A G E N D A



METRO

MEETING: Solid Waste Advisory Committee

DAY: Wednesday

DATE: September 20, 1995

TIME: 8:30 - 10:15 a.m.

PLACE: Metro Regional Center, 600 NE Grand Avenue, Portland

Conference Room 370

10 min. 1. Updates and Introductions Shanks/Kvistad

Metzler

45 min. 2. Yard Debris Processing and

Yard Debris Reload Facility Licensing Program Action Requested: Vote to Forward Proposal to the Metro Executive Officer and Council

20 min. 3. Organics Demonstration Project Update Goddard

Commercial Food Waste Recovery

20 min. 4. Regional Solid Waste Management Plan Nelson

Update

10 min. 5. Other Business/Citizen Communications Kvistad

6 Adjourn

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DATE:

September 12, 1995

TO:

The Solid Waste Advisory Committee

FROM:

Bill Metzler, Associate Environmental Planner

RE:

Proposed Program for Licensing Yard Debris Processors and Yard Debris

Reload Facilities.

The proposal for licensing yard debris facilities was reviewed and discussed at the June 21, 1995 SWAC meeting. The licensing program has been endorsed by a significant majority of the regional discussion group that helped craft this proposal. The discussion group participants include: yard debris processors, haulers, local government representatives, Metro and the DEQ.

SWAC requested that the unfinished sections of the Yard Debris Facility Licensing proposal be completed (Section 12 - Financial Assurance, Section 15 - Indemnification, Section 17 - Metro Enforcement Authority, and Section 19 - Revocation). These sections are now complete.

The proposed, revised licensing standards (Attachment B) reflect the latest refinements. In summary, the most significant changes are as follows:

- The title has been simplified. The term "landscape waste" has been deleted, and the definition for "yard debris" is amended to include stumps.
- 2. The Financial Assurance section (previously Section 12, page 10) has been deleted, as recommended by the regional discussion group.
- 3. Annual Licensing Fees (new Section 12, page 10) has been amended to include the term of a license (not to exceed 5 years).
- 4. Enforcement Authority (previous Section 17, page 11) has been deleted in favor of a new Section 16 - Enforcement of License Provisions (page 12). This section sets forth enforcement provisions that have more clarity and detail than the previous version.
- 5. A new Section 17 Appeals (page 13) has been added in order to detail and clarify the appeals process.
- 6. The old Section 20 Revocation has been combined with the new Section 17 Enforcement of License Provisions.
- The new Section 19 General Conditions (page 14) now includes paragraphs from the old Section 17 - Enforcement Authority (old Section 17.2 is now new Section 19(h) and 17.3 is now Section 21(c)).

In addition, there were a number of questions and concerns about the proposed licensing program. These are addressed in Attachment C - Summary of Key Issues.

I have also been asked about a standard license application form, and have included a draft (Attachment E) for your review. The intent is to get the appropriate information from the prospective licensee and keep the application process as simple and straightforward as possible.

If you have questions or would like additional information, please don't hesitate to call me at 797-1666.

The following material is attached for your review:

- Attachment A Summary of the Proposed Licensing Program
- Attachment B Proposed Licensing Standards for Yard Debris Processing and Yard Debris Reload Facilities (Revised).
- Attachment C Summary of Key Issues
- Attachment D Licensing Program Regulatory Concerns Table
- Attachment E Draft License Application Form

Attachment A

Summary of the Proposed Licensing Program for Yard Debris Processing and Reload Facilities

Purpose

- Establish regional standards to help ensure the stability of the regional yard debris recycling system.
- Assist local governments in managing the impacts of landscape waste and yard debris processing facilities through a licensing program.
- Increase the confidence that citizens and local governments have in these facilities by
 minimizing the potential for nuisance complaints and preventing negative public perception of
 these facilities.

Recommended Program Elements

Metro

- 1. Implement a licensing program for new and existing facilities.
- Facilities located outside the Metro boundary could also apply for a license. Local government zoning codes could require (as a condition of land use approval) that facilities locating outside the Metro boundary apply for a license and comply with the program standards.
- Metro will work with processors and local governments to ensure a coordinated program
 where information and technical assistance is shared in a cooperative problem solving manner.
 Technical assistance may include teams consisting of local government and Metro staff (e.g.land use and solid waste planners), DEQ, and others with special expertise to address
 concerns.

Local Governments

- Amend zoning ordinances and development codes, as needed, to include clear and objective facility siting standards.
- Amend zoning ordinances and development codes to require all new facilities to apply for a Metro license and participate in the licensing program.
- Amend collection franchises requiring yard debris collected through curbside programs be delivered to licensed facilities.

Processors

- Apply for a Metro license, make use of available technical assistance (if needed), and comply with licensing standards.
- Participate in program evaluation to ensure that the licensing program is effective.

metz/yardebris/license/revision/swac/license.sum

ATTACHMENT B

PROPOSED LICENSING STANDARDS FOR LANDSCAPE WASTE AND YARD DEBRIS PROCESSING AND YARD DEBRIS RELOAD FACILITIES

Revised: August 23, 1995 September 11, 1995

Strike through = deleted text Double underline = new text

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PROPOSED LICENSING STANDARDS FOR LANDSCAPE WASTE AND YARD DEBRIS PROCESSING AND YARD DEBRIS RELOAD FACILITIES

1. Purpose, Authority and Scope

1.1 Purpose

- (a) The purpose of this Chapter is to establish performance standards for landscape waste, yard debris processing and reload facilities operating in the District through a regional licensing program. The program will include problem resolution through intergovernmental cooperation, technical assistance, and enforcement measures.
- (b) The Council finds that the District has limited land and resources for the disposal of solid waste. It is the responsibility of the Council Metro to provide and protect such resources and to do so requires that the Council Metro Franchise, License, or Permit disposal sites, transfer stations, processing facilities and resource recovery facilities.
- (c) To protect the health, safety, and welfare of the District's residents, the Council declares it to be the public policy of the District and purpose of this chapter to establish a licensing program for facilities that process and reload landscape waste and yard debris in the District in order to:
 - 1) Establish standards that can be implemented on a regional level to help ensure the stability of the regional yard debris recycling system.
 - Assist local governments in managing the impacts of landscape waste and yard debris
 processing facilities through a licensing program that is responsive to the risks and benefits
 associated with these facilities.
 - 3) The licensing program is intended to increase the confidence that citizens and local governments have in these facilities by minimizing the potential for nuisance complaints and alleviating negative public perception of these facilities.

1.2 Authority and Scope

- (a) This document will implement those provisions of the Code relating to licensing of landscape waste, yard debris processing and reload facilities. Nothing in this Chapter is intended to limit the power of any federal, state, or local agency to enforce any provision of the law that it is authorized or required to enforce or administer.
- (b) The provisions in this Chapter apply to all landscape waste, yard debris processing and reload facilities operating in the District, except those expressly exempted pursuant to Section 4 Excluded Operations and Facilities.

- (c) Landscape waste and Yard debris reload facilities and operations are subject only to the licensing standards in Section 3; Sections 4 and 5; Section 6(b) (1,2,3 and 4); 6(e), and 6(g); Section 7 (ag, i, l, m, n and o); Section 8 (a - f, and h). Section 9 (a) (1, 2, and 5); and Section 10 through Section 19.
- (c) Yard debris reload facilities and operations are exempt from the following sections:
 - Section 6c, 6g, and 6h(3).
 - Section 7e, 7f, and 7h.
 - Section 8a (7, 8, 9, 10, and 11); and
 - Section 12b only if the vard debris reload facility services a Metro licensed vard debris processing facility.
- (d) Biological decomposition of organic material can be either a naturally occurring or artificially controlled process. Nothing in this Chapter is intended to establish standards or other regulatory requirements for inadvertent composting resulting from the storage of organic materials. An activity that produces material that will be sold or given-away based on biological decomposition that has occurred to the material shall not be considered inadvertent composting.
- (e) Nothing in these standards shall be construed as relieving any owner, operator, or designee from the obligation of obtaining all required permits, licenses, or other clearances and complying with all orders, laws, regulations, reports or other requirements of other regulatory agencies, including but not limited to, local health departments, regional water quality control boards, local land use authorities, and fire authorities.
- (f) Licensed facilities shall process yard debris in accordance with state regulations regarding principle recyclable materials (OAR 340-90-060). Addressed in (e) above and Section 15 - Compliance with Law.

2. **Definitions**

- (a) "Code" means the Metro Code.
- (b) "Compost" means the stabilized and sanitized product of composting, which has undergone an initial rapid stage of decomposition and is in the process of humification (curing), and should be suitable for plant growth.
- (c) "Composting" means the biological treatment process by which microorganisms decompose the organic fraction of the waste, producing compost.
- (d) "Hazardous waste" means useless or unwanted materials or residues and other wastes which are defined as hazardous waste pursuant to has the meaning provided in ORS 466.005;
- 2.5 "Landscape waste" means yard debris and all residential and commercial accumulations of grassor shrubbery, cuttings, leaves, tree limbs and other materials accumulated as the result of the care

- of lawns, shrubbery, vines and trees. Includes stumps and bulky-wood materials. Does not include construction and demolition debris, painted or treated wood.
- (e) "Mixed solid waste" means solid waste containing a variety of waste material, some of which may or may or may not be considered recyclable.
- (f) "Processing" means the controlled method or system of altering the form, condition or content of yard debris and landscape waste utilizing both mechanical and biological methods. Includes composting (aerobic and anaerobic methods), fermentation, and vermicomposting (of only yard debris only and landscape waste).
- (g) "Solid waste" means all putrescible and nonputrescible wastes, including without limitation, garbage, rubbish, refuse, ashes, waste paper and cardboard; discarded or abandoned vehicles or parts thereof; sewage sludge, septic tank and cesspool pumpings or other sludge; commercial, industrial, demolition and construction waste; discarded home and industrial appliances; asphalt, broken concrete and bricks; manure, vegetable or animal solid and semi-solid wastes, dead animals, infectious waste as defined in ORS 459.387, petroleum-contaminated soils and other wastes; but the term does not include:
 - 1) Hazardous wastes as defined in ORS 466.005;
 - 2) Radioactive wastes as defined in ORS 469.300;
 - 3) Materials used for fertilizer or for other productive purposes or which are salvageable as such or materials which are used on land in agricultural operations and the growing or harvesting of crops and the raising of fowls or animals; or
 - 4) Explosives
- (h) "Yard debris" means vegetative and woody material generated from residential property or from commercial landscaping activities. Includes grass clippings, leaves, hedge trimmings, stumps and other similar vegetative waste. Does not include construction and demolition debris, painted or treated wood. (state definition: OAR 340-90-010 (45).
- (i) "Yard debris reload facility" means an operation or facility that receives yard debris and/or-landscape waste for temporary storage, awaiting transport to a processing facility.

3. Licensing Application Compliance Dates

- (a) All Operators of proposed facilities, subject to the Metro Code, shall submit applications for licensing and shall comply with the licensing standards and requirements, by the effective date of the licensing standards in this chapter.
- (b) All Operators of existing facilities, subject to the Metro Code, shall submit an application for licensing, and demonstrate compliance with the applicable standards and requirements within eighteen months after the effective date of the licensing standards in this chapter.
- (c) Applications for Yard Debris Licenses shall be as specified by the Executive Officer.

Page 3

4. Excluded Operations and Facilities

- (a) The following operations do not constitute landscape waste and yard debris processing operations or facilities and are not required to meet these licensing requirements. Residences, parks, community gardens and homeowner associations are excluded operations. In addition, universities, schools, hospitals, golf courses, industrial parks, and other similar facilities are excluded operations if the landscape waste or yard debris was generated from the facility's own activities, the product remains on the facility grounds, and the product is not offered for off-site sale or use.
- (b) Chipping and grinding of wood wastes (e.g. untreated lumber, wood pallets) are excluded operations, unless such chipped materials are composted at the site following chipping or grinding subject to Section 1.2 (D).
- (c) Solid waste transfer stations and Metro franchised material recovery facilities are excluded facilities.
- (d) Nothing in this Section precludes Metro from inspecting an excluded operation to verify that the operation is being conducted in a manner that qualifies as an excluded activity or from taking any appropriate enforcement action.

5. Authorized and Prohibited Solid Wastes

- (a) Licensee is authorized to accept loads of landscape waste and yard debris for processing at the Facility. The licensee may also take in other source separated material if in compliance and consistent with other federal, state and local regulations.
- (b) Licensee shall not accept hazardous waste. Any hazardous waste inadvertently received shall be handled, stored, and removed pursuant to state and federal regulations.
- (c) Licensee is prohibited from accepting mixed solid waste, but may accept loads of mixed yard debris landscape waste and wood wastes (e.g. untreated lumber, wood pallets).

6. General Facility Design Requirements & Design Plan

(a) Landscape waste and Yard debris processing facilities shall be designed and constructed to comply with the facility design plan and the operational requirements set forth in Section 7—General Operating Requirements and Section 8—Processing Operations Plan (language not necessary)

- (b) The Facility Design Plan shall include the following drawings and diagrams:
 - Site plan showing <u>approximate</u> dimensions and details of the proposed receiving, processing, production, curing and storage areas.
 - 2) Landscape plan showing the location, size and type of plantings, fences, berms, and existing trees to remain and/or to be removed (required for only new or relocating facilities).
 - 3) Drawings of the site that indicate location of initial and permanent roads; buildings and equipment to be installed; sewer and water lines; and storm water system. The drawings shall show final grade contours (required for only new or relocating facilities)

4)

- (c). The facility must be designed and constructed and suitable for maintenance and processing operations, including visual inspection of piling areas and fire fighting operations.
- (d). Facility design plan shall address management of storm water. Methods must be consistent with storm water system standards of the controlling agency local jurisdiction.
 - 1) The facility must be designed and constructed so that precipitation run-on is diverted around the processing area. The run-off from the facility resulting from precipitation shall be controlled (required for only new or relocating facilities).
- (e). The facility design plan shall address methods for achieving odor control (see requirements for Odor Minimization Plan in Section 9). (Deleted, information is requested in Section 9 Odor Minimization Plan).
- (f). Facility design plan shall address:
 - 1) Effective barriers to unauthorized entry and dumping (fencing, gates, locks);
 - 2) All-weather access roads to the site:
 - 3) Appropriate signs (at facility entrance, directing traffic flow, public information);
 - 4) Access to scales, if applicable;

5) Noise control; (Information is requested in Section 7).
6) Dust control; "

7) Vector and litter control; and "
8) Fire protection and control features. "

"

- (g) Facility shall have sufficient processing capacity to handle projected incoming volumes of landscape waste and yard debris.
- (h) Facility design shall address specific storage issues, including:
 - 1) Capacity for incoming wastes waiting to be processed;

- 2) Capacity for proper handling, storage, and removal of hazardous or other non-permitted wastes delivered to or generated by the facility; and
- 3) Capacity for finished product storage.

7. General Operating Requirements

- (a). All activities shall be conducted in a manner that minimizes or prevents vectors, odor impacts, dust, and noise impacts.
- (b) Facility grounds shall be cleaned of litter at least weekly.
- (c) Random load checks of feedstocks for contaminants shall be conducted by the operator.
- (d) Storage and handling capacities shall not be exceeded.
- (e) Compost piles and windrows shall be spaced to facilitate mixing and aeration.
- (f) Windrow, compost pile, and/or active processing area dimensions shall not exceed the design specifications of the facility's equipment.
- (g) Incidental non-compostables shall be properly stored and removed from the facility on a regular basis to avoid nuisance conditions, or at a frequency approved in the license agreement.
- (h) Incidental wastes and feedstocks shall be stored separately from active, stabilizing, stabilized, curing, cured feedstock areas.
- (i) Surrounding fencing, gates, and/or other natural or artificial barriers shall be maintained to discourage unauthorized human or animal access to the facility.
- (j) The operator shall provide fire prevention, protection, and control measures, including but not limited to, temperature monitoring of windrows, adequate water supply for fire suppression, and the isolation of potential heat sources and/or flammables from the composting pad/processing area.
- (k) The operator shall begin processing incoming feedstocks in a time frame that does not create potential for a nuisance, odor, fire, or vectors, or as specified in the license agreement.
- (I) All drainage, leachate control, and diversion systems shall be managed and maintained in good working order.
- (m) All facility road surfaces and traffic control signs shall be maintained.
- (n) Vehicles containing landscape waste or yard debris feedstock/waste shall not be parked on public streets or roads except under emergency conditions. Adequate off-street parking facilities for transport vehicles shall be provided.

- (o) Signs at all public entrances to the facility shall be posted, legible, and include the following information:
 - 1) The name of the facility,
 - The name of the operator,
 - 3) Facility hours of operation
 - 4) List or statement of materials that will and will not be accepted, if applicable open to the public,
 - 5) Schedule of charges, if applicable
 - 6) The phone number where operator or designee can be reached in case of an emergency; and
 - 7) Any other information as required by the license agreement and/or local government sign code.

8. Processing Operations Plan

- (a) All activities at a licensed facility must be conducted in accordance with the processing operations plan containing, at a minimum, the following information, as well as any additional information required by Metro:
 - 1) Designation of personnel, by title, responsible for operation, control and maintenance of the facility;
 - 2) A description of the anticipated quantity and variation throughout the year of waste to be received;
 - 3) Methods for measuring and keeping records of incoming waste and recordkeeping;
 - 4) Methods for encouraging waste delivery in covered loads;
 - Methods to control the types of waste received, and methods for removing, recovering and disposing of non-compostables;
 - 6) Designation of disposal sites for non-compostable wastes;
 - 7) Management procedures that will be used in processing, which must include:
 - A) A general_description of any treatment the wastes will receive prior to processing (e.g., chipping, shredding) and the maximum length of time required to process each day's receipt of waste into windrows or other piles;
 - B) The specifications to which the windrows or other piles will be constructed (width, height, and length) and calculation of the capacity of the facility;
 - C) An estimate of the length of time necessary to complete the process.

- Metro may request additional process management procedures. Proprietary information will be submitted on a confidential basis.
- 9) Methods to control noise, vectors, dust and litter.
- 10) Methods for monitoring and adjusting temperature, oxygen level and moisture level of the material during processing.
- 11) General plans for marketing the finished product.

Odor Minimization Plan.

- (a) The operator shall take specific measures to control odors so as not to cause or contribute to a violation of the license agreement. Specific measures an operator should take to control odor include but are not limited to adherence to the contents of the odor minimization plan required below.
 - The operator shall have an odor minimization plan. The plan must include methods to minimize, manage and monitor all odors, including odors produced by grass clippings. The plan must include:
 - (A) A management plan for malodorous loads;
 - (B) Procedures for receiving and recording odor complaints, immediately investigating any odor complaints to determine the cause of odor emissions, and remedying promptly any odor problem at the facility;
 - (C) Additional odor-minimizing measures, which may include the following:
 - Avoidance of anaerobic conditions in the composting material;
 - ii) Use of mixing for favorable composting conditions;
 - iii) Formation of windrow or other piles into a size and shape favorable to minimizing odors; and
 - iv) Use of end-product compost as cover to act as a filter during early stages of composting.
 - (D) Specification of a readily-available supply of bulking agents, additives or odor control agents;
 - (E) Procedures for avoiding delay in processing and managing landscape waste and yard debris during all weather conditions;
 - (F) Methods for taking into consideration the following factors prior to turning or moving composted material:
 - 1) Time of day;
 - Wind direction;
 - 3) Percent moisture;
 - 4) Estimated odor potential; and

- 5) Degree of maturity.
- (b) Grass clippings must be processed in a timely manner to avoid nuisance conditions. Incoming leaves, brush or woody landscape waste may be stored in designated areas for use as a carbon source and bulking agent, rather than being processed into windrows or other piles.
- (c) If odors become a significant source of nuisance complaints, processor shall work with a Metro appointed odor complaint panel. The odor complaint panel will investigate odor complaints to determine their validity and sources and will help the processor with solutions to the nuisance complaints. The odor complaint panel may consist of representatives from Metro, DEQ, the local government, and the processing industry.

10. Operation and Facility Records

- (a) Licensee shall effectively monitor facility operation and maintain accurate records of the following information:
 - (1) Estimated amount of feedstock received and quantity of product produced at the facility. Records shall be reported to Metro no later than thirty (30) days following the end of each quarter. The report shall be signed and certified as accurate by an authorized representative of licensee.
 - (2) The operator shall Records of any special occurrences encountered during operation and methods used to resolve problems arising from these events, including details of all incidents that required implementing emergency procedures.
 - (3) The operator shall Records of any public nuisance complaints (e.g. noise, dust, vibrations, litter) received by the operator, including:
 - A) The nature of the complaint;
 - B) The date the complaint was received; the name, address, and telephone number of the person or persons making the complaint; and
 - C) any actions taken to respond to the complaint.
 - (4) For every odor complaint received, the licensee shall record the date, time, and nature of any action taken in response to an odor complaint, and record such information within one business day after receiving the complaint. Records of such information shall be made available to Metro and local governments upon request.
- (b). The licensee shall submit to Metro duplicate copies of regulatory information submitted to the DEQ and local jurisdictions pertaining to the facility, at the same time of submittal to DEQ and/or local jurisdiction.

11. Closure

- (a) Unless otherwise authorized in a facility license, all landscape waste, yard debris, composting material, end-product, and other solid wastes must be removed from the facility within 180 days following the beginning of closure.
- (b) The facility operator shall close the facility in a manner which eliminates the release of landscape waste, landscape waste <u>vard debris</u> leachate and composting constituents to the groundwater or surface waters or to the atmosphere to the extent necessary to prevent threats to human health or the environment.
- (c) Within 30 days of completion of closure, the operator shall file a report with Metro verifying that closure was completed in accordance with this Section.

12. Financial Assurance

12.1 Financial Assurance Plan

- The operator shall develop and have at the facility, and submit to Metro, a financial assurance plan containing a written cost estimate covering the maximum cost of premature final closure of the operation and retain a copy.
- 12.2 The written cost estimate must be based on the steps necessary to complete closure and must include an itemization of the cost to complete each step.
- 12.3 The operator shall revise the current cost estimate whenever a change in <u>circumstances relating to</u> the closure plan increases the cost estimate.

12.4 Financial Assurance Bond

- ---- Applicants must submit the following:
 - A. Proof that the applicant can obtain and will be covered during the term of the license by a corporate surety bond guaranteeing full and faithful performance by the applicant of the duties and obligations of the license agreement. In determining the amount of bond to be required, the Executive Officer may consider the size of the site, facility or station, the population to be served, adjacent or nearby land uses, the potential danger of failure of service, and any other factor material to the operation of the franchise;

12. Term of License and Annual License Fees

(a) The term of the license shall be established by the Executive Officer not to exceed five (5) years. If a license is issued for less than five (5) years, the reason(s) shall be set forth in the licensing agreement.

(b) Licensee shall pay an annual license fee. , as established under Metro Code Section 5.03.030. In order to keep costs at a minimum, and so as to not encourage deliveries outside the district, the fee shall be based on a minimum cost for service basis and shall not exceed \$300 per year. The fee shall be delivered to Metro within thirty (30) days of the effective date of this License and each year thereafter.

13. Insurance

- (a) Licensee shall purchase and maintain the following types of insurance, covering Licensee, its employees, and agents:
 - Broad form comprehensive general liability insurance covering personal injury, property damage, and personal injury with automatic coverage for premises, operations, and product liability. The policy must be endorsed with contractual liability coverage; and
 - 2) Automobile bodily injury and property damage liability insurance.
- (b) Insurance coverage shall be a minimum of \$500,000 per occurrence, \$100,000 per person, and \$50,000 property damage. If coverage is written with an annual aggregate limit, the aggregate limit shall not be less than \$1,000,000.
- (c) Metro, its elected officials, departments, employees, and agents shall be named as ADDITIONAL INSUREDS. Notice of any material change or policy cancellation shall be provided to Metro thirty (30) days prior to the change or cancellation.
- (d) A license shall specify that licensee, Licensee, its contractors, if any, and all employers working under this license are subject employers under the Oregon Workers' Compensation Law and shall comply with ORS 656.017, which requires them to provide Workers' Compensation coverage for all their subject workers. Licensee shall provide Metro with certification of Workers' Compensation insurance including employer's liability.

14. Indemnification

Licensee shall indemnify and hold METRO, its agents, employees, and elected officials harmless from any and all claims, demands, damages, actions, losses and expenses, including attorney's fees, arising out of or in any way connected with licensee's performance under this license, including patent infringement and any claims or disputes involving subcontractors. Licensee shall not assume liability for any negligent or intentionally wrongful act of Metro, its officers, agents or employees.

15. Compliance With Law

Licensee shall fully comply with all federal, state, regional and local laws, rules, regulations, ordinances, orders and permits pertaining in any manner to this license. All conditions imposed on the operation of the facility by federal, state or local governments or agencies having jurisdiction over the facility are part of this license by reference as if specifically set forth herein. Such conditions and permits include those attached as exhibits to the license, as well as any existing at the time of issuance of this license and not attached, and permits or conditions issued or modified during the term of this license.

17. Enforcement Authority

- 17.1 The Executive Officer may, upon sixty (60) days prior written notice, direct solid waste away from the Licensee or limit the type of solid waste that the Licensee may receive. Such action, or other necessary steps, may be taken to abate a nuisance arising from operation of the Facility or to carry out other public policy objectives. Upon receiving such notice, the Licensee shall have the right to a contested case hearing pursuant to Code Chapter 2.05. A request for a hearing shall not stay action by the Executive Officer. Prior notice shall not be required if the Executive Officer finds that there is an immediate and serious danger to the public or that a health hazard or public nuisance would be created by a delay.
- 17.2 Authorized representatives of Metro shall be permitted access to the premises of the Facility at all reasonable times for the purpose of making inspections and carrying out other necessary functions related to this License. Access to inspect is authorized during all business hours. (moved to Section 21(h) General Conditions)
 - A. During all working hours;
 - B. At other reasonable times with notice; and
 - C. At any time without notice when, in the opinion of the Metro Solid Waste Department Director, such notice would defeat the purpose of the entry.
- 17.3 The power and right to regulate, in the public interest, the exercise of the privileges granted by this License shall at all times be vested in Metro. Metro reserves the right to establish or amend rules, regulations or standards regarding matters within Metro's authority, and to enforce all such legal requirements against Licensee. (moved to Section 21(c) General Conditions)

16. Enforcement of License Provisions

(a) The Executive Officer may, at any time, make an investigation to determine if there is sufficient reason and cause to suspend, modify or revoke a license as provided in this section. If, in the opinion of the Executive Officer, there is sufficient evidence to suspend, modify, or to revoke a license, the Executive Officer shall notify the licensee in writing of the alleged violation, and the necessary steps to be taken to cure the violation. Upon a finding that violation exists and that the licensee is unable to or refuses to cure the violation within a reasonable time after receiving written

- notice thereof, the Executive Officer may provide notice to the licensee that the license is suspended, modified or revoked.
- (b) The notice authorized by this subsection shall be based upon the Executive Officer's finding that the licensee has:
 - 1) Violated the license agreement, this chapter, the Code, state law, local ordinance or the rules promulgated thereunder or any other applicable law or regulation; or
 - 2) The licensee has misrepresented material facts or information in the license application, annual operating report, or other information required to be submitted to Metro:
 - 3) Failed to pay when due the fees required to be paid under this chapter; or
 - 4) Been found to be in violation of a city or county solid waste management ordinance if such ordinances require licensees to comply with the Metro Code (solid waste facility regulation).
- (c) Except as provided in subsection (d) of this section, the Executive Officer's revocation, modification or suspension of a license shall not become effective until the licensee has been afforded an opportunity to request a contested case hearing and on opportunity for a contested case hearing if one is requested.
- (d) Upon finding of serious danger to the public health or safety as a result of the actions or inaction of a licensee under this chapter, the Executive Officer may in accordance with Code Chapter 2.05 immediately suspend the license and may take whatever steps may be necessary to abate the danger.
- (e) Upon revocation or refusal to renew the license all rights of the licensee in the license shall be immediately be divested.

17. Appeals

- (a) Any applicant licensee is entitled to a contested case hearing pursuant to Metro Code Chapter 2.05 upon the Executive Officer's suspension, modification or revocation or refusal by the Council or Executive Officer, as appropriate, to issue, renew or transfer a license or grant a variance, as follows:
 - 1) Except as provided in subsection (3) of this section, the Executive Officer's refusal to renew a license by the Council or Executive Officer, as appropriate, shall not become effective until the licensee has been afforded an opportunity to request a contested case hearing and an opportunity for a contested case hearing if one is requested.
 - 2) The refusal by the Council or Executive Officer, as appropriate, to grant a variance, or to issue or transfer a license shall be effective immediately. The licensee or applicant may request a hearing on such refusal within thirty (30) days of notice of such refusal.

3) Upon finding of serious danger to the public health or safety, the Executive Officer may suspend a license or the Council or Executive Officer, as appropriate, may refuse to renew a license and such action shall be effective immediately. If a license renewal is refused effective immediately, the licensee shall have thirty (30) days from the date of such action to request a contested case hearing.

18. Disposal Rates and Fees

- (a) In accordance with the variance granted by the Metro Council, the rates charged at this Facility shall be exempt from Metro rate setting.
- (b) Licensee is exempted from collecting and remitting Metro Fees on waste received at the Facility. Licensee is fully responsible for paying all costs associated with disposal of residual material generated at the Facility. Licensee shall obtain a non-system license prior to disposal of residuals at any facility not designated by Metro.
- (c) The Licensee shall adhere to the following conditions with regard to disposal rates charged at the Facility:
 - 1) Licensee may modify rates to be charged on a continuing basis as market demands may dictate. Metro shall be notified no later than ten (10) days after any rate changes.
 - 2) All rates charged at the Facility shall be posted on a sign near where fees are collected. All customers within a given disposal class shall receive equal, consistent, and nondiscriminatory treatment in the collection of fees.

20. Revocation (see Section 17 - Enforcement of License Provisions)

This License may be revoked for violation of the conditions of this License or the Metro Code.

This License Agreement is subject to suspension, modification, revocation, or non-renewal upon finding that:

The Licensee has violated the terms of this License, the Metro Code, ORS chapter 459 or the rules promulgated thereunder or any other applicable law or regulation; or

The Licensee has misrepresented material-facts or information in the license application, annual operating report, or other information required to be submitted to Metro;

19. General Conditions

- (a) A licensee shall be responsible for ensuring that its contractors and agents operate in compliance with the terms and conditions of this license.
- (b) The granting of a license shall not vest any right or privilege in the licensee to receive specific quantities of solid waste during the term of the license.

- (c) The power and right to regulate, in the public interest, the exercise of the privileges granted by this license shall at all times be vested in Metro. Metro reserves the right to establish or amend rules, regulations or standards regarding matters within Metro's authority, and to enforce all such legal requirements against licensee.
- (d) This license may not be transferred or assigned without the prior written approval of Metro, and which will not be unreasonably withheld.
- (e) To be effective, a waiver of any term or condition of a license must be in writing, signed by the Executive Officer. Waiver of a term or condition of a license shall not waive nor prejudice Metro's right otherwise to require performance of the same term or condition or any other term or condition.
- (f) The license shall be construed, applied, and enforced in accordance with the laws of the State of Oregon.
- (g) If any provision of the license shall be invalid, illegal, or unenforceable in any respect, the validity of the remaining provisions contained in this license shall not be affected.
- (h) Authorized representatives of Metro shall be permitted access to the premises of the facility at all reasonable times for the purpose of making inspections and carrying out other necessary functions related to this license. Access to inspect is authorized during all business hours.

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Attachment C

Summary of Key Issues Licensing Program for Yard Debris Processing and Yard Debris Reload Facilities

Background

Recent attempts to site a yard debris composting facility in Clackamas County resulted in a land use decision that requires these facilities to completely enclose their operations. The situation in Clackamas County does not appear to be unique. Many facilities in the region are located in areas that are now becoming highly urbanized. As a result, these facilities are increasingly being noticed for their potential to create a public nuisance.

In order to begin developing solutions to this situation, a regional discussion group was convened to discuss yard debris processing facilities and their associated impacts. Major issues included:

- How to maintain programs, provide safeguards for the existing system and provide additional security for the future stability of the yard debris recycling system (note that the yard debris recycling rate in the Metro region increased from 23% in 1987 to 70% (110,000 tons) in 1993).
- How the confidence of local governments and the public could be restored so that siting or relocating these facilities does not become prohibitively expensive.

It was recognized early on that without the assistance and support from the local yard debris composting industry, it would not be possible to implement effective solutions. From that point forward, all group discussions included industry and local government representatives (including the DEQ). Great emphasis was placed on solutions that would be effective as well as acceptable to the yard debris processing industry.

A model ordinance approach for local government adoption was developed and reviewed by local governments. It was concluded that this approach would not be effective for the existing eighteen facilities in the region. Therefore, the discussion group recommended that the facility operational standards be developed as a regional licensing program.

Regional Discussion Group Endorsement

The licensing program proposal was voted on and endorsed by a clear majority of the discussion group participants on two separate occasions. Endorsement of the licensing proposal by the regional discussion group was based on the following:

- The licensing program addresses problems on a regional level. It is fair to all processors in region and will be beneficial to the industry. It helps maintain programs and provides needed safeguards for the future security of the system.
- A local government model ordinance approach will not work for existing facilities. A voluntary
 program would not be effective on a regional scale, and would not help create a level playing
 field.

- The licensing program is a framework for problem identification and resolution. Surrounding land
 uses and growth in the region will lead to more public scrutiny and objections to these facilities.
 They may be forced out of operation, especially the smaller to medium sized operations.
- The program enforcement measures are viewed as important elements by both processors and local governments. The program will help legitimate processors while limiting the fly-by-night processors trying to make a fast profit and creating nuisance conditions that give the industry a bad reputation.

Licensing Program Concerns

There are concerns about implementing a regional licensing program. These concerns are summarized below, and are followed by responses in italics.

 The problem is zoning and facility issues should be addressed with local government land use planners. Further, a voluntary and/or model ordinance approach should be used rather than a region-wide licensing program.

The regional discussion group made it clear that zoning is not the only issue that needs to be addressed. Operational issues, reporting requirements, and problem resolution and enforcement became an integral part of the equation.

The local government model ordinance approach was rejected by the group and determined to be ineffective for the 18 existing facilities in the region. This is also true for a voluntary program. The discussion group agreed that any program should foster a level playing field, and that it be implemented on a regional level.

Zoning ordinances typically can not include the kind of operational standards and reporting requirements that are now needed to ensure that these types of facilities do not become public nuisances. This is particularly true in light of the sustained growth that is projected for our region, as these facilities get "pushed out".

One element of the licensing program is to work with local governments to ensure that development codes and zoning ordinances adequately address these facilities. In addition, the group recommended that a special workgroup be set up to discuss the licensing program with land use planners and nuisance code enforcement personnel.

2. The DEQ could implement a state-wide permit program for yard debris processors.

The DEQ has made it clear that they do not intend to implement a state-wide permit program. However, the DEQ has indicated that they support the proposed regional licensing program.

Product quality standards for compost are all that may be necessary.

Metro has implemented a product quality standards program for yard debris compost (Earth-Wise Compost Designation). This program was set-up for marketing purposes and is voluntary (the program costs \$1,000 per year to participate). The product quality standards do not address facility operational issues, which are the source of concern. It may be possible to link the two programs in the future, but for now it has been recommended that they remain separate.

4. Counties with land outside the Metro boundary will have no way of encouraging these facilities to participate in the licensing program. Facilities may relocate outside the Metro boundary to escape the licensing requirements.

An important element of the licensing program is to work with the local government land use planners to encourage siting standards that set the conditions for approval on participation in the licensing program. In this way, facilities outside the Metro boundary will be able to participate in the program.

It is important to note two important considerations: 1) processors prefer to be located close to the source of their feedstock and markets; and 2) zoning outside the Metro boundary tends to be predominantly rural or agricultural in nature and is generally not favorable for siting these types of commercial operations, unless they are strictly in conjunction with agricultural uses.

Local governments will not be able to amend their contracts with franchised haulers, requiring them to take yard debris from municipal curbside programs to approved (licensed) facilities.

The City of Portland is currently doing this. For example, they provide a list of approved facilities to their haulers who may then select the most convenient facility for their use. It is primarily intended to ensure that, at a minimum, yard debris that the public source-separates for recycling through municipal programs is processed in a responsible manner.

6. Will Metro have to hire additional staff to administer a licensing program? Will the processors be required to pay for these costs through the license fees?

Implementation of a licensing program will not require Metro to hire additional staff. Existing staff will absorb the program responsibilities. However, it will be necessary to contract with a consultant to assist staff with special circumstances. The consultant contract for the initial licensing phase is estimated at \$7,000, and \$2,000 thereafter for special circumstance consultation (if needed).

The annual licensing fee paid by the processors (which is similar to a franchise fee) will help defray some of the costs of the licensing program. Annual licensing fees are set by the Metro Council. However, the regional discussion group recommends that the fees be no more than \$300 per year. High licensing fees could drive processors out of the region.

7. How will local governments be involved in the licensing program?

Local governments are typically the first to receive nuisance complaints. Therefore, Metro will coordinate the licensing program with local government land use planners, solid waste and recycling coordinators, and nuisance code administrators. Metro is committed to meet with local governments to develop a specific plan for responding to nuisance complaints and other licensing program issues.

A key objective of the licensing program is to minimize potential nuisance conditions and encourage the processor, local government, and Metro to work together to resolve issues through a facility and operational review process. Therefore, the licensing program will take a proactive, cooperative approach to ensure intergovernmental coordination. Information on facilities will be shared, and Metro will consult with the local jurisdiction before providing technical assistance or initiating enforcement action. Processors will be closely involved throughout the process.

Attachment D - Licensing Program Regulatory Concerns Table

The following table summarizes the key regulatory concerns regarding the proposed yard debris processing and reload facility licensing program.

ISSUES	METRO	LOCAL GOVERNMENT	DEQ
Siting	Siting by private initiative. Metro sets up a regional workgroup to review zoning issues.	Local land use permit process. Ensure that zoning ordinances and development codes do not effectively prohibit these facilities. Local governments to work with a regional workgroup to review and discuss zoning issues.	NA
Licensing	Metro license required for all facilities within Metro boundary. Voluntary outside boundary. The program will include problem resolution through intergovernmental cooperation, technical assistance and enforcement measures (see next page for details).	Local jurisdiction participates in program. Nuisance/code violations are handled locally. Metro is notified and may be asked for assistance, if warranted.	NA
Operational Standards	Addressed through the license agreement.	Many operational concerns are not addressed through the land use permit process.	May provide technical assistance.
License Fees	Fees are set by Metro Council. Recomendations in the draft licensing standards are that fees should not exceed \$300 per year.	NA	NA
Collection	Metro will not direct yard debris to processing facilities.	Facility designation. Local governments provide franchised haulers with a list of approved, licensed facilities where they may take curbside yard debris for processing or reload.	NA

ISSUES	Inside Metro Boundary	Outside Metro Boundary	DEQ
Problem Resolution and Enforcement	Intergovernmental Coordination Metro, local governments, DEQ share information on facilities. If nuisance complaints warrant Metro action, local governments can request assistance from Metro. Metro may independently monitor facilities and take appropriate action in cooperation with the local jurisdiction. Processor will be closely involved throughout the process. Technical Assistance Metro, local governments, DEQ and the processor work together to resolve issues through a facility and operational review. Enforcement If issues can not be resolved, Metro can take enforcement action per Metro Code. Enforcement may include: Request corrective action Notice of intent to assess fines. Contested case proceeding. Findings of compliance/noncompliance. Temporary restraining order (emergency action). Injunction. Suspend or revoke the license.	Conditional Use Permit As a condition for land use approval, zoning and development ordinances could require new facilities to participate in the Metro licensing program. If facilities do not comply with the licensing agreement, the local government can find them in violation of their conditional use permit. Zoning Typical land use zones outside Metro are Rural and Exclusive Farm Use zones (EFU). These zoning designations typically have restrictions on either feedstocks or product. These restrictions do not encourage the siting of municipal yard debris processing operations that sell a product to the public. Rural zones - Facilities are subject to significant restrictions of the rural zone designation and other conditions of approval. EFU zones - Facilities are not allowed in EFU zones, except when permitted by the local land use authority as a commercial activity in conjunction with a farm. Subject to statutory and Goal limits. Counties may define commercial activities more restrictively than state law.	Complaint driven process. Odor, air, and water quality issues. Enforcement includes a DEQ Compliance Order. DEQ has indicated support for the Metro licensing program and is willing to participate in a cooperative problem resolution process.

Phone Number:

ATTACHMENT E

MAIL THIS APPLICATION TO:	DATE RECEIVED BY METRO
Metro Regional Environmental Management 600 N.E. Grand Avenue Portland, OR 97232-2736	
	E APPLICATION FORM AND/OR YARD DEBRIS RELOAD FACILITY
Check all that apply:	
Yard Debris Composting Yard Debris Reload Other (specify)	·
Date of Application:	
	PART 1
1. NAME OF FACILITY	
FACILITY ADDRESS	
z	
2. PROSPECTIVE LICENSEE	
Public Agency Private	
Name of Licensee::	
Mailing Adress::	

3.	OWNER(S) OF PROPERTY		
	Name Mailing Address:		
	Phone Number:	Ma, 44	
4.	SUBCONTRACTOR(S)		
	Name, address and function of if any:	prospective franchisee's	s facility operation subcontractors,
5.	SITE LEGAL DESCRIPTION (Include tax lot(s) descriptions,	Section, Township and	Range):
	SECTION TO	WNSHIP	RANGE
6.	ZONING		
	Present Land Use Zone:		
	-		

7.	Is a conditional use permit necessary for the facility? Yes No
	If required, has the permit been obtained? Yes No
8.	PUBLIC HEARING(S)
	Date(s) and nature of Public Hearing(s) held or to be held, if any:
a	PERMITS ISSUED OR APPLIED FOR
J.	List name and number of all permits (i.e., DEQ Solid Waste Disposal Permit, Conditional Use Permit, National Pollution Discharge Elimination System Permit, Etc.), plus name, address and contact person at the agency responsible for issuing the permit(s).
	Permit(s) Applied for:
	Permit(s) Received:

10.	ESTIMATED QUANTII	Y OF YARD DEBRIS	10 BF	ACCEPTED		
	Annually: Annually:					
11.	PUBLIC/COMMERCIAI	OPERATIONS				
	Will the facility be oper	to the public?	Yes _	222	No	-
	Will the facility be oper waste collectors?	to commercial solid	Yes _		No	
12.	OPERATING HOURS	AND TRAFFIC VOLUI	ME			
	OPERATI	NG HOURS		PUBLIC	COMMERCIAL	7
500000	Hours Per Day	di di Paradesiana dela	1.0000000			
	Days Per Week	11110				
	Estimated Vehicles Per	Day				
13.	Does the owner/operat in, or is the owner finar to any individual, partneresidential, commercial	ncially associated with ership or corporation , industrial or demoliti	or sub involve ion refu	contracting th d in the busin	e operation of the f ess of collecting	acility
	Yes	No				
14.	Will the facility be oper franchisee that collect i				not wholly owned by	y the
	Yes	No				
15.	Will the facility be oper boundary of Metro other	er than the franchisee	?			
	Yes	NO				

PART 2

GENERAL FACILITY DESIGN PLAN

Describe how storm water is managed at the facility.
Is precipitation run-on diverted around the processing area? Yes No Describe
Is run-off from the facility controlled? Yes No Describe
Describe any barriers that the facility has (or will have) to prevent unauthorized entry and
dumping (fencing, gates, locks).
Are there all weather access roads to the site? Yes No

4.	Yes No
5 . 1	Does the facility have signs (at entrance, directing traffic flow, public information)? Yes No
	Please describe the location(s) and type of sign(s):
<u> </u>	
	What is the estimated capacity (cubic yards) of the facility storage area(s) for incoming dispersion dispersions.
	What is the actimated conseits (as his seeds) for finished product storage?
<i>.</i>	What is the estimated capacity (cubic yards) for finished product storage?
	Please describe how you handle, store and remove hazardous or other non-permitted or a-compostable wastes delivered to the facility.
	
-	

PART 3

GENERAL OPERATING PLAN

1.	Describe your methods for measuring and keeping records of incoming yard debris.
-	
2.	How often are the facility grounds cleaned of litter?
3.	Describe how you encourage delivery of yard debris in covered loads.
	Describe how you control the types of materials you receive, and methods for removing, overing and disposing of non-compostables.
y 	
	
5.	Where do you dispose of non-compostable wastes?
10	

6. Please give a general description of the steps you take to process yard debris (from delivery to end-product).
7. What is the maximum length of time required to process each day's receipt of yard debris?
8. How long does it typically take to process yard debris at your facility (from receipt to finished product)? ———————————————————————————————————
9. If applicable, what are the dimensions of the windrows or piles that are typically constructed at your facility (length, width, height)?
10. Describe how you control: Noise:
-

Vectors (insects, birds, rodents):		
	(A)	
	9/5000 N MM	
structure intention references	8	के प्र _{मु} कार्या है
Dust:		
		
· · · · · · · · · · · · · · · · · · ·		я
Litter:		
11. Describe the fire prevention, protection and control	ol measures us	ed at the facility.
, , , , , , , , , , , , , , , , , , ,		
	-	
12. Does (or will) the facility have legible sign(s) at pu	ublic entrances	that includes:
Name of facility?	Yes	No
Name of the operator?	Yes	No
Hours of operation? List of materials that will and will not be accepted?	Yes Yes	No No
Schedule of charges?	Yes	No
Phone number in case of emergency?	Yes	No

 Describe your methods for monitoring and adjusting the following (during processing):
Temperature:
,

Oxygen levels
Moisture levels:
14. In general, what are your plans (existing or proposed) for marketing the finished product?

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PART 4

ODOR MINIMIZATION PLAN

1. Generally describe how you handle loads of bad smelling yard debris and grass clippings.		
 Describe your procedures for receiving, recording and remedying odor complaints or odor problems at the facility. 		
Describe your methods for minimizing and controlling odors at the facility.		

4. Do you have and use a readily available supply of bulking agents, additives or odor control agents?		
5. Describe your procedures for avoiding delay in processing yard debris during all weather conditions.		
6. Prior to turning or moving composted material, describe how you consider the following factors:		
Time of day:		
Wind direction:		
Percent moisture:		
Estimated odor potential:		
Degree of maturity:		

LIST OF ATTACHMENTS

- 1. ATTACHMENT A SITE PLAN
- 2. ATTACHMENT B INSURANCE
- 3. ATTACHMENT C OTHER REQUIRED PERMITS

1. ATTACHMENT A -SITE PLAN

The application must contain maps, drawings or diagrams showing the location of the facility at a scale no smaller than one inch equals 100 feet. The following information must be provided:

- a) The boundaries of the facility;
- b) The boundaries of the composting area;
- c) The property boundaries, if different,
- d) The location of all buildings on the property and other pertinent information with respect to the operation of the facility (e.g. water supply, fencing, access roads, paved areas, etc.);
- e) The location and approximate dimensions of receiving, processing, curing, and storage areas for yard debris, end-product, and waste residuals; and
- f) The drainage patterns of the composting facility and surrounding areas. For example, the direction of both on-site and off-site drainage, as well as the location of any ditches, swales, berms, or other structures that exist or will be constructed to control runoff and leachate generated by the facility's operation.
 - (The following additional information is required for all new and proposed yard debris processing and yard debris reload facilities:)
- g) Landscape plan showing the location, size and type of plantings, fences, berms, and existing trees to remain and/or to be removed.
- h) Drawings of the site that indicate location of initial and permanent roads; buildings and equipment to be installed; sewer and water lines; and storm water system. The drawings shall show final grade contours (required for only new or relocating facilities).

2. ATTACHMENT "B" - INSURANCE

The application must contain a letter demonstrating that the applicant can obtain public liability insurance, including automotive coverage, in the amounts of not less than Five Hundred Thousand Dollars (\$500,000) for any number of claims arising out of a single accident or occurrence, Fifty Thousand Dollars (\$50,000) to any claimant for any number of claims for damage to or destruction of property, and One Hundred Thousand Dollars (\$100,000) to any claimant for all other claims arising out of a single accident or occurrence or such other amounts as may be required by State Law for public contracts.

3. ATTACHMENT "C" - OTHER REQUIRED PERMITS

The application must contain one copy each of any required federal, state, county, city or other permits or licenses and one copy each of all correspondence pertaining to all such permits or licenses.

LICENSE APPLICANT

I hereby certify that the information contained in this application is true and correct to the best of my knowledge. I agree to notify Metro within 10 days of any change in the information submitted as a part of this application. I am enclosing the required Two Hundred Dollar (\$200.00) non-refundable license application fee. (Make checks payable to Metro.)

Signature and title of person completing this application:

SIGNATURE	TITLE
DATE _PHONE	

metz\yardebris\license\App.form\license.app