifts in policies, and operations. There are upstream measures that can help prevent or reduce the amount of waste being generated in the first place, and downstream to beneficially utilize the material such as reuse , recycling or composting. Both measures are important in waste management, however, moving toward more upstream strategies are needed to achieve zero waste.

Implementation of zero waste policies is a multi-year process. Existing contracts will have to be either amended or allowed to expire and be replaced with contracts that incorporate the zero waste requirements of the Zero Waste City Facilities and Events on City Property Ordinance. Contracts for products and commodities will have to be reviewed to determine if reusable, refurbishable, and recyclable alternatives that generate less waste are available. It may also be necessary to revise product specifications and obtain product samples for testing.

Fundamental to successful implementation of the Ordinance is behavior change. Zero waste is about more than implementing simple, basic measures, such as collecting misprints for reuse. It also requires that procedures, processes, and specifications be evaluated, assessed, reconsidered and revised when necessary to facilitate zero waste. In addition to zero waste training, it is important to continuously review and audit practices. It is also important to acknowledge that City Departments may need to utilize a phased in approach to address funding requirements needed for additional program costs such as of organics collection services, switching to alternative, reusable, recyclable, and compostable foodwares, providing hydration/water refill stations, etc. LASAN is looking to conduct pilot projects for food rescue from City Events, look into the availability of hydration stations, as well as piloting programs to determine best practices to collect organic waste from City facilities and City Events, and determine the expected funding costs for compliance.

Zero Waste Training

A key upstream measure for the City to achieve zero waste is to educate City employees. Per Council File No. 21-0064, LASAN was directed to develop an online zero waste training course for all City employees. LASAN has been working with the Personnel Department to develop the training course, utilizing one of their contractors. The training video was recently submitted and is being reviewed internally. LASAN will coordinate the launch of the training with the Personnel Department.

Zero Waste City Facilities and Events of City Property Ordinance (No. 187718)

The Zero Waste City Facilities and Events on City Property Ordinance (No. 187718) (Ordinance) was adopted in December, 2022, and became effective on January 1, 2023; with full implementation to take place over multiple years. The provisions of this article shall apply to all Contracts and amendments to Contracts entered on or after January 1, 2023, or after the effective date of this article, whichever is later. The Ordinance mandates City Contractors to comply with several policies, including the donation of surplus edible food, the composting of food scraps, and provide various meal portion

sizes including child portions. Additionally, the use of disposable foodware and foodware accessories and expanded polystyrene (EPs) foodware or products are prohibited. Further requirements include provision of incentives for dine-in customers, signage, requirements for promotional items, paper composition requirements for informational literature, and a ban on plastic carry-out bags.

A priority of the Ordinance is to reduce the generation of organic waste, including food waste and food-stained paper products such as napkins and paper plates. When organic material is landfilled it generates methane, a greenhouse gas. Senate Bill (SB) 1383 mandates the reduction of short-lived climate pollutants, and specifically calls for a 75% reduction of organic waste to landfills by 2025, and that not less than 20 percent of edible food that is currently disposed as trash be recovered for human consumption by 2025. On a statewide basis, Calrecycle reported that in 2021, organic material made up more than 28% of landfilled waste. In addition, a portion of the organic material that is disposed is edible food that could have been recovered to feed those in need.

Notification of Ordinance to City Departments

The City Attorney's office has developed standardized contract, lease, or event agreement language to conform with the Ordinance. The Ordinance and language was sent to the general counsel for each department, and the Office of Procurement sent both to each departmental contract coordinator (DCC). The provisions must be included in future applicable Requests for Proposals (RFPs) and bids (or equivalent) and the resulting new contracts and leases.

Since the Ordinance impacts City events and City contractors (i.e., food and beverage providers) on City property and City Facilities, across multiple City Departments, those Departments will need to modify their various event forms and permits to provide information about the Ordinance, including surplus edible food donation, collection of food waste and recycling services, and other zero waste mandates and bans. LASAN hosted two informational workshops for relevant City departments regarding the various policies prior to the Ordinance being adopted. LASAN held a meeting on August 22, 2023 with the City Departments to discuss the Ordinance. LASAN offered departments assistance with their zero waste plans, asked about the status of zero waste basic measures, and addressed zero waste events in detail. Departments were reminded that they needed to update the events sections of their websites and their events forms;

and inquire if food or beverages will be served to ensure that recycling and organics bins are provided at the event.

LASAN is also developing the Rules and Procedures as specified in the Ordinance to provide additional guidance to all Departments. The Rules and Procedures will detail Departments' obligations to review and modify their event documents and procedures to incorporate the Ordinance mandated policies; and to review and modify future contracts for consistency with the Ordinance; as well as the obligation for event organizers/sponsors to ensure that their event complies with the Ordinance.

There is no known centralized database detailing City events and City contractors, so it is difficult for LASAN to assess the impact of the Ordinance on City Facilities and Events, and whether agreements (including leases) have been modified to incorporate the Ordinance.

LASAN recommends that Council direct all City Departments to provide annual progress reports to the Energy and Environment Council Committee, beginning in January 2024, on their compliance with Ordinance No. 187718 and their zero-waste plan. The reports should include, but are not limited to, a list of contracts/leases subject to the Ordinance, including contract(s) number or equivalent, vendor names and contract (s) expiration dates. Departments should report to the Council whether their contracts/leases, event forms/permits and websites have been modified to reference the Ordinance and SB 1383 . The report should include details on the implemented zero waste measures at events; weight reports on the amount of trash generated, recyclables and organics diverted or rescued at City-sponsored events and City facilities. A copy of these reports should also be submitted to LASAN at SAN.cfrp@lacity.org for tracking and reporting purposes.

Outreach/Education to Food Vendors and Event Organizers/Sponsors

Because the Ordinance applies to all catered events, community events, and/or street events occurring on City Property or City Facilities, with food and beverage providers, LASAN is developing outreach material specifically to ensure that caterers and restaurants are aware of the Ordinance. The material will consist of an informational mailer, as well as resources such as online training and a list of food rescue organizations through which they can donate edible surplus food from catered events. The mailer is undergoing development and will be translated into multiple languages and sent to approximately 30,000 caterers and restaurants located in the City of Los Angeles.

Furthermore, LASAN's Special Events team provides solid waste collection for approximately 300 City events per year, including catered and community events; the latter includes street events. The LASAN Special Events team will notify event sponsors/organizers about the Ordinance, as well as provide green bins for the

collection of food scraps from the events. There is however an additional cost for providing green bins at City and community sponsored events.

The Department of General Services schedules and facilitates Civic Center events. The majority of Civic Center catered events are held in City Hall. Most City Hall/Civic Center events, including those with catering, are sponsored by an elected official. LASAN continues to discuss with GSD Special Events how to best provide information on the Ordinance to event organizers, as well as the provision of green bin services for the collection of food waste at City Hall events.

LASAN recommends Council direct the CAO to provide funding in the LASAN 2024-25 budget for two (2) new part time Event Attendee positions needed to provide education and outreach at City Hall and Civic Center events.

LASAN Zero Waste Events Implementation

LASAN had the opportunity to put policy into practice at the Department's Earth Day event and at its six Open Houses this year. LASAN's event organizers were able to implement several zero waste methods, including instructing food vendors to use only compostable foodware, providing beverages (including water) in aluminum cans, as well as procuring a hydration station with multiple spigots for filling reusable water bottles. In addition, multiple sets of green, blue, and black bins were provided for food waste/compostables, recyclables, and trash, respectively. Thanks to a great and valuable feedback at the Harbor yard open house event, LASAN modified its procedures and in addition to providing the three sets of bins (green, blue, and black) event attendants were stationed next to the bins and assisted and educated attendees in depositing materials into the correct bins, thus minimizing contamination and maximizing diversion.

LASAN observed that bin attendants are critical to the proper use of the blue, green and black bins at these events; to reduce bin contamination and increase landfill diversion. The bin attendants at the LASAN events were members of the City Facilities Recycling Program (CFRP).

Donation of Surplus Edible Food

The Ordinance also mandates that surplus edible food generated by catered events (held on City property) and food and beverage providers (e.g., restaurants, concessionaires and retailers) that operate on City properties, be donated to food rescue organizations. Surplus edible food generated at community events is not eligible for rescue, per Los Angeles County Department of Health regulations. Surplus edible food that is generated at community or catered events, or by food and beverage providers on City property, may not be disposed of as trash.

The amount of surplus edible food that might be available for rescue from the implementation of the Ordinance is unknown. By way of example, one hundred annual catered events with five pounds of surplus edible food each would generate 500 pounds of food, equating to 416 meals (using the metric of 1.2 pounds/meal). LASAN is able to facilitate the donation of surplus edible food by disseminating information to caterers and Departments about food rescue organizations, and recommends that Departments report on how much surplus edible food was donated from their events or contractors.

To provide a more robust food rescue program to City facilities and events, LASAN recommends the Council direct LASAN to conduct a pilot with one or more food rescue organizations and to provide staffing, vehicles, and equipment as needed to capture

and divert edible surplus food from catered City events and City facilities (e.g., restaurants operating on City property, excluding those at proprietary departments).

Departmental Zero Waste Plans

In addition to the Zero Waste City Facilities and Events on City Property Ordinance, City Departments were tasked with developing their own Zero Waste plans. To facilitate this, LASAN developed a zero waste checklist to guide plan development. The Zero Waste plans are to explain when and how departments would implement the zero waste “basics” that were included in the checklist (such as purchasing reusable/refillable office supplies, making double-sided copies, ensuring employees recycle and compost), and how they will address the generation of wastes unique to them. Unique items are usually those that cannot be managed via the City Facilities Recycling Program (CFRP) blue bin recycling program, but which should be diverted from landfills via reuse or recycling. Examples of unique wastes include used library books (removed from circulation when they are damaged or are replaced with new editions); the plastic (HDPE #2) “bird balls” the Los Angeles Department of Water and Power (LADWP) used to cover drinking water reservoirs; and used employee hard hats from multiple departments.

Most departments submitted zero waste plans, the scope and ambition of which varied significantly. These mainly addressed operations or services internal to each department. LASAN was tasked to assist the Mayor’s Office in reviewing all submitted plans and to assist Departments by providing trash and recycling baseline information that can be used to calculate landfill diversion rates. LASAN worked with its Solid Resources Collection Managers to build a database of LASAN-serviced buildings, that can be used to estimate waste generation based on service levels, including bin commodity (trash, recyclables, and organics), number and size of bins per commodity, estimated bin fullness at the time of service (emptying), and frequency of collection. LASAN plans to meet with City Departments to provide their estimated baseline generation data and enlist their Zero Waste Coordinators to monitor their waste generation on a quarterly basis thereafter to calculate their diversion rates.

Per Council File No. 21-0064, on December 6, 2022, Council adopted the direction for all City Departments to report back to the Energy, Climate Change, Environmental Justice, and River Committee (now the Energy and Environment Committee) within 6 months of the adoption of the draft Zero Waste City Facilities and Events on City Property Ordinance, on their compliance with the Ordinance and their zero waste plan.

Zero waste reports may also discuss whether Departments have implemented the zero waste basics, if they have reviewed and assessed the programs and operations that are the most waste-intensive; implemented collection of organics, including food waste and landscaping/yard waste; determined which processes/operations could be revised (and how and when) to reduce waste; and how they will extend zero waste to services offered to other departments.

Given that some Departments and Bureaus oversee functions that extend beyond their own operations, coordination between the Departments and Bureaus is critical to determining staffing, procurement, and other agreements needed to achieve our climate change goals. For example, GSD manages all phases of commodity/product purchasing for most departments, as well as schedules and provides support services when requested for events held in City Hall and the Civic Center. The Bureau of Street Services issues permits for community events held on city streets, such as the LA Marathon and street festivals, and the Department of Recreation and Parks (RAP) permits larger events held in city parks – such as the Lotus Festival. LASAN provides dockside solid waste collection, and blue bin recycling services within City Facilities, to many City facilities.

Transitioning to zero waste practices will necessarily be a multi-year, multi-disciplinary process requiring comprehensive partnerships amongst City resources.

LASAN recommends that the CAO and CLA, with support from LASAN convene a zero waste facilities and events working group comprised of City Departments and Bureaus that permit/coordinate/host or organize events, as well as City Departments and Bureaus that have on-site restaurants, concessionaires, or food vendors. The purpose of the working group is to ensure a) that the requirements of the Zero waste Ordinance 187718 are incorporated into relevant leases, agreements and events web pages and forms; b) that the Departments and Bureaus provide information about their current leasing and events policies and logistics, so these can be evaluated, zero waste barriers identified, and logistics revised to facilitate zero waste measures; and c) that systems for collecting events data are implemented, so that the City can accurately report the diversion of recyclables and organic materials.

The working group should be composed of City departments directly involved in community and/or catered events, including coordinating, permitting and/or hosting, and providing other services (such as collection bins), as well as departments that manage leases for on-site restaurants, food/beverage providers, and other vendors/retailers that

sell food At minimum, the participating departments should include Aging (Senior Meals), Bureau of Street Services (Community events), Department of Conventions and Tourism Development (Conventions, shows, events), El Pueblo de Los Angeles (Restaurants, events), General Services Department (Restaurants, catered events),

Library Department (Restaurants or coffee service, private events, summer meal programs), LASAN (Events at the Environmental Learning Center), Los Angeles Zoo (Restaurants, concessionaires, private events), and Recreation and Parks (Greek Theatre, restaurants, concessionaires, summer meal and after school program). The proprietary departments also have relevant operations: Harbor (Employee cafeteria, events) LADWP (Employee cafeteria, pop-up cafeterias, events), and LAWA (Restaurants, events).

City Facilities Organic Waste Collection Programs

LASAN has previously launched organics collection programs in City Hall, working with GSD, at the Homeboy Diner and restaurants in LA Mall, as well as at Los Angeles World Airport (LAWA), working with LAWA Maintenance Services Department (MSD). The programs were suspended during the COVID-19 stay at home order, and have since relaunched. However, full implementation of collecting food wastes from City facilities is challenging since there are no current personnel, vehicles, equipment, agreements, or funding.

Current waste collection practices in City facilities are spread across different groups: GSD utilizes City staff and contractual custodial services to collect trash from within City Facilities. LASAN has a City Facilities Recycling Program (CFRP) crew of 18 that services the blue bins (recyclables) from more than 300 City facilities. At the dockside or curbside, LASAN collects the trash, recycling, and organics bins for proper disposal or processing. At City Hall events, the event sponsors currently decide in advance whether to request GSD custodial services be provided at the end of the event. At community events, event sponsors decide whether to request LASAN bin attendants.

For the HomeBoy Diner and LA Mall organics collection programs, LASAN used existing resources to train kitchen staff, and utilized existing CFRP crew to collect the food waste from the restaurants, weigh, and take the material to the City's Central Los Angeles Transfer and Recycling Station (CLARTS) for further processing. At HomeBoy Diner, a food waste bin was also provided in the public eating area so City Hall customers can deposit their food waste for later composting.

LASAN will begin two additional programs to assess the resources needed to fully implement organics (food waste and food soiled paper) collection to all City facilities:

1. City Hall Council, Mayoral, and Board of Public Works Offices

LASAN plans to launch an organics collection program for City Council, Mayoral, and Board of Public Works offices in Fall 2023. Employees will need to deposit their food waste and food-soiled paper into a separate green organics bin, rather than into the trash. Recycling will continue to be deposited into the blue bin, and trash into the black bins. For these selected offices, LASAN has conducted several site visits, developed outreach flyers and bin stickers to educate office staff on the organics collection program, and has procured metal bins with foot-operated lids.

Currently, LASAN employees empty the recycling bins and GSD custodians collect trash from the black bins. GSD typically services City Hall offices later in the day (beginning at 5 pm), which is also the ideal time for organics collection, as it ensures that food waste will not remain in offices overnight.

GSD has agreed to collect food waste from the participating City Hall offices after 5pm, Monday-Friday, and deposit it into LASAN designated bins in the City Hall service courtyard. In addition, GSD staff will collect food waste generated at City Hall events, including evenings and on weekends, and deposit this into the same service courtyard bin. Detailed discussions between LASAN and GSD covered program logistics and resources needed, including staffing, training for custodians, bin liners, equipment needs for both departments within the facility and at dockside, how to ensure bins are secure and do not contribute to pest infestations, and pickup frequency. Rodent-resistant food waste bins for the consolidated organic waste to be located in the service courtyard; depending upon the volume of food waste generated by City Hall offices and/or events, a total of three bins could be needed. A crew member with LASAN's City Facilities Recycling Program (CFRP) will then collect food waste from the consolidated bin each morning, seven days a week. This will entail overtime pay for the Saturday and Sunday collections.

LASAN plans to meet with each participating office to provide literature and training on use of the organics bins and what to expect.

2. LASAN-Occupied Floors of the Public Works Building (PWB)

LASAN will also launch an organics collection program in its own offices, specifically the 5th, 9th, and 10th floors of the Public Works Building. For this program, LASAN plans to remove deskside trash bins and halt custodial collection services for them, and centralize the collection of organics and trash in the lunchrooms located on each floor. Employees will need to separate their food waste for deposit into a dedicated green bin, rather than in the trash (black bin). Employees will continue to use the blue bin for recyclables as usual, and may retain and service their own deskside blue bin. This change will help employees become more aware of their waste generation, encourage proper recycling and composting practices, facilitate the collection of materials, as well

as reduce odors and the risk of widespread insect and rodent infestation. The removal of deskside trash bins is not a new practice and has been implemented in other City facilities where GSD halted deskside trash service due to reduced resources.

LASAN is also coordinating with GSD on expanding the collection of organics into other City facilities. GSD contracts with a property management firm (CBRE), which further

subcontracts for custodial services. Currently, GSD custodial or property management contracts do not include the collection of recyclables (blue bin materials) or organics (green bin), if those materials are in separate, non-trash bins. The implementation of these changes is being discussed with the contractor and may require a contract amendment and funding.

Similarly, LASAN and GSD are also currently discussing the program logistics and resources needed, including staffing, training for custodians, bin liners, equipment needs for both within the facility and dockside, ensuring bins are secure and do not contribute to pest infestations, and pickup frequency. Once an agreement is finalized LASAN will launch an education campaign to the PWB employees about the changes.

These pilot programs will serve as a model for other City facilities and will help both LASAN and GSD assess the needs to transition from collecting only trash contained in one bin, to collecting trash and organics in separate bins. For GSD, this pilot will allow it to understand logistics, equipment and personnel resources needed to rollout collection of source-separated organics in buildings cleaned by GSD.

A City Facility-wide program should also consider the employee population in each building, telecommuting policies, and building functions, which could change service levels.

LASAN recommends reporting back with the Department of General Services by January 2024, on the progress of the two organic pilot programs and resources needed to expand the program to additional City facilities and City sponsored events.

PROPRIETARY DEPARTMENTS

Although the City ordinance did not encompass proprietary departments, both LADWP and LAWA have zero waste plans. Proprietary departments' adoption of zero waste facilities policies or the zero waste events provisions of Ordinance 187718 is a significant step for the City to achieve its zero waste goals. Los Angeles International Airport has dozens of restaurants on-site, and Harbor and LADWP have on-site cafeterias and host meetings. All of the proprietary departments have the potential to

rescue surplus edible prepared food for donation. LAX already collects some surplus packaged food.

CONCLUSION

LASAN, in conjunction with partner City Departments, including the Department of General Services, and Personnel Department, has been diligently working to successfully implement the Zero Waste Policies for City Facilities and City Events in order to reach the City's zero waste goals as well as achieve compliance with SB 1383. The recommendations in this report and the pilot organics collection programs will help identify the most effective measures to establish a model for all City Departments.