



# Agenda

SOLID WASTE POLICY ALTERNATIVES COMMITTEE  
(SWPAC)

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METROPOLITAN SERVICE DISTRICT 527 S.W. HALL ST., PORTLAND, OREGON 97201 503 221-1646  
*Providing Zoo, Transportation, Solid Waste and other Regional Services*

*Date:* August 19, 1985

*Day:* Monday

*Time:* 12:00 Noon

*Place:* Metropolitan Service District; A-1, A-2

1. Approval of minutes
2. Discussion on the 1986 Rate Study
3. Report on the Resource Recovery Symposium
4. Solid Waste Department Update

SOLID WASTE POLICY ALTERNATIVES COMMITTEE

SWPAC REGULAR MEETING

July 15, 1985

Committee Members Present: John Trout, Chairman; Shirley Coffin, Gary Newbore, Howard Grabhorn, James Cozzetto, Ruth Selid (for Delyn Kies)

Committee Members Absent: Robert Harris, Dick Howard, Paul Johnson, Dave Phillips, Mike Sandberg

Guest: Bill Culham, Citizen-Washington County

Staff Present: Norm Wietting, Debbie Gorham, Dennis Mulvihill, Wayne Rifer, Mary Jane Aman, Ray Barker, Bonnie Langford

Minutes of June 17, 1985 Will be sent with next month's packet

Agenda Item

SWPAC Reorganization

Ray Barker, Council Assistant, reviewed a background and analysis of SWPAC Bylaws, revised with staff and Council Management Committee in June, and passed by the Council of the Metropolitan Service District on the 27th of June, 1985. Changes in the Bylaws included: (1) Change the name of the Committee to the Solid Waste Policy Advisory Committee, (2) Increase the number of citizens on the Committee from four to eight; decrease the number of solid waste industry representatives from six to four, (3) Revise the Committee purpose section to more clearly reflect the Metro Council's desire to have more citizen participation and greater communication regarding solid waste issues.

The name change, which is slight, was to bring it in line with other advisory committees. It doesn't mean SWPAC can't consider alternatives.

Ray stated anything within brackets was deleted from the Bylaws and anything underlined was added to the Bylaws.

There is no longer any reference to the Regional Services Committee since that Committee no longer exists.

The purpose of SWPAC is reworded but little is actually changed. SWPAC still will be advising the Metro Council and will provide a forum for citizens, industry, and local government. The Council is happy with the way the Committee has been functioning and SWPAC should continue as it has been operating.

The biggest change was in the membership; the City and Counties will remain with the same representation--one from each. The general public was increased to two (one from each county jurisdiction and one from the City of Portland). The haulers still have two representatives--one commercial and one residential. Land-fill operators were reduced from two representatives to one, trying to balance with industry, government and general public Reps. The construction industry was eliminated. Recycling retains the one originally written in the Bylaws. Ex officio members, without vote, may serve on the Committee upon nomination by the Presiding Officer of the Metro Council. SWPAC can give input on membership to the presiding officer.

Two of the members appointed to represent the public shall also be appointed to serve as the public members on the Rate Review Committee.

Bylaws are effective now since they were signed on June 27, 1985 and it will probably take a month or so to establish the membership. For public representatives, we will advertise and ask for suggestions from SWPAC and Metro Staff. We hope to gain people that will have some background and knowledge in this area and a lot of interest. Councilor Gardner wanted suggestions from SWPAC as to how they would like to proceed with the Industry representative--reappointment or someone new?

Shirley Coffin mentioned that meeting at noon might eliminate some people and perhaps that wouldn't be the best time to meet. Teachers, for instance, cannot get away at noon, and there would be others.

Ray stated he would keep SWPAC informed of the appointments and any other pertinent information.

Agenda Item

Waste Reduction/Resource Recovery

Wayne Rifer called the attention of the Committee to the materials before them. He also introduced Debbie Gorham, who has joined the team on the Systems Plan as an Analyst.

Wayne gave a general overview of the Planning process. Senate Bill 662 says that Metro should make alternative decisions by December and submit these to the DEQ. These decisions are primarily a method of disposal as an alternative to landfilling. The direction is to substantially reduce the reliance of the region on landfilling, so it will include technologies for alternative disposal and will include programs for source reduction and recycling. The two major issues to decide are (1) the technology for disposal and (2) ways we will use to encourage people to recycle. Wayne referred to an overview of Metro's process. The first phase is the technical review--the feasibility of several technologies; source reduction programs defined. From September to November Metro will be evaluating these options according to a range of values including their cost impact, environmental impact, etc. There will be public involvement meetings in the region. Wayne stated the time-line was inadequate to make these important decisions. Therefore, we need to ask people involved with these perspectives to talk about it and get feedback for the staff and Council; SWPAC members need to be involved in this gathering of opinions. The third phase, from the end of November through December is when we make the decisions and package the product. Again, there are two major things. One is the Resource Recovery technology and the second is the source reduction and recycling document that describes the program. The time-line diagram notes the series of presentations, decision packages and documents to the Council and the public hearing(s). There is public involvement in all phases of this process.

On August 2-3rd, is the Resource Recovery Symposium and that is Metro's important project of the moment. Debbie Gorham stated pamphlets and invitations had been sent out and it looked like there would be an interesting two-day symposium. A number of people will come in to talk on various alternative technologies to landfilling waste. A panel of nine people will be listening as well as staff and any interested parties, including SWPAC if you have time to come. It is open to the public but it will be a work day--Friday, beginning at 9:00 a.m. in the Council Chambers. The presentations will be a series of 30-45 minute presentations including mass incineration technologies, refuse-derived fuel,

SWPAC Meeting  
July 15, 1985

processing systems, power alcohol: Cellulose conversion to ethanol, flame oxidation process, and integrated recycling and refuse transfer systems, and other technologies---all ways of solving our solid waste dilemma. The Panel consists of two members from Metro Council; one from DEQ; three engineers; and several citizen-members are represented. These people will take their findings to the Metro Council so they can make a decision about which type of technology they feel will serve the region best. There will be question and answer periods following each presentation. Interested SWPAC members are urged to attend.

Agenda Item: Department Update

St. Johns Contract Bid

Chuck Geyer gave a brief overview of the main steps taken to bid on the St. Johns Contract. Metro required mandatory prequalification for this contract. Nine firms submitted for this contract and all nine were approved to submit bids. The next mandatory item was to attend our pre-bid conference and six of the nine attended that and Friday, four out of the six firms submitted proposals to Metro. One of those was considered "non-responsive" because it did not include a Bid Bond. The sheet was reviewed by Chuck; Browning-Ferris Industries was the lowest bidder and the proposal is being examined to be sure it is responsive. The sequence of events following the bid opening was outlined. The next major item will be when the Council awards the contract on August 8th..

Mr. Trout asked if the Bid price was for the entire term or for each year. Mr. Geyer answered it was for the term of 3½ years --the life of the existing landfill. Mr. Wietting mentioned there were some areas of the contract where Metro uses tonnage categories for weighting factors in Bid evaluation, so the contract price and the actual cost over a 3½-year period may not be the same but in the general vicinity. It's all dependent on the tonnage that comes in through those periods. John Trout asked about the other figures. Norm stated they were all based on unit prices, so as final cover is put down, the contractor is paid on a unit cost or yardage basis for what they actually do. Mr. Trout asked if the contractor would be held to that figure or would there be deviations? Chuck explained the only deviations from the unit prices bid would be if there were changes in the prices by inflation. Norm added the sanitary landfill disposal subtotal is made up of unit prices that range in BFI's proposal, all the way from \$11.00 per ton up to 10,000 tons per month. On the high end was 2.51 a ton for anything over 80,000. All of the unit prices are paid as needed. It was bid, basically, as a 3½-year contract with an option to extend at our option, for up to seven years. If we could, for instance, go up ten feet and add that to the landfill, that cost would all be in excess of this estimate. So with the exception of the final cover stripping and replacement, all of these items are expected to happen, at those levels, within the next 3½-years. Norm said we tried to be as clear as possible on all the specifications--they are quite well detailed.

Mr. Trout stated he was concerned with the way the Bid was written. Is it something where someone is able to get a foot in the door through a low bid like this and later on come back and be able to "up the price" so to speak because all of a sudden circumstances are different? Norm answered he didn't believe so because all the circumstances were written into the Bid specs. Metro identified potential diversion away from St. Johns; potential for expansion; vertical expansion; and

tried to cover anything that was conceivable and build it in writing and into the numbers. The specs are very detailed, and more so than they were five years ago.

Update: CTRC

Norm Wietting reported the meeting last month on the 25th of June, which was an extension of Metro's annual review with the Oregon City Planning Commission. They renewed our permit at the 800 ton-per-day level, although for the past two months Metro has exceeded the 800 ton-per-day limit. Our application to have that limit lifted was interpreted by the Commission as a conditional use permit change which we submitted for the annual review and they didn't think that was enough time to advertise for a legal meeting to review that permit. Since the 25th, we've submitted a formal letter requesting that the limit on the tonnage be eliminated completely at CTRC, and that will be heard July 23th. Oregon City is very concerned about the Washington Transfer Station not proceeding faster than it is. In fact, the Oregon City Planning Staff and Commission will be at the WTRC meeting this week. Metro had a lot of support from the Industry and Clackamas County -- Dave Phillips, Mike Borg, Carl Miller and Dick Bloom, and that probably helped last time. If there is a roomfull of people all wanting the same thing it's easier to be heard. The July tonnage may go below the 800 limit and that will help. Other than that, CTRC is running fine. Mr. Trout asked what time the 23rd meeting started with the Oregon City Planning Commission and Norm answered usually at 7:30 and they were probably going to be first on the agenda.

Update: WTRC

Shirley Coffin, reaffirmed the public meeting on July 16 at the PGE building on Scholls Ferry and Murray Rd. They expect a lot of people. In three weeks they have had five meetings with the areas on the nine sites under consideration for the transfer station. She mentioned Doug Drennen and Randi Wexler had been on the firing line at each meeting, since the people wanted the station in someone else's area. They expect an extensive meeting with Clackamas people also submitting their opinions. Metro staff is getting cost figures for these various sites and the Committee will have their recommendation for the Council's final decision by the middle of August. Shirley added it had taken the Committee a year of diligent work to get this far. In answer to a question from John Trout Shirley answered that yes, the Sunset Corridor group had recommended some other sites and the Committee went back to the original criteria and revamped it and started over with 79 sites this spring and they have it down to nine sites in five areas. SWPAC was invited to the meeting(s). Norm interjected that some of the sites recommended by the Sunset Corridor were among the top ten selected by the Committee.

Mary Jane Aman mentioned the next meeting was Monday, August 19th. Any members are urged to let us know if they can't attend--especially if they have a standing order for a sandwich.

Meeting Adjourned

Written by Bonnie Langford

COMPARISON OF CURRENT COMMERCIAL RATES  
WITH 1986 STAFF RECOMMENDATION  
(dollars /ton)

BASE DISPOSAL RATE

Current	\$9.80	Staff recommendation	\$7.86
	- lower cost of operations contract		(- \$1.94)
	- change in projected quantities		
	+ increased lease payments and DEQ payments		
	+ greater contributions to Reserve & Final Improvement Funds		
	- special waste fees reduce allocation		

RTC

Current	\$2.00	Staff recommendation	\$2.98
	+ add WTRC engineering & planning		(+ \$.98)
	+ take off RTC at limited use sites		
	+ greater CTRC waste quantities, increased costs		
	+ greater commercial proportion of CTRC wastes		
	- increase in convenience charge		

CONVENIENCE CHARGE (CTRC only)

Current	\$2.25	Staff recommendation	\$3.00
	+ plus \$.75 to encourage direct haul to ST Johns		(+ \$.75)

USER FEE

Current	\$1.68	Staff recommendation	\$2.04
	+ increase in program costs		(+ \$.36)
	Ⓢ less involvement in landfill siting, greater involvement in waste reduction planning		

SB662 FEES

Current	\$0.00	Staff recommendation	\$1.50
	+ rehabilitation/enhancement \$.50/ton		
	+ DEQ landfill siting \$1.00/ton		

TOTAL

St. Johns	Current	\$13.48	Staff recommendation	\$14.38
				(+ 7%)
	CTRC	\$15.73		\$17.38
				(+ 10%)

COMPARISON OF CURRENT PUBLIC RATES  
WITH 1986 STAFF RECOMMENDATION  
(dollars/2.5 yd trip)

BASE DISPOSAL RATE

Current	\$5.37	Staff recommendation	\$4.80
			(- \$.57)
	- lower cost of operations contract		
	+ WTRC debt service		
	+ increased lease payments and DEQ payments		
	+ greater contributions to Reserve & Final Improvement Funds		
	+ higher identified cost of operating St Johns transfer station		

RTC

Current	\$1.34	Staff recommendation	\$1.70
			(+ \$.36)
	+ add WTRC planning & engineering		
	+ greater CTRC waste quantities, increased costs		
	- lower public proportion of CTRC wastes		
	- increase in convenience charge		

CONVENIENCE CHARGE (CTRC only)

Current	\$0.75	Staff recommendation	\$1.00
			(+ \$.25)
	+ plus \$.25 to encourage direct haul to St Johns		

USER FEE

Current	\$0.54	Staff recommendation	\$0.55
			(+ \$.01)
	+ increase in program costs		
	+ continued level of public waste quantity flows projected		
	- less involvement in landfill siting, greater involvement in waste reduction planning		

SB662 FEES

Current	\$0.00	Staff recommendation	\$0.45
	+ rehabilitation/enhancement \$.15/trip		
	+ DEQ landfill siting \$.30/trip		

TOTAL

St. Johns	Current	\$7.25	Staff recommendation	\$7.50
				(+ 3%)
	CTRC	\$8.00		\$8.50
				(+ 6%)

RECENT HISTORY OF USER FEE PROGRAM COSTS

	PROGRAM COST	TONNAGE RATE
FY 1983-84 BUDGET	\$1,039,485	\$1.68
FY 1984-85 BUDGET	\$1,620,165	\$1.68
FY 1985-86 BUDGET	\$1,758,970	\$1.68
1986 RATE STUDY	\$1,824,826	\$2.04
		Staff Recommendation

## **Metro seeks applicants**

*Oregonian 8/5/85*  
The Metropolitan Service District is looking for people from the tri-county area to serve two-year terms on a Metro Council Solid Waste Policy Advisory Committee.

The committee reviews garbage-dumping policies in the Metro area, including dump fees, alternatives to dumps, recycling and new ways of dealing with garbage.

Metro is in the midst of a major decision on how to reduce the volume of garbage created and hauled away in the greater Portland area. In concert with Metro's action, the state Department of Environmental Quality will be looking for a new dump site in the Portland area.

"This is an excellent time for interested citizens to get involved and help shape those essential decisions," said Metro Councilor Jim Gardner.

People should contact Metro Council Assistant Ray Barker by Aug. 19.

K. ...

# Panel eyes three garbage sites

By DOUG BROWNING  
Of the Argus

8-16-85

BEAVERTON—An advisory committee has recommended three sites as possibilities for a garbage transfer station in Washington County, but its first choice might not be available.

The two top-ranked sites are in Beaverton, and the third is at the intersection of the Sunset Highway and Cornelius Pass Road.

The committee, named to advise the Metropolitan Service District, said Wednesday it did not want the regional agency to use its power of condemnation against an existing business.

Champion International has a plywood plant on the committee's first choice of a location for the \$4 million transfer station and recycling center.

The plant is at 5505 S.W. Western Ave., just east of Highway 217 and north of Allen Blvd.

NEITHER OF THE owners of the other two sites recommended by the committee is willing to sell to Metro either, officials said Wednesday. The other two sites do not have businesses on them, however.

The second-ranked site is underneath the railroad overpass on the Tualatin Valley Highway at the intersection with Millikan Road and Southwest 160th Ave.

Part of the site is owned by the Beaverton Urban Renewal Agency, and the other part is owned by the Archdiocese of Portland, according to Randi Wexler of Metro.

The third site, at the northwestern corner of the Sunset Highway and Cornelius Pass Road, is owned by Paul McGilvra of Forest Grove. He too is unwilling to sell.

The Metro Council will meet Thursday, Sept. 12, at 6:30 p.m. in the Highland Park Intermediate School, 7000 S.W. Wilson Ave. in Beaverton, to make a final decision. The public will be able to present testimony on the proposed sites then.

IF THE COUNCIL follows the advisory committee's recommendations, it will have to condemn land to obtain it.

Under condemnation proceedings, government agencies may acquire property if the acquisition is deemed to be in the public interest. An agency must compensate the owner.

The Beaverton plywood plant site was suggested to Metro by a coalition

of Sunset Corridor business interests alarmed at the prospect of having a transfer station in their area.

Dennis Wilde, a spokesman for the coalition, said Wednesday that a source in the real estate business had told the coalition that the Champion site might be on the market soon.

A Champion spokesman said today that the corporation's area manager, Tom Horstmann, is on vacation until Monday and that he is the only person authorized to discuss the issue.

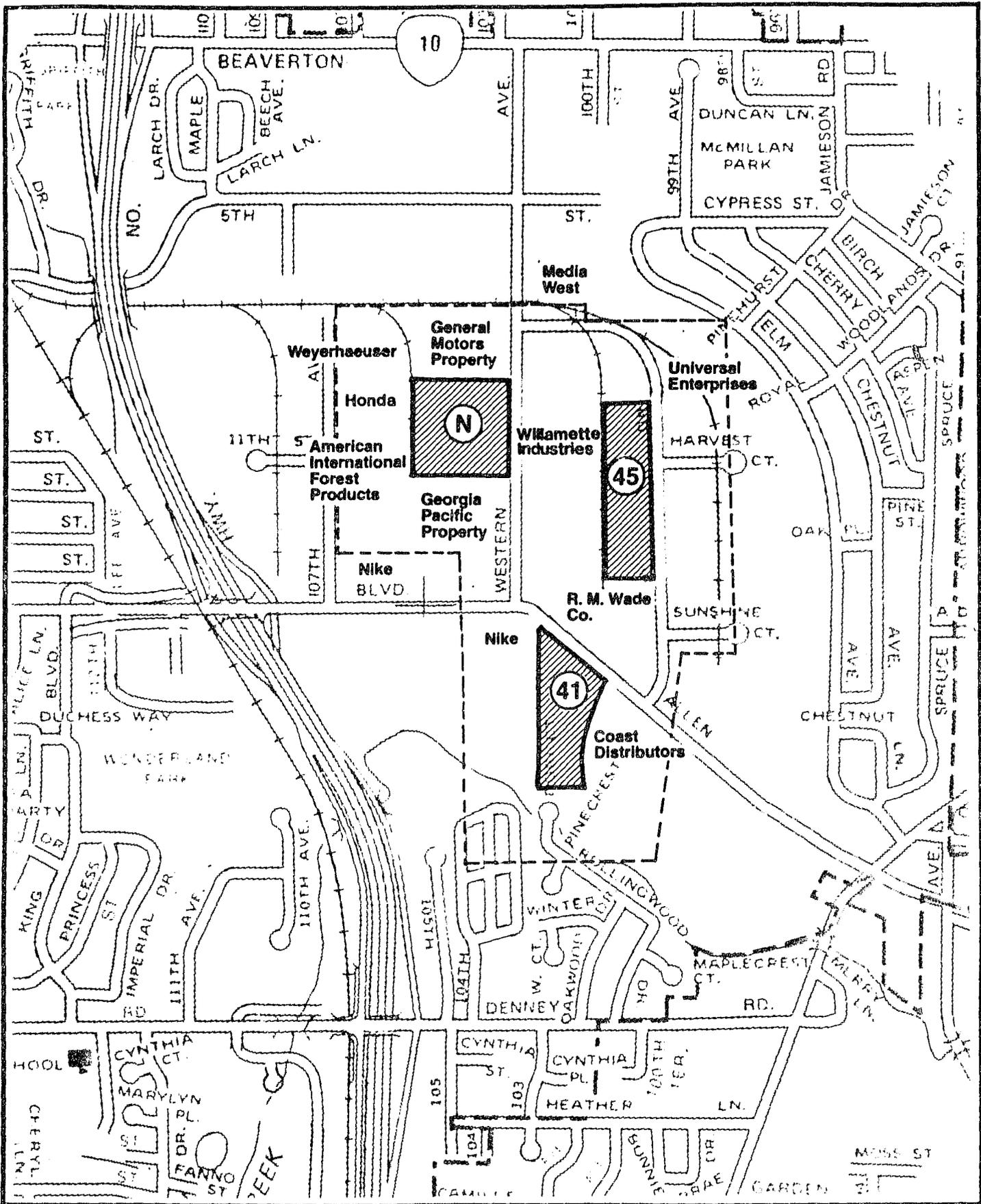
"We sure haven't heard anything about selling the plant," the spokesman said.

THE COMMITTEE'S recommendations Wednesday climaxed months of study by Metro. The Legislature had assigned Metro the responsibility of getting rid of solid waste in Washington, Clackamas and Multnomah counties.

Metro opened its first transfer station two years ago in Oregon City, just off Interstate 205.

Metro officials have said the Washington County station would be similar to the Oregon City one.

The object of a transfer station, officials have said, is to save transportation costs for both commercial haulers and citizens.



**AREA A:** Allen Blvd. & Western Ave,  
Beaverton (3 sites)





COMMERCIAL  
& TRANSFER  
ENTRANCE  
& EXIT

TO BEAVERTON  
HILLSDALE HWY

S.W. WESTERN AVE

TO ALLEN AVE

PUBLIC  
ENTRANCE  
& EXIT

PROPERTY LINE

RETENTION POND  
RELOCATION

PROPERTY LINE

PROPERTY LINE

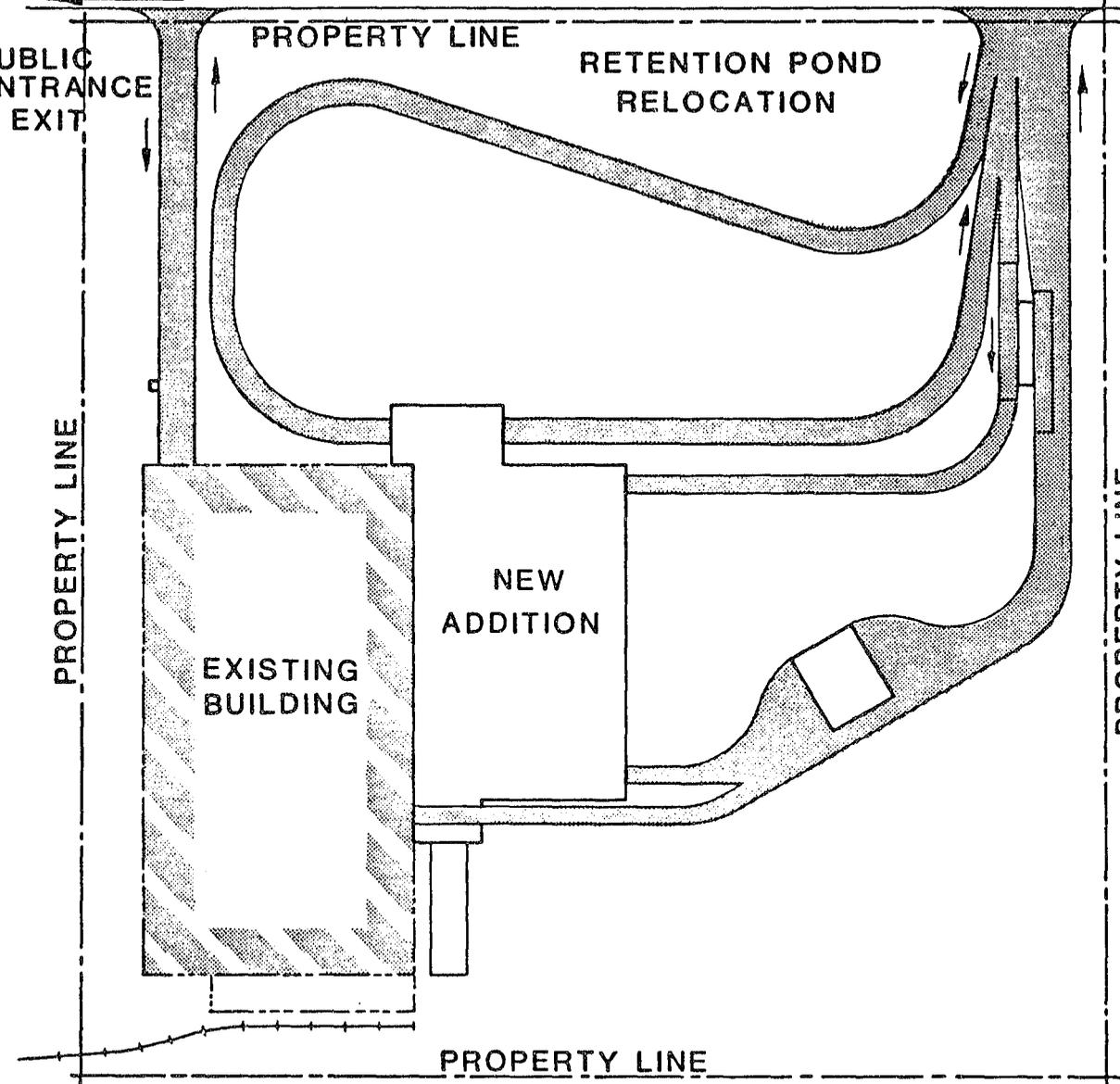
NEW  
ADDITION

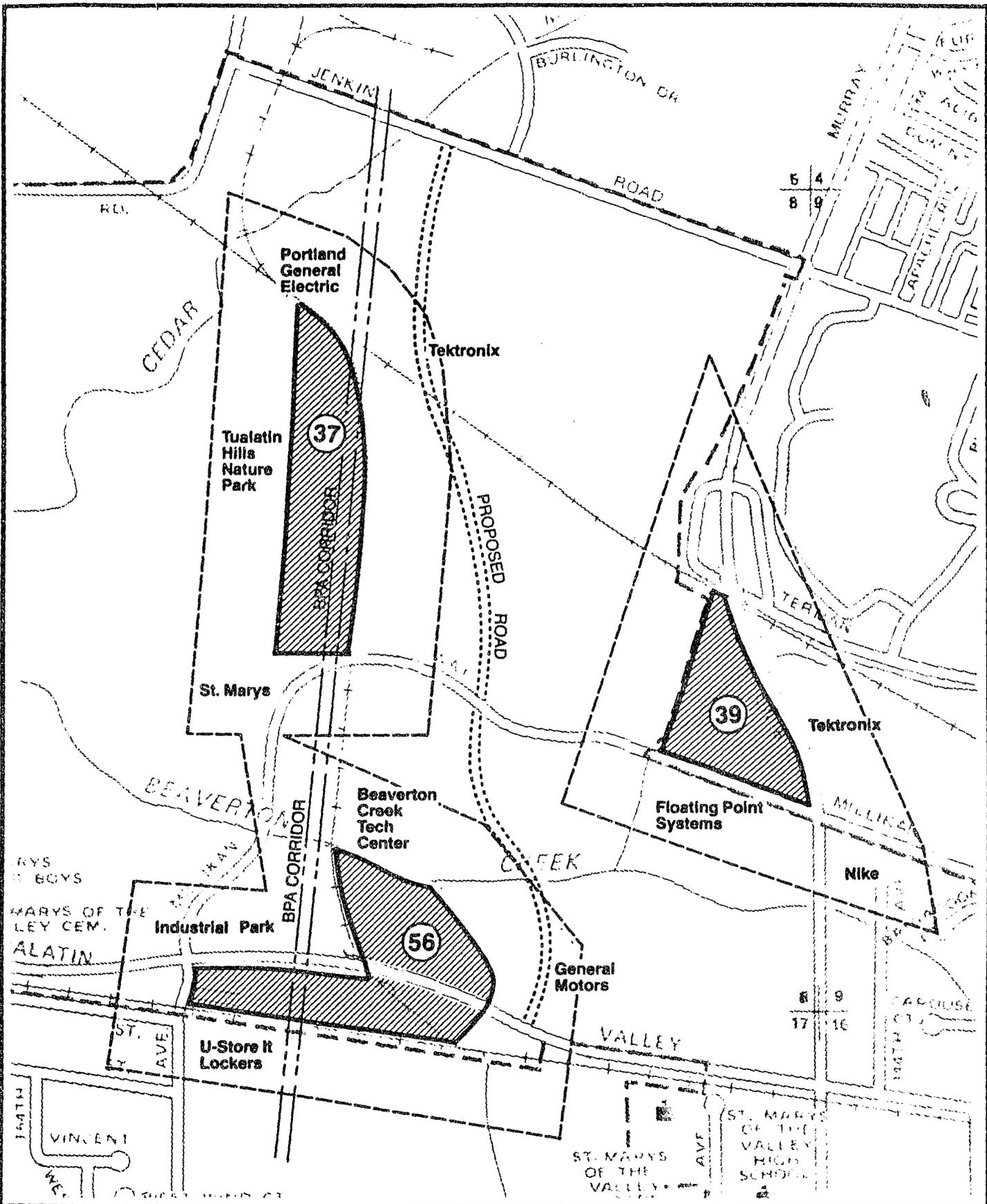
EXISTING  
BUILDING

PROPERTY LINE

SITE N

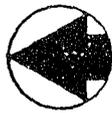
SCALE 1" = 100'





**AREA B:** Millikan Road & T.V. Highway, Beaverton/Washington County (3 sites)





B.N.R.R.

ALTERNATE SITE ACCESS ROAD

P.G.E.

R.ofW.

B.P.A. R.ofW.

ENTRANCE & EXIT

TUALATIN VALLEY HWY

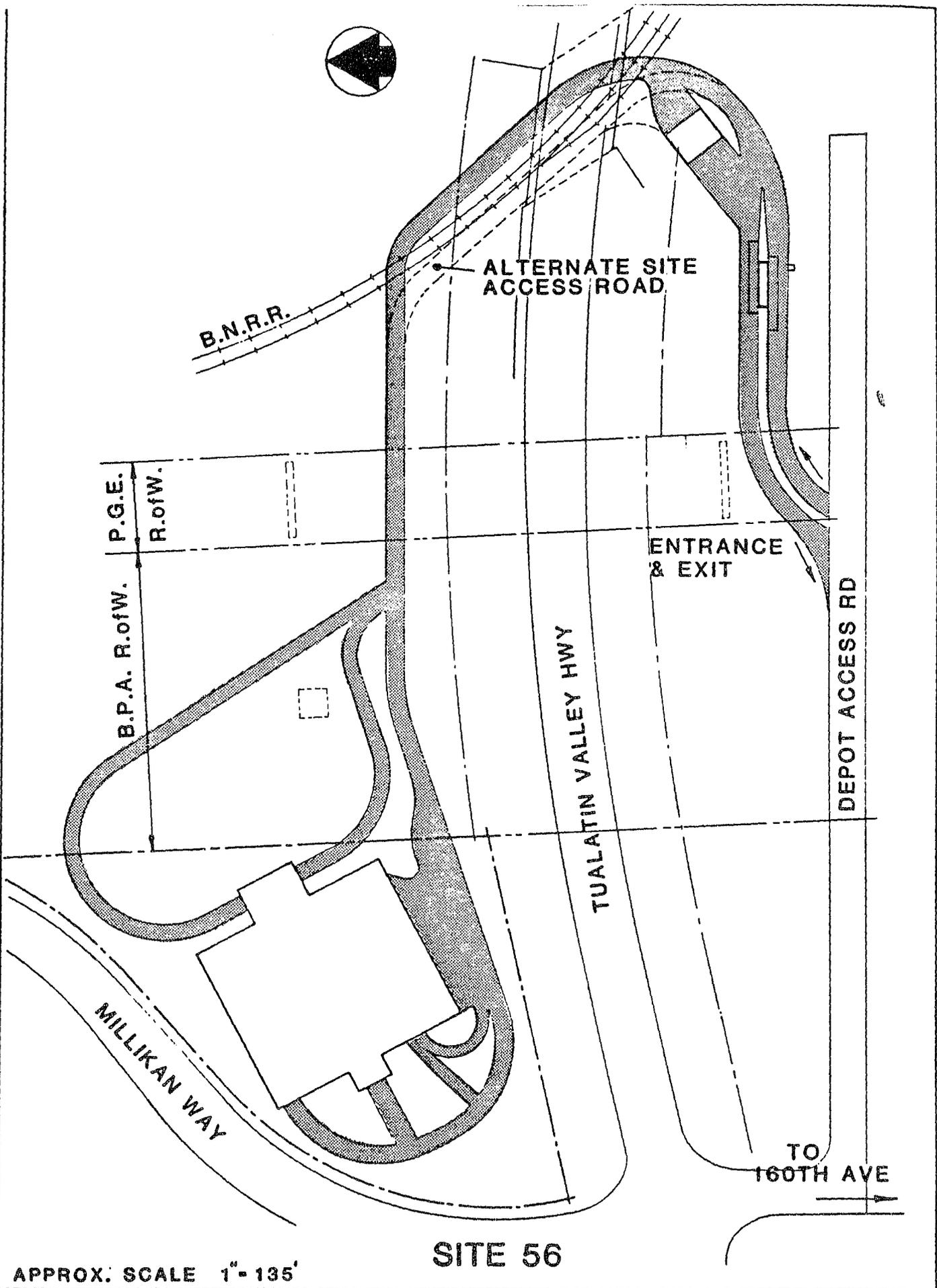
DEPOT ACCESS RD

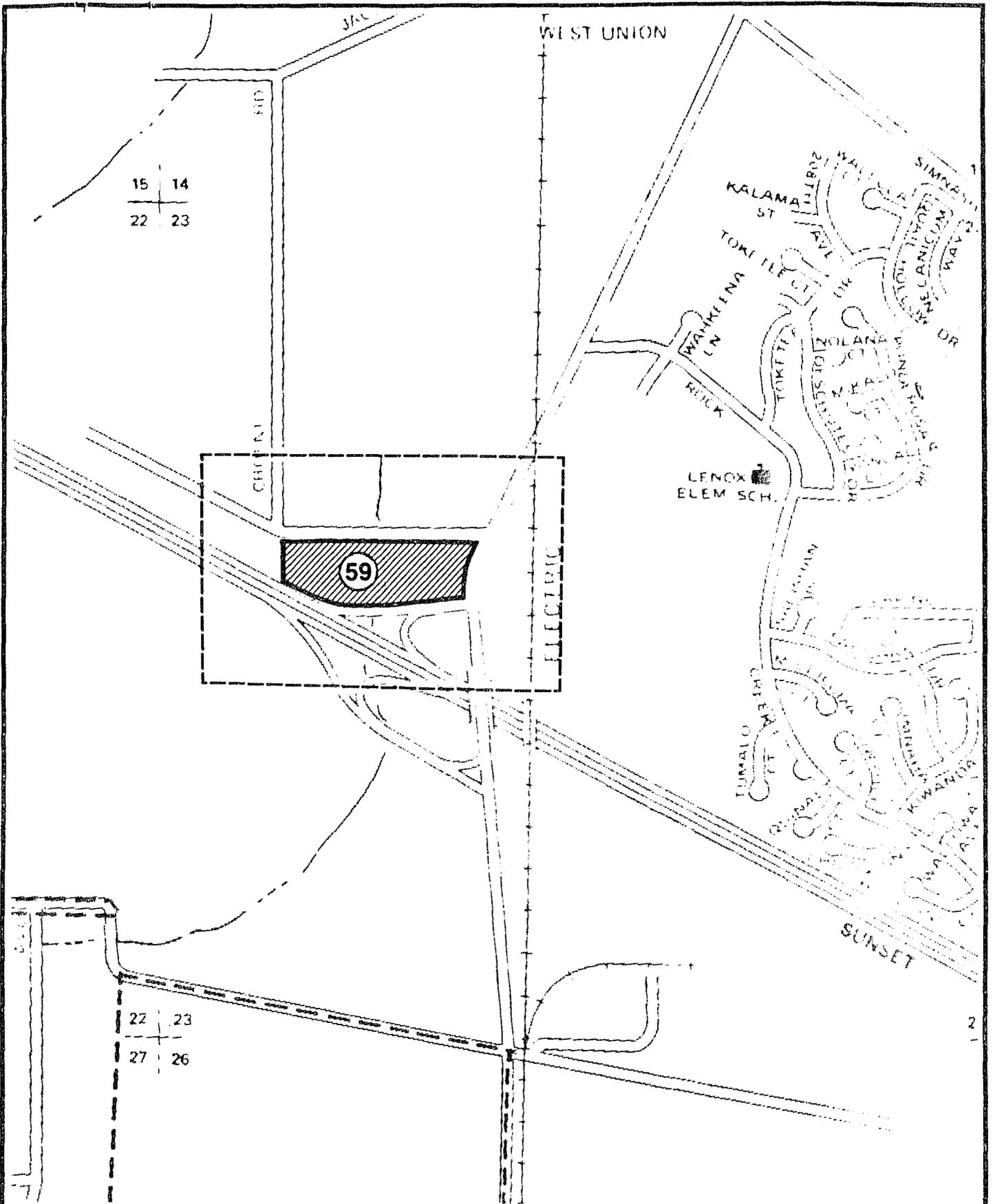
MILLIKAN WAY

TO 160TH AVE

APPROX. SCALE 1" = 135'

SITE 56





**AREA D:** Cornelius Pass Road & Sunset Hwy,  
Washington County (1 site)



CORNELIUS PASS ROAD

PROPERTY LINE

TO SUNSET HWY EAST

POWER R. of W.

UTILITIES & RAMP R. of W.

SUNSET HWY OFF RAMP

CROENI RD

PROPERTY LINE

SUNSET HWY ON RAMP

SUNSET HWY WEST

SUNSET HWY EAST

ENTRANCE & EXIT

PROPERTY LINE

PROPERTY LINE

SITE 59

APPROX. SCALE 1" = 135'

