BEFORE THE METRO COUNCIL

A NON-SYSTEM LICENSE TO GARBARINO DISPOSAL & RECYCLING SERVICE, INC. FOR DELIVERY OF FOOD WASTE TO THE NATURE'S NEEDS FACILITY FOR COMPOSTING DURING THE WASHINGTON COUNTY) with	DLUTION NO. 11-4271 Iduced by Daniel Cooper, Ing Chief Operating Officer, the concurrence of Tom Hughes, Incil President	
WHEREAS, the Metro Code requires a non-system license generated from within the Metro Region to a non-system disposal	• •	
WHEREAS, Garbarino Disposal & Recycling Service, Inc. has filed a complete application seeking a non-system license to deliver pre-and post-consumer food waste including meat and dairy products to the Nature's Needs composting facility under the provisions of Metro Code Chapter 5.05, "Solid Waste Flow Control;" and		
WHEREAS, such food waste will include source-separated generated by commercial customers of Garbarino Disposal & Recyc		
WHEREAS, the Nature's Needs composting facility is partic Washington County to assess the feasibility of accepting and comp separated post-consumer food waste that includes meat and dairy	osting non-green feedstock i.e., source-	
WHEREAS, the Metro Code Chapter provides that applications for non-system licenses for putrescible waste shall be reviewed by the Chief Operating Officer and are subject to approval or denial by the Metro Council; and		
WHEREAS, the Chief Operating Officer has analyzed the applactors under the Metro Code; and	pplication and considered the relevant	
WHEREAS, the Chief Operating Officer recommends that the non-system license be issued together with specific conditions as provided in Exhibit A to this Resolution; now therefore,		
THE METRO COUNCIL RESOLVES AS FOLLOWS:		
The non-system license application of Garbarino Disposal subject to the terms, conditions, and limitations contained. The non-system license application of Garbarino Disposal subject to the terms, conditions, and limitations contained.	•	
2. The Chief Operating Officer is authorized to issue to Garba Solid Waste Facility Non-System License substantially simil	• • • •	
ADOPTED by the Metro Council this day of, 2011.		
Approved as to Form:	Tom Hughes, Council President	
	•	

Alison Kean Campbell, Acting Metro Attorney

8M;bjl
S:\REM\metzlerb\Garbarino NSL NN 2011\Resolution Garbarino_NN.docx



METRO SOLID WASTE FACILITY NON-SYSTEM LICENSE

No. N-135-11

LICENSEE:

Garbarino Disposal & Recycling Service, Inc. 30966 NW Hillcrest St. North Plains, OR 97133

CONTACT PERSON:

Jeff Garbarino

Phone: (503) 647-2335 Fax: (503) 647-9049

E-mail: jeffgarbdisp@gwestoffice.net

MAILING ADDRESS:

P.O. Box 250 North Plains, OR 97133

ISSUED BY METRO:

Margo Norton,	Date

1 NATURE OF WASTE COVERED BY LICENSE

Source-separated, pre-and post-consumer food waste (including meat and dairy products) generated by commercial customers of Garbarino Disposal & Recycling Services, Inc. within the Metro region.

2 CALENDAR YEAR TONNAGE LIMITATION

Licensee is authorized to deliver to the non-system facility listed in Section 3 of this license up to 500 tons per calendar year of the waste described in Section 1 of this license.

3 Non-System Facility

The licensee hereunder may deliver the waste described in section 1, above, only to the following non-system facility for the purpose of processing and composting:

Nature's Needs 9570 NW 307th Avenue North Plains, Oregon 97133

This license is issued on the condition that the non-system facility listed in this section is authorized to accept the type of waste described in Section 1. If Metro receives notice from the Oregon Department of Environmental Quality or from Washington County that this non-system facility is not authorized to accept such waste, Metro may immediately terminate this license pursuant to Section 10 of this license.

4 TERM OF LICENSE

The term of this license will commence on July 1, 2011 and expire at midnight on December 31, 2011, unless terminated sooner under Section 10 of this license.

5 COVERED LOADS

Licensee shall suitably contain and cover, on all sides, all loads of sourceseparated pre-and post-consumer food that is delivered under authority of this license to prevent spillage of waste while in transit to the non-system facility in Section 3 of this license.

6 MATERIAL MANAGEMENT

The Licensee is authorized to deliver the waste described in Section 1 of this license to the non-system facility listed in Section 3 under the following conditions:

- a) The non-system facility shall accept all solid waste that is delivered under authority of this license for the sole purpose of processing and composting on-site. The Licensee shall not dispose of any source-separated recyclable material, except as provided in Section 7; and
- b) The non-system facility shall receive, manage, process and compost all solid waste that is delivered under authority of this license in accordance with all applicable local, state and federal laws, rules, regulations, ordinances, orders, and permits.

7 REGIONAL SYSTEM FEE AND EXCISE TAX

The Licensee shall be subject to the following conditions:

- a) Source-separated, pre-and post-consumer food waste that is delivered under authority of this license and is accepted and composted, in accordance with all applicable regulations, at the non-system facility listed in Section 3 is exempt from Regional System Fees and Excise Tax.
- b) If the Licensee delivers waste under this license to the non-system facility but the material does not meet the facility's acceptance criteria (e.g., too contaminated for processing or composting) or the non-system facility fails to process and compost the material as required as a condition of this license, the Licensee shall pay to Metro an amount equal to the Regional System Fee, as provided in Metro Code Section 5.02.045, for each ton of waste delivered to the non-system facility that is ultimately disposed of at a solid waste disposal facility.
- c) If the Licensee delivers waste under this license to the non-system facility but the material does not meet the facility's acceptance criteria (e.g., too contaminated for processing or composting) or the non-system facility

fails to process and compost the material as required as a condition of this license, the Licensee shall pay to Metro an amount equal to the Excise Tax, as provided in Metro Code Section 7.01.020, for each ton of waste delivered to the non-system facility that is ultimately disposed of at a solid waste disposal facility.

8 REPORTING OF ACCIDENTS AND CITATIONS

Licensee shall report to Metro any significant incidents (such as fires, off-site odor complaints), accidents, and citations involving vehicles of its transportation carrier during the loading and transporting of solid waste on behalf of the licensee.

9 RECORD KEEPING AND REPORTING

- (a) The Licensee shall keep and maintain accurate records of the amount of all solid wastes that the Licensee delivers to the non-system facility described in Section 3 of this license. The Licensee shall keep and maintain complete and accurate records of the following for all transactions with the authorized non-system facility:
 - (i) Ticket or weight slip number from the non-system facility,
 - (ii) Material category designating the type of material transferred to the non-system facility;
 - (iii) Date the load was transferred to the non-system facility;
 - (iv) Time the load was transferred to the non-system facility;
 - (v) Net weight of the load; and
 - (vi) Fee charged by the non-system facility.
- (b) No later than the fifteenth (15th) day of each month, beginning with the first month following the commencement date of this license, Licensee shall transmit the records required under Section 9(a) above, that covers the preceding month, to Metro's Finance and Regulatory Services Department in an electronic format prescribed by Metro.
- (c) Licensee shall make all records from which Section 9(a) above are derived available to Metro (or Metro's designated agent) for its inspection or copying, as long as Metro provides no less than three (3) business days written notice of an intent to inspect or copy documents. Licensee shall, in addition, sign or otherwise provide to Metro any consent or waiver necessary for Metro to obtain information or data from a third party, including the non-system facility named in Section 3, above.

10 Additional License Conditions

This non-system license shall be subject to the following conditions:

- (a) The permissive transfer of solid waste to the non-system facility, listed in Section 3, authorized by this license shall be subordinate to any subsequent decision by Metro to direct the solid waste described in this license to any other facility.
- (b) This license shall be subject to amendment, modification or termination by Metro's Chief Operating Officer (the "COO") in the event that the COO determines that:
 - (i) There has been sufficient change in any circumstances under which Metro issued this license;
 - (ii) The provisions of this license are actually or potentially in conflict with any provision in Metro's disposal contract with Oregon Waste Systems, Inc.;
 - (iii) Metro's solid waste system or the public will benefit from, and will be better served by, an order directing that the waste described in Section 1 of this license be transferred to, and disposed of at, a facility other than the facility described in Section 3; or
 - (iv) The non-system facility listed in Section 3 fails to manage the waste subject to this license in accordance with the material management requirements described in Section 6.
 - (v) The non-system facility listed in Section 3 generates malodors that are detectable off-site.
- (c) This license shall, in addition to subsections (b)(i) through (v), above, be subject to amendment, modification, termination, or suspension pursuant to the Metro Code.
- (d) Licensee shall not transfer or assign any right or interest in this license without prior written notification to, and approval of, Metro.
- (e) This license shall terminate upon the execution of a designated facility agreement with the facility listed in Section 3 that authorizes the facility to accept the waste described in Section 1 of this license.
- (f) This license authorizes delivery of solid waste only to the facility listed in Section 3. Transfer of waste generated from within the Metro boundary to any non-system facility other than that specified in this license is prohibited unless authorized in writing by Metro.

11 COMPLIANCE WITH LAW

Licensee shall fully comply with all applicable local, regional, state and federal laws, rules, regulations, ordinances, orders, and permits pertaining in any manner to this license, including all applicable Metro Code provisions and administrative procedures adopted pursuant to Chapter 5.05 whether or not those provisions have been specifically mentioned or cited herein. All conditions imposed on the collection and hauling of the licensee's solid waste by federal, state, regional or local governments or agencies having jurisdiction over solid waste generated by the licensee shall be deemed part of this license as if specifically set forth herein.

12 INDEMNIFICATION

Licensee shall defend, indemnify and hold harmless Metro, its elected officials, officers, employees, agents and representatives from any and all claims, demands, damages, causes of action, or losses and expenses, or including all attorneys' fees, whether incurred before any litigation is commenced, during any litigation or on appeal, arising out of or related in any way to the issuance or administration of this non-system license or the transport and disposal of the solid waste covered by this license.

BM:bjl S:\REM\metzlerb\Garbarino NSt, NN 2011\Garbarino_NSL_N-135-11.docx

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 11-4271 FOR THE PURPOSE OF AUTHORIZING THE CHIEF OPERATING OFFICER TO ISSUE A NON-SYSTEM LICENSE TO GARBARINO DISPOSAL & RECYCLING SERVICE, INC. FOR DELIVERY OF FOOD WASTE TO THE NATURE'S NEEDS FACILITY FOR COMPOSTING DURING THE WASHINGTON COUNTY NON-GREEN FEEDSTOCK DEMONSTRATION PROJECT

June 8, 2011 Prepared by: Bill Metzler

Approval of Resolution No. 11-4271 will authorize the Chief Operating Officer to issue a new non-system license (NSL) to Garbarino Disposal & Recycling Service, Inc. (GDRS), a solid waste hauling company, to annually deliver a maximum of 500 tons of source-separated, pre-and post-consumer food waste that will include meat and dairy products (food waste) to the Nature's Needs composting facility located at 9570 NW 307th Avenue in North Plains, Oregon. Nature's Needs is located outside the Metro boundary, in unincorporated Washington County and is an established yard debris and vegetative food waste composting facility. Recology, Inc. owns and operates the Nature's Needs composting facility (Recology Oregon Compost, Inc.).

BACKGROUND

Nature's Needs will accept and compost the food waste as part of a Washington County Non-Green Feedstock Demonstration Project authorized by Washington County and approved by the Oregon Department of Environmental Quality (DEQ). The non-green feedstock refers to source-separated food waste that includes post-consumer meat and dairy products (food waste). The demonstration project with Washington County could last until December 31, 2011. If the demonstration project is successful, Nature's Needs intends to continue its food waste operations on a regular basis pending approval by Washington County and the DEQ.

The term of the proposed NSL is through December 31, 2011, which will coincide with the completion of the Washington County demonstration project with Nature's Needs. In the longer term, Nature's Needs intends to apply to Metro to become a designated facility of the system and operate under a Metro Designated Facility Agreement. During the demonstration project, Nature's Needs will be making improvements to its compost facility site in anticipation of receiving up to 80,000 tons per year of yard debris and food waste.

Because Nature's Needs is a composting facility, the waste covered under this proposed NSL will not impact Metro's obligations under its disposal contract and the waste is currently exempt from Metro fees and taxes.

ANALYSIS/INFORMATION

1. Known Opposition

There has been some local concerns expressed about the Nature's Needs facility in the past due to malodors. Should malodors continue, the NSL provides that the Director may amend, modify or terminate the NSL if the non-system facility generates malodors detectable off-site. In addition,

Washington County can take enforcement action at the Nature's Needs composting facility under the provisions of the demonstration project.

2. Legal Antecedents

Metro Code Section 5.05.035 provides that a waste hauler may transport solid waste generated within Metro to any non-system facility only by obtaining an NSL. Metro Code further provides that applications for NSL's for putrescible waste (such as food waste) shall be reviewed by the Chief Operating Officer and are subject to approval or denial by the Metro Council. Under Metro Code Subsection 5.05.035(c), the Council shall consider the following factors when determining whether to approve an NSL application:

(1) The degree to which prior users of the non-system facility and waste types accepted at the non-system facility are known and the degree to which such wastes pose a future risk of environmental contamination:

The non-system facility identified in this proposed license is an established yard debris and vegetative food waste composting facility rather than a landfill and thus does not pose the same potential environmental risk from wastes delivered from prior users. Since the facility has accepted only wood waste, yard debris, and limited amounts of vegetative food waste for composting, staff is not aware of any other wastes accepted at Nature's Needs that could pose a risk of environmental contamination.

(2) The record of regulatory compliance of the non-system facility's owner and operator with federal, state and local requirements including, but not limited to, public health, safety and environmental rules and regulations;

Nature's Needs is the non-system facility and is owned and operated by Recology, Inc., headquartered at 50 California Street, 24th Floor, in San Francisco California. Recology, Inc. is the contract operator for the Metro Central Transfer Station.

Recology, Inc. is also the parent company that owns Recology Oregon Material Recovery, Inc. which owns and operates three non-putrescible waste recovery facilities in the region that are licensed by Metro: 1) Suttle Road Recovery Facility, 2) Foster Road Recovery Facility, and 3) Oregon City Recovery Facility. On June 24, 2010, Metro issued a Notice of Violation (NOV) to Oregon City Recovery Facility for failure to properly maintain required documents and this NOV has been resolved. On June 28, 2010 Metro issued a NOV to the Suttle Road Recovery Facility for failure to inspect loads in accordance with the operating plan. This NOV is in the process of being resolved.

Based on communication with the DEQ and Washington County, the Nature's Needs composting facility operates in compliance with all federal, state, and local requirements, rules and regulations and has had no violations related to public health, safety or environmental regulations in the past three years. However, based on communication from the DEQ and Washington County, neighboring businesses and local residents have identified odors at the Nature's Needs facility, under previous owners, as a concern.

Accordingly, Nature's Needs is required by Washington County and DEQ to implement reasonable and practical measures to control and minimize odors through site design and operations. The odor control measures during the demonstration project include processing incoming food waste feedstock in a timely manner (i.e., within 30-minutes of receipt) blending of feedstocks, good housekeeping, and

monitoring moisture and temperatures of composting feedstock. The use of a forced aeration system and a biofilter system will help control and minimize odors. The system will pull air through the composting piles and direct the air to a biofilter consisting of organic material such as wood chips or compost overs. Biofilters are commonly used at composting facilities due to their success in effectively treating odors associated with composting. The phased facility improvements will address these issues on a permanent basis.

(3) The adequacy of operational practices and management controls at the non-system facility;

Nature's Needs will accept and compost the food waste under the auspices of the Washington County Non-Green Feedstock Demonstration Project that includes a franchise agreement, and under authority of a Solid Waste Permit issued by the Oregon DEQ.

Demonstration project overview

Washington County has issued Nature's Needs a franchise for accepting and processing the food waste as part of its Non-Green Feedstock Demonstration Project. The demonstration project is authorized through December 31, 2011 and will evaluate the feasibility of composting the food waste. If Washington County revokes or does not renew the franchise for Nature's Needs, the Metro NSL issued to GDRS to haul food waste to Nature's Needs may be immediately terminated. More detailed information on the Nature's Needs composting pilot study, the DEQ Permit, and the Washington County franchise for Nature's Needs is on file with Metro's Finance and Regulatory Services Department.

Washington County has indicated that there is no established tonnage cap for the demonstration project. This NSL will authorize GDRS to annually deliver up to 500 tons of food waste to Nature's Needs for composting under the demonstration project. Other non-affiliated haulers may participate in the demonstration project by obtaining an NSL from Metro for delivery of source-separated food waste. All weights will be recorded at the existing scale house. Loads will be inspected for contaminants at the scale house and again as they are unloaded. A paved tipping area will be dedicated to the food waste. The food waste is then mixed with processed yard trimmings to get an optimal carbon-nitrogen ratio. This mixture of materials is then used to construct compost piles which will be covered and aerated within 30 minutes of delivery.

Nature's Needs is using an aerated static pile technology for the pilot project. The mixed material is placed in a windrow approximately 20-feet wide, 80-feet long and 10 to 12-feet tall. Two 8-inch diameter perforated pipes are embedded in the windrow to act as conduits for the purpose of drawing air through the compost windrows. Each of the conduit pipes is connected to a 1-horse power blower that pulls air through the compost windrow. Exhaust air is distributed through a biofilter for odor treatment.

The composting material resides in the aerated windrows for 28 to 30 days, and then is removed for curing. The aerated windrows will also be covered with plastic tarps to help maintain moisture levels and shed stormwater. Temperature monitoring for meeting pathogen reduction requirements will be performed during the third or fourth week of the active aeration stage. Finished screened compost will be sampled for laboratory testing to document compliance with pathogen reduction criteria. Materials that do not meet the pathogen reduction standards must be composted again or disposed.

Metro staff will monitor the progress and results of the food waste demonstration study throughout completion. If the food waste delivered to the non-system facility does not meet the facility's acceptance criteria or the non-system facility fails to process and compost the material, then the proposed non-system license will require the licensee to pay Metro the Regional System Fee and Excise Tax on each ton of waste delivered to the non-system facility that is ultimately disposed.

(4) The expected impact on the region's recycling and waste reduction efforts;

Approval of the proposed NSL is likely to have a positive impact on the region's recycling and waste reduction efforts. If the food waste demonstration project is successful, and Nature's Needs obtains a Metro designated facility agreement to accept food waste from the region for composting, it would result in additional organics processing capacity for the region, providing a benefit to the regional organics recovery program. This NSL is important to the Washington County demonstration project, as it will permit deliveries of food waste in sufficient quantity and quality to the facility for assessment of the composting odor controls and feedstock management practices.

(5) The consistency of the designation with Metro's existing contractual arrangements;

The waste subject to the proposed license will be delivered to a composting facility rather than disposed at a general-purpose landfill. Thus, approval of the requested license does not impact Metro's disposal contract or any other of its existing contractual arrangements. Recology, as the contract operator for Metro Central Transfer Station, has assumed a Metro contract for delivery of food waste to the Cedar Grove Composting Facility in Washington, however, this contract was amended effective May 1, 2011 to authorize Recology to deliver food waste to Nature's Needs instead of the more distant Cedar Grove facility. This NSL does not authorize delivery of food waste from Metro Central to Nature's Needs.

(6) The record of the applicant regarding compliance with Metro ordinances and agreements or assistance to Metro in Metro ordinance enforcement and with federal, state and local requirements including, but not limited to, public health, safety and environmental rules and regulations; and

GDRS is a solid waste hauler and has not received any written warnings or citations from Metro. As a solid waste hauling company, GDRS does not have a history regarding Metro ordinance or agreement compliance.

(7) Such other factors as the Chief Operating Officer deems appropriate for purposes of making such determination.

Issuance of this NSL will allow GDRS to deliver food waste from its franchised commercial accounts in Washington County directly to Nature's Needs instead of hauling the food waste to the more distant Metro Central – as it currently does. GDRS has indicated that the shorter distance to Nature's Needs will result in fuel and drive time savings. Moreover, if the Nature's Needs food waste demonstration project with Washington County is successful, it would result in additional organics processing capacity for the region, providing a benefit to the regional organics recovery program. Nature's Needs will provide a closer alternative for food waste composting to the region. For example, food waste collected for composting from the Metro region has been transported 167 miles to the Cedar Grove composting facility in Maple Valley, Washington. The Pacific Region Compost facility located in Monmouth, Oregon is located about 55 miles from the Metro region. The Nature's Needs composting facility is located at

the edge of North Plains (unincorporated Washington County), about seven miles outside the Metro boundary.

Conclusion

The Chief Operating Officer finds that the NSL application satisfies the requirements of Metro Code Section 5.05.035, License to Use Non-System Facility.

3. Anticipated Effects

The effect of Resolution No. 11-4271 will be to issue an NSL to GDRS for delivery of up to 500 tons per calendar year of food waste from certain commercial food retail or wholesale outlets directly to the Nature's Needs facility for composting.

4. Budget Impacts

The proposed NSL would affect three Metro funds: the Solid Waste Fund, the General Fund and Rehabilitation & Enhancement Fund. The effects on each are described below.

The analysis is based on Metro's current solid waste revenue system. The impacts are based on information provided by GDRS and the GDRS application, but the reader should note that these impacts would be the same for any comparable application or waste reduction program.

<u>Existing food waste redirected from Metro Central</u>. For the purpose of this analysis staff have assumed that GDRS will redirect 100 tons of food waste this calendar year from the Metro Central organics recovery program to Nature's Needs (based on 2009 -2010 cash transaction data for compostable organics delivered to Metro Central). This waste does not reflect new diversion and it has already been factored into the budget, solid waste rates and contracts.

<u>Proposed new food waste diversion from Forest Grove</u>. GDRS intends to divert an additional 400 tons of food waste from the wet waste disposal stream that GDRS currently delivers to the Forest Grove Transfer Station as putrescible solid waste. This tonnage represents new diversion under the proposed NSL, and diversion of food waste from the wet waste disposal stream delivered to the Forest Grove transfer station (private transfer station) will have the following effects:

The Solid Waste Fund

Because Metro received this application after the FY 2011-12 rates were adopted, Metro will have to absorb the fiscal impact in the first year. In subsequent years, rates will likely rise to compensate for the loss of tonnage. On the revenue side, the exemption of 400 tons for the Regional System Fee (RSF) translates to a potential revenue loss of approximately \$7,000. If Metro raises the RSF to cover the effect of tonnage lost to the recovery exemption in the future, that impact would be an increase of less than one cent per ton. This impact would be noticeable only if it triggers a rounding-up of rates to the next cent, and would be charged on all solid waste that continues to be disposed, including the waste delivered to Metro transfer stations and privately-owned landfills. To put this number in context, the current RSF is \$16.72, and is scheduled to go to \$17.64 on August 1, 2011.

In addition, the per-ton rate that Metro pays to Waste Management for disposal at the Columbia Ridge Landfill under its contractual declining block rate would rise. This translates to a \$4,400 increase in costs during FY 2011-12, and an increase of one cent in the Metro tip fee to recover this cost in the long run. To put this number in context, the current tip fee is \$85.85, and is scheduled to go to \$89.53 on August 1, 2011.

The General Fund

As with the Solid Waste Fund, the impact on the General Fund is revenue loss in the short run and rate increases in subsequent years. Like the RSF, approval of this NSL would remove 400 tons from the revenue base. However, unlike the RSF, the Excise Tax rate is driven entirely by previous-calendar year tonnage. Therefore, it will take two years for the reduction of the tonnage base to work its way into the rate calculation. Until that happens, approval of this NSL would reduce General Fund revenue by about \$4,300 during FY 2011-12, and about \$2,500 in the following year. As with the RSF, the rate impact is less than one cent per ton in the long run.

The Rehabilitation & Enhancement Fund

Revenue for the Rehabilitation & Enhancement of host communities derives from a state-authorized and Metro-implemented surcharge on all wastes accepted at certain solid waste facilities for a fee. The current "host fee" set by Metro for the Forest Grove Transfer Station at 50 cents per ton and the diverted food waste estimated by the applicant at 400 tons per year. The Rehabilitation & Enhancement Funds lose 50 cents per ton when the material is diverted from a regional transfer station. The 400 tons diverted from the Forest Grove Transfer Station would amount to \$200 that would not go to the City of Forest Grove Community Enhancement Program.

RECOMMENDED ACTION

The Chief Operating Officer recommends approval of Resolution No. 11-4271, and issuance of an NSL substantially similar to the NSL attached to the Resolution as Exhibit A. The Director of Finance and Regulatory Services has been delegated signatory responsibility for this matter.

BM:bji S:\REM\metzlerb\Garbarino NSL NN 2011\Garbarino NSL NN staffrpt.docx