

METROPOLITAN SERVICE DISTRICT

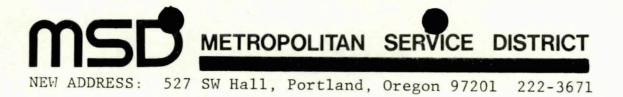
BOARD OF DIRECTORS

Portland Water Bureau 1800 SW 6th Ave. Auditorium

May 9, 1975 2:00 P.M.

AGENDA

- I. MINUTES
- II. ACCOUNTS PAYABLE
- III. PUBLIC COMMUNICATIONS
 - IV. PROPOSAL EVALUATION TEAM REPORT
 - V. NONPROCESSABLE INTERIM RESOLUTION
- VI. MERLO ROAD ENVIRONMENTAL ASSESSMENT
- VII. FISCAL 75-76 BUDGET APPROVAL
- VIII. OTHER BUSINESS



May 2, 1975

- TO: MSD BOARD OF DIRECTORS
- FROM: MSD STAFF
- SUBJECT: STAFF REPORT FOR MAY 9, 1975

PRESENTED TO THE BOARD FOR TRANSMITTAL AND RECOMMENDED ACTION ARE THE FOLLOWING ITEMS:

PAGE

- 1 I. MINUTES Action - <u>Approve</u> the minutes of April 25, 1975
- 7 II. ACCOUNTS PAYABLE Action - <u>Approve</u> the Accounts Payable in the amount of \$ 1,515.44
- 9 III. PUBLIC COMMUNICATIONS Action - Receive comments from the public on

items not specified on the agenda

Page	•	
10	IV.	PROPOSAL EVALUATION TEAM REPORT Action - <u>Receive</u> report
17	۷.	NONPROCESSABLE INTERIM RESOLUTION Action - <u>Approve</u> Resolution No. 21
20 •	VI.	MERLO ROAD ENVIRONMENTAL ASSESSMENT Action - <u>Approve</u> the Environmental Assessment
21	VII.	FISCAL 75-76 BUDGET Action - <u>Approve</u> the MSD FY 75-76 Budget and <u>authorize</u> transmittal to the Tax Supervision and Conservation Commission

22

VIII. OTHER BUSINESS

I. <u>MINUTES</u>

THE FOLLOWING PAGES CONTAIN MINUTES FOR THE MSD BOARD MEETING OF APRIL 25, 1975.

THE STAFF RECOMMENDS APPROVAL OF THE MINUTES.

5-9-75 DATE

NAME Aune oson Wilso Stoller. alla ß hell BILL DEMINO BROWN OR

AFFILIATION ntland Jus m Co Haessler et al Keano and a 25111 ENT FTmember CONSULTANT EC 6 CONST. CO. as 1 CHIMHICS 0 . 7 000 Lette Dispesse evelopene & HLORDA Indoa

State of Oregon DEPARTMENT ENVIRONMENTAL QUALITY Metropolitan Service District Kessler R. Cannon, Director, DEQ

Subject: Background and Proposed MSD Action on Portland Metropolitan Area Air Quality Program

A comprehensive Air Quality Data Base Improvement Program needs to be undertaken in the Portland Metropolitan area to assure acceptable levels of air quality and economic growth. A lid has been placed on new particulate and sulfur dioxide emissions which will have a major negative economic impact in the Portland airshed by late 1976. The Department of Environmental Quality (DEQ) is seeking the assistance of the Metropolitan Service District (MSD) in securing financial assistance for this critical air quality program, through the actions described in the attached Draft Resolution (Attachment #1), which I urge you to consider adopting today.

The Oregon Department of Environmental Quality (DEQ) has recently projected that compliance with particulate air quality standards could not be attained, and present compliance with sulfur dioxide standards could not be maintained, in the greater Portland Metropolitan Area, with present emissions growth rates. Based on these projections, Oregon's Environmental Quality Commission (EQC) adopted an interim policy limiting new emissions of particulates and sulfur dioxide into the Portland area airshed to 430 tons and 1430 tons, respectively, during the next two years, or longer. While these emissions limitations were deemed essential to insure the achievement of air quality standards, nevertheless, these fundamental limitations on economic activity are widely acknowledged to be not based on the best technical information obtainable, as they should be to avoid unduly restricting economic growth in the Portland area, with unpleasant rippling effects throughout Oregon's economy.

The acknowledged limitations in the methodology and existing data base used by DEQ to make these critical projections can be largely overcome, if DEQ's proposed Air Quality Data Base Improvement Program is fully implemented, to provide the level of information which is absolutely essential if DEQ is to (1) project air quality impacts of emission growth with much greater assurance - the only basis for any meaningful reassessment of present EQC policy restricting emissions; (2) identify the types of emissions sources which contribute most heavily to violations of particulate and sulfur dioxide air quality standards in the Portland area; (3) design and implement selective, long range emission control strategies to reduce ambient concentrations of particulate matter and sulfur dioxide in the Portland area, in order to; (4) indicate where new emissions can locate without violations of air quality standards, and preferably without significant deterioration of existing regional air quality.

- 8 -

To:

From:

Metropolitan Service District May 9, 1975 Page 2

In his official budget request, Governor Straub has recommended funding DEQ's proposed Air Data Base Improvement Program during the 1975-77 biennium with \$200,000 from the State General Fund, Provided that an additional \$400,000 is raised from other sources. The Joint Ways and Means Committee of the Legislature has directed DEQ to provide them with a firm indication of the level of other financial support available before they will release allocated General Fund monies to this program. Also, DEQ has subsequently identified additional costs associated with fully adequate implementation of this program, which are needed (1) to insure achievement of all technical objectives of the Data Base Improvement Program; (2) to cover DEQ's administrative and overhead costs associated with this program, and (3) to develop new control strategies for sources found to be major contributors to violations of air quality standards in the Portland area. These additional costs would increase the total funding required for implementation of an adequate program above the \$600,000 initially estimated by DEQ (described in Attachment #2).

RLG:rp

Attachment #1 May 9 memo from DEQ to MSD

Draft Resolution

Whereas, the Metropolitan Service District (MSD) is a regional agency created by ORS, Chapter 268 for the purpose of helping provide in metropolitan areas, where such public services are not adequately available through previously authorized governmental agencies, aspects of sewage, solid and liquid waste disposal, control of surface water, and public transportation all of which are public services required to protect and enhance the environmental quality of an entire metropolitan region, and,

Whereas, other related problem areas may be specified which need to be resolved in order to assure the orderly growth of the metropolitan area, while at the same time maintaining acceptable environmental quality, and,

Whereas, the MSD believes that a regional approach to such problem areas is urgently required,

Therefore, be it resolved that the MSD requests the 57th Oregon Legislature to authorize MSD to:

- (1) expand the list of public services contained in ORS 268.030 (3)(a), to which the MSD may provide assistance, to include "control of ambient air quality". *
- (2) authorize MSD to levy taxes in order to assist other state and local government agencies in financing programs of environmental significance throughout an entire metropolitan area.
- (3) authorize the Portland MSD to levy a "once only" general property tax within its jurisdiction, over a two year period effective as soon as possible, to provide the necessary financial assistance to enable the Oregon Department of Environmental Quality (DEQ) (1) to fully emplement its proposed Air Quality Data Base Improvement Program for the Portland Metropolitan area, and; (2) to develop air quality control strategies for the Portland Metropolitan area, based on the findings of this program.

* (The MSD may wish to add items in addition to air quality.)

April 18, 1975

Air Quality Data Base Improvement Program

Recently, the Oregon Department of Environmental Quality (DEQ) projected that compliance with particulate air quality standards could not be attained, and present compliance with sulfur dioxide standards could not be maintained, in Portland, with present emissions growth rates. Oregon's Environmental Quality Commission (EQC) then adopted an interim policy limiting new emissions of particulate and sulfur dioxide to 430 tons and 1430 tons, respectively, during the next two years, or longer. Limitations of the methodology and existing data base used to make these critical projections can be largely overcome, if this data base improvement proposal is fully implemented, allowing DEQ to (1) project air quality impacts of emission growth with much greater assurance; (2) evaluate the potential effectiveness of alternative emissions control strategies; (3) suggest where new emissions can locate without violations of air quality standards.

Phase one of this \$600,000 special air quality program would substantially upgrade the basic data collection and anlysis systems used by the DEQ in the Portland Metropolitan area to (1) insure compliance with National Ambient Air Quality Standards (NAAQS), and; (2) determine air quality impacts of future industrial growth. This phase of the program would (1) fill critical gaps in present monitoring coverage of the large region involved; (2) provide data on source emissions, ambient air quality, and meteorology essential for the assessment of the air quality impact of proposed development; (3) complete the automation (using telemetry) of data collection both for convenience and to insure the highest quality control of collected data; (4) increase analysis of data to provide more useful summary information; (5) greatly improve dispersion modeling capability.

The second phase of the program is a major applied research study to characterize the total particulate loadings in the Portland area under conditions when NAAQS are most frequently violated. This proposed aerosol characterization study would combine several analytical approaches -- the chemical element (mass) balance technique, optical microscopy, trajectory analysis, air pollutant dispersion modeling, release and analysis of tracer materials, and particulate (II-Vol) sampling in two particle size ranges -- with a targeted source testing effort and special meteorological measurements on intensive sampling days. The resulting information will provide (1) a breakdown of the total particulate loadings in Portland (on selected, poor air quality days) into its major chemical components -- sulfates, nitrates, classes of organics, trace metals, water, ammonium ion, etc.; (2) a separate mass balance of the total particulate in terms of major contributing source types; (3) and, through separate analysis of the submicron particulate fraction, a similar breakdown of the source types contributing most heavily to the visibility reduction, which is closely associated with particulate in the smaller particle size range. This phase of the program is designed to answer the following fundamental questions: "What are the major species (on a weight basis) that make up the particulate matter in Portland? What types of sources emit most of this particulate matter?" Only by specifically identifying the predominant types of particulate matter, and the general types of sources most likely to have emitted them, can DEQ formulate selective, long-range control strategies most likely to be effective in reducing particulate levels in Portland. The monitoring network improvements are equally important both for checking day-to day compliance with NAAQS, and to evaluate alternative AQMA control strategies, using substantially improved air pollution diffusion models. The information system provided through

this program should become the needed cornerstone data base for coordination of all Portland area planning efforts with respect to air quality impacts, thereby enabling the identification of the most suitable locations for future industrial growth. The basic program elements and their costs are summarized below.

۱.	Emi imp	ssions Inventory Improvements - point source testing; rove area source emission factors; 1 FTE	\$	47,100
2.		itoring Network Improvements		101 (1)
	а.	Meteorology - new stations; upper air data (EMSU); data analysis by consultant; 2 FTE		124,511
	ь.	Amblent Air Quality - new particulate, SO ₂ oxidant, and CO instruments and support equipment; mobile station, 2 FTE		184,150
	c.	Data Acquisition - telemetry, consultant services, systemvide performance criteria		105,000
3.	Hoc	el Development - retainer, Willamette Simulation Unit/OSU		5,000
4.	Por	tland Aerosol Characterization Study - Consultant Services		256,060
Tot	al	cost of Activities		721,821
		ed Items contained elsewhere in DEQ's 1975-77 Budget Request)		121,846
Ado	litio	onal Funding for Special Air Data Base Improvement Program	5	599,975

II. ACCOUNTS PAYABLE

THE FOLLOWING PAGE CONTAINS A LIST OF ACCOUNTS PAYABLE ITEMS FOR PAYMENT FOR THE PERIOD APRIL 17, 1975 THROUGH MAY 2, 1975, VOUCHER NUMBERS 133 THROUGH 145, IN THE TOTAL AMOUNT OF \$1,515.44.

THE STAFF RECOMMENDS APPROVAL OF THE ACCOUNTS PAYABLE.

ACCOUNTS PAYABLE

April 17, 1975 - May 2, 1975

VOUCHER NO.	PAYABLE TO	PURPOSE	AMOUNT
133	American National Standards Institute, Inc.	Publication	\$ 8.50
134	Sandra Bauer	Postage on EPA Grant Mailing	50.92
135	Boise Cascade	Office Supplies	101.40
136	Brewed Hot Coffee	Coffee at Board Meetings	5.08
137	Communication Design	Johnson Creek Slide Show	935.00
138	Daily Journal of Commerce	Public Notices	17.60
139	Finzer Business Machines	Plastic Report Covers	35.30
140	Gourmet Basket	Lunch Meeting	19.25
141	Charles Kemper	Travel	10.00
142	Litton Monroe	Calculator Payment	46.74
143	Pacific NW Bell	Telephone Service	155.20
144	Portland State University	Duplicating	84.45
145	Jean Woodman	Portland State Univ.	46.00

TOTAL

- 8 -

\$1,515.44

APPROVED METROPOLITAN STAVICE DISTRICT BOARD OF DIRECTORS ACTION NO. 75 - 340 DATE 5-9-75 BY_____CLERK OF THE BOARD

III. PUBLIC COMMUNICATIONS

This agenda item allows for the MSD Board to hear comments from the public on items not contained on this agenda.

IV. PROPOSAL EVALUATION TEAM REPORT

The following pages contain the summary (conclusions and recommendations) of the MSD Proposal Evaluation Team for the Solid Waste Transfer/Processing System. The Entire report was distributed to the Board Last week. Since this report's recommendations are extremely important to the MSD, the staff would urge thorough review prior to deciding.

For this Board meeting, the staff would recommend the following MSD Board action:

- THE MSD PROPOSAL EVALUATION TEAM (PET) REPORT BE <u>RECEIVED</u>.
- 2) THE PET REPORT SUMMARY (CONCLUSIONS AND RECOMMENDATIONS) BE <u>TRANSMITTED</u> TO THE PROPOSAL BIDDERS AND OTHER INTERESTED PARTIES.
- 3) The MSD Board <u>return</u> at the earliest date to <u>direct</u> staff regarding the remaining recommendations. A Special Board meeting with the PET be considered.

- 10 -

APP 1 PERMAN NA DE DERINI ROARD OF DIRECTORS ACTION NO. 75-342 Br. Jean 1/10

I. SUMMARY

(ton to

A. Conclusions

- 1. All three bidders that submitted prequalification information were prequalified.
- 2. The following firms were considered responsive to MSD requirements:

Continental Resources Recovery Company (CRRC) Parker Northwest Construction Company (PNW) Vista Chemical & Fiber Products, Inc. (Vista)

- 3. The Proposal Evaluation Team (PET) preferred the separated dual line processing system to single line processing, because:
 - a) Single line systems with an unprocessed refuse bypass may be too easy to use, thus causing more unprocessed materials to be landfilled than necessary.
 - b) Mechanical failure of one line of a dual system does not shut down the entire processing facility.' In case of failure, additional hours of operation or overtime can be utilized to process all refuse through the remaining line.
- 4. The PET preferred the PNW physical layout, especially the compact arrangement, traffic flow patterns and the concrete building.
- 5. PNW proposes a Heil mechanical system that is fully developed and is currently operating elsewhere. PNW has not operated a similar processing facility, however, installation, checkout and initial operation and training would be directed by experienced Heil Company personnel.

- 11 -

- 6. CRRC proposed essentially single-line systems while Vista proposed a dual line system at one location and single line systems elsewhere. Both bidders proposed to integrate equipment that was not substantiated as fully proven at the component level and was not utilized at the scale proposed at the time of the proposal.
- 7. The CRRC marketing and management plan was excellent and well organized. CRRC outlined to MSD a top flight management and marketing group.

8. The PET is concerned about returning an excessive amount of revenues from resource recovery to the private operator. The 80% return of revenues to CRRC was judged excessive by the PET.

9. The Proposal Evaluation Team determined the following rankings (proposer plus proposal criteria):

Parker Northwest Construction Company	First
Continental Resources Recovery Company	Second
Vista Chemical and Fiber Products, Inc.	Third
n addition, the PET evaluated the firms nd found:	' net cost
Parker Northwest	김 영화 김 영화

Construction Company	-	Lowest net cost to MSD
Continental Resources Recovery Company	-	Next lowest net cost to MSD
Vista Chemical & Fiber Products, Inc.	-	Highest net cost to MSD

- 12 -

- 10. Based upon the responses, it was concluded by the PET that the processing system as defined by MSD is feasible for this area. Fuel separation equipment is being used and should function properly in the MSD systems. Ferrous separation is a proven technique now being utilized with shredding in most operating systems.
- 11. Ferrous material markets are available. Light fuel fraction markets are reportedly available, however, the price per ton cannot yet be guaranteed.
- 12. Phased construction of the planned facilities should begin with one at the Rossman site and the second at the North Portland site. The second facility at North Portland should be constructed only after thorough checkout and operation of the first transfer/processing station. The third and fourth transfer/processing stations should be constructed only as the need arises.

dial.

- 13. A transfer station should be constructed in Washington County to alleviate the present critical disposal situation. The facility should be designed to be expanded into the third transfer processing station.
- 14. Value engineering methods should be applied during facility design, construction, program implementation and phased operation.

- 13 -

B. Recommendations

din V

The Metropolitan Service District Proposal Evaluation Team (PET) recommends the following:

 That the bid proposals submitted in response to the RFP be considered responsive and be ranked in the following order:

First	-	Parker Northwest Construction Company
Second	-	Continental Resources Recovery Company
Third	-	Vista Chemical and Fiber Products, Inc.

- That if Parker Northwest is selected the following information should be requested for clarification and approval by MSD:
 - a) Provide cost per ton (operation and maintenance) adjustments for design, construction and operation of two transfer/processing stations with the following assumptions:
 - 1) 1976 annual quantities 712,000 tons;
 - Location of facilities will be at the Rossman Landfill, and North Portland Road site;
 - With air classification equipment at both facilities;
 - 4) With air classification at one facility;
 - 5) With 100% residue haul to landfill; and
 - 6) With 30% residue haul to landfill.
 - b) Provide documentation that the construction of the first transfer/processing station at the Rossman site can be undertaken at this time.

- c) The PNW proposal indicates that one individual would have responsibility for market development, public relations and new technology.
 - . What size staff will this individual have?
 - . What is the specific marketing strategy?
 - . Is PNW considering retaining a local public relations firm?
- d) On a project of this size, it is customary to have a prime consultant to coordinate efforts of the design team.
 - . Who will be the "prime consultant"?
 - . Use an organizational chart to show the lines of responsibility between each consultant.
- e) The PNW proposal indicates that there is room for expansion in the plant layout.
 - . Submit the layout for the phased expansion plans.
- f) Show where the trailer and drop box storage area is located and indicate the storage capacity.
- h) The Heil Company will provide PNW with a guaranteed maintenance contract.
 - . Who will be responsible for the magnetic separation equipment?
 - . Who will assume responsibility for the fuel separation equipment?
 - . Specify who will be responsible for the various equipment.
- i) How will oversize and bulky wastes be handled, once they are inside of facility?
- j) Each processing facility will have a public recycling area.
 - . How will those people who wish to recycle material be handled?

- 15 -

- That after supplemental information is received and approved, a contract between MSD and PNW be negotiated for design, construction and operation of two transfer/ processing facilities.
- 4. In the event that the MSD and PNW are unable to reach agreement on the terms of the contract, it is recommended that negotiations be terminated with PNW and that MSD commence negotiations with CRRC and Vista, in that order.
- 5. That MSD negotiate professional services contracts with advisors in the fields of law, marketing, engineering and financing to assure a contract beneficial to MSD, following financing approval by the State of Oregon.
- 6. That MSD adhere to the adopted comprehensive solid waste plan, however, phase the construction of the 4 transfer/ processing stations by constructing the first facility at the Rossman location. Following thorough checkout and operation, construct the second facility at the North Portland Road site. Further a transfer station be constructed in Washington County in the vicinity of Merlo Road and SW 158th, parallel to the construction of the Rossman facility. This facility would provide transfer of unprocessed materials from Washington County to the two initial processing stations. The third transfer/processing facility should be planned for construction during the 1985-1990 period by expanding the Washington County transfer station.

1001 10

- 7. That MSD authorize request for bids for construction of a transfer station in Washington County.
- 8. That fuel separation equipment be installed in accordance with the phased construction program.
- That value engineering methods be used to achieve a life cycle cost efficiency throughout the project.

- 16 -

V. NON-PROCESSABLE INTERIM RESOLUTION NO. 21

The following pages contain an interim resolution regarding the non-processable (demolition) landfill system. The MSD Solid Waste Committee and staff recommend <u>approval</u> of this resolution.

STAFF REPORT AMENDMENT

Include the word "new" before the word "non-processable" under Item No. 5.

APPROVED METRORA . SERVICE District BOARD OF DIRECTORS ACTION NO. 25 - 34 3 DATE 5-9-75 BY Judi THE BOARD GLICK OF

RESOLUTION NO. 21

AN INTERIM MSD POLICY FOR NON-PROCESSABLE (DEMOLITION) LANDFILL PERMIT APPLICATIONS.

RECITALS

- THE METROPOLITAN SERVICE DISTRICT (MSD) AS A RESULT OF THE NON-PROCESSABLE PROGRAM ORDINANCE NO. 27, HAS RECOGNIZED THE NEED FOR PLANNING, PHASING AND REGULATING NON-PROCESSABLE LANDFILLS;
- 2. THE MSD IS PRESENTLY DEVELOPING THE RULES AND REGULATIONS PERTAINING TO THE ADMINISTRATION OF ORDINANCE No. 27, INCLUDING A PHASING PROGRAM FOR NEW NON-PROCESSABLE LANDFILLS;
- The Oregon Department of Environmental Quality (DEQ) requests review and comment from the MSD regarding permit applications for new non-processable landfills; and
 - 4. THE REDUCTION OF WASTE DISPOSED AT NON-PROCESSABLE LANDFILLS WILL AFFECT THE ECONOMICAL AND EFFICIENT OPERATION OF THESE SITES:

RESOLUTION

5. THE METROPOLITAN SERVICE DISTRICT RECOMMENDS THAT THE DEPARTMENT OF ENVIRONMENTAL QUALITY POSTPONE ACTION ON ALL APPLICATIONS FOR NON-PROCESSABLE (DEMOLITION) LANDFILLS UNTIL SUCH TIME AS THE MSD HAS COMPLETED THE EFFECTIVE DATE REQUIREMENTS OUTLINED IN. SECTION 21, ORDINANCE NO. 27 (ATTACHED).

DATE : _____

Robert Schumacher, Chairman

SECTION 21. Effective Date (ORDINANCE No. 27)

A. This ordinance shall take effect 60 days subsequent to the completion and Board approval of the following items:

- 1) Evaluation of existing sites.
- 2) Rules and regulations governing the:
 - a) Standards of service to be provided to the public.
 - b) Evaluation criteria to determine:
 - (1) need for and location on nonprocessable disposal sites required in the District;

(2) number and priority of nonprocessable disposal sites required in the District;

(3) orderly flow of processable and nonprocessable solid waste;

(4) use of nonprocessable disposal sites as a backup system in the event of a breakdown or overload of the processable system; and

c) The administration of this ordinance.

- 3) MSD staff request to the respective local jurisdictions to advise the District as to whether refuse collectors will be allowed to pass on the fees proposed under Section 11 of this ordinance to their customers.
- B. The Board shall notify all local jurisdictions when the ordinance will take effect and when the imposition of the fees provided herein will begin.

Date of Adoption:

. trat

March 28, 1975

Robert Schumacher, Chairman

VI. MERLO ROAD ENVIRONMENTAL ASSESSMENT

The MSD Board received at the last meeting a <u>draft</u> Environmental Assessment for the Merlo Road Transfer/ processing Station. After review by the Solid Waste Committee (SWC) and some corrections, the SWC and staff recommend <u>approval</u> of the Environmental Assessment.

APPROVED METROPOLITAN SERVICE DISTRICT BOARD OF DIRECTORS ACTION NO. 25 - 344 DATE 5-9-25 BY RK OF THE BOARD

VII. FISCAL 75-76 BUDGET

The Metropolitan Service District Fiscal 75-76 Budget was presented at the last Board meeting. As you remember, the budget revenues were based on cost information presented to the State DEQ in March 1975. In order to receive timely hearing by the Multnomah Tax Supervision and Conservation Commission (TSCC) so that the budget will be effective on July 1, 1975, the MSD Board must approve the budget for submittal to the TSCC by May 12, 1975. Also the budget requirements appear to be a maximum depending on work to be performed by MSD during FY 1975-76.

THEREFORE, THE STAFF RECOMMENDS THE MSD FISCAL 75-76 BUDGET BE <u>APPROVED</u> AND <u>AUTHORIZED</u> FOR TRANSMITTAL TO THE TSCC.

APPROVED METROP SERVICE DISTRICT BOARD OF DIRECTORS ACTION NO. 75-345 DATE 5-9-25 BY Leen Millow CLERK OF THE BOARD

VIII. OTHER BUSINESS