



METROPOLITAN SERVICE DISTRICT
527 S.W. HALL ST., PORTLAND OR. 97201, 503/221-1646

A G E N D A Solid Waste Policy Alternatives Committee

Date: August 3, 1981

Day: Monday

Time: 12:00 - 2:00 p.m.

Place: Metro Offices, Conference Room A1 & A2

I. Approval of Minutes of June 8, 1981 Meeting

II. FOR INFORMATION --

 --Possible increased Metro involvement in operation
 of Rossman's Landfill - Merle Irvine

III. FOR INFORMATION --

 --Yard Debris Program, evaluation and future
 direction-Gus Rivera

DMON:pp

SOLID WASTE POLICY ALTERNATIVES
COMMITTEE

June 8, 1981

MEMBERS

Bill Culham
Harold LaVelle
Shirley Coffin
John Trout
Dave Phillips
Bruce Walker
Mike Sandberg
Frank Cooper
Jim Cozzetto
Bob Harris
Excused:

Howard Grabhorn

STAFF

Doug Drennen
Teri Anderson
Dennis O'Neil
Evelyn Brown
Kathy Thomas
Judy Roupf
Dave Sturtevant

GUESTS

Kent Meyers, Clark County
Bob Brown, DEQ
Dan Cooper, OSDBA
Jerry Powell, Citizen

I. Minutes of May 11, 1981

Doug Drennen made a correction to the minutes in the form of word usage under Transfer Station Siting Criteria, instead of "how big" use "what capacity". Committee accepted the change as presented.

II. Transfer Station Siting Procedures Report

Doug Drennen gave a report on the subcommittee which met June 5, 1981, and included staff, Frank Cooper and Bob Harris. The City of Portland elected not to participate at the subcommittee. The general information and generally the document was covered. The committee asked the representative for the City of Portland why the City did not participate in the subcommittee.

Bruce Walker responded, and explained that the City of Portland elected not to participate in the review committee as the criterias are based on the Transfer STation Plan which has not been adopted by the Metro Council. The implementation schedule for the identification and evaluation of sites lists July and August as the time when these processes will occur. If substantial modifications occurred to the plan, then the possibility could arise of evaluation of sites that wouldn't even be appropriate if the transfer plan wasn't adopted in its present form.

Doug Drennen went over the original schedule on Transfer Stations. The original schedule called for Council adoption of the transfer station plan in May, 1981. Then it was decided to adopt the plan as part of the Solid Waste Management Plan. The Solid Waste Management Plan has been somewhat delayed in final form. It will be July or August before a final decision is made on it. In January however, the Services Committe directed that Metro should proceed with developing these criteria and proceed with the siting as much as possible. The scheduling is very tight.

Some discussion occurred regarding the number of sites. Should a specific number of sites be identified, or should the amount be left general. It was moved to leave it undetermined, due to the fact that in some areas there might be 10 suitable sites, whereas, in other areas there might be more or less sites. A minimum number was suggested to guarantee a choice of more than one. It was brought up that it may be difficult to find more than one in some areas.

John Trout moved that numerical values on page 4 of Transfer Station Siting Procedures Report, June 1981, be removed and that numerical values not be assigned. Voice vote taken. No dissenting votes.

The committee then moved on to the Site Criteria on page 5, table 1. Several motions were put forward to modify Adjacent Area Criteria before Dave Phillips moved that sites shall be located in general industrial areas, and those industrial areas surrounded by light industry shall have higher priority than those areas surrounded by commercial. Motion was seconded by Frank Cooper. After discussion on zoning limitations with regard to transfer stations, question was called for by Frank Cooper. Voice vote: No dissenting votes.

The committee moved on to Land Cost Criteria. Bob Harris moved that the point value of land cost be reduced to a 1 (one) point value. Frank Cooper seconded. Voice vote called for. Nay votes by Shirley Coffin, Harold LaVelle and Frank Cooper. Motion carried. Harold LaVelle moved that "land cost" be deleted entirely. Frank Cooper seconded. Voice vote: Aye vote by Harold LaVelle, motion defeated. Dave Phillips moved that land cost, be changed to site cost and the site with the lowest combined cost for development and land cost will be ranked highest. Motion was amended to include the word "estimated" to read, "and the site with the lowest estimated combined cost for development and land cost will be ranked highest. Voice vote: No dissenting votes.

Bruce Walker moved that the Siting Criteria for the Transfer Station Plan not be acted upon until such time as the Metro Council adopts the Plan as Metro policy, and that this committee recommend to staff and to the Council, that the Transfer Station Plan be adopted by them before site evaluation is initiated. Shirley Coffin seconded. Roll vote taken:

Mr. Cooper:	Yes
Mr. Cozzetto:	Yes
Mr. Culham:	No
Mr. Grabhorn:	Absent
Mr. Harris:	Yes
Mr. Howard:	Absent
Mr. LaVelle:	Yes
Ms. Coffin:	Yes
Mr. Phillips:	Yes
Mr. Rosenfeld:	Absent
Mr. Sandberg:	Yes
Mr. Trout:	Yes
Mr. Walker:	Yes

Dennis O'Neil then explained what was happening with the Disposal Franchise Ordinance. The materials (Agenda for Regional Services Committee, revised ordinance. Completed copies are attached in file records) were handed out and Dennis O'Neil explained that the Council has asked staff to revise certain areas in the Ordinance and has asked for the committee's opinions on these changes. He then announced that the materials for the June 10, 1981 Regional Services Committee meeting had been pulled and they would not be presented at that meeting. Terilyn Anderson then went over the changes point by point.

Section 5(1)(b)-5(2)

Dave Phillips moved approval of Section 5(1)(b) - 5(2) as revised, Frank Cooper seconded. Voice vote: No dissenting votes.

Section 7 Applications-New Section

Mike Sandberg moved acceptance of Section 7 with the new addition. Jim Cozzetto seconded. Voice vote: No dissent votes.

Section 8(6) Flow Control

John Trout pointed out the difficulties for the haulers with the way the section is currently written. There was concern that notification would not be in time and that Metro would not have the names of all the haulers. Motion was made to accept the revised wording under Section 8(6). Dissenting vote by John Trout.

Section 13(12) Prohibition

John Trout moved that this committee go on record as supporting the total prohibition language that is in the revised copy. Harold LaVelle seconded. Discussion was called for and Dan Cooper from the Oregon Drop Box Association expressed his organizations concern with the Disposal Franchise Ordinance and urged support of this language also. Dave Phillips asked if

this included haulers who operate their own transfer stations. Dennis O'Neil confirmed that yes as it is now revised, it would include haulers who operate their own transfer stations.

Bruce Walked moved that the motion by John Trout be amended to read that the prohibition of hauler interest apply only to final disposal sites, that transfer stations and processing centers receiving the haulers own waste not be included under this clause. John Trout agreed to the amendment and Harold LaVelle seconded. Frank Cooper seconded also. Frank Cooper suggested that Metro take another look at the situation, in his opinion, Metro has no jurisdiction to regulate collection and if this occurs, he stated that there will be legal action brought to bear against the District.

There was more discussion on the legal jurisdiction of Metro to regulate collection and the question was called for. Roll call vote.

Mr. Cooper	No
Mr. Cozzetto	Abst.
Mr. Culham	Yes
Mr. Grabhorn	Absent
Mr. Harris	Yes
Mr. Howard	Absent
Mr. LaVelle	Yes
Ms. Coffin	Yes
Mr. Phillips	Yes
Mr. Rosenfeld	Absent
Mr. Sandberg	Absent
Mr. Trout	Yes
Mr. Walker	Yes

Section 20(5)

Transfer of Franchises

Terilyn Anderson explained the changes in this section. John Trout moved that this section be adopted as written. Jim Cozzetto seconded. Voice vote. No dissenting votes.

Last item under the Disposal Franchise Ordinance was that the Executive Officer be replaced with the Council with regards to granting or denying franchises. The Chairman asked for discussion on this item. Bruce Walker recommended that the committee on solid waste not interfere with Executive Management decisions dealing with the Metro Council. Dave Phillips seconded. Voice vote. No dissenting votes.

III. Recycling Support Fund

Richard Hertzberg discussed the recycling grant funds which were allocated by the Council for recycling industries in the Metro region. Briefly Richard Hertzberg went over the guidelines for the recycling grants. The \$75,000 grant funds set aside are mainly for site improvements, capital purchases, new or existing recycling efforts in the area, and educational areas. He also pointed out that these guidelines are in draft form and some redrafting will be done. The minimum grant will be \$2,500 and the largest will be \$25,000. There will be a committee who will be evaluating the proposals and sending the recommendations on to Executive Management and the Council.

There being no further business to discuss, the next SWPAC meeting being tentatively set for July-August, the committee adjourned.

TRANSFER STATION SITING PROCEDURES REPORT

BACKGROUND

General

Metro is responsible for disposal of the region's solid waste and offers a multifaceted approach to solid waste management. Through education and technical and financial assistance, Metro's goal is to double the amount of material currently being recycled by 1986. Metro is also planning to build a facility which will generate energy in the form of steam by burning municipal solid waste. The Resource Recovery Facility (RRF) is expected to be in operation in 1985 and with the waste reduction and recycling efforts should reduce the amount of waste going into the area landfills by 56 percent. Finally, Metro is searching for a new landfill to handle the remaining solid waste once the existing landfills have reached capacity.

The Metro Solid Waste Management Plan calls for the construction of transfer stations to improve hauling efficiencies and to regulate the flow of solid waste to disposal facilities. This control of the solid waste flow is an important factor in the operation of the RRF and the siting of the new landfill.

In January 1981, Metro released the proposed Solid Waste Transfer Plan (Transfer Plan) recommending that two solid waste transfer stations be constructed to serve the Metro region. Metro's Regional Services Committee approved the plan and directed the Metro staff to begin siting of two transfer stations. This report is intended to outline the procedures that will be followed in siting the two transfer stations.

Transfer Facilities

A transfer station is a building which receives solid waste delivered by commercial garbage haulers and the general public. The waste is first dumped into a concrete pit and then loaded into tractor trailer trucks for transport to the RRF or a landfill. A transfer trailer can haul as much as five times the solid waste as commercial garbage trucks.

When properly located, transfer stations are cost effective and benefit the overall solid waste disposal system. The advantages include:

1. Increased efficiency of the collection system by reducing hauling time;
2. Enhanced recycling capability;
3. Enhanced flow control by directing waste to appropriate disposal facilities; and
4. Conservation of energy.

The Transfer Plan recommends that two transfer stations be constructed to provide disposal service for the Metro region in addition to the RRF. During an interim period between 1982 when Rossman's Landfill closes and 1985 when Resource Recovery begins accepting commercial haulers, the Clackamas Refuse and Recycling Center (CRRC) will provide disposal services for the southern portion of the region. The CRRC will be located adjacent to the planned site for the RRF in Oregon City. One of the transfer stations will be located on the east side of the Willamette River, and the other station will be sited on the west side of the river. The approximate areas these stations serve are shown in Figure 1.

The two transfer stations will improve the level of disposal service in the metropolitan area. Currently, the metropolitan area uses three general purpose landfills: St. Johns, Rossman's and Newberg. St. Johns and Rossman's handle approximately 77 percent of the municipal solid waste disposed in the Metro region. Presently, 36 percent of the population is within a 20-minute haul time to one of the above disposal facilities. When Rossman's closes in 1982, the area served by a 20-minute haul time will drop to 12.5 percent. With the CRRC in operation by 1982, 27.5 percent of the population will be within a 20-minute haul time from a disposal facility.

The operation of two transfer stations in addition to the CRRC and RRF will increase the level of service so that at least 80 percent of the population will be within a 20-minute haul time of a disposal facility. The transfer stations will result in an annual total system cost savings of \$1.5 to \$2.0 million when compared to a system without transfer stations. The total system cost includes transfer station capital and operating costs, transfer costs, and collector's haul cost. Transfer stations are cost effective because transfer trailers hauling approximately five times the solid waste as commercial collector trucks increase the hauling efficiency of the system. Savings result from the reduction in time required by private collectors to haul to a disposal facility.

SITE SELECTION PROCEDURE

General

The objective of this report is to outline a procedure for selecting sites for the east and west transfer stations. Initially, local officials will be updated of the status of the transfer station plan. Staff members of local government agencies will receive a copy of this report and will be requested to submit their comments on site criteria to Metro by mid-June, 1981. Comments from the local jurisdictions will be incorporated into the final site selection criteria which will be presented to the Metro Regional Services Committee for their approval.

Once the siting criteria are established, the technical work on site identification and selection will proceed. Metro anticipates the following steps in the site selection process:

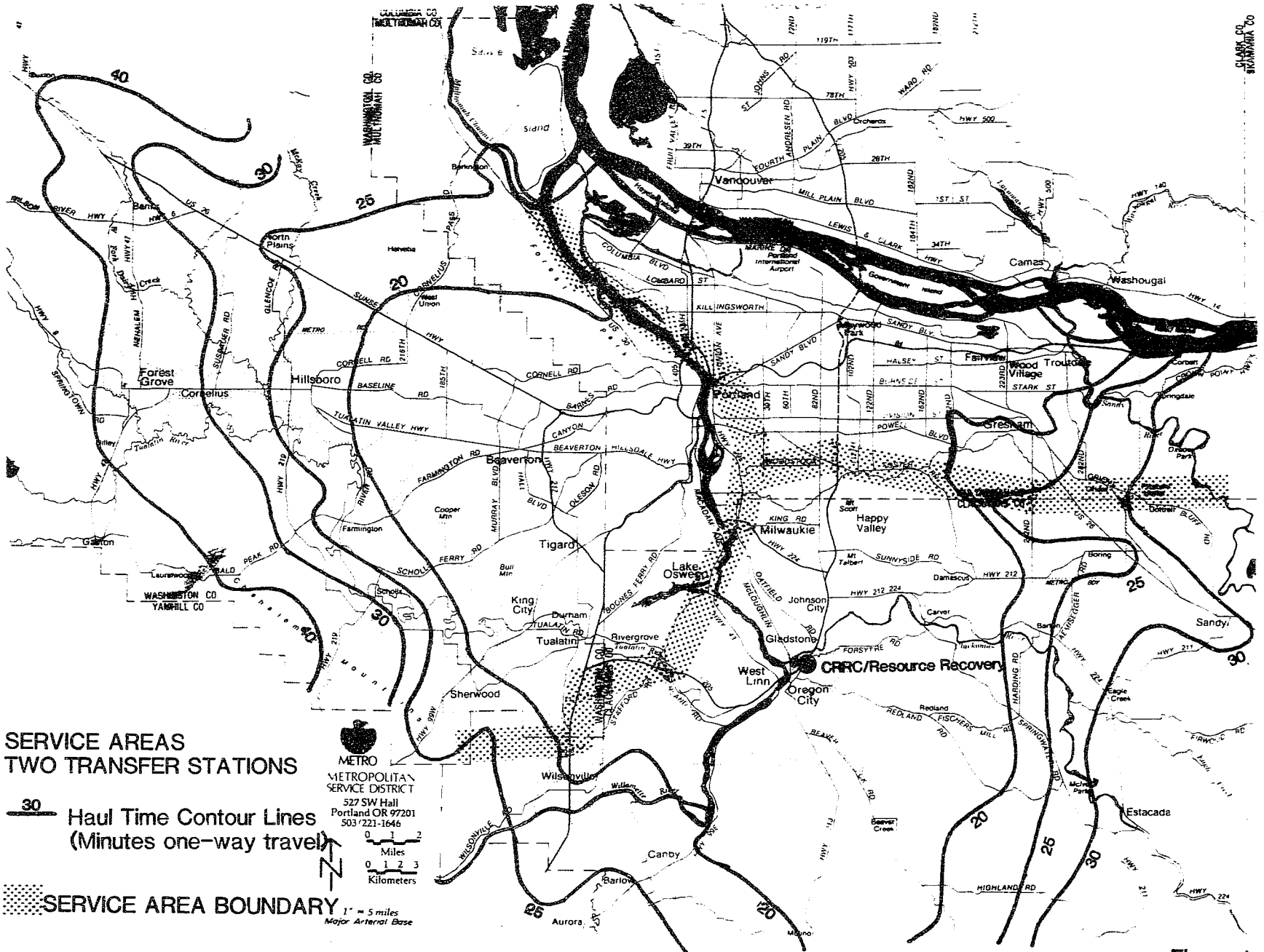


Figure 1

1. Identification of 10 sites in each area;
2. Evaluation of 10 sites in each area;
3. Detailed evaluation of top 3 sites in each area.

The Metro staff will provide overall coordination of the siting effort and will be responsible for developing the technical information upon which a recommendation will be made.

Site Identification

The objective of this phase of work is to identify at least 10 possible sites in each of the two service areas. The theoretical center (centroid) of solid waste generated within the east and west service areas will be established based on current data. Similar facilities in other areas along with solid waste data for the Metro region will be studied and transfer station design parameters will be developed. Based on these parameters, the optimum land characteristics and area requirements will be established. Traffic volumes will be estimated. Zoning and property boundary maps keyed to aerial photographs will be used for identification purposes. The first 10 sites in each area will be identified beginning with sites closest to the centroid in the service area which can meet the following minimum criteria:

1. Sites that are substantially undeveloped or have abandoned facilities.
2. Sites within a light industrial, heavy industrial, general industrial or manufacturing zone.
3. Sites with access to major transportation corridors.
4. Sites adhering to established design parameters.

Site Evaluation

Each of the 10 sites will be visited and studied in more detail to allow each site to be scored and ranked. Table 1 shows the site criteria which will be used in the evaluation along with scoring for the criteria and the weighting factors.

Haul cost will be calculated for each site by the same method that was used in the transfer plan. Evaluation of criteria will be site specific. For example, direct vehicular access onto an arterial will not have the same impact in all areas.

Metro will evaluate the sites based on this criteria. A technical committee consisting of persons with knowledge and expertise about one or more of the criteria will rate the sites. From this evaluation, three sites will be identified in each service area.

TABLE 1
SITE CRITERIA

<u>Criteria</u>	<u>Weighting Factor</u>	<u>Comment</u>
Level of Service	3	Locations which would provide 20-minute haul time for the largest percentage of solid waste generated will be ranked highest.
Haul Cost	4	Sites with the least cost (commercial collectors haul cost plus transfer cost) will have the highest score.
Land Cost	2	Sites with lower cost for land will be ranked highest.
Vehicular Access	3	Sites which are adjacent to major transportation corridors and have minimum impact on arterial streets will be given the highest score.
Adjacent Area	2	Sites located next to industrial areas will be rated higher than sites adjacent to commercial and residential areas.
Utilities	1	Sites which have access to existing and adequately sized water, sewer and electrical lines will be ranked highest.
Air Quality	2	Sites which have the least percentage increase over existing conditions will be given highest score.
Traffic	3	Same rating procedure as Air Quality.
Noise	2	Same rating procedure as Air Quality.

Each site will have a rating of one to five for each criterion. The best sites will have the highest number of points.

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Detailed Evaluation of Top Three Sites

Once the site evaluation is completed, Metro will proceed with a design study of the top three sites in each area. A detailed evaluation of these sites will result in a recommendation of the final site for each station.

Site grading, utilities, vehicular access, circulation and roadways, building improvements and other site specific development requirements will be examined for each of the top three sites. Site development costs will be estimated and a detailed land appraisal will be conducted, as well as a title search. Station location with relation to the disposal site, i.e., RRF and other disposal facilities, will be evaluated based on cost.

The initial analysis of environmental impacts, including noise and air quality impact, will be updated based on the more detailed information developed for each of the top three sites. A draft report containing all pertinent information about the top sites will be prepared. The report will include the recommended site for each of the east and west transfer stations.

Additional Steps

Public meetings will be conducted on the final site recommended for the east and west stations. This will be followed by a public hearing before the Metro Regional Services Committee and preparation of a final report incorporating responses to public comments. Following Metro Council authorization, a land use or conditional use permit will be filed with the appropriate local jurisdiction. Architectural/engineering work followed by construction will begin after land use permits are issued. A schedule in Figure 2 illustrates the recommended time for achieving each of the steps in the Transfer Station Site Selection Procedure described above.

M E T R O

SOLID WASTE TRANSFER PLAN IMPLEMENTATION SCHEDULE

TECHNICAL PLAN

1. Transfer station implementation schedule and site selection procedures
 - a. Presentation to Administration
 - b. Presentation to Executive Management
2. Transfer station siting procedures document (boundaries)
 - a. Presentation to SWPAC
 - b. Presentation to Regional Services Committee and approval by Regional Services Committee
3. Identify and evaluate sites for both east and west areas
4. Review of top three sites in each area
 - a. Evaluation of top three sites
 - b. Prepare report
 - c. Presentation to Regional Services Committee
 - d. Public hearing - Regional Services Committee
 - e. Final recommendation - Regional Services Committee
 - f. Final Council action on transfer station site

LOCAL JURISDICTION COORDINATION

1. Informally present transfer station status
2. Present slide show and proposed site selection procedures
3. Meetings with individual agencies
4. Receive comments from local jurisdictions on procedures document
5. Present report on top site evaluation

PUBLIC INVOLVEMENT COORDINATION

1. Educational presentation to regional groups
2. Educational presentation to local groups
3. Public hearings

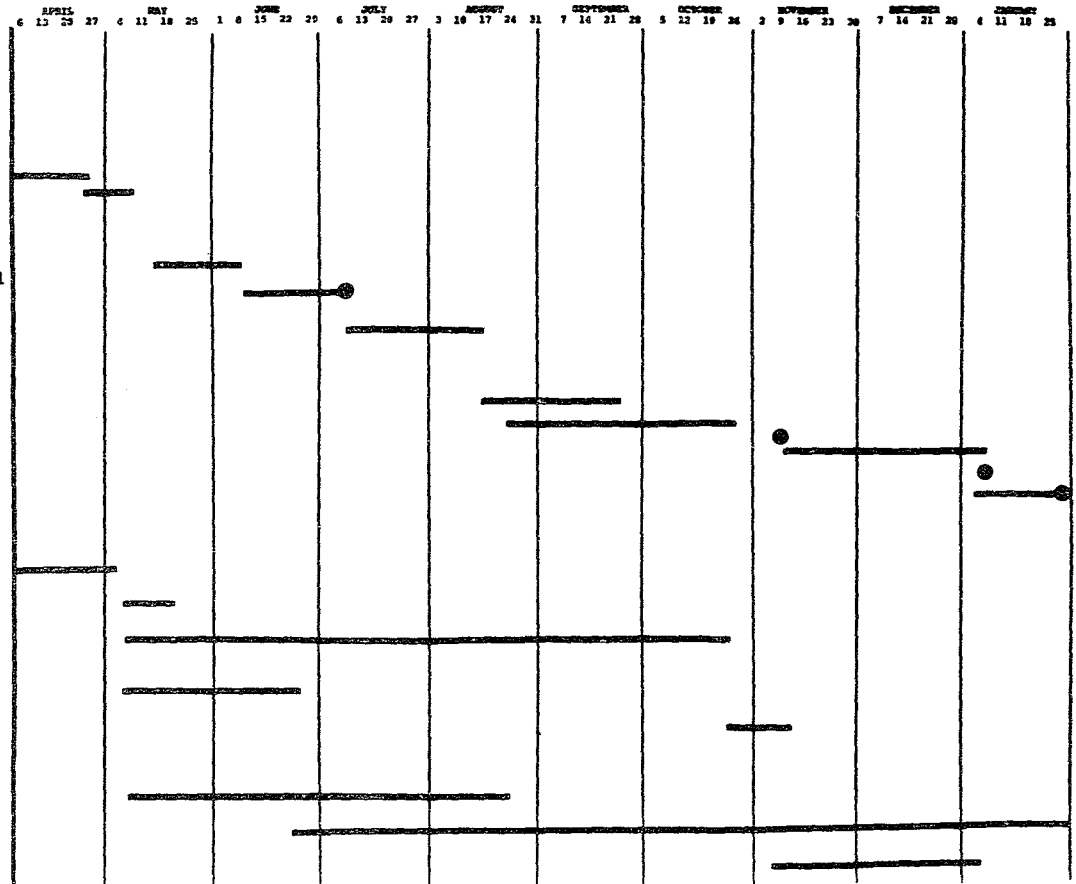


Figure 2

ATTENDANCE RECORD 1981 - S.V.P.A.C.

NAME	Jan 17, '81	Feb 23, '81	Mar 20, '81	Apr 13, '81	MEETING May 13, '81	June 10, '81	July 8, '81	Aug 5, '81	Sept 14, '81	Oct 12, '81	Oct 26, '81	Nov 23, '81	Dec 7, '81
FRANK COOPER	X	X			X			X					
JIM COZZETTO		X	X	X	X			X	X	X	X	X	X
SHIRLEY COFFIN	X	X	X	X	X	X	X	X	X	X	X	X	X
BILL CULHAM	X	X	X	X	X	X	X	X	X	X	X	X	X
HOWARD GRABHORN	X	X	X	X	E		X	X	X	X		X	
DICK HOWARD	X	X	X	E	X			X	X		X	X	X
ROBERT HARRIS	X	X	X	X		X	X			X	X	X	X
HAROLD LAVELLE	X	X				X							
DAVE PHILLIPS	X	X	X	X	X	X	X	X	E	X	X	X	X
WARREN ROSENFELD	X	X		E	X		X						X
MIKE SANDBERG	X	X		E	X	X	X	X	X	X	X	X	X
B. PIECE, B. WALKER OR MIKE SIEVEKS	X	X	X	X	X	X	X	X	X	X	X	X	E
JOHN TROUT		X	X	X	E	X	X	X	X	X	X	X	X

E = EXCUSED, X = PRESENT