

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF CLOSING) RESOLUTION NO. 90-1329A
ST. JOHNS LANDFILL AS A GENERAL)
PURPOSE LANDFILL, BUT CONTINUING)
TO ACCEPT LIMITED TYPES OF SOLID) Introduced by Rena Cusma,
WASTE FOR A LIMITED TIME TO ENSURE) Executive Officer
PROPER CLOSURE)

WHEREAS, It is desirable to close the St. Johns Landfill as a general purpose landfill as soon as the Metro Northwest Station is operational in order to honor commitments made to North Portland citizens and implement the Metro Solid Waste Management Plan; and,

WHEREAS, It is necessary to achieve proper initial slopes on St. Johns Landfill to ensure that the cover cap will best perform the environmental protective functions outlined in the Revised Closure and Financial Assurance Plan, St. Johns Landfill, September 1989; and

WHEREAS, The acceptance of limited types of solid waste, i.e., construction, demolition, land clearing waste, and non-hazardous industrial dust until the fall of 1994 would help achieve the proper initial slopes, generate revenue for projects benefitting North Portland citizens, collect additional funds for the Smith and Bybee Lakes Trust Fund, avoid operational problems at transfer stations, and reduce the additional cost of soil; now, therefore,

BE IT RESOLVED,

That the Council of the Metropolitan Service District directs that:

1. The St. Johns Landfill be closed as a general purpose landfill when the Metro Northwest Station is operational, but no later than Spring 1991,

2. The St. Johns Landfill continue to accept ~~approximately 150,000 tons per year of limited~~ types of solid waste, i.e., construction, demolition, land clearing waste, and non-hazardous industrial waste dust until no later than the fall of 1994, or until it is not considered cost-effective by Metro staff, or until the proper initial cover slopes are achieved, whichever occurs first,

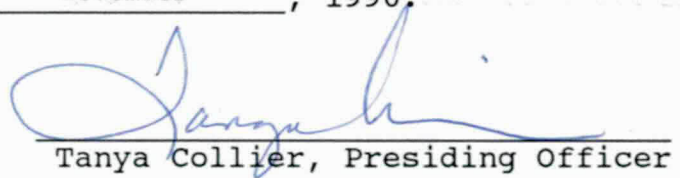
3. St. Johns Landfill will not accept asbestos waste, soil or other material contaminated with hazardous waste, sewage grit and screening, sewage sludge, non-hazardous petroleum sludges, infectious ~~medical waste, household hazardous waste, and food~~ waste,

4. The St. Johns Landfill will not take a load that has been identified by Metro as recyclable and is acceptable at a Portland area processing facility,

5. After February 1, 1991 Metro shall collect fifty cents per ton on solid waste disposed of at St. Johns Landfill for the Smith and Bybee Lakes Trust Fund, and at least fifty cents per ton for the North Portland Rehabilitation and Enhancement Fund.

ADOPTED by the Council of the Metropolitan Service

District this 29th day of November, 1990.


Tanya Collier, Presiding Officer

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 90-1329 FOR THE PURPOSE OF CLOSING ST. JOHNS LANDFILL AS A GENERAL PURPOSE LANDFILL, BUT CONTINUING TO ACCEPT LIMITED TYPES OF SOLID WASTE FOR A LIMITED TIME TO ENSURE PROPER CLOSURE.

Date: October 3, 1990

Presented by: Bob Martin
Dennis O'Neil

PROPOSED ACTION

Approve Resolution 90-1329, which directs that the St. Johns Landfill be closed as a general purpose landfill, but continue to accept limited types of solid waste in limited quantities for a limited time to ensure proper closure. If certain waste continue to be accepted at St. Johns Landfill, the rate payers would not have to pay an estimated \$2.8 to \$4.2 million in additional fill dirt costs. Also, revenue from this waste could generate the \$2 million still needed to achieve the \$31.4 million St. Johns Landfill Reserve Fund. Finally, revenue from this waste would generate additional money for the North Portland Rehabilitation and Enhancement Fund and the Smith and Bybee Lakes Trust Fund.

FACTUAL BACKGROUND AND ANALYSIS

To many people, the word "closure" means ceasing to accept solid waste and closing the gate. In the past, people filled up a space with waste, and then walked away. Nowadays, a landfill is a designed structure, built from solid waste and soil. It is designed to minimize negative impacts on the environment. Thus, closure also means finishing this designed structure so that it performs its environmental protective functions, just as one finishes a building so that it performs its functions.

Therefore, the word "closure" can mean a moment in time when we stop taking solid waste, and can also mean a process lasting several years, as construction of environmental protection features are completed. After the closure process is finished, the environmental protection features must be maintained, and the environment must be monitored to make sure that these features are effectively doing their job.

According to the original 1986 Closure Plan, the St. Johns Landfill would stop taking waste in 1991. Construction of environmental protection features would be finished that same year. After additional studies mandated by the Oregon Department of Environmental Quality (DEQ), a Revised Closure and Financial Assurance Plan, St. Johns Landfill, September 1989, was prepared by Metro. The revised plan proposes to minimize the amount of rainwater entering the waste by building a greatly improved cover

cap over the landfilled solid waste. If the amount of rainwater entering the waste can be minimized, we can minimize the amount of contaminated water leaving the waste into the environment.

This protective cap functions similarly to a roof over a house. It is made up of several layers, and will cover 236 acres, the area of 178 football fields. The Closure Plan estimates that construction of this cap and closure of the landfill will be completed by the end of 1995.

The cover cap must maintain a slope like that of a roof to shed clean rainwater. However, there is a problem in that the waste is sinking (settling) because of its own weight and decomposition. Future settlement could cause cracking and formation of ponds on the cover cap. The settlement problem can be dealt with by initially building-up the slopes in anticipation that the waste will settle, so that we can maintain adequate rainwater drainage in the future.

As stated before, landfill slopes are built of solid waste and soil. To achieve proper initial slopes to compensate for settlement, we will have to add a significant amount of material after early 1991. It is estimated that between 700,000 and 1,000,000 cubic yards of subgrade fill material must be added. The material could be soil only, or soil plus some kinds of solid waste.

If soil is used to build-up the slopes, the rate-payers will have to pay for the cost to transport and properly place this soil at the St. Johns Landfill. Our design engineer, Parametrix, Inc., currently estimates that it would cost \$6 per cubic yard to obtain, transport, and properly place dredge sand on St. Johns Landfill. Assuming 1,000,000 cubic yards of material to be added, the cost would be \$6 million. It should be noted that this is an additional cost of closure not listed in the Revised Closure and Financial Assurance Plan, St. Johns Landfill, September 1989.

Another alternative would be to stop accepting most solid waste at St. Johns Landfill as soon as the Metro East Transfer Station is in operation (early 1991) but continue to accept certain kinds of solid waste, such as construction, demolition and land clearing waste. Under this alternative, St. Johns Landfill would stop being a general purpose landfill. It would stop accepting residential garbage in compactor trucks. It would stop accepting waste from those who haul their own solid waste and pay by cash. It would stop serving as a transfer station for yard debris. Thus, most of the vehicles now entering St. Johns Landfill would go to other transfer stations or landfills. It would also have considerably reduced hours of operation.

The types of material that the St. Johns Landfill would accept as a limited purpose landfill would include concrete, brick, wood, some metal and paper, rubble, sheet rock, plastic pipe, plaster,

shingles, dirt contaminated with vegetation, and similar materials until the fall of 1994. It is expected that 100-150,000 tons per year of this waste could be used to build up St. Johns Landfill's initial slopes. This is 20-30% of the weight of solid waste that St. Johns Landfill is now accepting. If a certain quantity of construction, demolition, and land clearing solid waste were used, the ratepayers would receive the benefit of both solid waste disposal and proper slope construction. They would not have to pay for both waste disposal and also pay for the same quantity of soil to build up proper slopes.

There are several potential problems caused by continuing to accept solid waste at St. Johns Landfill after the beginning of 1991. First, citizens in North Portland have been promised for some time that St. Johns Landfill would be closed, i.e., stop accepting solid waste. North Portland citizens feel that they have done their part for a half-century by enduring a negative image, as well as traffic and other impacts caused by the presence of St. Johns Landfill. On the other hand, if St. Johns Landfill stopped accepting most solid waste, traffic carrying solid waste to the St. Johns Landfill would greatly decrease. Also, \$.50 per ton of any waste accepted would continue to flow to the North Portland Rehabilitation and Enhancement Fund, and \$.50 per ton could flow to a proposed Smith & Bybee Lakes Trust Fund.

Another potential problem is that, under the current City/Metro Agreement, St. Johns Landfill is supposed to stop taking solid waste as of February 1991. Metro and the City are considering a revised agreement that no longer contains this deadline.

A third potential problem is that the contract with Oregon Waste Systems, Inc. for solid waste disposal at the Eastern Oregon landfill requires that Metro "deliver to the Contractor's Disposal Site a minimum of ninety percent (90%) of the total tons of acceptable solid waste (other than ash) that Metro delivers to any general purpose landfill(s) during the calendar year." If St. Johns Landfill stopped functioning as a general purpose landfill by no longer accepting all types of municipal solid waste, Metro would not violate the existing agreement by continuing to accept limited types of solid waste.

As it began to update its Solid Waste Management Plan in the mid-1980's, Metro put forward the distinction between general and limited purpose landfills. The Regional Solid Waste Management Plan, adopted in October 1988, includes this distinction. If St. Johns Landfill accepted only the types of waste listed above, it would take an even more limited spectrum of solid waste than a limited purpose landfill, such as the Hillsboro Landfill. Thus, it would no longer be defined as a general purpose landfill referred to in the Agreement between Metro and Oregon Waste Systems.

Another potential problem is the economic impact that continued waste acceptance at St. Johns Landfill might have on the operators of limited purpose landfills, such as the Hillsboro and Lakeside Reclamation landfills. Continued acceptance of some solid waste at St. Johns landfill could deny these operators some of the increased volume that they may have been expecting. However, some waste now going to the St. Johns Landfill may now go to the Hillsboro or other limited purpose landfills. Also, it is in the interest of the citizens of the region to prevent the capacity of these limited purpose landfills from being used up too fast.

The DEQ has approved the continued acceptance of some types of solid waste for fill material at St. Johns Landfill. The requirements for increased slopes came from DEQ. The agency is primarily concerned that the landfill be closed without undue delay with a cover cap that will not experience failure from long-term settlement. Both objectives can be achieved by accepting limited categories of solid waste until the fall of 1994.

On the other hand, DEQ and Metro staff have negotiated a schedule for compliance with the Environmental Quality Commission Order regarding processing of construction/demolition waste. The current negotiated schedule calls for Metro to begin processing this waste in January 1994. Depending on future events Metro could either renegotiate this deadline or in January 1994 begin to replace disposal at St. Johns Landfill with reclamation of construction/demolition waste.

Even if Metro continues to accept limited types of solid waste at St. Johns Landfill until the fall of 1994, additional inert fill will probably be needed. If the St. Johns Landfill took 150,000 tons of construction, demolition and land clearing waste for 3.5 years, this would total 525,000 tons, which would fill up to 700,000 cubic yards of air space assuming that 3/4 ton of waste fills a cubic yard of air space. This would allow the ratepayers to avoid up to \$4.2 million in imported fill costs assuming \$6 per cubic yard for fill. If the landfill took only 100,000 tons per year for 3.5 years, this would fill up to 467,000 cubic yards of air space. This would save up to \$2.8 million in additional fill costs. Any remaining fill needed to achieve the required slopes would have to be imported fill material.

In summary, the acceptance of limited kinds of solid waste i.e., construction, demolition, land clearing waste until the fall of 1994 would help achieve proper initial slopes, generate revenue for projects benefitting North Portland citizens, not violate our agreement with Oregon Waste Systems, Inc., and reduce the additional cost of soil. These reasons make this a desirable course of action.

BUDGET IMPACT

An analysis is currently being conducted to determine if there is a need for a supplemental budget to cover operating expenses from February 1, 1991 to June 30, 1991. The current FY1990-91 budget anticipated staffing needs to operate St. Johns Landfill as a limited purpose landfill, however, it did not anticipate disposal costs or any other operating costs.

If St. Johns Landfill is operated as a limited purpose landfill a disposal rate will be developed that will include the following:

- DEQ Promotional Fee
- DEQ Orphan Site Fee
- Rehabilitation and Enhancement Fee
- Smith & Bybee Lake Trust Fund
- Disposal Fee (estimated)
- St. Johns Landfill Reserve
- Tier One (Planning, Waste Reduction and Administrative services)

Two million dollars has yet to be collected after FY1990-91 to achieve the current \$31.4 million allocation for the St. Johns Landfill Reserve Fund. The entire \$2 million could come from revenue generated by certain waste going to St. Johns Landfill. Metro staff expects to propose a disposal rate for St. Johns Landfill which includes the above items and is competitive with existing limited purpose landfills.

EXECUTIVE OFFICER RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 90-1329.

DON:JC
October 3, 1990
STAF1003.RPT

SOLID WASTE COMMITTEE REPORT

RESOLUTION NO. 90-1329A, FOR THE PURPOSE OF CLOSING ST. JOHNS LANDFILL AS A GENERAL PURPOSE LANDFILL BUT CONTINUING TO ACCEPT LIMITED TYPES OF SOLID WASTE FOR A LIMITED TIME TO ENSURE PROPER CLOSURE

Date: November 23, 1990 Presented by: Councilor Tom DeJardin

Committee Recommendation: At the November 20, 1990 Solid Waste Committee meeting, Councilors Collier, DeJardin, Saucy and Wyers voted (Collier; 4/0 vote) to recommend Council adoption of Resolution No. 90-1329A. Councilor Buchanan was excused.

Committee Discussion/Issues: Jim Watkins, Engineering & Analysis Manager, gave staff's report and noted the Solid Waste Committee considered Resolution No. 90-1329 October 30, 1990. He said the purpose of the resolution was to allow St. Johns Landfill to accept limited purpose waste and serve as a limited purpose landfill until the fall of 1994 after closure as a general purpose landfill in February 1991. He said staff's goal was to achieve required contours as directed by the Department of Environmental Quality (DEQ) and also to generate additional revenue for the North Portland Rehabilitation and Enhancement Fund and the Smith Bybee Lakes Trust Fund, as well as to reduce the anticipated costs incurred by importing additional soil for the required contours.

Mr. Watkins noted the Committee directed staff to return to this meeting with a resolution revised per testimony given at the October 30 meeting by private limited purpose landfill vendors. Staff held discussions with representatives from Hillsboro Landfill, Grabhorn, East County Recycling and Oregon Processing and Recovery Center (OPRC) to address their concerns about the resolution. Mr. Watkins said Resolution No. 1329 was revised to only acceptance of construction/demolition, land clearing, and non-hazardous dust wastes. He said Metro would not accept a load identified by Metro as recyclable that could be acceptable to a private Portland processing facility. He said the recyclable definition meant the private vendor had the capacity to accept it and it had enough recyclable material in it to warrant their efforts to recycle it.

Councilor Wyers asked how a load could be defined recyclable. Mr. Watkins said the loads would come to St. Johns Landfill in drop boxes and could be easily inspected. Councilor Wyers asked if the drop boxes would be inspected on a routine basis. Mr. Watkins said they would be.

Mr. Watkins said additionally, solid waste would be accepted at \$40 per ton until July and staff would then develop a new rate through the normal rate-setting process. He said staff also assessed the waste currently delivered to the landfill at the present rate in drop boxes and flatbed trucks. He said the

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landfill received 131,000 tons annually at this time and through waste assessment studies, staff determined 80 percent of that waste could be accepted for limited landfill purposes. He said 100,000 tons would be sufficient for those purposes.

The Committee opened a public hearing and took testimony.

Merle Irvine, Wastech, Inc., noted he testified at the October 30 meeting and expressed concern because the majority of waste received at OPRC for processing and recovery was the same type of waste qualified for a limited purpose landfill. He said he recommended staff develop a new rate compatible with regional limited purpose landfill rates, approximately \$33 per ton. He said if Metro did not charge a comparable rate, OPRC would lose 68 percent of its existing flow. He said the revised resolution addressed his previous concerns because St. Johns would not accept mixed commercial industrial waste suitable for recycling, or that portion of construction/demolition waste OPRC could recycle once their wood processor was on-line. He said he discussed definitions of recyclable with Bob Martin, Director of Solid Waste, and said they would work on those further. He said those who would routinely inspect loads at St. Johns would visit OPRC to determine what loads were recyclable and what were not. He expressed concern a lower rate would be hard to administer. He said he also discussed with Mr. Martin what Metro would charge for construction/demolition waste after July 1, 1991. He expressed concern over a rate lower than the regional rate and a rate lower than what recycling centers charged for mixed loads. He said the resolution was presently drafted with the lower rate in such a way that the possibility of intentionally contaminated loads could occur so they could go to St. Johns for the lower rate. He recommended St. Johns charge the same rates as those charged at Metro South, Metro East and Metro Northwest Stations and the Riedel Composter facility. He said all facility costs could be combined to determine a base fee which could lower the regional charge and create an economic incentive between the higher St. Johns fee and that charged by OPRC and other private vendors.

Mike Sandberg, Hillsboro Landfill, Inc. (HLI), reiterated Mr. Irvine's testimony and explained HLI's function and operations. He said since Killingsworth Fast Disposal (KFD) closed, HLI had planned to become a regional facility and invested in equipment for increased flow. He said they had acquired permits from the Division of State Lands and Washington County to allow them to operate as a regional site for 8 to 10 years. He said they also applied for a permit from Washington County to construct and operate a materials recovery facility and a yard debris recycling

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depot. He said HLI did not object to St. Johns continuing to operate as a limited purpose landfill as long as the rates were not lowered there. He said a lower rate would divert waste from OPRC, East County Recycling and Grimm's and possibly cause them to cease operations. He said a lower rate would give haulers an economic incentive to landfill rather than reuse, recycle, or recover energy. He said HLI would lose 30 percent of their flow if Metro adopted a lower fee at St. Johns. He said HLI's yard debris recycling program might have to be deferred. He said HLI did not object to landfilling demolition/construction materials to achieve the necessary slopes.

Ralph Gilbert, East County Recycling, reiterated Mr. Irvine and Mr. Sandberg's testimony. He said East County Recycling ordered a \$600,000 shredder.

Councilor Collier asked those vendors present if their concerns raised at the October 30 meeting had been addressed and asked them to participate in the rate setting process for FY 1991-91.

Councilor Wyers asked what happened to overall system expenses if the rate was kept at a higher level. Mr. Martin said the \$48 per ton rate would greatly exceed St. Johns operating costs as a limited purpose landfill and the extra revenue could offset other system costs. Mr. Martin said staff would submit rate recommendations after the rate setting process.

The Committee had no further questions or comments and voted unanimously to recommend the Council adopt Resolution No. 90-1329A.



METRO

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September 19, 1990

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CERTIFIED MAIL - RETURN RECEIPT REQUESTED

Executive Officer
Rena Cusma

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Ruth McFarland
District 7

Judy Wyers
District 8

Roger Buchanan
District 10

David Knowles
District 11

Mr. David J. Poffenberger, PE, CCE
C3MG
1080 Koll Center Bellevue
500-108th Avenue N.E.
Bellevue, WA 98004

Re: Appeal - RFP for Review and Evaluation of Closure
Construction Plan for St. Johns Landfill.

The Notice of Award for the above referenced contract was
sent on August 21, 1990.

Per Metro Code 2.04.031 (b) (1) all appeals shall be
delivered to the Contract Administrator at Metro's main
office within five (5) working days of the postmarked date
on the Notice of Award.

Your appeal has been rejected for the following reasons:

- 1) Your appeal was received on September 4, 1990, more
than five (5) working days from the postmarked date on
the Notice of Award.
- 2) Your appeal did not cite specific citation of law,
rule, regulation, or procedure upon which the appeal
is based.
- 3) The proposal submitted by C3MG was deemed incomplete
during the evaluation process. The Request For
Proposals states in Section VI.F that:

"The costs shall be provided for each review
at 75% and 90% completion of design and for the
bidability/constructability review at completion
of the construction documents."

Mr. David J. Poffenberger, PE, CCE
September 19, 1990
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Your proposal included costs for the reviews at partial completion of design but did not include costs for a review of the construction documents which would be completed after 100% design.

Cordially,


Rena Cusma

Executive Officer

RC:jp

cc: Neil E. Saling, Acting Director - Finance & Admin.
Amha M. Hazen, Contracts Administrator
Dan Cooper, General Counsel
Linda Pang-Wright, Associate Engineer - Solid Waste
✓ Gwen Ware-Barrett, Clerk of the Counsel