BEFORE THE COUNCIL OF THE METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF MAINTAINING)	RESOLUTION NO. 92-1607
THE EXISTING HOUSEHOLD HAZARDOUS)	
WASTE FACILITY, BUILDING AN)	Introduced by Rena Cusma,
ADDITIONAL FACILITY, AND DEVELOPING)	Executive Officer
A MOBILE CAPACITY)	

WHEREAS, Metro has developed a state-of-the-art household hazardous waste processing and disposal system at Metro South Station; and

WHEREAS, Metro is obligated by law to provide depots for the processing and disposal of household hazardous waste; and

WHEREAS, The Oregon Department of Environmental Quality has approved the Operations Plan for the Metro South Station Household Hazardous Waste Facility; and

WHEREAS, The single-day collection event in October 1991 was held at a cost of \$340,000 using current year budgeted funds from household hazardous waste disposal accounts; and

WHEREAS, The Metro South Household Hazardous Waste Facility has experienced customer flows well in excess of the design capacity; and

WHEREAS, The design phase of the Metro Central Household Hazardous Waste Facility is complete as approved by Council; and

WHEREAS, Metro is committed to providing mobile household hazardous waste services to residents outside the market area of the two permanent facilities; and

WHEREAS, The resolution was submitted to the Executive Officer for consideration and was forwarded to the Council for approval; now therefore,

BE IT RESOLVED, That the Council of the Metropolitan Service District hereby directs staff to maintain current operations to provide convenient Household Hazardous Waste service to the region in accordance with fiscally prudent objectives as outlined in the Operations

open by Jan	uary 1993.		
	ADOPTED by the (Council of the Metropolitan Service District thisd	lay
of	, 1992.		
		Not Apopten [Tablen] Jim Gardner, Presiding Officer	

Plan, and to proceed to build and staff the Metro Central Household Hazardous Waste Facility to

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STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 92-1607 FOR THE PURPOSE OF MAINTAINING THE EXISTING HOUSEHOLD HAZARDOUS WASTE FACILITY, BUILDING AN ADDITIONAL FACILITY, AND DEVELOPING A MOBILE CAPACITY

Date: April 9, 1992 Presented by: Sam Chandler

PROPOSED ACTION

Adoption of Resolution No. 92-1607 to continue the operation of the Metro South Household Hazardous Waste Facility, Construct a new Household Hazardous Waste Facility at the Metro Central Station site, and develop convenient Household Hazardous Waste service to the region.

FACTUAL BACKGROUND AND ANALYSIS

Please refer to the attached Operations Options Analysis dated April 1992, for background, analysis and recommendations regarding Household Hazardous Waste facilities.

BUDGET IMPACT

The following shows the FY 1992-93 Budget request as presented to Council in March 1992 and the amendments proposed by the Solid Waste Department for implementation in October 1992 under separate action:

•	Presented to Council		Proposed Amendments	
Facility/Category	FTE	Expenditure	FTE	Expenditure
Metro South H2W				
Personal Services				
Facilities Manager	0.15	\$ 8343	0.15	\$ 8343
Senior Solid Waste Planner	0.15	7126	0.15	7126
Project Coordinator	1.00	41,009	1.00	49,009
Associate Management Analyst	0.23	8,956	0.23	8,956
Hazardous Waste Specialist	2.00	64,270	2.00	64,270
Hazardous Waste Technician			3.00	63,000
SUBTOTAL	3.53	\$129,704	6.53	\$192,704
Materials and Services		831,053		831,053
Capital Outlay		50,000		50,000
TOTAL MSH2W	3.53	\$1,010,757	6.53	\$1,073,757

	Presented to Council		Proposed Amendments	
Facility/Category	FTE	Expenditure	FTE	Expenditure
Metro Central H2W				
Personal Services				
Facilities Manager	0.15	\$ 8343	0.15	\$ 8343
Senior Solid Waste Planner	0.15	7126	0.15	7126
Project Coordinator	2.00	69,181	2.00	69,181
Associate Management Analyst	0.23	8,956	0.23	8,956
Hazardous Waste Specialist	2.00	64,270	2.00	64,270
Hazardous Waste Technician			2.00	42,000
SUBTOTAL	4.53	\$157,876	6.53	\$199,876
				я
Materials and Services		439,053		439,053
Capital Outlay		1,271,000		1,271,000
TOTAL MCH2W	4.53	\$1,867,929	6.53	\$1,909,929
Metro Central H2W				
Personal Services				
Associate Management Analyst	0.08	3,257	0.08	8,956
Hazardous Waste Specialist		,	1.00	44,940
Hazardous Waste Technician			1.00	21,000
SUBTOTAL	0.08	\$3,257	2.08	\$69,197
TOTAL ALL FACILITIES	8.14	\$2,881,943	15.14	\$3,052,883

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Resolution No. 92-1607.

RB:ay STAFFRPT\STAF0409.RPT April 9, 1992

OPERATIONS OPTIONS ANALYSIS

Given the popularity of the Household Hazardous Waste (H2W) facility and the attendant, unanticipated expense that will strain the current year budget and require increased funding in FY 1992-93 in addition to amounts already earmarked an analysis of several operational options in order to provide Council with sufficient information and background data to make fiscally prudent and legal choices for the establishment of a long-term viable H2W system in the Metro region is necessary.

The following nine options range from closure to maintaining current customer flows. Staff has provided an assessment of the effect each option would have on the current system.

<u>Close H2W South; Suspend Construction of H2W Central</u>: This rather drastic option would waste seven years of coordination, planning and development. During this period, starting with the single day events, our efforts have consistently supported the concept of more frequent collection, and recently recognized the economic efficiencies of permanent facilities supported by a mobile system (still in development, as noted in the mobile system memo).

Metro has garnered the widespread support of local governments. Oregon City has supported the H2W South facility and their fire department is a significant participant in overall planning and coordination efforts for the day-to-day operation of the program. This close relationship, which has grown from and added to previous positive efforts in other areas of concern by the Solid Waste Department, would be severely strained. What is now a productive, cooperative effort would turn sour. Metro's image as an agency for constructive change would be hurt. Those communities that have used this facility as a plus in their water quality efforts would be forced to backpedal. Both facilities are viewed as regional positives in a broader context for environmental protection.

Metro has a contractual and legal obligation to minimize the flow of hazardous waste to our landfill at Arlington. This program is the most effective way that is currently acceptable to the Metro community to accomplish that goal. Failure to provide a facility to minimize hazardous waste flow would violate state law that requires H2W facilities convenient to our constituents. There are no alternative disposal options if these facilities are closed. Metro has a \$1.2m investment in a building that has no other apparent use. Our highly effective load-checking program would become severely limited and increased confrontation with the hauler community would occur. Even pulling back to collection events would be counter-productive. The \$100 cost per customer at H2W South is much less than the \$140 to \$250 cost per customer Metro experienced at collection events.

More instructive is the cost per pound numbers. The H2W South facility is accepting, processing, recycling and disposing of waste at a current rate of \$3.00 per pound compared to the \$8.00 per pound costs at recent collection events. Termination of the program would send a very confusing message to our public and would invite a confrontation with the state and local governments.

Closure and suspension would save \$2.7m in current funds; however, it is arguable that unforeseen and difficult to quantify external costs would result because we would end up with a dirtier landfill, grater contamination in the sewer outflows, hundreds of very dangerous storage problems in garages, basements and attics around the community, and loss of real public confidence in our ability to manage our trash.

Staff does not recommend this option.

Cut Staff Hours. This is a highly regulated facility subject to a variety of operational constraints that are best served by a well-trained and adequate staff. Without the staff to identify and process the incoming material, we would immediately violate our permit with Oregon City by not being able to identify unknowns. We would exceed our lab pack storage capacity, and very likely create long queuing lines into the surrounding streets. It is unacceptable to Metro, the DEQ, and our host community to degenerate into a situation like Seattle's, where for a lack of adequate staffing, a year's worth of unknowns are stored in barrels in the facility. Even after the tremendous response we absorbed since opening, our unknowns are current, all material is lab packed before we go home at night, and our storage of waste is well under proscribed capacity limits.

In many instances, the expenditure for staff allows us to process waste so we can take advantage of lower cost disposal options. This is particularly true of latex paint, oil paint and aerosols.

Staff does not recommend this option.

Open Only One Day Per Week: Staff estimates that this option would reduce customer counts to approximately 200 if the single day was Saturday and to 150 if it was a weekday. This may translate into a cost reduction of \$20-25,000 per month for disposal and approximately \$3,000 per month for labor (\$312K to \$336K per year).

This facility was not designed to handle those kinds of peak days, however. Recent heavy days in the 110-120 range have used 15 employees working 12 hours to process the waste without a backlog. Our only experience with a 200 count day occurred during the first weekend after the media rush. It took us six weeks to process the material. In order to not violate our permit we had to loose pack liquid flammables for immediate transport at a cost of over \$45,000 for 70 barrels. Such crisis management on a weekly basis would easily absorb any savings from a reduction in waste quantities, and would in all likelihood result in even greater costs than those we are experiencing now.

We do not have the queuing space for 200 cars on a typical Saturday at Metro South. The 200 H2W customers will be mingled with the usual 500-600 transfer station customers. We would expect a demand from Oregon City to build a new queuing lane along Washington Street, with an electric signal at our entrance if we allowed these kinds of customer backups. Currently, our plan and permit prohibit lines on Washington Street.

If we were to opt for a weekday opening in the Tuesday to Thursday period, the traffic problems would be less of a concern, but the facility capacity would still be strained. The one day during the week would limit the facility access by the typical working customer and is counter to the legislative mandate of providing a convenient disposal station. We further expect some customer confusion and an increase in orphan wastes at our doorstep.

Staff does not recommend this option.

Open Two Days Per Week: The reduction in customer counts and volume would not be proportionate to the reduction of 1/3 of our business hours. The typical customer at the H2W facility is well-motivated and would likely just wait for the open days to come in rather than fail to participate. A reduction of customer counts of up to 10% may result from this option with an overall annual savings of \$102,000 in labor and disposal fees. Many of the same problems noted in the one day per week open option above are likely to occur should this two-day option be implemented. Queuing problems, peak load problems, and scheduling constraints are nearly as significant problems as they are in the one-day option.

Staff does not recommend this option.

Accept Customers By Appointment Only: This would cut our participation by 75%. There would be no labor savings. Time saved from processing would be expended on the phone. Again, this fails the test of providing a "convenient" facility. As a practical matter, we utilize this technique for problem loads that are screened by our RIC in order to minimize conflict with the ordinary loads and expect to continue this practice.

Staff does not recommend this option.

Limit Quantities Accepted. Our current limit is 35 gallons per customer. Enforcement of that standard is somewhat subjective. Customers will deliver pickup loads of cans that are only partially full making our estimate of the total gallons very difficult. Others are putting together loads made up of material from several families. During the first two months over 10% of our loads were aggregations of some kind. The participants are making a good-faith effort to dispose of material in a responsible manner. Accepting partial loads will lead to irrational arguments at the receiving bay, illegal dumping, ill will, possibly creative multiple trips, and an increase in confusion in all aspects of the program. The 35 gallon limit is very effective as a distinguishing characteristic of commercial loads; we use and will continue to use this standard to redirect commercial or CEG loads to the proper vendors who provide disposal for regulated wastes from this sector. It is very problematic to expect a customer who brings in a pick-up load of paints, solvents, cleaners and garden supplies - all items clearly of a household origin - that may have been the result of a housecleaning after the death of a relative, to be sympathetic to an arbitrary 35 gallon limit when in his mind, he has done the responsible thing by making sure the material comes to us rather than down the drain or hidden in the trash. The rigid imposition of this rule runs counter to our overall mission to protect the environment. Nearly 90% of our customers bring us less than the limit; they just tend to bring it in literally hundreds of containers, each one of which has to be processed individually, whether it contains an ounce or a gallon or more.

Staff does not recommend this option.

<u>Limit Items Accepted</u>: The H2W facility currently accepts batteries, oil and latex paint. These items are not typically hazardous, but are controlled wastes. Oil and batteries are accepted by the transfer station and the H2W facility takes them as a convenience for customers who have other hazardous items to drop off. Redirecting customers with these two items would not result in any savings.

Latex paint makes up 30% of our container volume; latex is a liquid, and is therefore prohibited from disposal at the transfer station. In two months, the facility has taken in over 10,000 cans, and bulked 4,000 gallons of waste latex paint. Latex does contain some mercury and ammonia. It is necessary to open every can, test it, and bulk the liquids. This is the least expensive method of disposal when combined with solidification of the bulked product. There is no other disposal alternative. Failure to accept this material would cause our transfer operation some increased improper dumping and would re-ignite the hauler concern that Metro excludes items without clear direction on what to do with them, creating confusion and anger in the general public.

Staff does not recommend this option.

Abandon Recycling Efforts: The facility currently recycles batteries, oil, A-fuels, metal cans, cardboard and latex paint. In most instances, recycling is less expensive than other disposal options. The recycling of metal and cardboard is incidental to the primary activity and is of marginal cost (no more than \$2,500 per year). The batteries and oil are handled by transfer station staff and again are conveniences to the customer and involve no substantial cost.

During the first two months, the facility recycled over 1,200 gallons of latex paint at a cost of \$5.00 per gallon or \$275.00 per 55 gallon barrel. Disposal of latex costs \$412.50 per 55 gallon barrel. Solidification of the latex for land disposal at Arlington as a special waste is an untested methodology, but if possible may only cost \$175-\$200 per barrel. At that point, our disposal costs would be lower than our processing costs for latex and we would have to make a value choice. Recycling is higher on the hierarchy but at \$275 vs \$200 per barrel is significantly more expensive. In addition to the cost, it may be difficult to find outlets for 500-600 gallons of latex per month, even given the quality of our current production.

If further research indicates that solidification is possible, we could reduce our current monthly cost projection for latex processing and disposal from \$35,570 to \$29,700. Absent confirming data about the viability of solidification however, recycling will continue because the \$31,560 cost of a combined recycling disposal program is less than the projected \$35,750 costs of disposal only. The calculations are as follows:

22,661 or 1,200 gallons of recycled paint processing used 600 hours at \$10/hr, (\$5/ gallon). Therefore, $55 \times $5.00 = 275.00 .

Bulking paint required 600 hours to process 4,000 gallons of paint at \$10/hr. (\$1.50/gallon or \$82.50 per bbl). Disposal costs \$300/barrel; each barrel costs \$30. Therefore, 82.50 + 30.00 + 300.00 = \$412.50.

Under current operations, it is less costly to recycle than dispose of the paint. For example, if we had bulked all the paint, the 1,200 gallons could have been processed in 180 hours. The total hours for disposal are then 780, but we have 22 bbls at 300 each to add in, plus the \$30 bbl cost. Therefore, 72 bbl x $$300 = $21,600 + $7,800 \text{ labor} + 72 \times $30 = $2,160$. Total processing/disposal cost -\$31,560.

Recycling cost $$275 \times 22 = $6,050$, plus \$29,700 for the waste or a total of \$35,750, or \$4,190 less because we recycle.

However, if waste solidification works, the \$29,700 cost would be reduced by \$7,200, thereby making recycling more expensive by approximately \$3,000, or close to 10% more.

It is this option that requires further examination and direction from Council.

Maintain Current Operations: Staff believes costs will decrease somewhat over time as we continue to find better processing and disposal alternatives. For example, during the first two months of operation, Metro had to pay \$550 bbl for flammable solid disposal and \$600 bbl for aerosol paint can disposal. It is now possible as a result of staff work to send these two items out for thermal oxidation at \$300 bbl. The resulting ash from this process is sold as an additive to paint.

Staff has often found that by using our own labor as noted above with latex processing and with A-fuel processing we save significant sums and improve our bottom line. Time and experience will add to these efforts. However, such management decisions are predicated on our ability to hire staff and it is in this regard that our original estimates have suffered most.

As noted in the two month report, the H2W facility requires 11 employees at current levels. Metro Central H2W will absorb the 20% percent of our customers that are using Metro South now, but who actually live in the Central market area. Depending on the response to the opening of the Central facility, operations may need hiring authority for seven additional technicians to accept and process material starting in January 1993 at the Central H2W facility.

Staff recommends this option be pursued and that five additional FTE's be authorized for hire in January 1993, but that the authority be granted by budget amendment in September of 1992, after more history at the current facility. The budget impact is \$105,000 for FY 1992-93, and \$225,000 in FY 1993-94.

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RE: H2W MOBILE VEHICLE

This summary will provide additional details about the H2W mobile system.

This system will utilize a small, straight truck equipped with a tool and equipment package for remote collection activity. The vehicle will be equipped with a lift gate, barrel lifters, hand carts, tools, all required safety gear, packing material and site gear.

This vehicle will be dispatched to neighborhood locations to handle several small collections, will provide support for larger collection events, and will participate in CEG collection days. We expect to be able to target select items (latex, batteries, etc.) with this vehicle. It is important to note that this will be the primary support for those neighborhoods outside the market area of either one of our permanent sites.

Occasionally, when the economics are favorable, this vehicle will transport barrels to selected processing facilities. Some items are collected in such small quantities that shipment is sporadic. Rather than absorb a pick-up fee for these small items, it is in our best interest to do the transport.

Another minor element of the program will be a new capability to respond to home-bound customers who lack the means to deliver their material to us. Also, we are called about every six months about a hazardous waste dump site within our mitigation areas. Rather than use a very expensive remediation team, we will use our people to take care of these occurrences.

Finally, it is our intention to lab pack orphan material collected at our transfer stations during load checks rather than use expensive, single-service vendors. If the compost facility re-opens, we will play a significant role in lab packing and transportation of material from that site, as well. All of these activities will be supported by the subject vehicle.

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HOUSEHOLD HAZARDOUS WASTE FACILITY TWO-MONTH SUMMARY

During the first two months of operation, the Metro South Household Hazardous Waste (H₂W) Facility serviced 2,447 customers. These people generated approximately 50,000 individual containers of waste, which were packaged or consolidated into about 485 drums. Approximately 950 containers were unlabeled, requiring analysis in the facility lab. About 60% of all containers received were paints and other flammable materials, about 30% were latex paint.

When able to bulk on-site, a 220-280 customer week will generate about 60 drums of waste. We bulked 22 recyclable barrels and 72 waste barrels of latex, or 3,960 gallons of latex from 10,000 cans. We still have a backlog of 1,000 cans. The disposal costs for servicing 250 people are about \$16,667.00, which breaks down as follows (not shown here are wastes that are recycled without disposal costs, such as recyclable latex paint, motor oil, and lead-acid batteries:

Category	# drums	Cost/drum	Expense/wk
Flammable liquids	11	185.00	2,035.00
Flammable solids*	10	550.00	5,500.00
Isocyanates	0.05	500.00	25.00
Asbestos-containing	2	120.00	240.00
Latex waste*	8	300.00	2,400.00
Antifreeze	0.65	27.50	18.00
Household Batteries	0.125	120.00	15.00
Cleaners	2.5	250.00	625.00
Acids - treatable	0.65	180.00	117.00
Acids - non-treatable	1	250.00	250.00
Alkalis - treatable	1	180.00	180.00
Alkalis - non-treatable	1	250.00	250.00
Oxidizers - treatable	0.33	300.00	100.00
Oxidizers - non-treatable	0.25	250.00	63.00
Pesticides	6.5	250.00	1,025.00
PCB ballasts	0.05	160.00	8.00
Aerosols*	4	600.00	2,400.00
Organic peroxides (lbs)	10	125.00/lb	1,250.00
Propane	0.2	150.00	30.00
PPE	1	130.00	130.00
	•	Total/week	16,667.00
		Total/Month	66,668.00
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Based on this analysis, estimated total for disposal based on 250 customers per week should be around \$67,000. *We are currently working on implementation of a processing protocol that will allow us to solidify the waste latex, reducing the cost from \$300 bbl to \$200 bbl and a system that will reduce aerosol and flammable solids cost from \$600/550 to \$300 per bbl. This will reduce costs by \$4,500 per week, or \$18,000 per month.

Lab costs:

It costs approximately \$1.25 for chemicals and supplies for testing one unknown, and \$2.00 to dispose of the lab wastes and waste water generated by one test (not included in above disposal costs). A 250 person week should generate about 60 unknowns, at a cost of 195.00 per week or \$780.00 per month.

Personnel:

In the first month of operation, labor hours total approximately 1,975 actual hours worked. Of these hours, approximately 950 were covered at the regular rate of pay, 500 were covered by salaried personnel, 175 hours were worked by temporary employees hired during the month, and approximately 350 were worked at overtime rates by hazcats and scalehouse employees. 28 different employees worked at the H2W facility. In the next month, we used 2,194 labor hours attending to both incoming customers and the backlog of material. Our overtime has been significantly reduced as customer flows have leveled off. In the most recent week, we used 50 hours of overtime.

During the first month of operation, an estimated 375 hours of additional work accumulated that was not attended to. This included backup of latex paint, A-fuels, lab analysis, and general cleaning. Also, an estimated 110 labor hours would have been required to bulk the loose-pak flammables that were shipped to Wescomp. Catch-up work on this backlog is the primary reason the second month total hours were still above our targets of 1,760 hours per month.

Long-term continued operation at a rate of 250 customers per week will require approximately 440 labor hours per week, which totals 11 employees working 40-hours per week. This figure does not take into account administrative functions or time required to resupply and restock the facility. this does not take into account the time required to cover the Hazardous Waste oversight functions at Metro Central or at Metro South. The following is a breakdown of positions needed to operate at the projected rate of 250 customers per week:

Manager	Chemist	Hazcat 1	Hazcat 2/Latex/Support
1	1	6	3

Supplies:

Supplies can be divided into three categories: 1) Shipping and packaging supplies, 2) PPE, and 3) General. At the projected rate of participation, the following supplies will be required per month to operate:

<u>Item</u>	Amount/mth	Cost/unit	Expense/mth
New drums	85	30.00	2,520.00
Tighthead drums	60	26.00	1,560.00
Reconditioned drums	85	28.00	2,380.00
Liners, visQ	5 rolls ea	50.00	500.00
Superfine	3-4 pallets	230.00	920.00
Labels	varies		100.00
		Total	7,980.00

PPE Supplies include all purchases made on the Sahlberg PPE contract and other purchases of personal protective equipment. To date, \$5,065.55 of PPE has been purchased from Sahlberg. Many of these items are not disposable and are added to the facility supply inventory. These items include respirators, safety glasses, back supports, replacement parts for equipment, testing equipment, steel-toe work boots, etc. However, most PPE items are disposable. Use and cost of these items is estimated as follows:

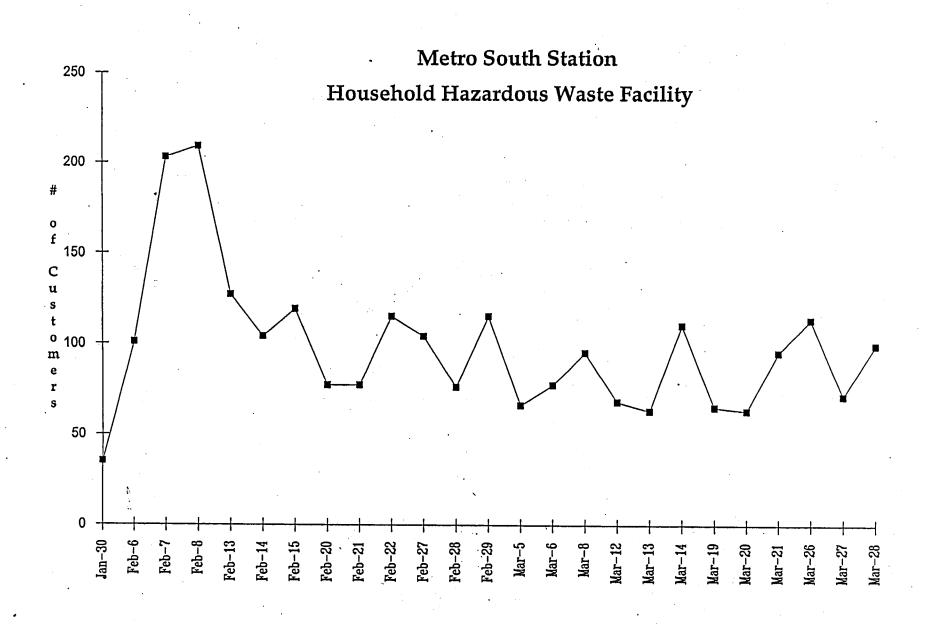
<u>Item</u>	Amount/mth	Cost/unit	Cost/mth
Poly tyvek	50	6.25	312.50
Tyvek M/L/XL	12 cases	55.50	666.00
Tyvek XXXL	1 case	82.30	82.50
Cartridges	12 pair	5.27	63.24
Aprons	2 packs	24.85	49.70
Nitrile gloves	120 pair	3.95	474.00
Leather gloves	8	4.47	35.76
Inner gloves	16 boxes	6.00	96.00
Dust masks	60	2.50	150.00
Nuke boots	50 .	3.65	182.50
Resp wipes	2 boxes	10.39	20.78
Misc. supplies	varies		100.00
		Tota	2,234.00

Total estimated operating costs per month based on 250 participants per week are as follows:

Personnel - 1,850 hours per month @	\$27,750.00
Disposal	66,668.00
Shipping Supplies	7,980.00
PPE	2,234.00
General supplies	500.00
Lab	780.00
Total/mth	\$105.912.00

This represents a cost of \$105 per customer. At the most recent single-day event we spent \$209 per customer. The average cost per event has been \$150 for less weight per customer. Again, if the H2W staff can work out some processing details, the \$105,000 estimate may be reduced by \$18,000/month, or \$18 less per average customer. Our current costs of \$3 per pound is less than the average \$8 per pound cost at a typical collection event.

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PARTICIPATION FIGURES

DAT	E		NUMBER OF CUSTOMERS
1/30 -		(Metro employees)	35
2/6	101		
2/7	203	week 1	513
2/8	209		•
2/13	127		
2/14	104	week 2	350
2/15	119	•	-
2/20	77		,
2/21	77	week 3	269
2/22	115		
2/27	104		
2/28	7 6	week 4	295
2/29	115		
3/5	66		· •
3/6	77	week 5	238
3/8	95		
3/12	68		
3/13	63	week 6	241
3/14	110		
3/19	65		
3/20	63	week 7	223
3/21	95	•	
3/26	113		
3/27	71	week 8	283
. 3/28	99		