



**METRO**

200 S.W. First Avenue  
Portland, OR 97204-5148  
503 221-1646

# Agenda

Meeting: SWPAC  
Date: February 23, 1987  
Day: Monday  
Time: Noon - 1:30 p.m.  
Place: Room 330

- 12:00 noon Meeting called to order  
Approval of January 29, 1987 minutes  
Announcements  
Applicants for SWPAC vacancies  
Introduction - Tor Lyshaug  
Acting Solid Waste Director
- 12:20 p.m. Briefing - Status of City of Portland  
Recycling Program and the process for Certifying  
Compliance with SB 405 - Delyn Kies and Wayne  
Rifer
- 12:35 p.m. Briefing - Yard Debris - DEQ proposal to list yard  
debris as a principal recyclable material - Wayne  
Rifer
- 12:45 p.m. Briefing - Resource Recovery Project  
Debbie Gorham Allmeyer, Project Manager  
Becky Crockett, Analyst  
Bob Applegate, Public Relations

Preview of March Meeting:  
System Measurement  
Legislative  
Budget Process  
*Certifying*

SOLID WASTE POLICY ADVISORY COMMITTEE

SWPAC

MINUTES JANUARY 20, 1987

Committee Members Present: Teresa DeLorenzo, Carolyn Browne, Michael Pronold, Shirley Coffin, Mike Sandberg, Dave Phillips, Craig Sherman

Committee Members Absent: Kathy Cancilla, Ed Gronke, George Hubel, Delyn Kies, Gary Newbore, Dick Howard, Robert Harris, Bruce Rawls

Staff Present: Debbie Gorham Allmeyer, Randi Wexler, Gerry Uba, Rich McConaghy, Wayne Rifer, Yvonne Sherlock, Dennis Mulvihill, Judith Mandt, Daniel F. Durig, Sandra Coats

Guests: Gary Hansen, Metro Council District #12; Tom DeJardin, District #5; Ruth Selid, City of Portland; Ray Gibson, Oregon City Enterprise Courier; Estle Harlan, OSSI; Robert Brown, DEQ

AGENDA ITEM

Approval of Minutes

The meeting was called to order at 12:08 p.m. by chairperson Teresa DeLorenzo.

Approval of the December 15 minutes was requested. Shirley Coffin pointed out that the minutes noted that Committee member George Hubel was absent, but it was noted that he was in attendance as a guest as Chairman of the Rate Review Committee. She requested that the notes be corrected to note that George was in attendance as a committee member. Carolyn Browne requested that in the portion of the December 15 minutes dealing with Rate Review it be noted that she asked that the rates be reduced.

MOTION

Dave Phillips moved to approve the December 15, 1987 minutes.

Seconded by Carolyn Browne.  
Carried unanimously.

## AGENDA ITEM

## Introduction of Council Members

Teresa DeLorenzo introduced Tom DeJardin who represents District 5 on the Metro Council. Councilor DeJardin, who serves on the Council Solid Waste Committee, spoke of his interest in the area of Solid Waste.

Gary Hansen, serving his second term on the Metro Council representing District 12, was also introduced. He also serves on the Council Solid Waste Committee and told SWPAC of his interest in Solid Waste issues, as he represents the St. Johns area.

Judith Mandt, who is working with the Solid Waste Department on the Transition Team was introduced. Judith mentioned that she is working on getting a grasp on all solid waste issues Metro is involved in and policies and the history of the agency in solid waste. The Transition Committee has the task of developing a white paper to make recommendations on solid waste issues for Rena Cusma. This paper is scheduled to be completed by April 1.

## AGENDA ITEM

## Announcements

It was announced that Pete Viviano has resigned from SWPAC. Dan Durig stated that historically Metro has advertised for vacancies. Since Pete represented the collection industry, it was suggested that Metro go through the process of contacting all interested parties, and Ray Barker, Council Assistant would coordinate this effort. Once a list of possible replacements is developed, SWPAC would make a recommendation to the Executive Officer who, in turn, would submit the replacement's name to Council. Teresa asked how long the process would take, and Dan replied that the list could possibly be compiled by next SWPAC meeting. Estle Harlan stated that Tri-County Council, which represents all haulers associations in the three-county area, meets the same day as SWPAC, and the SWPAC vacancy will be on their agenda. They will contact Ray Barker. Dick Howard concurred with working with Tri-C Council in looking for a replacement. Craig Sherman questions whether there would be representation of independent haulers in Portland on Tri-C, and Estle stated that in looking at the Portland area, there is an 80-85% representation in Tri-C and 90% representation area-wide. It was the consensus of SWPAC that we work through Tri-C to obtain a replacement for Pete Viviano.

## AGENDA ITEM

## Yard Debris Collection Options Cost-Effectiveness Analysis

Wayne Rifer mentioned that he, Gerry Uba and Chuck Geyer have been working on the Yard Debris Collection Options Cost-Effectiveness Analysis Program and the Tri-County Council has been helpful in working with them. Enclosed with the January agenda packet was the draft of the cost evaluation for Option One which

is the Curbside Collection System. The Neighborhood Clean-Up, Option Three, should be done within the next month and Options Two (On Call Curbside Collection) and One (Regularly Scheduled On-Route Curbside Collection) should be complete in the next couple of months. Once SWPAC has all of the Cost-Effectiveness information they will, hopefully, be able to give the Metro Executive Officer, Council and Staff a recommendation.

Wayne mentioned that two things are going on: 1) Certification Program Standards and 2) DEQ-EQC are considering Yard Debris as a recyclable. Staff also would like to know how SWPAC wants to proceed in this area.

Teresa DeLorenzo asked about the status of the Waste Composition Study and what affect the study has on the options. Wayne replied that the information is in from the first sort and it needs a little more computer work in order to access Yard Debris composition. When the data is available, it should be remembered that, since the information is from the first sort of a three-sort project, it is not complete. Teresa asked if the cost-effectiveness analysis can accommodate radically different yard debris data, if it comes up in the Waste Composition Study. Wayne stated that allowances are made for fluctuations and so far the data from the Waste Composition Study has not radically altered expectations. National composition information gives us the basic information and the department doesn't expect any surprises. Wayne said he thinks it will be January of 1988 before the information is available on the complete Waste Composition Study.

Wayne pointed out that on Page 5 of the Draft Feasibility Analysis of Yard Debris Collection Alternatives is a sample of the generic cost model which was worked out for Beaverton. The variables are number of structures, density, and number of miles both on the route and to disposal site. Some of the assumptions are that hauler's fringe benefits are included, a dwelling represents a generator of yard debris, frequency of service is weekly, no allowance was made for bad debt collection, and service and labor figures assume they are used to optimal efficiency. When this model is used for Oregon City, it comes out close to their costs. The goal is collection of 75% of the Yard Debris. The bottom two lines on page 5 show weekly costs over and above what is being paid now. Discussion followed on the generic model and SWPAC's goal as far as the cost-effectiveness analysis is concerned. Page 9 shows the avoided disposal cost for the removal of 10% of waste from the waste stream.

A discussion followed on the Council Solid Waste Committee and SWPAC members were encouraged by Tom DeJardin to attend the meetings which are scheduled for the 2nd and 4th Tuesdays.

In response to an inquiry as to what staff expects of SWPAC in response to the cost-effectiveness analysis, Wayne stated that they need to decide what process the committee wants to use to

evaluate the options and then formulate a recommendation. He suggested that SWPAC use their already-established sub-committee which consisted of Kathy Cancillia, Delyn Kies and Dave Phillips. Craig Sherman asked how Yard Debris collection fits with the Resource Recovery Project as far as diverting material from mass burn. Wayne stated that when the proposal are in an attempt will be made to summarize what the effects may be. The effects will be immaterial to composting and yard debris decreases BTU's because of the moisture content. Teresa DeLorenzo stated that she would like to have the sub-committee but also would like the whole committee see the information. Wayne said he hoped the information would be available for the committee in about three weeks and he will get it to them as soon as possible so they can schedule a meeting.

Discussion followed on the possibility of DEQ designating Yard Debris a principle recyclable, and the consensus of the committee was that Yard Debris is not a recyclable.

AGENDA ITEM

Legal Basis for Certification Program

Wayne Rifer reported that there was nothing further on the legal basis for certification other than the summary that was included in the SWPAC agenda packet.

AGENDA ITEM

Household Hazardous Waste Program

Randi Wexler stated that the Hazardous Waste Management plan was recently adopted by the Metro Council. Metro's interest in hazardous waste in the municipal waste stream is that we want to keep it out of Metro-owned disposal facilities. The document was the result of a task force that met last spring and made several recommendations. Hazardous waste is waste that is ignitable, toxic, reactive or corrosive. There are large-quantity generators who are regulated, small-quantity generators and producers of Household Hazardous Waste. The exempt small-quantity generators produce less than 200 pounds of waste per month. Metro does not knowingly accept any quantity of hazardous waste. The amounts of Household Hazardous Waste produced in Portland is not known and it is a category added to the Waste Composition Study. In the fall Metro sponsored a pilot program to collect Household Hazardous Wastes which was very successful. The end of January a Household Hazardous Waste committee will be meeting to produce a resource document in an attempt to give homeowners an answer as to what to do with Household Hazardous Waste. This is a short-term committee. Another committee will meet on Small Quantity Generators in an attempt to produce a document similar to the one on Household Hazardous Waste only for Small Quantity Generators. This committee will also work on a survey form to ascertain what is now done with wastes, how much waste is generated, and what type of disposal help is needed for Small Quantity Generators. Discussion followed on small quantity generators, and Randi

summarized that when the two committees complete their work we will have two resource documents and potentially some recommendations as to what type facilities are needed for disposal of hazardous material in the metro area; information for a possible auditing policy to double check receipt of hazardous waste; and have information as to whether the current policy of accepting hazardous waste needs to be amended. Michael Pronold questioned whether there is recycling of hazardous waste material from households or exempt small quantity generators and Randi stated that this was not being done. Discussion followed on the disposal of hazardous materials.

AGENDA ITEM

Briefing on Evaluation Process  
and Criteria for Resource  
Recovery Project and Selection  
of SWPAC member to sit on  
Review Committee

Debbie Gorham Allmeyer, Project Manager, gave the background on the Resource Recovery Project and the fact that RFP #1 and #2 proposals are due the 30th of January. She is in the process of putting together a review committee to consider the proposals. At the present time the four members of the Council Solid Waste Committee are on the review committee along with one person to be appointed by the Metro Executive Officer and the Director of the Solid Waste Department. She would like to have a representative of SWPAC on the review committee. The evaluation process should take two months which will be followed by a Memorandum of Understanding. The Council's decision making process should commence in June and be concluded in July and by then it is hoped a technology, site and vendor will be selected. Serving on the review committee will be a large commitment and the member should have time, interest, no conflict of interest and enjoy going over technical information. She would like a decision on this before the 27th of January. Discussion followed on selecting a SWPAC representative and Teresa DeLorenzo said she will contact SWPAC members and get back to Debbie.

The meeting was adjourned at 1:50 p.m. The next meeting will be Monday the 23rd of February. A notation is made that SWPAC conducted the meeting without a quorum.



# METRO

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

January 30, 1987

Environmental Quality Commission  
811 S. W. Sixth Avenue  
Portland, OR 97204

Dear Commissioners:

Accompanying this letter is testimony by the Metropolitan Service District regarding the proposed rule change to identify yard debris as a principle recyclable material in the Clackamas, Multnomah, Washington, Portland and West Linn Wastesheds.

Metro does not support action to place yard debris on the list of recyclable materials. Metro's primary commitment is to the development of a cost-effective system for removing yard debris from the waste stream. We do not feel that listing the material at this time would contribute to that end.

Metro has been conducting a detailed analysis of all aspects of the yard debris recovery system. We present a good deal of factual information and commentary which we hope will be helpful to the Commission's deliberation on the issue.

I will direct my staff to continue to work with your staff on the refinement of models which evaluate the cost-effectiveness of collection options and enhance the processing and marketing capacity of the region. If we work cooperatively, we have real hope of finding a workable solution to a complex problem.

Sincerely,

  
Rena Cusma  
Executive Officer

gl  
6927C/473

Enclosures

**Metro Council**

Richard Waker  
Presiding Officer  
District 2

Jim Gardner  
Deputy Presiding  
Officer  
District 3

Mike Ragsdale  
District 1

Curky Kirkpatrick  
District 4

Tom DeJardin  
District 5

George Van Bergen  
District 6

Sharron Kelley  
District 7

Mike Bonner  
District 8

Tanya Collier  
District 9

Larry Cooper  
District 10

David Knowles  
District 11

Gary Hansen  
District 12

Executive Officer  
Rena Cusma

TESTIMONY  
BY THE  
METROPOLITAN SERVICE DISTRICT  
REGARDING THE  
PROPOSED RULE CHANGE TO IDENTIFY YARD DEBRIS  
AS A PRINCIPLE RECYCLABLE MATERIAL

YARD DEBRIS AS A PORTION OF THE WASTE STREAM

Yard debris is an extremely important issue relative to avoiding dependency on landfills. Current estimates are that yard debris is 13.4 percent of the waste stream. This means that over 126,000 tons, or 1,260,000 cubic yards, of yard debris were landfilled in the region in 1986. Metro is currently conducting a waste composition study which will provide measured figures on these amounts by July 1987 and will provide better information about the sources of the material and methods of disposal.

Metro estimates that an effective system for recovering yard debris could generate an annual flow of over 95,000 tons of raw material to be processed into compost and marketed. This would reduce landfilled waste by approximately 10 percent. The current amount of material processed is estimated at 26,000 tons annually.

ELEMENTS OF A YARD DEBRIS RECOVERY SYSTEM

In order to assure success of a system to recover yard debris from the waste stream, three critical elements must be able to handle the increased flow of material:

1. Collection and delivery of material to processors;
2. Processing of material into final product; and
3. Marketing of the final product.

A decision by the Environmental Quality Commission, or by the Metro Council through the Solid Waste Reduction Program, to require collection systems for yard debris will necessitate a major investment of public resources. To avoid the unfortunate situation of having to dispose of source separated yard debris in a landfill, the three elements of this system must be phased in together, each keyed by advances made in the others.

This testimony will discuss the status of each of the three system elements in terms of the requirement to handle the increased flow of material. It will highlight the progress which has occurred since the previous EQC hearing on yard debris.

PROSPECTIVE MARKETS FOR PRODUCTS FROM YARD DEBRIS

Over the long term Metro is optimistic about the potential for significant expansion of markets for products manufactured from yard debris. However, the current capacity of markets is well below the capacity which would be required with a fully developed collection system.



Metro has recently completed both a yard debris market survey and a six-year markets plan to assist local processors in marketing yard debris products. The results of the survey indicate that the general outlook for yard debris compost sales is "good" for use as a soil conditioner and ground cover.

The markets plan has been developed in accordance with incremental goals which are based on achieving the full scale recovery system by 1991. Based on the survey and receptiveness of the private processors to carry out the markets plan, it is projected that markets have the potential to accommodate the raw material generated by a collection system.

The market analysis and marketing plan for yard debris compost have been forwarded to Department staff under separate cover.

### CAPACITY FOR PROCESSING YARD DEBRIS INTO MARKETABLE PRODUCTS

Though national experience has indicated that processing systems are notoriously unreliable, recent experience in this region demonstrates that processing poses no insoluble nor prohibitively expensive problems. However, processing systems in the region are now, and will be for several years, short of the required capacity.

The most notable success story in processing in the last year is that for the first time the two oldest private processing centers are throughputting as much material as they are receiving. In particular, Grimm's Fuel Company is able to sell all, and more, of the material that is available to it for processing. The flow of material has improved at McFarlane's, however, the famous backlog remains.

A publicly mandated, region-wide yard debris collection system would, by nearly quadrupling the supply of raw material, place several new demands on the processing system. First of all, processing or transfer centers would need to be conveniently located to avoid excessive haul distances. The West Transfer & Recycling Center, for example, is planned to provide yard debris transfer in the Washington County area. Currently, however, most areas of the city lack convenient facilities of sufficient capacity.

Second, processing centers would need to handle material delivered to them at the timing and frequency dictated by the collection system. Some existing processors currently place unacceptable restrictions on the delivery of large loads of material.

Finally, processing centers would need to offer a reasonable and predictable disposal fee even when a large supply of material is guaranteed by mandated collection systems. Current fee systems are variable and unpredictable.

The appropriate way to resolve these problems is not yet defined. Before collection systems could be implemented, such solutions must be found.

## COLLECTION SYSTEMS

Several options exist for collection of yard debris which are fully feasible but which entail substantial costs. Metro is currently conducting an analysis of the costs and potential effectiveness for five optional collection programs:

1. Regularly Scheduled On-Route Curbside Collection
2. On-Call Curbside Collection
3. Neighborhood Cleanups -- Scheduled Self-Haul to Central Collection Site
4. Unscheduled Self-Haul to Convenient Collection Site
5. Mobile Chipper Service.

The analyses of these options are based on the costs and effectiveness of actual experiences in the Metro area. A description of the options and the preliminary results of the analysis of the first option have been forwarded to Department staff.

There are three cost factors which must be considered:

1. the cost of providing the collection service;
2. the cost of disposal of the material at a processor; and
3. a credit for avoided solid waste disposal costs.

When these are all considered, the full cost which the public would bear is determined.

Preliminary analyses indicate that an increased cost to the public will be necessary to provide a collection system for recovery of yard debris. However, that cost for most options will be less than the cost of collection and disposal of the equivalent amount of solid waste. It is by no means clear at this time what the most cost-effective options may be.

## ANALYSIS AND COMMENTARY

Substantial progress has been made in establishing a processing and marketing system for yard debris since the previous hearing by the EQC on listing the material. The prognosis is favorable that substantial growth can continue. However, this prognosis is far from a certain prediction.

Metro echoes the statements which others have made that the term "recycling" should be used with caution in relation to yard debris. The term seems to raise certain unwarranted public expectations regarding the value of the material. A disposal fee on yard debris is expected to continue for some time since revenues from the sale of final product do not cover processing costs. In addition, "recycling," when applied to paper fibre, metals, and glass, implies a conservation of energy and natural resources as these secondary materials replace virgin materials in the marketplace. Yard debris compost, however, will substitute primarily for other waste products, such as bark chips, sawdust, manure and sewage sludge.

The one exception is imported peat moss, for which it sometimes substitutes and which is not a waste product.

Landfill avoidance and neighborhood cleanliness fully justify the consideration of recovery of yard debris from the waste stream. The Metro Council through the implementation of the Solid Waste Reduction Program is committed to developing options for collection, processing and market expansion. Significant actions have been taken to date in testing product specifications, lowering disposal rates, and assisting processors. In coming months Metro will address the feasibility of establishing region-wide collection systems through the certification program.

Requiring that yard debris be "recycled" under SB 405 appears to Metro to be an inappropriate and unproductive usage of an important waste reduction statute. Including yard debris under the requirements of that law would cause the loss of needed flexibility in developing an implementable solution for the material. Such an action would be tantamount to turning our backs on the complexities of yard debris recovery.

gl  
6927C/473



**METRO**

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503/221-1646

# News Release

For immediate release: **January 31, 1987**

For information call: **Vickie Rocker, 220-1163 or Bob Applegate, 220-1165**

Regarding: **Resource Recovery Proposals**

The Metropolitan Service District has received proposals from five consortiums for the construction of a resource recovery facility to handle up to 450,000 tons of the region's solid waste. Those proposals include facilities which would compost the waste, incinerate it or produce a burnable fuel.

Two of the consortiums have proposed mass incinerators. Those consortiums are:

**Schnitzer Steel Products Co./Ogden Martin Systems, Inc.** has proposed to build a facility they on a 10-acre site on Schnitzer's north Portland property adjacent to Rivergate and approximately one-half mile from St. John's Landfill. The project will burn refuse to generate steam which will be used to produce electricity and might also be used for industrial purposes. Ferrous metals will be recovered from the residue and recycled.

**Fluor/Southern Electric International (SEI)** has proposed to build a facility on property owned by the Port of St. Helens. The property is on the Columbia River, south of St. Helens and is bounded by Multnomah Channel on the south, a Boise Cascade paper mill on the east, a Burlington Northern railroad spur on the north and the Neidermeyer-Martin pole yard to the west. The facility will comprise approximately ten acres. The companies propose to either produce steam for industrial uses and/or produce electricity. The companies also propose to recycle ferrous metals.

Fluor/SEI has proposed two other sites they described as "potentially viable" alternatives to the St. Helens site. One of those sites is a parcel of land adjacent to the City of Gresham's Wastewater Treatment plant at the intersection of SE 201st and

(more)

Sandy Boulevard. The other is the Gilmore Steel Corporation property in the area bounded by North Lombard St./North Burgard Road and North Columbia Boulevard.

One company has proposed to build a refuse derived fuel (RDF) plant. That company is:

**Combustion Engineering** which has proposed to build a plant to produce fuel and recover and recycle glass and metal. The fuel will be burned on site to produce electricity. Combustion Engineering has proposed to build the plant at a 20-acre site on the east bank of the Willamette River west of N. Rivergate Boulevard. The site is currently owned by Gilmore Steel Corporation. The company also said they "would be willing to pursue" a site at the Port of St. Helens as "a viable alternative."

Two consortiums have proposed to build composting facilities. They include:

**Riedel Environmental Technologies, Inc. (RET)** which has proposed to build a facility on an 18-acre site at 5437 NE Columbia Boulevard. The plant would "recover and recycle usable materials while producing soil-conditioning humus," the company said. Reidel also developed alternative proposals to be located on a nine-acre site adjacent to the Clackamas Transfer and Recycling Center in Oregon City off of I-205.

**Reuter & Buhler-Miag** which has proposed to build a facility on a 42-acre site in the Clackamas Industrial Park south of Highway 212. The facility would produce humus-like compost and would separate non-compostables for recycling and resource recovery. Reuter said in their proposal that this was their preferred site. Reuter listed four alternative sites. They are:

A 120-acre site in Valley Industrial Park which is near I-205 south of Foster Road.

A 23-acre site on Highway 224 in Carver, Oregon.

A 46.5-acre site on the east bank of the Willamette River between the St. Johns Bridge and the Burlington Northern Railroad Bridge.

A nine-acre site adjacent to the Clackamas Transfer and Recycling Center in Oregon City off of I-205.

The proposals will be reviewed and evaluated over a five-month period by a committee to be appointed by Metro Executive Officer Rena Cusma. A recommendation is expected to be made to the Metro Council in July, 1987.



**METRO**

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

# Memorandum

Date: February 13, 1987  
 To: Solid Waste Staff  
 From: Sandy Coats, Secretary  
 Regarding: SWPAC Meeting - February 23, 1987

*165*  
 - PA release on site  
 after 1 PM - Bl Debris  
 Applegate on  
 review committee  
 - 1300 leave  
 - Body Crockett join  
 volunteer staff

The Draft Schedule/Work Plan, which was last revised in November, for SWPAC shows the following items for the February SWPAC Meeting:

- Decision - Adoption of evaluation and criteria for Yard Debris Program
- Briefing - Alternative Technology
- Briefing - Budget Process

Also, they will discuss the possibility of a field trip to either the three final landfill sites selected by DEQ or to the Brooks Waste-to-Energy site.

Will you please let me know by Tuesday, February 17, if you have any items on which you feel SWPAC should receive a briefing in February, and also if you have something that should be presented to them between now and June as we will be updating the 18-month SWPAC Schedule/Work Plan.

Thank you very much.  
 shc

*Denise - Kathy cancelled came in Friday and met with Wayne and staff. She told if there was nothing important for SWPAC this month maybe they could meet in March when the new members might be on board. She'll be in memo!*

SWPAC Agenda 2/23/87

Introduction - Acting Solid Waste Director, Tor Lyshaug

Briefing - Status of City of Portland recycling program and the process for certifying compliance with SB 405

Briefing - Yard Debris

- DEQ proposal to list yard debris as a principle recyclable material
- Marketing Plan

Briefing - Alternative Technology

- Proposed Sites -- Bob Applegate
- Site Evaluation -- Becky Crockett
- SWPAC membership on the Review Committee --  
Debbie Allmeyer