

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF RECOGNIZING	)	RESOLUTION NO. 90-1358B
AND GIVING PRIORITY TO THE	)	
WASHINGTON COUNTY LOCAL GOVERN-	)	Introduced by the Council
MENT SOLUTION	)	Solid Waste Committee

WHEREAS, Ordinance No. 88-266B adopted the Regional Solid Waste Management Plan in October, 1988; and,

WHEREAS, the Regional Solid Waste Management Plan, Policy 16.0, gives priority to local government solid waste management solutions in the Regional Solid Waste Management Plan; and,

WHEREAS, Resolution No. 89-1156 identifying a process, timeline and minimum standards for development of the Washington County solid waste system as a local government solution, was adopted in October, 1989; and,

WHEREAS, Washington County and the cities therein have developed a local government solution in accordance with Resolution No. 89-1156 for Metro Council consideration; and

WHEREAS, the Regional Solid Waste Management Plan, Policy 16.2 identifies the need for each city and county to provide appropriate zoning for planned solid waste facilities by establishing clear and objective standards; and

WHEREAS, the Regional Solid Waste Management Plan, Policy 11.1 states that "*local solid waste management options may affect local rates*" so a base case must be established for the technical analysis to conduct this assessment; and

WHEREAS, a need for policy guidance to complete development of the Washington County system has been identified; now, therefore,

**BE IT RESOLVED:**

1. That the Council of the Metropolitan Service District recognizes and gives priority to Washington County's Solid Waste System Plan (Exhibit "A") provided it is determined to be consistent with all Regional Solid Waste Management Plan provisions, including the Washington County System Plan Chapter.
2. That Metro staff and the Council Solid Waste Committee, working cooperatively with Washington County staff and the Steering Committee, complete the Washington County Chapter to the RSWMP. At a minimum, the Chapter shall include:
  - a) waste flow and tonnage projections,
  - b) analysis of viable facility system options,
  - c) base case scenario,
  - d) self-haul analysis,
  - e) post collection material recovery analysis,
  - f) high grade waste processing analysis,
  - g) public vs. private ownership analysis,
  - h) analysis of public and private financing options, including turn-key and joint public/private financing,
  - i) facility service areas for allocating waste to facilities,
  - j) vertical integration impacts and mitigation,
  - k) rate analysis.
3. That the Council approves the process and timeline as listed in Exhibit " B" for the purpose of completing the Washington County system, unless the technical analysis warrants modification.

4. That Metro will work cooperatively with local governments to initiate the adoption process for incorporating clear and objective standards into local planning codes by late Spring, 1991.
5. That the base case facility scenario used for purposes of conducting the rate impact analysis will be a two transfer station system with tonnage allocations delineated upon the East and West service area concept contained in the technical analysis.

ADOPTED by the Council of the Metropolitan Service District this 13th day of  
December, 1990.

  
Tanya Collier, Presiding Officer

ATTEST:

  
Clerk of the Council

# WASHINGTON COUNTY, OREGON

## Regional Solid Waste Management Plan

### Chapter 18: WASHINGTON COUNTY SOLID WASTE SYSTEM PLAN

The following outline for a System Plan was passed unanimously by the Washington County Solid Waste Facilities Design Steering Committee on October 15, 1990.

#### WHAT SHOULD THE WASHINGTON COUNTY SYSTEM LOOK LIKE?

##### 1. Washington County System Configuration Data/Assumptions

Metro's mid-range waste generation and disposal projection has been used as the basis for this plan. The mid-range projection assumes a 40% increase in the per capita waste disposal rate between 1990 and 2013. The mid-range waste disposal projection is as follows:

ANNUAL WASTE TO BE HANDLED AT TRANSFER/MATERIAL RECOVERY STATIONS			
Year	Residential Tons	Non-Residential Tons	Total Tons
1993	82,149	143,599	225,748
2003	101,852	194,943	296,794
2013	134,299	258,238	392,538

The projection assumes that no Washington County waste is shipped to transfer stations outside of Washington County and only minor amounts of waste are imported from Clackamas and Multnomah Counties to Washington

County transfer stations (i.e. where hauler franchise areas overlap). While the latter assumption was used for modeling purposes, the County is open to the idea of importing mutually agreed upon amounts of Clackamas County waste to a transfer/material recovery facility in the southeast portion of Washington County should Metro decide this would be useful for the overall efficiency of the regional solid waste system.

##### 2. Number of Transfer/Material Recovery Facilities

The Steering Committee's Plan would put in place no later than 1993 two transfer station/material recovery centers with the immediate ability to handle at least 200,000 tons of waste annually and the future ability to handle up to 300,000 tons annually. This is sufficient capacity through the year 2003 if the mid-range waste disposal forecast is accurate.

The existing facility at Forest Grove would be expanded to:

- a capacity of 120,000 tons; and
- include material recovery for at least commercial waste (residential still being studied).

A facility in the Wilsonville area would be constructed with:

- a start-up capacity of at least 120,000 tons;
- the ability to expand as need demands to handle a total of 175,000 tons of Washington County waste;

- a compactor;
- maximum material recovery for all portions of waste stream which are cost-effective today; and
- the ability preserved to add more material recovery based on changing cost-effectiveness.

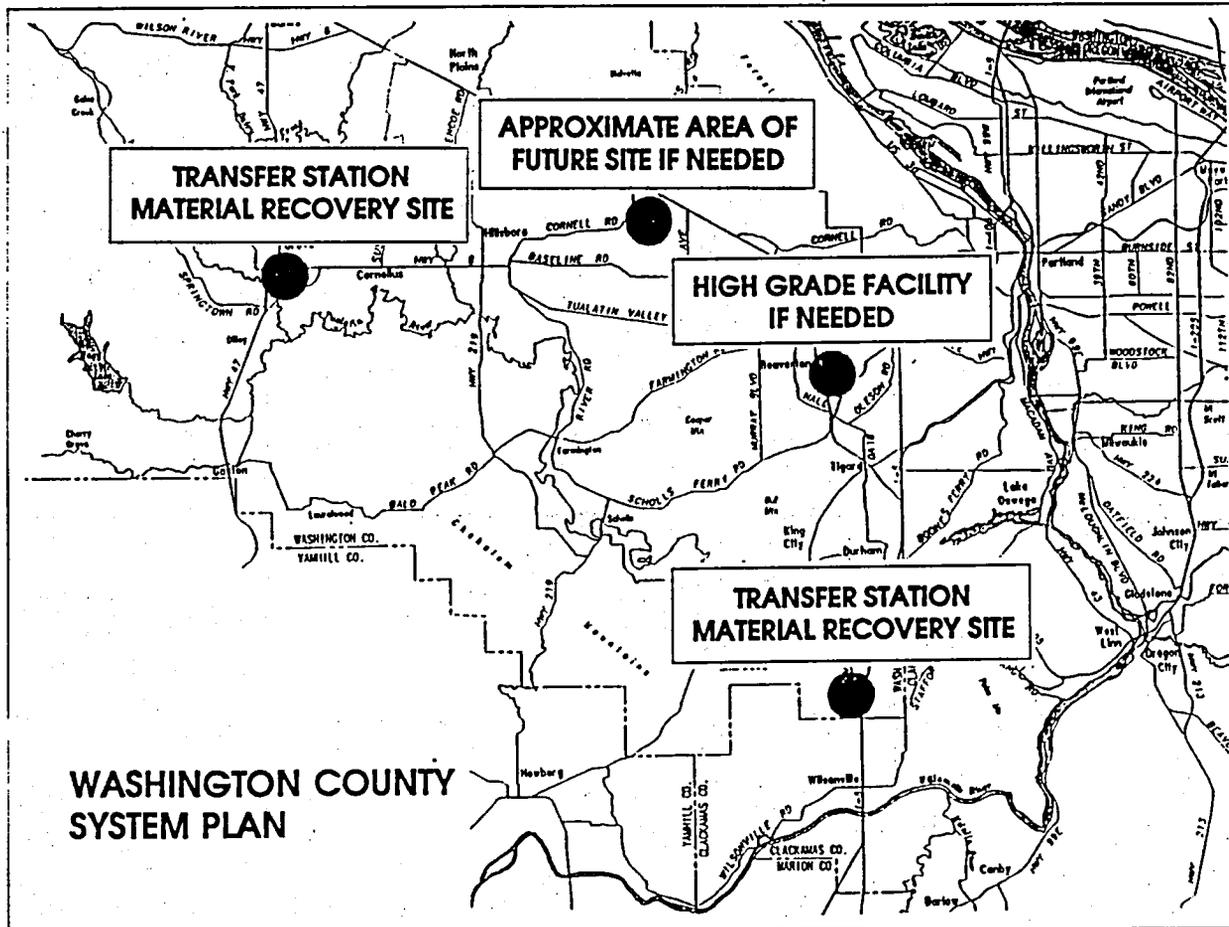
The mid-range projections indicate capacity to handle an additional 100,000 tons will be needed by 2013. Since this is the final 100,000 tons in the regional system Metro is likely to need maximum flexibility to determine how best to handle this tonnage. If Metro wishes, the County will help find a site in the Sunset Corridor area (Hillsboro) to procure immediately for development in 2003. This site could be procured through a private siting process, but owned by Metro. A decision on the function and operation of the site would be deferred

until a later time when more is known about the actual growth in waste disposal tonnage and evolution in the rapidly changing transfer station/material recovery field. Substantially increased levels of recycling or controls on packaging may make it unnecessary to develop the site at all. If the site is needed, Metro may wish to use it for a composter, high grading, or some use other than a standard transfer station/material recovery center.

A summary of the System Plan follows. All of the tonnage figures need to be fine-tuned with additional technical analysis regarding the economic needs of the facilities and site constraints and opportunities.

### 3. Post Collection Material Recovery

The region's goal of achieving a 56% recycling rate must be achieved or exceeded as soon as possible. The optimum situation is to separate as much recyclable material out of the waste



**WASHINGTON COUNTY TRANSFER/MATERIAL  
RECOVERY FACILITIES**

	Approximate Tonnages			
	1990	1993	2003	2013
Forest Grove	65,000	105,000	120,000	120,000
Wilsonville	N/A	120,000	175,000	175,000
Hillsboro	N/A	N/A	N/A	100,000

stream as possible before it enters the transfer station. Any material which can be cost-effectively recovered after it enters the transfer station should be recovered. The ability should be provided to expand stations for additional material recovery if more methods become cost-effective in the future.

**4. High-Grade Processing**

Technical analysis on the need for a separate high-grade processing facility has not yet begun. However, the waste disposal projections rely on substantial levels of high grading (25,633 tons in 1993 and 46,472 tons in 2013). If the technical analysis indicates that a high grade facility is warranted in the near future the Steering Committee's plan would place such a facility in the Highway 217 corridor (Beaverton).

**HOW SHOULD THE WASHINGTON COUNTY SYSTEM BE PUT IN PLACE?**

**5. Facility Ownership**

The Forest Grove facility would continue to be privately owned by A.C. Trucking Company. The Wilsonville facility would be owned by United Disposal Service. If a facility in Hillsboro ultimately is needed Metro would have the flexibility to determine whether it should be publicly or privately owned, depend-

ing on the regional system needs at that time. It is assumed that the Hillsboro facility would be privately operated.

**6. Vertical Integration**

Transfer station/material recovery facility ownership by haulers would be allowed so long as Metro controls the gatehouse operations of these facilities.

**7. Financing**

The Forest Grove and Wilsonville facilities would be privately financed. Metro would determine how best to finance the Hillsboro facility if it is needed.

**8. Facility Procurement**

The facility procurement for the Forest Grove and Wilsonville facilities would be completed as follows:

- Metro, in cooperation with Washington County, would complete the technical analysis, and establish minimum service standards (e.g. material recovery rates) for the Forest Grove and Wilsonville facilities. Additional technical analysis would also be conducted to fine-tune the tonnage figures and phasing schedules for these facilities.
- The owners of the Forest Grove and Wilsonville facilities would have 150 days to demon-

strate their ability to finance and construct a system which meets these minimum standards. Land use approvals, construction/design drawings and financial statements would also be filed with Metro during this time period.

- If all minimum standards are met, and the ability to put the system in place is demonstrated, Metro would negotiate a direct franchise for these two facilities. The tipping fee would be negotiated at this time, using the technical analysis and other existing Metro facilities as benchmarks.

- If the above process does not result in successfully negotiated franchises, Metro would initiate a competitive bidding process to procure a system based on the system configuration and other aspects of the System Plan and the technical standards developed during this process.

- If Metro determines it wishes to put a site for a potential future Hillsboro facility in the "bank" now, it could procure it through a private siting process. The County would actively participate with Metro to ensure that an appropriate site is secured.

### **9. Land Use Siting**

The local governments in Washington County would adopt clear and objective standards to site solid waste facilities at the earliest feasible time, consistent with the policy in the Regional Solid Waste Management Plan. The facility at Forest Grove is an outright permitted use and could be expanded in the nature proposed in the System Plan without further land use permits. The Wilsonville facility has a local permit to provide service for its own collection system, but will need an expansion of that permit to provide regional service at the levels proposed in the System Plan. Preliminary indications from the City are that a facility owned and operated by United Disposal within the tonnage limits proposed in the System Plan

could be supported.

## **HOW SHOULD THE WASHINGTON COUNTY SYSTEM OPERATE?**

### **10. Flow Control**

Metro would guarantee flows based on service areas for the Forest Grove and Wilsonville facilities.

### **11. Rates**

Technical analysis on Washington County rate impacts of this system are yet to be conducted.

## **SUMMARY**

This System Plan meets the goal and objectives of the Regional Solid Waste Management Plan.

It is:

"regionally balanced, cost effective, technologically feasible, environmentally sound and publicly acceptable."

The Plan provides Metro with the means to meet the transfer/material recovery needs within the County for the next decade and the maximum flexibility to adapt the final component of the system to realities in the year 2003. This Plan is supported by the public and private sector leadership in Washington County and is consistent with the existing transportation and land use systems in the County. The Steering Committee believes this planning process has been consistent with overall regional management and specifically Policy 16.0, which states:

"The implementation of the Solid waste Management Plan shall give priority to solutions developed at the local level that are consistent with all Plan policies."

The Steering Committee believes this planning process is an excellent example of constructive regional cooperation and looks forward to continuing its partnership with Metro in the implementation of this Plan.

**EXHIBIT " B"**  
**PROPOSED TIMELINE**

- Nov. 30      Technical analysis completed.
- Dec. 13      Council adoption of resolution outlining the process to complete the Washington County system.
- Dec. 30      Staff<sup>1</sup> completes summary of technical analysis.
- Jan. '91      Steering Committee review and recommendations on technical analysis conclusions.
- Feb. '91      CSWC review and recommendations on technical analysis conclusions.
- Mar. '91      Staff writes the RSWMP Washington County System Plan chapter, which will include the Washington County local government solution.
- Staff develops procurement criteria.
- Apr. '91      Steering Committee review of Plan chapter and procurement criteria.
- May '91      CSWC Public Hearing on Plan chapter and procurement criteria.
- Council adoption (Ordinance).
- June '91      Procurement process initiated.
- July 1        Request for franchise applications advertised, assuming the Washington County System Plan is determined to be consistent with the RSWMP provisions.
- Sept. 15      Deadline for receipt of franchise applications.
- Sept. 15-  
Oct. 30      Staff review of franchise applications.
- Nov. '91      Council selection of vendor(s) for franchise negotiation. Give authorization to proceed with negotiation.
- Staff initiates development of mitigation agreements with local government(s) hosting the facility(ies).

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<sup>1</sup>The term "staff" refers to the Planning and development Department and the Solid Waste Department working cooperatively with the Washington County staff.

- Dec. '91      Negotiation process completed.
- Jan. '92      Council award of franchise if negotiations are successful.<sup>2</sup> The award is contingent upon acquisition of all necessary state and local permits.
- Feb. '92      Facility construction phase begins.
- April '93     Facility operations begin per franchise conditions.

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<sup>2</sup>If negotiations are not successful, the Metro Council will initiate an open competitive RFP procurement process.

If no applications are submitted in response to the request for applications, or if Metro's review of the applications submitted finds no applicant that complies with the review criteria, the Metro Council will immediately initiate an open competitive RFP procurement process. The minimum plan requirements and evaluation criteria used for the franchise process will be contained in the RFP.

SOLID WASTE COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 90-1358B, FOR THE PURPOSE OF  
RECOGNIZING AND GIVING PRIORITY TO THE WASHINGTON COUNTY  
LOCAL GOVERNMENT SOLUTION

Date: December 4, 1990

Presented by: Councilor DeJardin

Committee Recommendation: At the December 4, 1990 meeting, the Committee voted unanimously to reconsider Resolution No. 90-1358A, to rescind committee approval of Resolution No. 90-1358A, and to substitute Resolution No. 90-1358B for Resolution No. 90-1358A. The Committee also voted unanimously to recommend Council adoption of Resolution No. 90-1358B. Voting in favor were: Councilors Buchanan, Collier, DeJardin, Saucy and Wyers.

Committee Issues/Discussion: Councilor Richard Devlin outlined the differences between proposed Resolution No. 90-1358B and Resolution No. 90-1358:

1. The title has been changed to state that the resolution is for the purpose of recognizing and giving priority to the Washington County local government solution; the reference to establishing procurement guidelines and a procurement process has been deleted.

2. Resolution No. 90-1358B is introduced by the Council Solid Waste Committee.

3. The fourth "whereas" paragraph of Resolution No. 90-1358B states that a local government solution has been developed in accordance with Resolution No. 89-1156 for Metro Council consideration, rather than stating that the proposed solution is consistent with the Regional Solid Waste Management Plan (RSWMP).

Councilor Devlin explained that this change clearly indicates that the Council is following its adopted policy regarding the local government solution, but recognizes that the Plan is subject to further Council consideration in conjunction with the technical analysis.

4. The first paragraph under "Be it Resolved" states that the Council recognizes and gives priority to Washington County's Solid Waste System Plan provided it is determined to be consistent with all RSWMP provisions, including the Washington County System Plan Chapter. The paragraph has been revised to delete the statement that the Council recognizes and gives priority to the Washington County Plan as being consistent with the RSWMP.

5. The second paragraph under "Be it Resolved" provides that the Council Solid Waste Committee and Metro staff will work with Washington County staff and the Steering Committee to complete the Washington County Chapter of the RSWMP.

6. Paragraph 3 of Resolution No. 90-1358, relating to procurement guidelines, has been deleted.

Councilor Devlin explained that it is redundant to include procurement guidelines in Resolution No. 90-1358B, because Metro guidelines have been adopted in Resolution No. 89-1156, and because guidelines proposed by Washington County are included in the Washington County plan proposal, which is appended to the Resolution as an exhibit.

7. Renumbered paragraph 3 of Resolution No. 90-1358B provides that the Council approves the process and timeline in Exhibit B, unless the technical analysis warrants modification.

8. Renumbered paragraph 5 of Resolution No. 90-1358B has been revised to delete the reference to the Metro Council's historical preference for a two transfer station system in Washington County.

Nancy Roche, President of the Cornell Meadows Homeowners Association, testified about concerns regarding the rationale for private ownership, the need for open bidding, the location of the proposed sites, and the possible impact on rates.

Dale Johnson, Washington County resident, testified regarding his preference for private ownership, and his view that monopolies are a fact of life in the solid waste industry.

Officials representing Washington County and the local jurisdictions testified that although they prefer the initial draft of the resolution, they accept the modified version because it moves the planning process forward.

Representatives of haulers in Washington County and the tri-county area also indicated their support for the modified version.

Councilor Wyers indicated that she would vote in favor of the resolution, but with two caveats: she strongly objects to giving a priority to the Washington County plan, and she reserves the right to vote against adoption of the plan if it will result in a rate increase.

TD:KF:pa  
90-1358B.RPT



**METRO**

2000 S.W. First Avenue  
Portland, OR 97201-5398  
503/221-1646

# Memorandum

DATE: November 20, 1990  
TO: Council Solid Waste Committee  
FROM: Councilor Tanya Collier *Tanya Collier*  
RE: RESOLUTION NO. 90-1358A

Please find attached a copy of Resolution No. 90-1358A which contain amendments to the original resolution. The purpose of the amendments are as follows:

1. To recognize and agree with facility siting recommendations of the Steering Committee.
2. Agree with the recommendation for more than one facility in the west part of the region.
3. Provide for phased implementation of two-facility system to accommodate possibility of including a compost facility in the region.
4. Complete the technical analysis including cost and financing options for the public/private scenarios prior to making a policy commitment on whether or not facilities are publicly or privately owned.
5. Eliminate the implied preference for private ownership and establish that the criteria for determining public vs. private ownership shall be those listed in Chapter 13 of the Regional Solid Waste Management Plan (RSWMP) and include an application of those criteria in the technical analysis and chapter preparation phase.
6. Establishes principle that any procurement decision which results in a facility cost and rate which is significantly higher than the base cost and rate shall result in local proponents identifying a mechanism to provide funding of incremental costs from local rate payers utilizing haulers served by facilities.
7. Includes a time line for determining the preferred procurement process consistent with that proposed in the original resolution.

TC:DEC:pa  
90-1358.MEM

BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF [~~ESTABLISHING )  
PROCUREMENT GUIDELINES AND A )  
PROCESS FOR PROCUREMENT OF THE )  
WASHINGTON COUNTY SOLID WASTE )  
SYSTEM, AND] RECOGNIZING AND )  
GIVING PRIORITY TO THE )  
WASHINGTON COUNTY LOCAL )  
GOVERNMENT SOLUTION AND )  
ESTABLISHING A PROCESS TO )  
COMPLETE THE PLAN AS A BASIS FOR )  
FACILITY PROCUREMENT )~~

RESOLUTION NO. 90-1358A

Introduced by:  
Councilor Tom DeJardin

WHEREAS, Ordinance No. 88-266B adopted the Regional Solid Waste Management Plan (RSWMP) in October 1988; and,

WHEREAS, The Regional Solid Waste Management Plan, Policy 16.0, gives priority to local government solid waste management solutions in the Regional Solid Waste Management Plan; and,

WHEREAS, Resolution No. 89-1156 identifying a process, timeline and minimum standards for development of the Washington County solid waste system as a local government solution was adopted in October 1989; and,

WHEREAS, Washington County and the cities therein have developed a local government solution [~~consistent with the Regional Solid Waste Management Plan] for Metro Council consideration; and,~~

WHEREAS, The Regional Solid Waste Management Plan, Policy 16.2, identifies the need for each city and county to provide appropriate zoning for planned solid waste facilities by establishing clear and objective standards; and,

WHEREAS, The Regional Solid Waste Management Plan, Policy 11.1, states that "local solid waste management options may affect local rates" so a base case must be established for the technical analysis to conduct this assessment in order to determine if the facilities acquired are more costly than the base case; and,

WHEREAS, A need for policy guidance to complete development of the Washington County system has been identified; now, therefore,

BE IT RESOLVED:

1. That the Council of the Metropolitan Service District recognizes and gives priority to the portion of the Washington County's Solid Waste System Plan (Exhibit "A") [as the local government solution, consistent with Policy 5.3 and 16.0 of the Regional Solid Waste Management Plan] that recommends sites for transfer stations/ material recovery/compost facilities, namely the existing site in Forest Grove, the proposed site in Wilsonville and an undesignated site in the vicinity of Cornelius Pass Road and U.S. Highway 26.
2. That the Regional Solid Waste Management Plan shall provide for two transfer station/material recovery/compost facilities in the west part of the region to be acquired on a phased basis to maximize the opportunity to incorporate a compost facility in that part of the Region to further meet the regional waste reduction goals.
3. That the phased approach to acquiring these facilities shall be as follows:
  - a) For the first phase the Council in consultation with the Washington County Steering Committee shall upon completion of the technical analysis determine whether the Forest Grove site

or the Wilsonville site shall be the initial site selected and developed as a transfer station/material recovery facility which will be designed to process approximately 175,000 to 200,000 tons of solid waste per year. Criteria for making this selection may include, but not be limited to: cost; the existing and future geographic pattern waste generation; convenience to users; transportation access for both disposal by the public and commercial haulers and transfer of material to the landfill; and impact on meeting regional system needs, such as reducing the amount of waste disposed of at the Metro South station.

- b) For the second phase, within three to five years the Council, in consultation with appropriate local governments, shall determine the need for an additional facility in the west part of the Region and the type of facility; i.e., composter or transfer station/material recovery facility, on either of the other two designated sites. The Council shall establish criteria for choosing the type of facility and site and shall endeavor to maximize the reduction of waste going to the landfill in a cost effective manner.
- c) To facilitate the second phase of this plan, Metro shall proceed to acquire a site for a compost/transfer station/material recovery facility in the immediate vicinity of Cornelius Pass Road and U.S. Highway 26. Following acquisition of a site, Metro shall dispose of its surplus property at S.W. 209th and TV Highway.

[2]4. That Metro staff, working cooperatively with Washington County staff and the Steering Committee, shall complete the technical analysis and the Washington County Chapter to the RSWMP, recognizing the phased approach referred to above for consideration by the Council. At a minimum, the technical analysis and the Chapter shall include:

- a) waste flow and tonnage projections,
- b) analysis of viable facility system options,
- c) base case scenario,
- d) self-haul analysis,
- e) post collection material recovery analysis,
- f) high grade waste processing analysis,
- g) public vs. private ownership analysis,
- h) analysis of public and private financing options, including turn-key and joint public/private financing,
- i) facility service areas for allocating waste to facilities,
- j) vertical integration impacts and mitigation,
- k) rate analysis including any potential rate differential based on system options,
- l) criteria for procuring the Phase 1 facility incorporating the procurement guidelines listed in Exhibit "B" insofar as they are compatible with the phased approach and the intent of this resolution.

~~[3. That the Council adopts procurement guidelines as listed in Exhibit "B" as a starting point for developing criteria in accordance with Metro Code Section 5.01.085 which would allow the~~

~~Metro Council to authorize long term franchises for the Washington County System.]~~

5. That the Council decision on the public/private facility ownership option for facilities in both phases be based on the criteria listed in Chapter 13 of the Regional Solid Waste Management Plan and attached as Exhibit D. The analysis and application of these criteria shall be undertaken when the technical analysis and chapter plan draft are completed.

[4]6. That the Council adopt the process and timelines as listed in Exhibit "C" for the purpose of completing the Washington County System.

[5]7. That Metro will work cooperatively with local governments to initiate the adoption process for incorporating clear and objective standards into local planning codes by late Spring 1991.

[6]8. That the base case facility scenario used for purposes of conducting the rate impact analysis will be a two transfer station/ compost facility system recognizing the two phased approach with tonnage allocations delineated upon the East and West service area concept contained in the technical analysis. This reflects the Metro Council's historical preference for a two transfer station system in Washington County and further incorporates land use and transportation considerations through the designation of service areas.

9. That if the Forest Grove site is not selected in Phase I, the Council shall continue the existing franchise for the facility

based on the current level of service until the Phase 2 procurement decision is completed and a facility is operational.

10. That if the Council selects a facility option which has a rate significantly higher than the base system rate, the increment shall be funded by a commitment from sources other than those collected by Metro.

ADOPTED by the Council of the Metropolitan Service District  
this \_\_\_\_\_ day of \_\_\_\_\_, 1990.

\_\_\_\_\_  
Tanya Collier, Presiding Officer

ATTEST:

\_\_\_\_\_  
Clerk of the Council

DEC:aeb  
A:\2007.RES

EXHIBIT "C"  
TIMELINE

- Dec. 13 Council adoption of resolution outlining the process to complete the Washington County system.
- Dec. 30 Staff completes summary of technical analysis and prepares summary of analysis including recommendation on Phase 1 facility.
- Jan. '91 Steering Committee review and recommendations on technical analysis conclusions.
- Feb. '91 CSWC review and recommendations on technical analysis conclusion.
- Mar. '91 Staff writes the RSWMP Washington County System Plan chapter, which will include relevant portions of the proposed Washington County local government solution.
- Staff develops procurement criteria, including a recommendation on the ownership option.
- Apr. '91 Steering Committee review of Plan chapter and procurement criteria.
- May '91 CSWC Public Hearing on Plan chapter and procurement criteria.
- Council adoption (Ordinance). Depending on preferred ownership option, the specific procurement process will be delivered at the time Council adopts the Plan criteria.
- June '91 Procurement process initiated.

DEC:aeb  
A:\2008.EXH

CHAPTER 13 - FACILITY OWNERSHIP

POLICIES

- 13.0 Solid waste facilities may be publicly or privately owned, depending upon which best serves the public interest. A decision on ownership of a facility shall be made by Metro, case-by-case, and based upon established criteria.
- 13.1 Recycling drop centers shall be privately owned unless a need for such additional facilities is identified and can best be fulfilled by a city or county as determined by that city or county.
- 13.2 Facilities which serve only one collector and exclude the public shall be privately owned.

\* \* \* \* \*

The criteria to be used for determining what form of facility ownership best serves the public interest are:

- a. to compare the anticipated capital and operating costs;
- b. to adhere to the waste reduction policies;
- c. to best achieve implementation of the solid waste management plan;
- d. to be compatible with existing facilities and programs;
- e. to adjust to changing circumstances which may require capital improvements, new methods of operation or similar factors;
- f. to be environmentally acceptable;
- g. to provide ease of access by the public and collection industry, where applicable;
- h. to avoid vertical integration (monopoly) of the solid waste business;
- i. to demonstrate ease of facility management, including fee collection equity, periodic review, rate changes, flow control and related operational changes;
- j. to provide appropriate mitigation and/or enhancement measures deemed appropriate to the host jurisdiction.

The nature and scale of the subject facility shall be considered in determining how to apply the criteria.

**EXHIBIT "B"**  
**Procurement Guidelines**

The procurement guidelines for the Washington County system are listed below. These guidelines will be used to develop the procurement criteria in accordance with Metro Code Section 5.01.085 which authorizes the Metro Council to enter into a long-term franchise agreement for transfer station service in Washington County. The guidelines are the "Minimum Standards" adopted by the Metro Council in Resolution 89-1156, and key points contained in Washington County's proposed local government solution (Attachment "A"). These guidelines will be updated and expanded into procurement criteria upon finishing the technical analysis and development of the Washington County Plan Chapter.

The procurement guidelines are as follows:

**From Metro Council Resolution 89-1156.**

1. The proposed local planning area needs to be complimentary to the regional planning area for proposed facilities.
2. All waste reduction facility needs shall be met which includes adequate material recovery processing, lumber recovery, yard debris collection and processing and select waste recovery (demolition debris/salvageable building materials). These waste reduction facility components shall be designed such that they are adequate to meet or exceed waste reduction goals and standards set in the Regional Solid Waste Management Plan (RSWMP).
3. The local system of facilities shall be designed to link up with the primary transport system and be designed to be consistent with all contractual obligations of the OWSI landfill and Jack Gray Transport contracts.
4. Facility systems which propose to utilize out-of-region disposal facilities (long-term) must be determined to be consistent with OWSI Landfill contract obligations. Out-of-region disposal is limited to those facilities in which Metro determines appropriate by formal agreement.
5. The local system of facilities must be designed to ensure adequate waste flows (volumes) to each proposed and existing facility to generate sufficient revenue for financing capital expenditures and long-term operations (recognizing partial subsidies between the local system and the regional system may be necessary).
6. Rates shall be established consistent with Metro's rate setting procedures. Rates need to be uniform within the local government system. If higher or lower than other regional system components, flow control may need to be instituted. Rate differentials shall be established which encourage haulers to utilize waste reduction system components.

7. The local government system must have built-in contingencies to handle waste flows in the event of a breakdown in any component of the system (i.e., compactors).
8. The local system shall be designed to serve both public and private haulers. Service levels shall be established which are relatively uniform throughout the local system and consistent with other parts of the region. Service levels shall be established to encourage waste reduction.
9. The local system must be designed to be consistent with all RSWMP provisions. All solid waste disposal facilities must be approved by Metro prior to operation.

#### **From the Washington County Solid Waste System Plan**

1. **Service Areas.** Each application shall provide service to either the service area in eastern Washington County or western Washington County as identified on a map that shall be derived from the technical analysis.
2. **Design Capacity.** The two facilities combined shall be designed to handle general purpose waste forecasted by Metro to be delivered to transfer station/material recovery centers by the year 2003. The facility serving the western portion of the County shall handle approximately 40% of this waste, and the facility serving the eastern portion of the County approximately 60% of the waste. These tonnages shall be adjusted if necessary based on the completed technical analysis, including the potential for handling small quantities of Clackamas County waste at the facility serving the eastern portion of the County.
3. **Ownership and Operation.** The facilities shall be privately owned and operated, with Metro operation of the gatehouse.
4. **Land Use Permits.** All facility applications shall be for sites where the facility is an outright permitted use or where a Conditional Use Permit has been approved by the local government.
5. **Transportation.** Facilities shall allow access primarily from a major or principal arterial street or highway.
6. **Existing Activities.** A preference will be given for firms with experience which illustrates past positive relationships or track records and compliance with local government regulations of transfer, collection and waste reduction of solid waste. Additional preference will be given for these experiences and relationships within the service area where the transfer station proposal (application) is made.
7. **Land Use Impacts.** Adverse land use impacts shall be minimized along the primary access route(s) between the closest principal arterial street or highway and the site.

**EXHIBIT "C"**  
**TIMELINE**

- Nov. 30      Technical analysis completed.
- Dec. 6        Council adoption of resolution outlining the process to complete the Washington County system.
- Dec. 30      Staff<sup>1</sup> completes summary of technical analysis.
- Jan. '91      Steering Committee review and recommendations on technical analysis conclusions.
- Feb. '91      CSWC review and recommendations on technical analysis conclusions.
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## STAFF REPORT

### CONSIDERATION OF RESOLUTION NO. 90-1358 FOR THE PURPOSE OF ESTABLISHING PROCUREMENT GUIDELINES AND A PROCESS FOR PROCUREMENT OF THE WASHINGTON COUNTY SOLID WASTE SYSTEM, AND ESTABLISHING A POLICY PREFERENCE FOR THE WASHINGTON COUNTY LOCAL GOVERNMENT SOLUTION

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Date: November 12, 1990

Presented by: Richard Carson

#### PROPOSED ACTION

Resolution No. 90-1358 would establish a policy preference for the solid waste local government solution proposed by Washington County and the cities therein. The Resolution further identifies procurement guidelines and a process (timeline) for completion of the Washington County solid waste system. The intent of the Resolution is to affirm that the Metro Council will choose the Washington County local government solution provided established procurement criteria are met.

#### FACTUAL BACKGROUND AND ANALYSIS

The first question Metro Councilors may ask staff is *"Why should the Metro Council pass a Resolution stating a policy preference for providing Washington County the opportunity to implement their 'local government solution?'"*

The answer is that with the adoption of the *Regional Solid Waste Management Plan (RSWMP)* in October 1988, Metro made a very clear policy decision. Policy 5.3 states:

*"Local solid waste solutions shall be integrated into the solid waste management system to the extent they are compatible with the system and meet all other plan provisions."*

Further, Policy 16.0 states:

*"The implementation of the Solid Waste Management Plan shall give priority to solutions developed at the local level that are consistent with all plan policies."*

These policies were adopted in the context of cost to the region. Policy 11.1 states:

*"While the base rate will remain uniform throughout the region, local solid waste management options may affect local rates."*

The policy language of the *Regional Solid Waste Management Plan* is very straight forward in its intent. If the Washington County proposal can meet Metro's planning standards, then the Metro Council should accept their proposal. The Resolution has been prepared to conform to the basic concept outlined by the chair of the Council Solid waste Committee, Tom DeJardin, in his letter of November 1, 1990 to the Washington County Solid waste Steering Committee.

The second question Metro Councilors may ask staff is *"Should the Metro Council pass a resolution which states their intent to proceed with Washington County's local government solution prior to completion of the technical analysis?"*

The Resolution as it is written provides for the completion of the technical analysis and adoption of the Washington County chapter to the RSWMP prior to the Council initiating a procurement process. The Council decision to proceed with Washington County's proposal will be made at the time of adopting the plan chapter and then again upon initiating the procurement process. This Resolution is a statement of intent to proceed in good faith and within the context of the RSWMP, which gives preference for the local government, provided it can be demonstrated to meet all plan policies. The technical analysis will provide the basis for ensuring that this can be achieved.

The adoption of this Resolution will also direct staff to begin writing the Washington County solid waste system chapter of the RSWMP. The chapter will be based on the technical analysis and will include the Washington County system option.

**EXECUTIVE OFFICER'S RECOMMENDATION**

The Executive Officer recommends approval of Resolution No. 90-1358 which states a policy preference for the Washington County local government solution and establishes procurement guidelines and a process to complete the Washington County Solid Waste System

## STAFF REPORT

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BEFORE THE COUNCIL OF THE  
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ESTABLISHING ) RESOLUTION NO. 90-1358  
PROCUREMENT GUIDELINES AND A )  
PROCESS FOR PROCUREMENT OF THE )  
WASHINGTON COUNTY SOLID WASTE )  
SYSTEM, AND RECOGNIZING AND ) Introduced by Councilor  
GIVING PRIORITY TO THE WASHINGTON ) Tom DeJardin  
COUNTY LOCAL GOVERNMENT SOLUTION )

WHEREAS, Ordinance No. 88-266B adopted the Regional Solid Waste Management Plan (RSWMP) in October, 1988; and,

WHEREAS, the Regional Solid Waste Management Plan, Policy 16.0, gives priority to local government solid waste management solutions in the Regional Solid Waste Management Plan; and,

WHEREAS, Resolution No. 89-1156 identifying a process, timeline and minimum standards for development of the Washington County solid waste system as a local government solution, was adopted in October, 1989; and,

WHEREAS, Washington County and the cities therein have developed a local government solution consistent with the Regional Solid Waste Management Plan; and

WHEREAS, the Regional Solid Waste Management Plan, Policy 16.2 identifies the need for each city and county to provide appropriate zoning for planned solid waste facilities by establishing clear and objective standards; and

WHEREAS, the Regional Solid Waste Management Plan, Policy 11.1 states that "*local solid waste management options may affect local rates*" so a base case must be established for the technical analysis to conduct this assessment; and

WHEREAS, a need for policy guidance to complete development of the Washington County system has been identified; now, therefore,

**BE IT RESOLVED:**

1. That the Council of the Metropolitan Service District recognizes and gives priority to Washington County's Solid Waste System Plan (Exhibit "A") as the local government solution, consistent with Policy 5.3 and 16.0 of the Regional Solid Waste Management Plan.
2. That Metro staff, working cooperatively with Washington County staff and the Steering Committee, shall complete the Washington County Chapter to the RSWMP. At a minimum, the Chapter shall include:
  - a) waste flow and tonnage projections,
  - b) analysis of viable facility system options,
  - c) base case scenario,
  - d) self-haul analysis,
  - e) post collection material recovery analysis,
  - f) high grade waste processing analysis,
  - g) public vs. private ownership analysis,
  - h) analysis of public and private financing options, including turn-key and joint public/private financing,
  - i) facility service areas for allocating waste to facilities,
  - j) vertical integration impacts and mitigation,

- k) rate analysis.
3. That the Council adopts procurement guidelines as listed in Exhibit "B" as a starting point for developing criteria in accordance with Metro Code Section 5.01.085 which would allow the Metro Council to authorize long-term franchises for the Washington County System.
  4. That the Council adopt the process and timeline as listed in Exhibit "C" for the purpose of completing the Washington County system.
  5. That Metro will work cooperatively with local governments to initiate the adoption process for incorporating clear and objective standards into local planning codes by late Spring, 1991.
  6. That the base case facility scenario used for purposes of conducting the rate impact analysis will be a two transfer station system with tonnage allocations delineated upon the East and West service area concept contained in the technical analysis. This reflects the Metro Council's historical preference for a two transfer station system in Washington County and further incorporates land use and transportation considerations through the designation of service areas.

ADOPTED by the Council of the Metropolitan Service District this \_\_\_\_ day of \_\_\_\_\_, 1990.

ATTEST:

\_\_\_\_\_  
Tanya Collier, Presiding Officer

\_\_\_\_\_  
Clerk of the Council

# WASHINGTON COUNTY, OREGON

## Regional Solid Waste Management Plan

### Chapter 18: WASHINGTON COUNTY SOLID WASTE SYSTEM PLAN

The following outline for a System Plan was passed unanimously by the Washington County Solid Waste Facilities Design Steering Committee on October 15, 1990.

#### WHAT SHOULD THE WASHINGTON COUNTY SYSTEM LOOK LIKE?

##### 1. Washington County System Configuration Data/Assumptions

Metro's mid-range waste generation and disposal projection has been used as the basis for this plan. The mid-range projection assumes a 40% increase in the per capita waste disposal rate between 1990 and 2013. The mid-range waste disposal projection is as follows:

ANNUAL WASTE TO BE HANDLED AT TRANSFER/MATERIAL RECOVERY STATIONS			
Year	Residential Tons	Non-Residential Tons	Total Tons
1993	82,149	143,599	225,748
2003	101,852	194,943	296,794
2013	134,299	258,238	392,538

The projection assumes that no Washington County waste is shipped to transfer stations outside of Washington County and only minor amounts of waste are imported from Clackamas and Multnomah Counties to Washington

County transfer stations (i.e. where hauler franchise areas overlap). While the latter assumption was used for modeling purposes, the County is open to the idea of importing mutually agreed upon amounts of Clackamas County waste to a transfer/material recovery facility in the southeast portion of Washington County should Metro decide this would be useful for the overall efficiency of the regional solid waste system.

##### 2. Number of Transfer/Material Recovery Facilities

The Steering Committee's Plan would put in place no later than 1993 two transfer station/material recovery centers with the immediate ability to handle at least 200,000 tons of waste annually and the future ability to handle up to 300,000 tons annually. This is sufficient capacity through the year 2003 if the mid-range waste disposal forecast is accurate.

The existing facility at Forest Grove would be expanded to:

- a capacity of 120,000 tons; and
- include material recovery for at least commercial waste (residential still being studied).

A facility in the Wilsonville area would be constructed with:

- a start-up capacity of at least 120,000 tons;
- the ability to expand as need demands to handle a total of 175,000 tons of Washington County waste;

- a compactor;
- maximum material recovery for all portions of waste stream which are cost-effective today; and
- the ability preserved to add more material recovery based on changing cost-effectiveness.

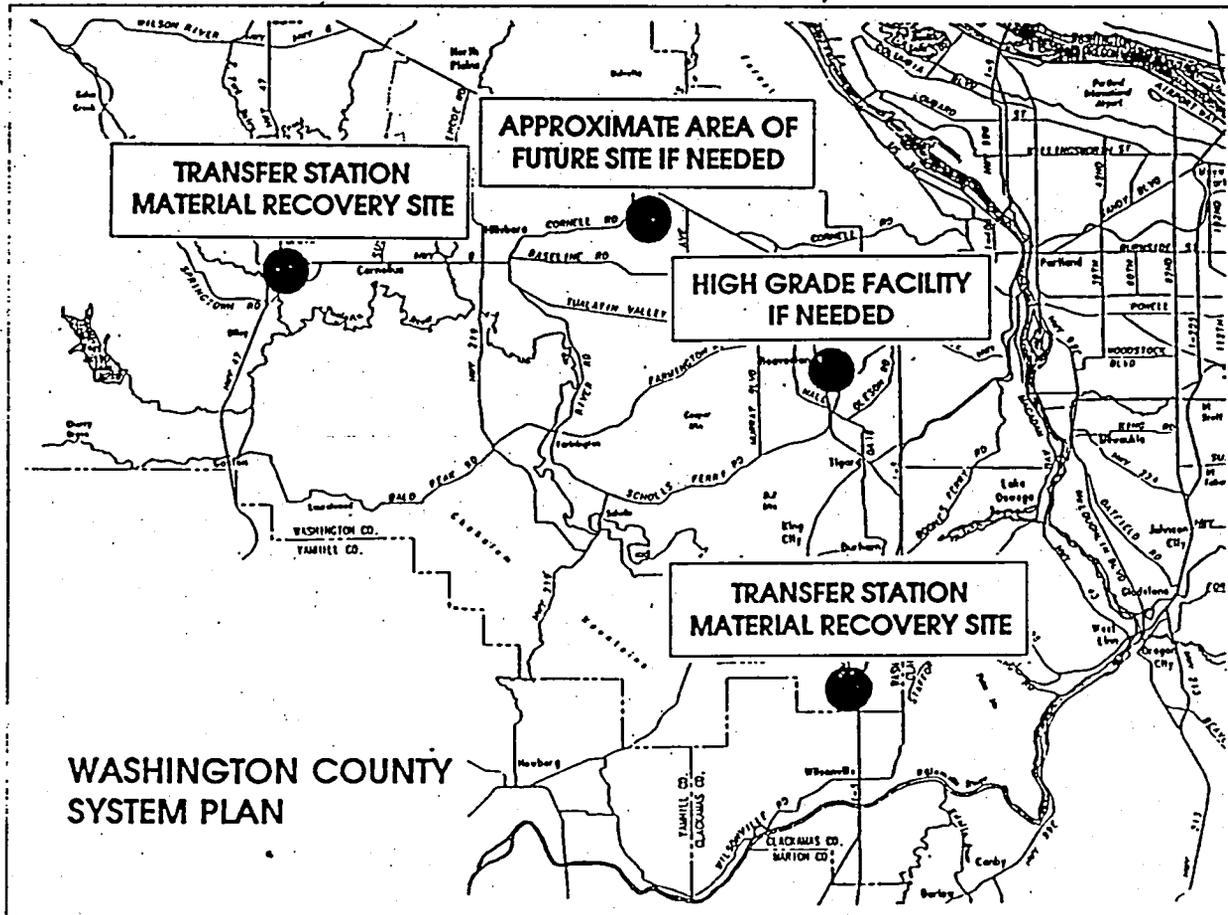
The mid-range projections indicate capacity to handle an additional 100,000 tons will be needed by 2013. Since this is the final 100,000 tons in the regional system Metro is likely to need maximum flexibility to determine how best to handle this tonnage. If Metro wishes, the County will help find a site in the Sunset Corridor area (Hillsboro) to procure immediately for development in 2003. This site could be procured through a private siting process, but owned by Metro. A decision on the function and operation of the site would be deferred

until a later time when more is known about the actual growth in waste disposal tonnage and evolution in the rapidly changing transfer station/material recovery field. Substantially increased levels of recycling or controls on packaging may make it unnecessary to develop the site at all. If the site is needed, Metro may wish to use it for a composter, high grading, or some use other than a standard transfer station/material recovery center.

A summary of the System Plan follows. All of the tonnage figures need to be fine-tuned with additional technical analysis regarding the economic needs of the facilities and site constraints and opportunities.

### 3. Post Collection Material Recovery

The region's goal of achieving a 56% recycling rate must be achieved or exceeded as soon as possible. The optimum situation is to separate as much recyclable material out of the waste



**WASHINGTON COUNTY TRANSFER/MATERIAL  
RECOVERY FACILITIES**

	Approximate Tonnages			
	1990	1993	2003	2013
Forest Grove	65,000	105,000	120,000	120,000
Wilsonville	N/A	120,000	175,000	175,000
Hillsboro	N/A	N/A	N/A	100,000

stream as possible before it enters the transfer station. Any material which can be cost-effectively recovered after it enters the transfer station should be recovered. The ability should be provided to expand stations for additional material recovery if more methods become cost-effective in the future.

**4. High-Grade Processing**

Technical analysis on the need for a separate high-grade processing facility has not yet begun. However, the waste disposal projections rely on substantial levels of high grading (25,633 tons in 1993 and 46,472 tons in 2013). If the technical analysis indicates that a high grade facility is warranted in the near future the Steering Committee's plan would place such a facility in the Highway 217 corridor (Beaverton).

**HOW SHOULD THE WASHINGTON COUNTY SYSTEM BE PUT IN PLACE?**

**5. Facility Ownership**

The Forest Grove facility would continue to be privately owned by A.C. Trucking Company. The Wilsonville facility would be owned by United Disposal Service. If a facility in Hillsboro ultimately is needed Metro would have the flexibility to determine whether it should be publicly or privately owned, depend-

ing on the regional system needs at that time. It is assumed that the Hillsboro facility would be privately operated.

**6. Vertical Integration**

Transfer station/material recovery facility ownership by haulers would be allowed so long as Metro controls the gatehouse operations of these facilities.

**7. Financing**

The Forest Grove and Wilsonville facilities would be privately financed. Metro would determine how best to finance the Hillsboro facility if it is needed.

**8. Facility Procurement**

The facility procurement for the Forest Grove and Wilsonville facilities would be completed as follows:

- Metro, in cooperation with Washington County, would complete the technical analysis, and establish minimum service standards (e.g. material recovery rates) for the Forest Grove and Wilsonville facilities. Additional technical analysis would also be conducted to fine-tune the tonnage figures and phasing schedules for these facilities.
- The owners of the Forest Grove and Wilsonville facilities would have 150 days to demon-

strate their ability to finance and construct a system which meets these minimum standards. Land use approvals, construction/design drawings and financial statements would also be filed with Metro during this time period.

- If all minimum standards are met, and the ability to put the system in place is demonstrated, Metro would negotiate a direct franchise for these two facilities. The tipping fee would be negotiated at this time, using the technical analysis and other existing Metro facilities as benchmarks.

- If the above process does not result in successfully negotiated franchises, Metro would initiate a competitive bidding process to procure a system based on the system configuration and other aspects of the System Plan and the technical standards developed during this process.

- If Metro determines it wishes to put a site for a potential future Hillsboro facility in the "bank" now, it could procure it through a private siting process. The County would actively participate with Metro to ensure that an appropriate site is secured.

### 9. Land Use Siting

The local governments in Washington County would adopt clear and objective standards to site solid waste facilities at the earliest feasible time, consistent with the policy in the Regional Solid Waste Management Plan. The facility at Forest Grove is an outright permitted use and could be expanded in the nature proposed in the System Plan without further land use permits. The Wilsonville facility has a local permit to provide service for its own collection system, but will need an expansion of that permit to provide regional service at the levels proposed in the System Plan. Preliminary indications from the City are that a facility owned and operated by United Disposal within the tonnage limits proposed in the System Plan

could be supported.

## HOW SHOULD THE WASHINGTON COUNTY SYSTEM OPERATE?

### 10. Flow Control

Metro would guarantee flows based on service areas for the Forest Grove and Wilsonville facilities.

### 11. Rates

Technical analysis on Washington County rate impacts of this system are yet to be conducted.

## SUMMARY

This System Plan meets the goal and objectives of the Regional Solid Waste Management Plan. It is:

"regionally balanced, cost effective, technologically feasible, environmentally sound and publicly acceptable."

The Plan provides Metro with the means to meet the transfer/material recovery needs within the County for the next decade and the maximum flexibility to adapt the final component of the system to realities in the year 2003. This Plan is supported by the public and private sector leadership in Washington County and is consistent with the existing transportation and land use systems in the County. The Steering Committee believes this planning process has been consistent with overall regional management and specifically Policy 16.0, which states:

"The implementation of the Solid waste Management Plan shall give priority to solutions developed at the local level that are consistent with all Plan policies."

The Steering Committee believes this planning process is an excellent example of constructive regional cooperation and looks forward to continuing its partnership with Metro in the implementation of this Plan.

**EXHIBIT "B"**  
**Procurement Guidelines**

The procurement guidelines for the Washington County system are listed below. These guidelines will be used to develop the procurement criteria in accordance with Metro Code Section 5.01.085 which authorizes the Metro Council to enter into a long-term franchise agreement for transfer station service in Washington County. The guidelines are the "Minimum Standards" adopted by the Metro Council in Resolution 89-1156, and key points contained in Washington County's proposed local government solution (Attachment "A"). These guidelines will be updated and expanded into procurement criteria upon finishing the technical analysis and development of the Washington County Plan Chapter.

The procurement guidelines are as follows:

**From Metro Council Resolution 89-1156.**

1. The proposed local planning area needs to be complimentary to the regional planning area for proposed facilities.
2. All waste reduction facility needs shall be met which includes adequate material recovery processing, lumber recovery, yard debris collection and processing and select waste recovery (demolition debris/salvageable building materials). These waste reduction facility components shall be designed such that they are adequate to meet or exceed waste reduction goals and standards set in the Regional Solid Waste Management Plan (RSWMP).
3. The local system of facilities shall be designed to link up with the primary transport system and be designed to be consistent with all contractual obligations of the OWSI landfill and Jack Gray Transport contracts.
4. Facility systems which propose to utilize out-of-region disposal facilities (long-term) must be determined to be consistent with OWSI Landfill contract obligations. Out-of-region disposal is limited to those facilities in which Metro determines appropriate by formal agreement.
5. The local system of facilities must be designed to ensure adequate waste flows (volumes) to each proposed and existing facility to generate sufficient revenue for financing capital expenditures and long-term operations (recognizing partial subsidies between the local system and the regional system may be necessary).
6. Rates shall be established consistent with Metro's rate setting procedures. Rates need to be uniform within the local government system. If higher or lower than other regional system components, flow control may need to be instituted. Rate differentials shall be established which encourage haulers to utilize waste reduction system components.

7. The local government system must have built-in contingencies to handle waste flows in the event of a breakdown in any component of the system (i.e., compactors).
8. The local system shall be designed to serve both public and private haulers. Service levels shall be established which are relatively uniform throughout the local system and consistent with other parts of the region. Service levels shall be established to encourage waste reduction.
9. The local system must be designed to be consistent with all RSWMP provisions. All solid waste disposal facilities must be approved by Metro prior to operation.

#### **From the Washington County Solid Waste System Plan**

1. **Service Areas.** Each application shall provide service to either the service area in eastern Washington County or western Washington County as identified on a map that shall be derived from the technical analysis.
2. **Design Capacity.** The two facilities combined shall be designed to handle general purpose waste forecasted by Metro to be delivered to transfer station/material recovery centers by the year 2003. The facility serving the western portion of the County shall handle approximately 40% of this waste, and the facility serving the eastern portion of the County approximately 60% of the waste. These tonnages shall be adjusted if necessary based on the completed technical analysis, including the potential for handling small quantities of Clackamas County waste at the facility serving the eastern portion of the County.
3. **Ownership and Operation.** The facilities shall be privately owned and operated, with Metro operation of the gatehouse.
4. **Land Use Permits.** All facility applications shall be for sites where the facility is an outright permitted use or where a Conditional Use Permit has been approved by the local government.
5. **Transportation.** Facilities shall allow access primarily from a major or principal arterial street or highway.
6. **Existing Activities.** A preference will be given for firms with experience which illustrates past positive relationships or track records and compliance with local government regulations of transfer, collection and waste reduction of solid waste. Additional preference will be given for these experiences and relationships within the service area where the transfer station proposal (application) is made.
7. **Land Use Impacts.** Adverse land use impacts shall be minimized along the primary access route(s) between the closest principal arterial street or highway and the site.

**EXHIBIT "C"**  
**TIMELINE**

- Nov. 30      Technical analysis completed.
- Dec. 6        Council adoption of resolution outlining the process to complete the Washington County system.
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