

MSD BOARD OF DIRECTORS

Portland Water Bureau 1800 SW 6th Ave. Auditorium

May 13, 1977 2:00 P.M.

AGENDA

77-807

MINUTES

77-808

PUBLIC COMMUNICATIONS

- ADMINISTRATION
 - 77-809
 77-810
 77-810
 AN ORDINANCE NO. 50 FIRST PUBLIC HEARING AN ORDINANCE ESTABLISHING PROCEDURES FOR USE OF CIVIL PENALTIES
 77-811
 INSURANCE AGENT OF RECORD

SOLID WASTE PROGRAM

77-812

ORDINANCE NO. 47 - FIRST PUBLIC HEARING AN ORDINANCE ESTABLISHING AN AREAWIDE SOLID WASTE MANAGEMENT AND OPERATION PROGRAM; ESTABLISHING PROCEDURES FOR THE ISSUANCE OF CERTIFICATES FOR THE OPERATION OF WASTE DISPOSAL SITES; PROVIDING FOR ORDERLY AND BENEFICIAL FLOW OF SOLID WASTES; PROVIDING FOR PENALTIES AND ADMINIS-TRATION AND ENFORCEMENT; PROVIDING FOR COLLECTION OF FEES; REPEALING A PRIOR ORDINANCE AND PRESCRIBING AN EFFECTIVE DATE

77-813	ORDINANCE NO. 48 - FIRST PUBLIC HEARING An ordinance establishing rules and regulations for the MSD Solid Waste Program concerning application, issuance, suspension, modification AND termination of waste disposal site certificates and establishing minimum requirements for the design, construc- tion and operation of waste disposal sites.
77-814	ORDINANCE NO. 49 - FIRST PUBLIC HEARING An ordinance establishing user fees for Phase I of the MSD Solid Waste Management Program, repealing prior ordinances, declaring an emergency and prescribing an effective date
77-815	PHASE I ENGINEERING DESIGN CONSULTANT SELECTION
77-816	PHASE I ENGINEERING DESIGN FUNDING
77-817	PHASE I ENGINEERING DESIGN WORK SCHEDULE
ZOO PROGRAM	(NO BUSINESS)

OTHER BUSINESS



MSD BOARD OF DIRECTORS

Portland Water Bureau 1800 SW 6th Ave. Auditorium

May 13, 1977 2:00 P.M.

ACTION AGENDA

Page	Action Record Number	
1	77-807	MINUTES Action - <u>Approve</u> the minutes of April 22, 1977
10	77-808	PUBLIC COMMUNICATIONS Action - <u>Receive</u> comments from the public on matters not listed on the meeting agenda
11	77-809	CASH DISBURSEMENTS Action - <u>Approve</u> staff recommendation
12	77-810	ORDINANCE NO. 50 - FIRST PUBLIC HEARING AN ORDINANCE ESTABLISHING RULES AND REGULATIONS GOVERNING CIVIL PENALTIES Action - <u>Conduct</u> public hearing and <u>set</u> second hearing date for May 27, 1977
13	77-811	INSURANCE AGENT OF RECORD Action - Approve staff recommendation

Page	Action Record Number	
15	77-812	ORDINANCE NO. 47 - FIRST PUBLIC HEARING AN ORDINANCE ESTABLISHING AN AREAWIDE SOLID WASTE MANAGEMENT AND OPERATION PROGRAM; ESTABLISHING PROCEDURES FOR THE ISSUANCE OF CERTIFICATES FOR THE OPERATION OF WASTE DISPOSAL SITES; PROVIDING FOR ORDERLY AND BENEFICIAL FLOW OF SOLID WASTES; PROVIDING FOR PENALTIES AND ADMINISTRATION AND ENFORCEMENT; PROVIDING FOR COLLECTION OF FEES; REPEALING A PRIOR ORDINANCE AND PRESCRIBING AN EFFECTIVE DATE Action - <u>Conduct</u> public hearing and <u>set</u> second hearing date for May 27, 1977
18	77-813	ORDINANCE NO. 48 - FIRST PUBLIC HEARING AN ORDINANCE ESTABLISHING RULES AND REGULATIONS FOR THE MSD SOLID WASTE PROGRAM CONCERNING APPLICATION, ISSUANCE, SUSPENSION, MODIFICATION AND TERMINATION OF WASTE DISPOSAL SITE CERTIFICATES AND ESTABLISHING MINIMUM REQUIREMENTS FOR THE DESIGN, CONSTRUC- TION AND OPERATION OF WASTE DISPOSAL SITES Action - <u>Conduct</u> public hearing and <u>set</u> second hearing date for May 27, 1977
19 Ç	77-814	ORDINANCE NO. 49 - FIRST PUBLIC HEARING An ordinance establishing user fees for Phase I of the MSD Solid Waste

Page	Action Record Number	
		MANAGEMENT PROGRAM, REPEALING PRIOR ORDINANCES, DECLARING AN EMERGENCY AND PRESCRIBING AN EFFECTIVE DATE Action - <u>Conduct</u> public hearing and <u>set</u> second hearing date for May 27, 1977
21	77-815	PHASE I ENGINEERING DESIGN CONSULTANT SELECTION Action - <u>Approve</u> staff recommendation
22	77-816	PHASE I ENGINEERING DESIGN FUNDING Action - <u>Approve</u> staff recommendation
23	77-817	PHASE I ENGINEERING DESIGN WORK SCHEDULE Action - <u>No</u> <u>action</u> <u>required</u>
0 T H	ER BUSIN	ESS
25	77-818	SPECIFIC ACCOUNTING PROCEDURES FOR

COLLECTION OF USER FEE (HELD OVER FROM MAY 6, 1977 SPECIAL BOARD MEETING) Action - <u>Approve</u> staff recommendation

77-807 MINUTES

THE FOLLOWING PAGES CONTAIN THE MINUTES FOR THE APRIL 22, 1977, BOARD MEETING.

THE STAFF RECOMMENDS APPROVAL OF THE BOARD MINUTES.

77-808 PUBLIC COMMUNICATIONS

THIS AGENDA ITEM ALLOWS THE BOARD TO RECEIVE COMMENTS FROM THE PUBLIC ON MATTERS NOT LISTED ON THE MEETING AGENDA.

77-809 CASH DISBURSEMENTS

CHECKS INSSUED BETWEEN REPORTS: CHECKS NO. 3148 THROUGH 3164	\$ 2,424.80
CHECKS TO BE ISSUED MAY 13, 1977: CHECKS NO. 3165 THROUGH 3307 ITEMS OF INTEREST:	50,115.34
BLAKE MOFFITT & TOWNE	\$1,686.27
BANKERS LIFE	4,952.30
WATER BUREAU	3,509,59
Cascade Roofing	2,313.00
GAF CORP.	2,019.21
M & M MARS	1,567.80
NW NATURAL GAS	1,378,43
Oregon Laborers Trust	5,114.97
PACIFIC FRUIT	3,193.10
Portland Security (guards)	1,888.00
S & C DIST. (ICE CREAM CARTS)	1,250.80
WYOTT CORP. (HOT DOGS)	3,722.83

\$52,540.14

ALL CHECKS LISTED ABOVE ARE WITHIN THE ADOPTED MSD BUDGET FY 76-77.

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THE STAFF RECOMMENDS APPROVAL FOR PAYMENT OF CHECKS 3148 THROUGH 3307, IN THE TOTAL AMOUNT OF \$52,540.14.

METROPOLITAN SERVICE DISTRICT BOARD ACTION NO. 77-809 DAVE 5-13-77 ASST BARTELS GORDON MCCREADY ROBNETT SALQUIST SCHUMACHER MILLER, CHAIRMAN) Clark of

77-810 ORDINANCE NO. 50 - FIRST PUBLIC HEARING

AN ORDINANCE ESTABLISHING RULES AND REGULATIONS GOVERNING CIVIL PENALTIES.

Section 4 of HB 2683 which was signed into law on April 18, 1977, allows the MSD to assess civil penalties against those persons violating MSD ordinances, rules, licenses, permits, or compliance schedules.

ORDINANCE No. 50 ESTABLISHES THE ADMINISTRATIVE RULES AND REGULATIONS GOVERNING MSD'S USE OF CIVIL PENALTIES. THESE RULES AND REGULATIONS ARE MODELED AFTER SIMILAR PROVISIONS GOVERNING DEQ'S ACTION.

IT IS THE STAFF'S RECOMMENDATION THAT THE BOARD <u>CONDUCT</u> THE FIRST PUBLIC HEARING, <u>RECEIVE</u> TESTIMONY, AND <u>SET</u> FRIDAY, MAY 27, 1977, AS THE TIME FOR THE SECOND PUBLIC HEARING.

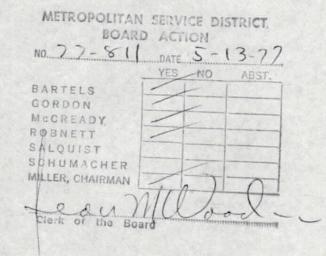
77-811 INSURANCE AGENT OF RECORD

STATE LAW REQUIRES THAT PUBLIC AGENCIES OBTAIN INSURANCE CONTRACTS BY EITHER 1) REQUESTING PROPOSALS FROM LICENSED INSURANCE AGENTS FOR SPECIFIC INSURANCE CONTRACTS, OR 2) BY APPOINTING AN AGENT OF RECORD.

IF PROPOSALS WERE REQUESTED FOR EACH POLICY THEN MSD MUST ADVERTISE AND SELECT THE COMPANY WHO SUBMITTED THE MOST COMPETITIVE OFFER CONSIDERING COVERAGE, PREMIUM, AND SERVICE TO BE PROVIDED. IF THE MSD APPOINTED AN AGENT OF RECORD, IT WILL BE THE AGENT'S RESPONSIBILITY TO ADVERTISE, RECEIVE, EVALUATE THE PROPOSALS AND MAKE RECOMMENDATION TO THE MSD BOARD. THE COST FOR THE AGENT OF RECORD IS INCLUDED IN THE NORMAL PREMIUMS PAID TO AN INSURANCE AGENT AND WILL NOT CON-STITUTE AN ADDITIONAL EXPENSE FOR MSD.

CURRENTLY, MSD HAS 13 SEPARATE INSURANCE POLICIES THAT EXPIRE THROUGHOUT THE CALENDAR YEAR.

Since MSD currently does not have the available staff or the expertise to properly evaluate insurance policies and since an Agent of Record will not consitute additional expense for MSD, the staff feels that the appointment of an Agent of Record is in the best interest of the District. Pursuant to Oregon Law, MSD requested proposals for an Agent of Record. Proposals were received from Corroon & Black, of Oregon, Frank B. Hall & Co., of Oregon, and Fred S. James & Co., Inc. These proposals have been evaluated based on adopted administrative procedures with Fred S. James & Co., Inc., being rated the highest. It is the staff's recommendation that Fred S. James & Co., Inc., be <u>Appointed</u> the AGent of Record for MSD for a term of three years. It should be noted that the Agent of Record will not be involved in employee fringe benefits in so far as the MSD has already entered into contractual arrangements through the union and others for this type of insurance.



77-812 ORDINANCE NO. 47 - FIRST PUBLIC HEARING

AN ORDINANCE ESTABLISHING AN AREAWIDE SOLID WASTE MANAGEMENT AND OPERATION PROGRAM; ESTABLISHING PROCEDURES FOR THE ISSUANCE OF CERTIFICATES FOR THE OPERATION OF WASTE DISPOSAL SITES; PROVIDING FOR ORDERLY AND BENEFICIAL FLOW OF SOLID WASTES; PROVIDING FOR PENALTIES AND ADMINISTRATION AND ENFORCEMENT; PROVIDING FOR COLLECTION OF FEES; REPEALING A PRIOR ORDINANCE AND PRESCRIBING AN EFFECTIVE DATE.

ON OCTOBER 24, 1975, ORDINANCE No. 32 WAS ADOPTED. THIS ORDINANCE ESTABLISHED AN AREAWIDE SOLID WASTE MANAGEMENT AND OPERATION PROGRAM. ORDINANCE 39 WAS ADOPTED ON JULY 23, 1976, WHICH SET FORTH THE TYPES OF MATERIAL LANDFILLS COULD ACCEPT DURING THE THREE PHASES OF THE MSD PROGRAM. BOTH ORDINANCES HAVE BEEN AMENDED TWICE TO PROVIDE FOR DIFFERENT EFFECTIVE DATES.

ORDINANCE No. 47 COMBINES THE AMENDED ORDINANCES 32 AND 33 INTO A SINGLE DOCUMENT. IN ADDITION MINOR CHANGES HAVE BEEN MADE AND ARE SUMMARIZED BELOW:

- 1. SECTION 4.A.5 IS NEW.
- 2. SECTIONS 5.K, 5.L, AND 5.M DEFINITION OF THE THREE PHASES HAVE BEEN MODIFIED ELIMINATING THE REFERENCE TO THE WASHINGTON COUNTY TRANSFER STATION.
- 3. SECTION 5.0 ADDED THE WORD COMPOST TO THE DEFINITION OF "PROCESSED".
- 4. SECTION 5.X DEFINITION OF TRANSFER STATION HAS BEEN MODIFIED TO INCLUDE DROP BOXES MADE AVAILABLE FOR PUBLIC USE.

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5. Section 8.A.2 - eliminated the reference to processible sites and non-processible sites. All sites will be classified as waste disposal sites.

- Section 8.A.3 Added the words "by agreement with the MSD".
- 7. Section 8.B.5 This exemption in Ordinance 32 required that facilities processing source separated waste such as steel, tin and paper and wood and sold to another party needed an agreement with MSD to continue their operation. It was the intent in Ordinance 32 that those facilities processing source separated non-putrescible waste and source separated paper and wood for use other than as a fuel and used by another party would be exempt from the agreement requirements. However, it has been brought to our attention that the exemption as currently incorporated in Ordinance 32 must be revised to be in keeping with the original intent. Section 8.B.5 of Ordinance No. 47 clarifies this confusion.
- Section 9.F THIS IS A NEW SECTION WHICH ALLOWS FOR "CLEAN EARTH" FILLS TO OPERATE WITHOUT A CERTIFICATE FROM MSD.
- 9. Section 17.B.5 The words "Received Daily" Have been Added.
- Section 17.B.6 REFERENCE TO DAILY ACCOUNTING OF CUBIC YARDS/TONS IS ADDED AS WELL AS ACCOUNTING FOR MINIMUM LOADS AND SPECIAL WASTE.
- 11. SECTION 17.B REFERENCE TO MONTHLY ACCOUNTING BY THE LANDFILL OPERATORS AS REQUIRED BY ORDINANCE 32 HAS BEEN OMITTED FROM ORDINANCE No. 47.
- 12. SECTION 18.B THIS SECTION IS NEW AND ALLOWS VIOLATIONS TO BE ENJOINED BY THE DISTRICT UPON SUIT IN A COURT OF COMPETENT JURISDICTION.
- 13. SECTION 18.C PROVIDES FOR THE IMPOSITION OF CIVIL PENALTIES.
- 14. SECTION 25 THIS SECTION IS NEW AND ALLOWS FOR MSD TO INSPECT ANY WASTE DISPOSAL SITE.

15. ORDINANCE No. 32, SECTION 18, WHICH ALLOWS FOR MSD TO ENTER INTO AGREEMENTS WITH OTHER PUBLIC ENTITIES HAS BEEN ELIMINATED FROM ORDINANCE No. 47.

AN EMERGENCY CLAUSE HAS BEEN ADDED SO THAT ORDINANCE No. 47 WILL BECOME EFFECTIVE ON JUNE 1, 1977, EVEN THOUGH TWO PUBLIC HEARINGS ARE SCHEDULED.

THE SOLID WASTE COMMITTEE RECOMMENDS THAT ORDINANCE 47 BE ADOPTED.

The staff recommends that the Board <u>conduct</u> the first public hearing on Ordinance No. 47, <u>receive</u> comments from the public, and <u>set</u> May 27, 1977, as the second hearing date.

77-813 ORDINANCE NO. 48 - FIRST PUBLIC HEARING

An ordinance establishing rules and regulations for the MSD Solid Waste Program concerning application, issuance, suspension, modification and termination of waste disposal site certificates and establishing minimum requirements for the design, construction and operation of waste disposal sites.

Ordinance No. 48 establishes the necessary rules and regulations for the administration and implementation of the MSD Solid Waste Management Program as required by Section 7 of Ordinance No. 47. The ordinance includes requirements for an application for a solid waste disposal certificate, procedures for issuance or denial of a certificate, minimum design criteria, site operational standards, and a monitoring (inspection) program. These requirements follow closely those adopted by DEQ.

IN ORDER FOR THIS ORDINANCE TO BECOME EFFECTIVE ON JUNE 1, 1977, AN EMERGENCY CLAUSE HAS BEEN INCLUDED EVEN THOUGH TWO PUBLIC HEARINGS WILL BE HELD. COPIES OF THIS ORDINANCE WERE SENT TO ALL DISPOSAL SITE OPERATORS FOR COMMENT ON APRIL 26, 1977. THE SOLID WASTE COMMITTEE HAS REVIEWED ORDINANCE NO. 48 AND RECOMMENDS ITS ADOPTION.

It is the staff's recommendation that the MSD Board <u>conduct</u> the first public hearing on May 13, 1977, <u>receive</u> testimony and <u>set</u> May 27, 1977, as the date for the second public hearing.

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77-814 ORDINANCE NO. 49 - FIRST PUBLIC HEARING

An ordinance establishing user fees for Phase I of the MSD Solid Waste Management Program, repealing prior ordinances, declaring an emergency and prescribing an effective date.

Ordinance No. 33 establishing the schedule of user fees for Phase I of the MSD Solid Waste Management Program was adopted on November 28, 1975. This ordinance was amended by Ordinance No. 36 and No. 46 to reflect new effective dates and by Ordinance No. 37 modifying the schedule of user fees imposed during Phase I. User fees will be used to meet staffing requirements and repayment of the debt service obligation.

Ordinance No. 49 repeals Ordinances 33, 36, 37 and 46 and combines these ordinances into a single document. It should be noted that the user fee for non-compacted solid waste is proposed to be lowered from 17¢ per cubic yard, as currently set by Ordinance 37, to 16¢ per cubic yard. This reduced fee is based on MSD's staff requirements, debt service and estimated volume of waste disposed and has been established with assistance from representatives of the collection industries. MSD is currently funded by the State of Oregon. This funding ceases as of June 30, 1977. Ordinance No. 49 requires that the operator of a disposal site submit the user fee to MSD by the 20th day of the month following the month in which it was collected. Therefore, to receive the user fees in July, Ordinance No. 49 must become effective by June 1, 1977.

IN ORDER FOR THIS ORDINANCE TO BECOME EFFECTIVE ON JUNE 1, 1977, AN EMERGENCY CLAUSE HAS BEEN ADDED, HOWEVER, TWO PUBLIC HEARINGS ARE SCHEDULED. IN ADDITION, THE STAFF HAS NOTIFIED ALL LOCAL JURISDICTIONS, THE COLLECTION INDUSTRY IN APRIL, AND NOTICES HAVE BEEN PREPARED FOR DISTRIBUTION AT THE LANDFILLS OF THE JUNE 1 EFFECTIVE DATE. THE SOLID WASTE COMMITTEE RECOMMENDS ADOPTION OF ORDINANCE No. 49.

THE MSD STAFF RECOMMENDS THAT THE BOARD <u>CONDUCT</u> THE FIRST PUBLIC HEARING ON MAY 13, 1977, <u>RECEIVE</u> TESTIMONY AND <u>SCHEDULE</u> MAY 27, 1977, FOR THE SECOND PUBLIC HEARING.

77-815 PHASE I ENGINEERING DESIGN CONSULTANT SELECTION

PURSUANT TO CONTRACT 77-036 BETWEEN MSD AND PUBLISHERS PAPER Co., THE FOLLOWING INFORMATION WILL BE PRESENTED AT THE MSD BOARD MEETING ON MAY 13, 1977, FOR APPROVAL BY THE MSD BOARD:

- A. RECOMMENDING TELEDYNE NATIONAL TO PERFORM DESIGN WORK IN CONNECTION WITH THE PROCESSING PLANT, PHASE I ENGINEERING.
 - 1) LETTER OF RECOMMENDATION TO THE BOARD.
 - 2) Unsigned draft of agreement between Teledyne and Publishers.
 - 3) TELEDYNE PHASE I WORK STATEMENT.
 - 4) TELEDYNE PHASE I SCHEDULE.
 - 5) TELEDYNE EXPERIENCE AND BACKGROUND INFORMATION.
- B. APPROVAL OF THE ENGINEERING CONSULTANT TO DO THE DESIGN WORK IN CONNECTION WITH THE RESOURCE RECOVERY FACILITY.
 - 1) LETTER OF RECOMMENDATION.
 - 2) UNSIGNED DRAFT AGREEMENT BETWEEN PUBLISHERS AND THE ENGINEERING CONSULTANT.
 - 3) ENGINEERING CONSULTANT PROPOSAL INCLUDING THE DETAILED SCOPE OF WORK SCHEDULE AND BACKGROUND EXPERIENCE.
- C. APPROVAL OF WHITE WELD FOR CERTAIN FINANCIAL SERVICES IN CONNECTION WITH THE RESOURCE RECOVERY FACILITY.
 - 1) LETTER OF RECOMMENDATION.
 - 2) DRAFT OF AGREEMENT BETWEEN PUBLISHERS AND WHITE WELD.

THE STAFF RECOMMENDS THE BOARD <u>APPROVE</u> THE LIST OF PUBLISHERS PAPER CO., RECOMMENDED CONSULTANTS IN COMPLIANCE WITH SECTION 3.1 OF CONTRACT 77-036. BOARD ACTION

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NO. 27-815 DATE 5-13-77 YES NO ABST. BARTELS READY SALOUIST SCHUMACHER



May 11, 1977

Mr. Chuck Kemper Metropolitan Service District 1220 S.W. Morrison Portland, Oregon 97205

Subject: Phase I Engineering

Gentlemen:

In accord with the Agreement between the Metropolitan Service District and Publishers Paper co. for certain services associated with Phase I Engineering of the proposed Resource Recovery Facility, we are submitting our recommendation for the selection of Teledyne National to perform specified services under the terms of this Agreement.

Teledyne would provide engineering services associated with the layout and design of the waste processing plant and it's supporting facilities. The total cost of these services will not exceed \$125,000 including expenses; however, billings will be based on actual hours expended at the rates noted in the attached letter Agreement. The detailed scope of work and its' contemplated schedule are covered in the attached documentation.

We suggest Teledyne National for this work based on their unique design and operating experience, primarily associated with the Baltimore County Solid Waste Disposal System and Reclaimation Project at Cockeysville, Maryland. This experience is summarized in the attached Teledyne National experience and background information summation.

The total cost of Teledyne's work is covered by the approved budget and we trust the selection of Teledyne National to do this work will meet with your ready concurrence.

Muel Very truly yours

-Rov H. Ruel Chief Engineer



RHR/lew

oliution) Award for outstanding achievements in protecting the 419 MAIN ST., DREGON CITY, DREGON 97045, TELEPHONE (503) 656-5211

has been named the first recipient of the Oregon C U P



May 11, 1977

Teledyne National 19601 Nordhoff Street Northridge, California 91324

Attn: Mr. Kenneth Shepherd Gentlemen:

You have received a copy of the Agreement for Implementing Resource Recovery Facilities between Publishers Paper Co. and Metropolitan Service District (MSD) dated February 14, 1977 as supplemented and amended by supplemental Agreement,Scope of Work and Budget, dated April 15, 1977, hereinafter collectively referred to as "the Agreement", and are thoroughly familiar with it's terms and conditions.

In consideration of payments to be made to you as hereinafter provided you will provide certain engineering services associated with the design of the MSD South Processing Plant, essentially as detailed by you on the attached Phase I Engineering Schedule dated February 24, 1977, task numbers 1 through 14, Sheet 1 through 3.

It is understood that you shall operate as an independent, separate contractor and that all professional services and out-of-pocket expenses necessary to perform the work undertaken shall be furnished and paid for by you. You will accept exclusive liability for the performance of all obligations imposed upon employers by any governmental organization.

Teledyne will be reimbursed for their total expenses including professional services and out-of-pocket expenses up to a guaranteed maximum of \$125,000, and it is expressly agreed that the scope of work as defined in the attached documentation will be performed by Teledyne National within this limit. In the event



OREGON C.U.P. AWARD Publishers Paper Co. has been named the first recipient of the Oregon C.U.P. (Cleaning Up Pollution) Award for outstanding achievements in protecting the environment.

419 MAIN ST., DREGON CITY, DREGON 97045, TELEPHONE (503) 656-5211

Page 2

May 11, 1977

Teledyne National K. Shepherd

Teledyne alleges changes to the scope of work, affecting the guaranteed amount up or down, Teledyne shall inform Publishers in writing prior to performing these changes.

Rates for reimbursement by Publishers to Teledyne up to the guaranteed maximum will be in accord with the following for the life of this Agreement.

Professional Specialist	\$41.10/Hr.					
Senior Member Professional Staff	31.85/Hr.					
Member of Professional Staff	19.52/Hr.					
Out-of-pocket expenses	Cost + 10%					

The above rates include overhead, general administrative costs and an allowance for fee.

As you know, Publishers as prime contractor invoices MSD for work done under the Agreement on a monthly basis. You will be paid as subcontractor for work performed hereunder within ten (10) days after the work done by you is approved by the MSD as meeting the terms and conditions of the Agreement, and payment therefore made to Publishers. It is understood that you are responsible for performing the work undertaken in accordance with the Agreement and that approval of the scope and quality of such work by the MSD is a condition hereof.

Also, as you know, the Agreement between Publishers and the MSD can be terminated by mutual consent of the parties or upon 20 days written notice, in the event of such termination, or should you fail to perform any term or condition hereunder undertaken, Publishers may at its option, by written notice sent to you by registered mail at the above address, terminate this subcontract and all your rights thereunder. In the event of such termination, Publishers will be obligated to pay you only for that work for which it receives compensation from the MSD. Publishers shall, in addition, be free to pursue any other available remedy in law or in equity for your default. Page 3

May 11, 1977

Teledyne National K. Shepherd

This subcontract is made in reliance on the special skills of your company's personnel and may not be assigned without written consent of Publishers being first obtained.

You shall indemnify Publishers for all claims, expenses, costs or suit or action arising out of your failure to perform the obligations under this subcontract.

By

Very truly yours, PUBLISHERS PAPER CO.

Confirmed and Agreed:

Subcontractor

Enc. Agreement Phase I Agreement

WORK STATEMENT PHASE I - ENGINEERING - PORTLAND RECYCLE ENERGY PROGRAM

2/24/77 - KRS

Task No.	Name of Task	Teledyne National Effort Within Task	Task Output By T/N	Skill Levels Assigned	Man Months (5/8 = 100 hrs.)	Schedule
• 1.	Tour & Analyze Existing Plants.	With PP, tour several plants having candidate processes.	Report on Program Areas & good features.	SPEC SMPS	1/4 1/4	0-2 Wks ARO *
2.	Prepare Design Parameters.	With PP, list & describe all systems design parameters.	System Design Specification	SPEC SMPS	1/4 1/8	* 1-3 Wks ARO
. 3.	Describe Alternate Systems, Concepts & Evaluate	 A. Analyze & test storage systems. B. Prepare Alternate Process Flow Charts. 	A. Report Cost & Risk Factors on each storage alternative, including detailed analyses & tests.	SPEC SMPS MPS	1 5/8 2-1/8	1-16 Wks ARO
	•	C. Alternate Capital & Operating Cost Estimates.	B. Process Flow Chart of Alternatives with	••••	•	•
		D. Evaluate Alternatives & Recommend Process Flow.	Material & Energy Balance. C. Cost Estimates	•		
	• • .	•	D. Recommend Process Flow	•		
4.	Prepare Mechanical Layouts & Fire & Explosion Control Systems	. A. Prepare complete Plan Views . & Line Layouts for Processing Plant.	A. Plan Views B. Selected Elevations	SPEC SMPS MPS	1/2 1/2 1-1/2	16-20 Wks ARO
	•	B. Prepare Elevations of Critical Line Areas.	C. Fire & Explosion Control Plan	•		•
	•	C. Prepare Fire & Explosion Control Plan.	•	•		, , f , (,
5.	Prepare Environmental Control Plan	A. Describe all pollutants in Process Plant.	Preliminary Environ-	SPEC MPS	3/8 3/8	16-20 Wks ARO
	•	 B. Describe Proposed Monitoring & Control Systems. 	mental Control Plan			•
6.	Prepare Inputs to Construction Analysis.	A. Prepare Control System Specs. & Block Diagrams.	A. Control System Spec. & Block Diagrams	SPEC SMPS	1/4 1-5/8	11-17 Wks ARO
	- ·	B. Prepare Electrical Schedules	B. Electrical Plan	MPS	1-1/4	
		C. Estimate Floor Space & Roof Heights.	C. Area & Height Estimates & Sketches of Critical Areas	i	•	•••
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* ARO = After Receipt of Order.

WORK STATEMENT

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PHASE I - ENGINEERING - PORTLAND RECYCLE ENERGY PROGRAM

Page 2 2/24/77 - KRS

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Task No.	Name of Task	Teledyne National Effort Within Task	Task Output by T/N	Skill Levels Assigned	Man Months (5/8 - 100 hrs.)	Schedule
7.	Transport Analysis	Estimate Equipment & Operating Costs Transport for RDF, Residue & Ash.	Transport Cost Analysis	SPEC.	1/4	11-13 Wks ARO
8.	Specification Preparation	Prepare Specs or Modified Specs for Major Processing Equipment	Major Equipment Specifications	SPEC SMPS MPS	3/4 5/8 2-1/8	8-18 Wks ARO
9.	Vendor Coordination & Quotes	Coordinate Specs with Vendors & obtain Budget Quotes	Budgetary Quotes	SPEC SMPS MPS	3/8 1/2 1	10-20 Wks ARO
10.	Cost Estimates	A. Coordinate Capital Costs Estimates with P.P.	A. Joint Capital Cost Estimate	SPEC SMPS	3/8 1/8	16-21 Wks ARO
•		 B. Estimate Operating Costs for Processing Plant (including Manning Chart) 	 B. Processing Plant Operating Cost. 	· *	• *	·.
11.	Input to Economic Feasibility Analysis	Prepare Economic Feasibility Analysis with P.P.	Joint Economic Feasibility Analysis	SPEC .	1/4	19-22 Wks ARO
12,	Market Analysis of Non-Energy Products	Analyze Markets for Ferrous, Aluminum, & Non-Ferrous.	Analysis of Market & Revenue Estimate.	SPEC MPS	1/2 1/8	0-6 Wks ARO
13.	General Coordination	Correspondence, Meetings, Budgets, Schedules, etc.	λ.	SPEC	1-1/4	0-24 Wks ARO
14.	Prepare Final Report	A. Write T/N Sections	Final Report	SPEC	1	20-24 Wks ARO
-		B. Edit all Inputs		MPS	1/8	
	51	C. Proofing, Format, Direct Graphics, & Printing			.*	· · · · · · · · · · · · · · · · · · ·

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WORK STATEMENT PHASE I - ENGINEERING - PORTLAND RECYCLE ENERGY PROGRAM

MANPOWER LOADING IN MAN WEEKS

2/24/77 - KRS

		Name of Task	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	Total N	4/W
	1.	Tour & Analyze Existing Plants	1.0	1.0				2.1													• 1						2.0)
	2.	Prepare Design Parameters		.5	1.0			9																			1. 9	i
	3.	Describe Alternate Systems, Concepts & Evaluate		.2	.4	1.0	1.2	1.7	2.0	1.5	1.0	1.0	1.0	1.0	1.0	.7	.7	.6			т к						15.0	Ş
	4.	Prepare Mechanical Layouts & Fire & Explosion Control Sys.					•					,		•				2.0	2.0	2.0	2.0	2.0	×				10.0	, .
		Prepare Environmental Control Plan										e i						.1	.6	1.0	.6	.7					3.)
	6.	Prepare Inputs to Construction Analysis										4		к	2.0	3.0	3.0	2.5	2.0								12.	5
	7.	Transport Analysis			-								.5	.4	.1												1.	3
	8.	Specification Preparation	a.							1.0	2.0	2.0	2.0	2.5	1.0	1.0	1.0	.5	.5	.5							14.	С
c.	9.	Vendor Coordination & Quotes										.5	.5	.5	.5	• .1	. 1	. 1	.5	1.7	1.6	1.4					7.	5
	10.	Cost Estimates															3	. 1	.2	. 2	. 5	.5	.5				2.	ð
	11.	Input to Economic Feasibility Analysis								1.			×								. 2	. 2	.3	. 3			1 I.	0 -
	12.	Market Analysis of Non-Energy Products	.5		.2																						2.	
	i3.	General Coordination	. 2	.2	11	: 1	. 1	. 1	.2	.2	. 2	. 2	. 2	.2	.2	.2	. 2	. 2	. 2	. 2	. 2	. 2	.3	. 3	.4	.4	5.	٥
	14.	Prepare Final Report																					1.0	1.3	1.5	1.7	4.	5
			1.7	2.1	1.7	1.8	2.0	2.0	2.2	2.7	3.2	3.7	4.2	4.6	4.8	5.0	5.0	6.1	6.0	5.6	5.1	5.0	2.1	1.9	1.9	1.1	81.	5

TELEDYNE NATIONAL

EXPERIENCE AND BACKGROUND INFORMATION

Teledyne National is the operating entity within Teledyne, Inc. that is wholly-devoted to resource recovery and energy-conversion from-municipal solid waste. Teledyne National legally is a division of Teledyne Industries, Inc. which is the principal operating corporation of Teledyne, Inc. Teledyne Industries, Inc. is wholly-owned by Teledyne, Inc., and is a California corporation. Teledyne, Inc. is a Delaware corporation.

A. Development of Resource Recovery Technology

1. Baltimore County Programs

Teledyne National is the Systems Manager and Operator of the Baltimore County Solid Waste Disposal System and Reclamation Project. The project is a 1500 ton per day fullyintegrated production system. It is believed that it is the first such system to go on stream in the United States. Teledyne has performed all of the product and market development for energy conversion and recovered products, designed the system; directed and managed its construction, equipment procurement, integration, and start-up; and presently operates the facility for the Maryland Environmental Service and Baltimore County, Maryland.

Capital cost for the project was shared equally by the Maryland Environmental Service and Baltimore County, Maryland. A brief description of this program is enclosed as Appendix A. The facility recovers refuse derived fuel (RDF), glass, aluminum, non-ferrous, and ferrous metal.

Additionally, Teledyne is responsible for the upcoming design and construction of transfer station(s). The plant went on-stream in January, 1976, on schedule.

Teledyne presently operates the transportation system for RDF to customers, and residue to landfill, and will operate the transportation system between the transfer stations and the Resource Recovery Facility.

As part of the Baltimore County program, Teledyne has performed in-depth marketing studies for the sale of RDF, product development effort to optimize RDF, and conducted burn tests of RDF in a bark-boiler and in a kiln producing lightweight aggregate. Results of these burn tests were positive and plans are currently underway to expand the relatively short-term test to a long-term burn program. Teledyne also has negotiated contracts for the delivered ferrous metal to a detinning operation. Samples of recovered alumininum have been delivered to several potential purchasers for evaluation prior to bids for production quantities. Additional marketing efforts include: separation, enhancement, and new product development for waste glass products and non-fuel uses for fibrous components of MSW. The glass product development has been conducted in conjunction with UCLA and ERDA (through Brookhaven National Laboratories). Two viable families of glass products have been developed through pilot plant-level demonstrations. These new families significantly upgrade the value of recovered waste glass. Emphasis was placed upon developing products which did not require color-sorted glass and could tolerate more contaminants than specified for glass cullet. Reports issued for the Maryland Environmental Service under the glass development program are listed in Appendix B.

-2-

The fibrous work started before the rapid increase in energy prices resulted in a class of construction materials trademarked Fibertek $^{\textcircled{R}}$. The beneficial use (economically, at today's energy prices, and energy balance) is similar to RDF; however, the distribution channels for RDF are much less complex; therefore, the Fibertek $^{\textcircled{R}}$ development has been held in abeyance.

2. City of Akron

Teledyne National has been chosen by the City of Akron as Project Supervisor and Operator for the Akron Recycle Energy System, an RDF-based Resource Recovery facility which will produce ferrous metal and steam for Akron customers. The facility has three 100% RDF-dedicated boilers on-site.

Teledyne has responsibility for assuring the City that the facility will operate efficiently, reliably, and safely. In this role, Teledyne advised the City on design, procurement and construction. This also includes budget and schedule monitoring.

When the facility is complete, Teledyne will start it up and operate it for a minimum of five years. Operation includes development of additional steam customers, business management of steam distribution system, including meter reading, billing, collecting, etc. In addition to steam, Teledyne is charged with the responsibility for developing non-steam products including ferrous and non-ferrous metals and glass.

3. Other Programs

Teledyne National has prepared conceptual design studies for large resource recovery projects similar to the Portland area in San Diego, San Francisco Bay area, and Central Arizona in the Western States as well as a number of cities in the Midwest

-3-

and the East. In several instances, the chances of moving into Phase I design studies appears to be excellent.

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SUMMARY DESCRIPTION

ENDIX A

BALTIMORE COUNTY SOLID WASTE DISPOSAL SYSTEM AND RECLAMATION PROJECT -- COCKEYSVILLE, MARYLAND

The Baltimore-County Solid-Waste Disposal System and Reclamation-Project is a joint venture of Baltimore County and the Maryland Environmental Service (MES). MES is the contracting agency for the partnership and Teledyne National is responsible for all operational aspects of the project. A significant feature of this project is to provide parallel capability to reliably process daily collection of refuse and at the same time develop improvements in technology that will demonstrate means of reducing disposal costs through the ability to reclaim and/or recycle essentially all of the MSW components. This project is the largest production-scale fully integrated facility in this country for reclamation and/or recycling of all of the refuse components. The realization of the objective also results in order of magnitude extensions of landfill life. Further benefits accrue because the small amount of residual material that will go to landfill will be processed in such a way that it is relatively very dense and essentially biologically inert and therefore is as nearly perfect a landfill material as one can realize from urban refuse.

The project combines the low cost financing and refuse collecting systems of the public domain with the innovative engineering, product and market development of private enterprise. It is conceived on the basis that operation of all portions of the facility must be fully integrated under common supervision to permit "tweaking" intermediate areas to be most responsible to marketing and/or secondary manufacturing processes which occur at the end of the project flow stream.

The project has two major divisions. The first one is refuse processing; the second is secondary manufacturing. Project unity between the major divisions is accomplished through a task called Market and Product Development. Typical sub-tasks under the Market and Product Development task include the following:

- An affiliated relationship with the Brookhaven National Laboratory and ERDA wherein Teledyne scientists are currently conducting pilot plant level operations producing glass polymer composite products, whose primary raw material is glass recovered from MSW.
- 2. An affiliated relationship with personnel of UCLA wherein cooperative work is being undertaken to refine pilot plant manufacturing procedures, product testing, and market development for a family of products using manufacturing techniques different from the glass polymer described in No. 1 above. These products are made from waste glass.
- Evaluation of pyrolytic processes designed to ultimately furnish a major rubber tire disposal and reclamation capability.
- Design scale-up from pilot plant experience, product testing, and market development for construction products made from cellulosic material.
- Pilot plant level development and marketing analysis for further refinement of non-ferrous metals.
- Provisions for supplying latest state-of-the-art capability for utilizing refuse derived fuel (RDF) in various types of boilers for generation of steam and electricity.

The refuse processing work is divided into three phases. The first phase is called shredding and transfer; (operational in January, 1976); the second phase is primary separation (operational in June, 1976); and the third phase is secondary separation and recovery (operational in August, 1976.) The shredding (or densification) and transfer techniques represent a technology that is becoming well accepted. The second phase (primary separation) represents intermediate technology that has been demonstrated in pilot plants and for some equipment elements, demonstrated in full scale production. The third phase represents a scaling up of laboratory and bench feasibility demonstrations as well as modification of existing technology and/or development of new equipment and processes. The technology involved has, as a baseline, processes and equipments used in the mining and agricultural industries for transporting, separating and sorting mass volumes of material.

ENDIX A

Reliability is emphasized in the design criteria for the project. To achieve this, redundancy and functional modularity have been incorporated into systems and equipment design. Redundancy is achieved by sizing equipment so that at least two each of all critical items are provided. Functional modularity is achieved through designing process lines and/or internal transportation systems so that equipment may be used interchangeably on all lines. Another way to describe this feature is that individual pieces of equipment on a line may be bypassed and their function accomplished by a corresponding piece of equipment on an adjacent line.

The shred/transfer system features a large pit for emergency storage of refuse in the unlikely event that all of the lines fail. The pit also functionally provides a "leveling" capability to smooth out the peaks of incoming refuse into the most economical sustained level for feeding the shredders. Odor control, fire suppression, and wash-down and noise control features are also incorporated into the shred/transfer portion of the project in order to comply with health and safety standards and community acceptance. Architectural and landscape design has been incorporated to achieve an aesthetically pleasing facility. The prime consideration in the design of the separation and recovery phases is given to providing flexibility to incorporate at later dates state-of-the-art improvements that are and will continue to be developed on an accelerated basis. Many jurisdictions and private companies are expected to dedicate an increasing level of resources to solving solid waste disposal problems. Provisions for growth and change are included in both the separation and recovery and shred/transfer areas.

PENDIX A

This project is being completed on or ahead of schedule and within budget; groundbreaking took place in August, 1974. The capital cost is substantially less than other similar resource recovery facilities being design or constructed by others. Arrangements can be made to visit the facility which allows an actual full-scale demonstration of the processing technology. Burn tests have been or are being conducted in a number of different existing burning facilities. Maximum burning efficiency can be achieved in a specially designed 100% solid waste fired boiler with a traveling grate system.

MARKET AND PRODUCT DEVELOPMENT PROGRAM REPORTS BALTIMORE COUNTY PROGRAM

Investigation into the Feasibility of Purchasing a Proprietary Technology Package for the Production of Foamed Glass Products from Recovered Waste Glass - January, 1975.

Market Development of Solid Waste Fuel Supplement - Preliminary Findings - April, 1975.

Evaluation of Kemp Pyrolytic Converter for Disposition of Waste Tires -September, 1976.

Various Marketing and Financial Feasibility Reports on Fibertek



May 11, 1977

Mr. Chuck Kemper Metropolitan Service District 1220 S.W. Morrison Portland, Oregon 97205

Subject: Phase I Engineering

Gentlemen:

In accord with the Agreement between the Metropolitan Service District and Publishers Paper Co. for certain services associated with the Phase I Engineering of the proposed Resource Recovery Facility, we are submitting our recommendation for the selection of Bechtel Incorporated to perform specified services under the terms of this Agreement.

Generally, Bechtel would provide Phase I Engineering services associated with the layout and design of the waste boiler and power generation facilities and would work in conjunction with Teledyne National to provide supporting design on the waste processing plant. The total cost of services to be provided by Bechtel is \$324,000 including expenses, with billings based on equal progress payments during the course of the work. The detailed scope of work and it's contemplated schedule are covered in the attached copy of Bechtel's proposal.

We suggest the selection of Bechtel for this work based on their engineering and design capabilities, qualified personnel, and past experience and background. Bechtel has been involved worldwide in the design of waste processing plants, including a 1200 Ton Per Day processing facility now operating in Milwaukee, Wisconsin, a study for a 3000 Ton Per Day resource recovery facility



OREGONIC U PLAWARD Publishers Paper Collibration been named the first recipient of the OregoniC U P (Cleaning Up Pollution) Award for outstanding achievements in protecting the environment Page 2

May 11, 1977

Metropolitan Service District Chuck Kemper

for Detroit Edison and a coordinated solid waste energy project study for the Southern California Edison Company.

The total cost of Bechtel's work is covered by the approved budget and we trust the selection of Bechtel to do this work will meet with your ready concurrence.

Very truly yours,

PUBLISHERS PAPER CO. uel

Roy H. Ruel Chief Engineer

RHR/lew



May 11, 1977

Bechtel Incorporated P.O. Box 3965 San Francisco, California 94119 Attention: Mr. Frank J. Cain

Gentlemen:

You have received a copy of the Agreement for Implementing Resource Recovery Facilities between Publishers Paper Co. and Metropolitan Service District (MSD) dated February 14, 1977 as supplemented and amended by supplemental Agreement, Scope of Work and Budget, dated April 15, 1977, hereinafter collectively referred to as "the Agreement", and are thoroughly familiar with its terms and conditions.

In consideration of payments to be made to you as hereinafter provided, you will provide certain engineering services associated with the design of the Resource Recovery Facilities, essentially as detailed by your engineering proposal dated May 4, 1977.

It is understood that you shall operate as an independent, separate contractor and that all professional services and out-ofpocket expenses necessary to perform the work undertaken shall be furnished and paid for by you. You will accept exclusive liability for the performance of all obligations imposed upon employers by any governmental organization.

Subject to the terms below Publishers agrees to pay Bechtel a total sum of \$324,000 for the complete performance of the work in the form of nine equal progress payments beginning one month after start of the work. It is expressly agreed that the scope of the work as defined in the attached proposal will be performed by Bechtel



GON C U P AWARD

bishers Paper Co, has been named the first recipient of the Oregon C U P leaning Up Pollution) Award for outstanding achievements in protecting the

Bechtel Incorporated May 11, 1977 Page 2

within this limit. In the event Bechtel alleges changes to the scope of the work affecting the guaranteed maximum up or down, Bechtel shall inform Publishers in writing prior to performing these changes.

The work to be performed by Bechtel shall be performed essentially in accord with the schedule included in the proposal.

As you know, Publishers as prime contractor invoices MSD for work done under the Agreement on a monthly basis. You will be paid as subcontractor for work performed hereunder within ten (10) days after the work done by you is approved by the MSD as meeting the terms and conditions of the Agreement and payment therefor made to Publishers. It is understood that you are responsible for performing the work undertaken in accordance with the Agreement and that approval of the scope and quality of such work by the MSD is a condition hereof.

Also, as you know, the Agreement between Publishers and the MSD can be terminated by mutual consent of the parties or upon 20 days written notice, in the event of such termination, or should you fail to perform any term or condition hereunder undertaken, Publishers may, at its option, by written notice sent to you by registered mail at the above address, terminate this subcontract and all your rights thereunder. In event of such termination, Publishers will be obligated to pay you only for that work for which it receives compensation from the MSD. Publishers shall, in addition, be free to pursue any other available remedy in law or in equity for your default.

This subcontract is made in reliance on the special skills of your company's personnel and may not be assigned without consent of Publishers being first obtained. Bechtel Incorporated May 11, 1977 Page 3

You shall indemnify Publishers for all claims, expenses, costs of suit or action arising out of your failure to perform the obligations under this subcontract.

By

Very truly yours, PUBLISHERS PAPER CO.

Confirmed and Agreed:

Subcontractor -



May 12, 1977

Mr. Chuck Kemper Metropolitan Service District 1220 S.W. Morrison Portland, Oregon 97205

Subject: Phase I Engineering

Gentlemen:

In accord with the Agreement between the Metropolitan Service District and Publishers Paper Co. for certain services associated with Phase I Engineering of the proposed Resource Recovery Facility, we are submitting our recommendation for the selection of White, Weld and Co., Incorporated to perform specified services under the terms of this Agreement.

White Weld would provide financial consulting services associated with the Resource Recovery Plant and it's supporting facilities. The total cost of these services will not exceed \$25,000 including expenses, payable at the conclusion of the Phase I work. A more detailed scope of work is included in the attached documentation.

We suggest White Weld for this work based on their experience with the financing of similar projects, including a \$30,000,000 bond issue for solid waste disposal facilities in Saugus, Massachusetts.

The total cost of White Weld's work is covered by the approved budget and we trust the selection of White Weld to do this work will meet with your ready concurrence.

Very truly yours, Auch Roy H. Ruel

Chief Engineer

RHR/lew

Unit GON C OF AWARD Phatman And the first recipient of the Oregon C U P. (Cleaning Up Pollution) Award for outstanding achievements in protecting the

419 MAIN ST., DREGON CITY, DREGON 97045, TELEPHONE (503) 656-5211



May 12, 1977

White, Weld & Co., Inc. One Liberty Plaza 91 Liberty Street New York 10006

Attention: Mr. Alexander M. White, Jr.

Gentlemen:

This letter is to confirm the agreement in connection with services to be rendered by White, Weld & Co., Incorporated ("White Weld") to Publishers Paper Co. ("Publishers").

- Publishers and Metropolitan Service District ("MSD"), the "Participants", are engaged in Phase I engineering design of a refuse energy project in Oregon City.
 Oregon. In broad outline, the project involves processing of solid waste materials from Portland metropolitan area and use of the fuel derived from such materials to generate energy for use by Publishers at its pulp and paper manufacturing facility at Oregon City. The Participants have entered into an agreement dated February 14, 1977, as supplemented, (the "Agreement"), and White Weld is familiar with its terms.
- 2. Publishers hereby retains White Weld as the financial advisor for Phase I work under Section E.1. of the Agreement, to assist in evaluating the economic characteristics of the project, particularly those aspects which will bear on the terms and conditions of related external financing. White Weld is to advise Publishers, on behalf of the Participants, with respect to:

419 MAIN ST., DREGON CITY, DREGON 97045, TELEPHONE (503) 656-5211

Co-has been named the first recipient of the Oregon C.U.P. liution) Award for outstanding achievements in protecting the

ON C U P AWARD

Page 2

May 12, 1977

White, Weld & Co., Inc. Alexander M. White, Jr.

- a) Selection of the appropriate financial structure:
 - 1) Develop and analyze alternatives
 - 2) Prepare definitive proposal of financial structure selected by Participants
 - Review and counsel on draft contracts for the project to assure financial feasibility
- b) Determination of the appropriate sources of funding of the project:
 - Research and evaluate available sources of funding
 - 2) Develop proposals for optimum mix of funds
- c) Determination of appropriate methods and costs of financing the project:
 - Review and analyze alternative methods of acquiring funds
- 2) Develop drafts of necessary financing documents
 3. Publishers agrees to pay White Weld a fee of \$25,000 to cover professional services and out-of-pocket expenses in connection with the consulting services described in paragraph 2 above. Such fee will be due and payable at the conclusion of Phase I as described in the Agreement between the Participants unless White Weld receives a fee in connection with the financing of the project, as managing underwriter of a public offering or as exclusive agent in case of a private placement; in which case the Phase I, consulting fee shall not be paid.
- 4. If the Agreement is terminated, Publishers or White Weld, at the option of either of them, may terminate this letter agreement by giving written notice of termination to the other party, in which event Publishers agrees to pay to White Weld any amounts received from MSD for the work performed by White Weld pursuant to this letter agreement which shall be the sole compensation of White Weld for the work performed by it. White Weld is not a third party beneficiary of the Agreement.

Page 3

May 12, 1977

White Weld & Co., Inc. Alexander M. White, Jr.

- 5. In connection with the financial advisory relationship described above, Publishers agrees to furnish White Weld with relevant information, data, and agreements. All such information and data, whether oral or written, will be relied on by White Weld and White Weld will not make an independent verification of the information furnished. White Weld will keep such information and data confidential unless said information and data have been made public by someone other than White Weld, or the Participants agree that said information and data may be discussed with other parties, or White Weld is required by law to disclose said information and data.
- 6. If Participants proceed with the contemplated project and external financing is required, White Weld will not be precluded by its participation in this Phase I work from acting as the exclusive managing underwriter in case of a public offering, or as the exclusive agent in case of a private placement, of securities issued to finance the contemplated resource energy project, subject to an appropriate agreement.

If the foregoing is in accordance with your understanding of the Agreement, kindly indicate your acceptance by signing in the space provided below and return to us the enclosed copy of this letter.

> Very truly yours, PUBLISHERS PAPER CO.

Ву

Confirmed and agreed: WHITE, WELD & CO., INC.

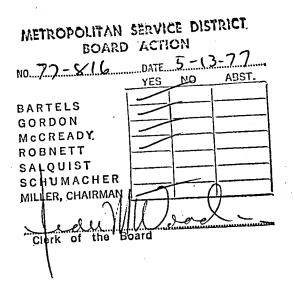
By

77-816 PHASE I ENGINEERING DESIGN FUNDING

The agreement for Phase I Engineering and design between Publishers Paper Co., and MSD (Contract 77-036) is conditioned upon "the MSD securing funds or a source of funds equal to the budgeted amount" (\$530,000) for the anticipated work.

The necessary funds for this work have been made available through the loan of Pollution Control Bonds by the State of Oregon. User fees will be generated June 1, 1977, and will be used to pay back the state loan.

The staff recommends that inasmuch as adequate funds have been secured for the proposed Phase I work, that the MSD Board <u>Authorize</u> the Chairman to notify Publishers to commence with the project in accordance with Contract 77-036.





77-817 PHASE I ENGINEERING DESIGN WORK SCHEDULE

The attached work schedule has been prepared to identify general work tasks to be performed by Publishers Paper Co., (PPC) under Contract 77-036 with MSD. Detailed work schedules will be prepared and managed by PPC and MSD as specific work tasks develop during the project. This detailed scheduling will identify critical path work tasks and major milestones.

THIS SCHEDULE IS PROVIDED FOR INFORMATION AS REQUESTED BY THE MSD BOARD, NO ACTION REQUIRED.

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OTHER BUSINESS

77-818 Specific Accounting Procedures for Collection of User Fee (Held over from May 6, 1977)

At the April 8, 1977, meeting, the Board approved a contract with Coopers & Lybrand to design an accounting control system assuring the collection of the MSD user fee in the most cost effective and least user impacting manner. Coopers & Lybrand will present alternatives considered and a recommended accounting system for assuring collection of the user fee in accordance with the attached report.

PROJECTIONS OF REVENUE MADE FOR BUDGETARY PURPOSES INDICATE THAT APPROXIMATELY \$750,000 - \$800,000 will be raised annually from the IMPOSITION OF THE USER FEE. SINCE THESE FUNDS ARE PUBLIC MONIES A GOOD ACCOUNTING SYSTEM IS A NECESSITY.

The MSD staff and Coopers & Lybrand met with landfill operators on Tuesday, May 3 to discuss details of the recommendation. A special Board meeting was held Friday, May 6, 1977, at which time Coopers & Lybrand again presented details of their recommendation. Landfill operators were present at this second meeting.

Some of the issues raised by the landfill operators and staff discussion regarding these issues are as follows:

I. INSUFFICIENT TIME TO REVIEW STAFF REPORT.

At the Friday, May 6 Board meeting landfill operators complained that they had insufficient time to review the recommendations of Coopers & Lybrand. Hopefully, this criticism will be addressed by Holding the action scheduled for the May 6 meeting over until the regular Board meeting on May 13. Jim Savage of Coopers & Lybrand offered to make available whatever information they had to the accountant for Land Reclamation, Inc. (Plew's Columbia BLVD. AND St. Johns). IN ADDITION TO THE TWO SCHEDULED MEETINGS ALREADY HELD, THE STAFF AND COOPERS & LYBRAND HAVE MET PRIVATELY WITH GENE PLEW AND HIS EMPLOYEES TO DISCUSS ASPECTS OF THEIR ACCOUNTING SYSTEM ON APRIL 18, 1977.

II. DIFFICULTY OF PAYING MSD USER FEE BY THE 20TH OF THE MONTH FOR THE PRIOR MONTH'S YARDAGE DISPOSED OF AT THE LANDFILL

At previous meetings, as well as the May 6 meeting certain operators have indicated that payment of the user fee by the 20th of the month for prior month's yardage would be difficult because for charge customers, the user fee may not have been received by the landfill operator before the 20th of the month.

JACK PARKER, OPERATOR OF ROSSMANS LANDFILL IN OREGON CITY, INDICATED AT THE MAY 6 MEETING AS WELL AS IN OTHER DISCUSSIONS THAT CURRENTLY MOST OF HIS ACCOUNTS ARE PAID BY THE 20TH OF THE MONTH, FOLLOWING THE MONTH IN WHICH THESE CHARGES WERE INCURRED, ALTHOUGH THEIR IS NO GUARANTEE THAT THIS PRACTICE WILL CONTINUE IN THE FUTURE.

This provision of Ordinance No. 47 was discussed in our Solid Waste Advisory Committee and one of the landfill operators pointed out that payment by the 20th of the month provided a great deal of latitude to the operator. Some cash receipts from the user fee would be available for use by the landfill operator for up to 50 days, as well as proceeds from charge customers who paid before the 20th. In that this latitude offered an opportunity for the landfill operator the use of the user fee money (actually, an opportunity for misuse) he felt that a requirement of weekly deposits of user fees may be justified.

THE MOST VOCAL OPPOSITION TO THIS PROVISION HAS COME FROM LAND RECLAMATION, INC., WHO HAS STATED THAT THE CONCEPT OF PAYING THE USER FEE WITHOUT HAVING COLLECTED IT IS WITHOUT PRECEDENT IN GOVERNMENT.

IN VIEW OF THE VARIOUS RESPONSES TO THIS PROVISION IN ORDINANCE No. 47, THE STAFF FEELS THAT REQUIRING PAYMENT BY THE 20TH OF THE MONTH IS THE MOST EQUITABLE SOLUTION TO THE PROBLEM OF CASH FLOW WITH REGARD TO MSD PUBLIC EXPENSES AND BURDEN ON THE PRIVATE OPERATOR. OUR REASONS ARE AS FOLLOWS:

1) THE CURRENT SOURCE OF MSD FUNDS WILL BE TERMINATED JULY 1. UNDER THE PROVISIONS BEING CONSIDERED, FUNDS FROM THE USER FEE WILL NOT BE RECEIVED BY MSD UNTIL JULY 20, 1977.

2) THROUGH DISCUSSIONS WITH VARIOUS OPERATORS, THE STAFF IS UNDER THE IMPRESSION THAT A GOOD PORTION OF THE RECEIVABLES ARE PAID THE OPERATOR BY THE 20TH OF THE MONTH.

3) OTHER JURISDICTIONS HAVE IN THE PAST REQUIRED PREPAYMENT OF A LICENSING OR FRANCHISE FEE ON THE GARBAGE COLLECTOR, AND SOMETIMES THE LANDFILL OPERATOR. MSD IS NOT ASKING FOR A <u>PURE</u> PREPAYMENT AND THE STAFF BELIEVES THAT THE 20TH OF THE MONTH BEST BALANCES THE OPER-ATORS PROBLEMS AND MSD NEEDS.

4) FROM THE STAFF'S VIEWPOINT THE MOST VOCAL OPPOSITION FROM PLEW'S LAND RECLAMATION, INC., APPEARS TO BE THE LEAST JUSTIFIED BECAUSE OF OTHER PROVISIONS IN THEIR CONTRACT FOR OPERATION OF THE ST. JOHNS LANDFILL WITH THE CITY OF PORTLAND. THE CONTRACT PROVIDES UNDER SECTION III CONDITIONS OF OPERATIONS, SUBSECTION B. PERMITS, THAT "ANY RATE REGULATION OR OTHER OPERATING REQUIREMENT IMPOSED BY THE METROPOLITAN SERVICE DISTRICT (MSD) UPON CONTRACTOR OPERATIONS AT THE LANDFILL SHALL BE AS BINDING UPON CONTRACTOR AS IF THEY WERE CONTAINED IN THESE SPECIFICATIONS..." AT THE TIME THAT LAND RECLAMATION, INC., PREPARED THEIR BID (BID SUBMITTED MARCH 11, 1976) ORDINANCE No. 32 WHICH SPECIFIED THE COLLECTION OF THE USER FEE AND PAYMENT OF THE USER FEE BY THE 20TH OF THE MONTH HAD BEEN IN EXISTENCE SINCE NOVEMBER OF 1975. THE STAFF CONTENDS THAT SUFFICIENT INFORMATION WAS AVAILABLE FOR PLEW TO CONSIDER ANY COST OR OTHER IMPACT OF THE MSD USER FEE IN HIS BID FOR OPERATION OF THE LANDFILL, AND THAT HE IS CURRENTLY BOUND TO THAT BID AS IT IS INCORPORATED IN HIS CONTRACT WITH THE CITY OF PORTLAND.

III. RECOMMENDED ACCOUNTING SYSTEM UNNECESSARILY COSTLY AND RESTRIC-TIVE TO OPERATOR

REPRESENTATIVES FOR LAND RECLAMATION, INC., TESTIFIED THAT THE PROPOSED ACCOUNTING PROCEDURES ASSUMED A DECLARATION OF GUILT UNTIL PROVEN INNOCENT, AND COST TO LAND RECLAMATION WHICH COULD NOT BE RECAPTURED DUE TO THEIR CONTRACT WITH THE CITY OF PORTLAND. THEY REQUESTED THAT FORMS WHICH ARE PRESENTLY SUBMITTED TO DEQ BE THE BASIS FOR DETERMINING THE AMOUNT OF USER FEES DUE MSD.

THE RECOMMENDED ACCOUNTING PROCEDURES INCLUDE PROCEDURES FOR INTERNAL CONTROL OVER CASH, THE USE OF PRENUMBERED INVOICES OR TICKETS FOR CHARGE CUSTOMERS, AND PROCEDURAL REVIEWS AND DESK AUDITS BY MSD TO VERIFY COMPLIANCE.

Based on discussions with various operators, prenumbered tickets are currently in use at a majority of the area's landfills. Also, most of the area's landfills utilize acceptable internal control over cash procedures. In discussions with Land Reclamation representatives, no attempt is made to use prenumbered tickets and the reconciliation of private yardage delivered on the DEQ forms to actual private yardage is admittedly based on inflexible and perhaps inaccurate assumptions. The impact of requiring "acceptable" Accounting procedures will be greatest on those landfills whose procedures are not fully developed or Defendable.

Although Land Reclamation has indicated that the MSD initiated procedures will impose <u>New costs</u> which will not be recoverable through revenues, the staff believes no new requirements outside of these included within the present agreement with the City of Portland are being proposed. Included with the "Specifications for Operation of St. Johns Landfill" which are a part of the contract with the City of Portland is the requirement for an audit. Section XI, <u>Audit</u> states that:

"WITHIN NINETY (90) DAYS OF THE TERMINATION OF THE CONTRACT, CONTRACTOR SHALL FURNISH TO CITY THE REPORT OF AN INDEPENDANT LICENSED PUBLIC ACCOUNTANT WHO SHALL HAVE EXAMINED THE BOOKS AND ACCOUNTS OF CONTRACTOR PERTAINING TO THE OPERATIONS OF THE ST. JOHNS LANDFILL PURSUANT TO THIS CONTRACTTHE REPORT OF SAID ACCOUNTANT SHALL INDICATE WHETHER CONTRACTOR HAS REPORTED TO THE CITY ALL CHARGES MADE FOR USE OF THE LANDFILL AND OTHERWISE KEPT ACCURATE RECORDS TO ESTABLISH COMPLIANCE WITH THE TERMS OF THIS CONTRACT." MSD'S CONSULTANTS, COOPERS & LYBRAND, HAVE INDICATED THAT THEY DO NOT BELIEVE THAT A "LICENSED PUBLIC ACCOUNTANT" COULD DETERMINE FROM THE RECORDS CURRENTLY KEPT BY LAND RECLAMATION THAT "CONTRACTOR HAS REPORTED TO CITY ALL CHARGES MADE FOR USE OF THE LANDFILL AND OTHERWISE KEPT ACCURATE RECORDS TO ESTABLISH COMPLIANCE WITH THE TERMS OF THIS (THE CITY OF PORTLAND) CONTRACT."

THE STAFF HAS NO PROBLEM UTILIZING FORMS SUBMITTED TO DEQ AS A BASIS FOR DETERMINING OR VERIFYING THE USER FEE AMOUNT SUBMITTED TO MSD, AS LONG AS THESE REPORTED QUANTITIES CAN BE SUBSTANTIATED THROUGH THE ACCOUNTING PROCEDURES OF THE LANDFILL OPERATOR, AND THAT THESE PROCEDURES ASSURE REPORTING OF ALL YARDAGE COLLECTED.

IV. REPORTS REQUIRED BY MSD MAY DISCLOSE INFORMATION VALUABLE TO THAT FIRM IN SUBMITTING PROPOSALS FOR COMPETITIVELY BID CONTRACTS

LARRY PLEW, OF LAND RECLAMATION, INC., HAS INDICATED THAT REPORTS MADE TO THE CITY ARE CONFIDENTIAL WITHIN THE SCOPE OF THEIR CONTRACT. IF INFORMATION WITHIN THESE REPORTS WAS MADE PUBLIC OR AVAILABLE TO OTHER CONTRACTORS, LAND RECLAMATION WILL HAVE LOST SOME OF THEIR COMPETITIVE ADVANTAGE IN SIMILAR JOBS WHICH ARE STRUCTURED TO BE BID.

Legal counsel has informed staff that under Public Records Law (ORS 192.410 to 192.500) which gives every person a right to inspect any public record of a public body in the state, unless provided otherwise by statute, all MSD records must be available to the public unless specifically exempted by law. <u>However</u>, ORS 192.500(1)(e) exempts from public disclosure unless a third party demonstrates thatthe public interest requires disclosure: "information consisting of production records, sale or purchase records or cash records, or similar business records of a private concern or enterprise, required by a governmental body to allow it to determine fees or assessments payable or to establish production quotas and the amounts of such fees or assessments payable or paid, to the extent that such information is in a form which would permit identification of the individual concern or enterprise," Based on staff's knowledge of the type of information reported and legal counsels research of the law it appears that Land Reclamation's concern for confidentiality is protected by state statute.

V. THE USE OF WEIGHT AS A BASIS FOR PAYMENT OF FEES MAY CAUSE UNDETERMINED PROBLEMS

At the Friday, May 6 meeting, Jack Parker of Rossmans Landfill pointed out that although scales are to be installed at his landfill by July 1, 1977, he has not agreed to change over the basis of his charges to weight. One of the problems is that currently only "in" scales are envisioned while Parker inferred that a state law may require that both "in" and "out" weighing or loaded and unloaded weights must be obtained each time a charge is made, and that without installing two sets of scales this may preclude charging on the basis of weight.

Legal counsel has examined ORS 618 which deals with weights and measure and has found no provision which required the measurement of "unloaded" weight for each charge made. Conversations by staff with Department of Agriculture, Weights and Measure Divisions have substantiated that no such provision exists. However, <u>common sense</u> dictates that problems will arise if the collector, or the landfill operator do not agree that both a fair loaded weight as well as an agreeable unloaded weight have been used to compute any fee assessed. It is staff's opinion that this agreement can be reached through the use of only one set of scales. It is likely that additional problems may also arise which will need to be resolved prior to basing the collection of a fee on weight and that the impact of this issue cannot be fully resolved at this time.

VI. MSD USER FEE ASSESSED PUBLIC IS TOO HIGH

JACK PARKER INDICATED AT THE MAY 6, MEETING THAT HE WISHED TO GO ON RECORD THAT THE MSD USER FEE IMPOSED ON PRIVATE CARS, STATION WAGONS, AND SINGLE AND TWO-WHEELED TRAILERS, AND TRUCKS WITH RATED CAPACITY LESS THAN ONE TON, WAS TOO HIGH. As you may recall, MSD has discussed several times the basis for the private vehicle assessment with considerable testimony that the fee proposed was too low in addition to testimony that it was too high. The basis for the current fee is that the minimum charge at the landfill is generally based on a two yard load, and that the user fee should also be based on this assumption. The fee thusly calculated was rounded to the nearest nickel to avoid the handling of pennies which the operator desired.

TO LOWER THE PROPOSED CHARGE NOW WOULD NECESSITATE AN INCREASE IN ONE OF THE OTHER CATEGORIES WHICH WOULD LIKELY CAUSE OTHER CRITICISM AS EQUALLY JUSTIFIED IN THE OPINION OF STAFF.

VII. PURCHASE OF A MULTI-KEY CASH REGISTER IS AN UNFAIR COST IMPOSED BY MSD

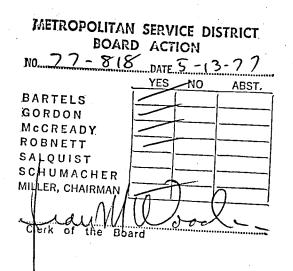
The procedures provided for in Ordinance No. 47 require that MSD "User fees will be separately stated upon an operator's records and any receipt rendered by an operator." For the landfills handling cash transactions through a cash register, this means purchasing a new cash register. Harold LaVelle has indicated that cash registers ordered for the Rose City and King Road facilities will be approximately \$1,600 each.

THE STAFF BELIEVES THAT THE MULTI-KEY CASH REGISTER REQUIREMENT IS AN IDENTIFIABLE COST ASSOCIATED WITH IMPLEMENTATION OF THE USER FEE AND THAT THE BOARD MAY WANT TO CONSIDER PROVIDING MONETARY ASSISTANCE TO THE LANDFILL OPERATORS IN THE PURCHASE OF THIS EQUIP-MENT. CAPITAL AMOUNTS FOR THIS PURPOSE ARE JUSTIFIABLE UNDER THE POLLUTION CONTROL BOND LOAN AGREEMENT WITH THE STATE OF OREGON PRO-VIDED SPECIFIC PURCHASING REQUIREMENTS ARE MET.

IF THE BOARD DESIRED TO ASSIST THE OPERATORS FOR A PORTION OF THE PURCHASE PRICE OF THIS EQUIPMENT, STAFF COULD DEVELOP A PROGRAM CONSISTENT WITH SPECIFIED POLLUTION CONTROL BOND PURCHASING REQUIRE-MENTS.

STAFF RECOMMENDATION

THE STAFF RECOMMENDS THAT THE BOARD ADOPT THE SPECIFIC ACCOUNTING PROCEDURES FOR COLLECTION OF THE MSD USER FEE RECOMMENDED BY COOPERS & LYBRAND, AND <u>DIRECT</u> THE STAFF TO INCORPORATE THESE SPECIFIC PRO-CEDURES IN ORDINANCE NO. 47, AND PREPARE THE NECESSARY MANUALS, FORMS, AND INSTRUCTIONS TO THE LANDFILL OPERATORS FOR IMPLEMENTATION ON JUNE 1, 1977.



REPORT ON PHASE I OF USER FEE CONTROL SYSTEM DESIGN

APRIL 1977

COOPERS & LYBRAND CERTIFIED PUBLIC ACCOUNTANTS

COOPERS & LYBRAND

CERTIFIED PUBLIC ACCOUNTANTS

IN PRINCIPAL AREAS

April 29, 1977

Board of Directors Metropolitan Service District Portland, Oregon

We are pleased to report that we have completed Phase I of our contract for the design of a control system for the collection of MSD user fees on solid waste disposals. Our report and an outline of system alternatives is hereby presented.

Our work to date has included a review of present disposal fee collection procedures; garbage collection, accounting and franchise requirements; visits to various landfills and review of their operations; specification of system requirements; and development of a schedule of alternatives for MSD Board consideration. The following report is presented for Board consideration.

Current Procedures of Operators

Landfill operators (hereinafter referred to as "operators") are responsible for the maintenance and operation of the eight landfills within the District. Each operator currently collects fees for waste disposal at the landfills. These fees are relatively standard and are generally regulated by the franchise. Only six of the landfills are open to the public. Commercial collectors ("collectors") account for the majority of waste disposal and fees collected by the operators. The collection of disposal charges is basically in cash from the public and on a monthly billing (charge) system from commercial collectors. Cash registers are used for cash receipts and a system of tickets is used for charge deliveries. The quality of internal control over receipts and charges varies among landfills.

Objectives of the System Design

The best system for the collection of MSD user fees is one which balances all of the following objectives:

1. Maximum assurance of collection of user fees.

- Minimum cost to MSD and operators and collectors.
- Minimum impact on operators and collectors.

Systems Considered

Several system types were considered, including the use of tickets or script for user fees or the use of credit cards. However, we believe that only a system designed in general accord with existing operator collections procedures would meet all of the objectives outlined in the preceding section. Other types of systems, such as those using tickets or script, would require establishment of new systems in addition to existing ones and would have significant additional work impact on MSD as well as operators. Therefore, our scope was narrowed to the following basic system with the implementation variables as described.

Basic System and Alternatives

The basic system proposed consists substantially of collection of user fees by landfill operators, either in cash at the landfill from the public or by monthly collection of receivables from collectors, and remittance of those fees to MSD on a regular basis.

Within the basic system there are several implementation alternatives. These alternatives are based on the grouping of several variables. The variables are listed and explained below and then grouped into four alternatives on a following page.

VARIABLES

1. Internal Control Over Cash:

Although the operators use cash registers for the recording of cash, there are variances in the degree of internal accounting control over the cash received. One alternative is not to change the existing internal control procedures, which vary widely among operators ("no change" alternative). The other alternative is to develop standard internal control procedures for all operators. These standard procedures would involve the totaling of each day's sales on the cash register, reconciliation of actual cash in the register drawer to the total day's sales, regular (i.e., daily) deposits of cash, and monthly reconciliation of bank accounts. These procedures should be performed by a person independent of the person operating the cash register and, in addition, the person reconciling the bank account should be independent of the person making the bank deposit. This standard control would give reasonable assurance as to the complete recording of cash user fees collected. Cash receipts of payment on receivables should

be listed as mail is opened and reconciled to the daily deposit. Separation of duties between these two functions should be maintained.

2. Basis of Fee Payment:

Two alternatives present themselves here also. The first is simply a segregation of cash receipts and charges to collectors between user fees and all other cash and charges. Payment to MSD would be on the basis of user fees collected in cash or charged during the month. The second alternative is for user fees to be charged on the basis of yardage or weight of waste received, with a reconciliation of user fees as calculated to actual fees collected or charged.

3. Basis of Measuring Fee:

The alternatives are not as clear cut in this area. For private vehicles (cars and pick-up trucks primarily) the only practical way to assess the fee appears to be that which is based on an estimate of the yardage of waste received. This method has some obvious inherent weaknesses but, due to the volume of vehicles, the alternative of weighing seems impractical.

For collectors, however, weighing the waste is a viable alternative. This can be done for each vehicle either by a mechanical scale where the operator reads and records the weight (net of truck weight) or by an automatic scale which records the weight electronically. Weighing, however, is limited to the two landfills that will have scales. The remaining landfills will continue estimating procedures for all vehicles.

4. Mechanics of Fee Collection:

- a. Cash transactions: In all cases a cash register should be used. The following three types of registers are possibilities:
 - 1) Mechanical register, one total only;
 - 2) Electronic register, multi-totals; and,
 - Electronic display (cf. Portland International Airport parking lots).
- b. Charge transactions: The present system is a collage of varying ticket usages. Some are not numbered, some are prenumbered but the numbers are not used, and some use the prenumbered tickets as designed. The most effective system is prenumbered tickets used properly. "Used properly" means the numbers of the tickets are accounted for daily (to insure recording of all charges) and any voided or cancelled tickets are kept for numerical sequence checking.

5. Audits and Reviews:

Three types of audits and reviews can be performed:

a. Desk audits - These can be performed by MSD personnel at the MSD office. Procedures used would include comparison of user fees remitted to total cash receipts and total yardage or weight, checking mathematical accuracy of reports, and other similar tests.

- b. Surprise reviews These would be unannounced visits to landfills to observe collection procedures and the effectiveness of internal control over the day's receipts and charges as described in paragraphs 1 and 4, above.
- c. Financial audits These are audits requested through the franchisor (city or county) under the franchise terms for a complete financial review of an operator.

6. Bad Debts:

At times operators extend credit and charges under that credit are determined to be uncollectible. The user fee credit for bad debts is related to credits taken for tax purposes, under MSD ordinace 32. The credits can be taken either as they arise, or annually, both being based on the operator's tax return with a copy of the tax return schedule to be used as support for the credit.

7. Quarterly Reports from Collectors:

As additional independent confirmation of yardage or weight reported by operators (and hence user fees), quarterly reports of yardage or weight (compacted and loose) could be requested or required of collectors. These reports would indicate the landfill to which the material was delivered.

The following chart groups the foregoing variables into four alternatives and gives advantages and disadvantages of each alternative. The final column on the chart indicates the recommended alternative.

METROPOLITAN SERVICE DISTRICT SOLID WASTE DISPOSAL BASIC CONTROL SYSTEM WITH IMPLEMENTATION ALTERNATIVES

	Variable	Alternative #1	Alternative #2	Alternative #3	Alternative #4	Recommended
1.	Internal control over cash	No Change	Standard	Standard	Standard	#4
2.	Basis of fee payment	Fee collected or charged	Yardage/Weight	Yardage/Weight	Yardage/Weight	#4
3.	Basis of measuring fee	Estimated Yardage	Estimated Yardage	-	Weight where possible - automatic scale - and estimated yardage for all others	- #3
4.	Mechanics of fee collection:					
	a. Cash transactions	Mechanical, 1 total cash register	Electronic, multi-total cash register	Electronic, multi-total cash register	Electronic display cash register	#3
	b. Charge transactions	No Change	No Change	Prenumbered tickets used properly	Prenumbered tickets used properly	#4
5.	Audits and reviews	None	Desk audits	Desk audits Surprise reviews	Desk audits Surprise reviews Financial audits	#4
6.	Bad debts	Deduct as they arise	Deduct as they arise	Deduct annually	Deduct annually	#2
7.	Quarterly reports from collectors	None	None	Requested	Required	#4
***	*********************	******	******	******	*****	*******
	Advantages	.Minor impact on operators	.Relatively minor impact on operators	.Good control over fee collection	.Best control over fee collection	
		.Immediate imple- mentation	.Immediate imple- mentation	.Independent checks (via audits and collectors)	.Independent checks (via audits and collectors)	
		.Lowest cost	.Low cost			
	Disadvantages	.Least assurance of full fee collection	.Inadequate assurance of full fee collection	.Increased cost to operators and MSD	.Greatest cost to operators and MSD	
				.Possible enforce- ment problems	.Greatest enforcement problems	

Note: See discussion of variables for additional explanation.

The Recommended System

The following is an outline of the recommended system elements and reasons for each choice:

1. Internal Control Over Cash:

We recommend a standard system of internal control since it provides the fullest assurance of proper recording of fees received and is the easiest to audit.

2. Basis of Fee Payment:

We recommend the yardage or weight basis because it provides for a control feature not inherent in the fee collected or charged basis.

3. Basis of Measuring Fee:

We recommend the mechanical scale weighing for collectors where possible and the estimated yardage for all others. The automatic scale provides better control but is not cost effective in our opinion. Weighing of private vehicles would be superior but would be too burdensome on operators and the public due to the additional time involvement.

4. Mechanics of Fee Collection:

We recommend the electronic, multi-total cash register since it would provide for separate recording of user fees and other revenues. The electronic display register would be superior but not cost effective in our view. It should be noted that existing mechanical, one total registers can be used if standard fees, including the user fee, are developed and posted for the public.

We also recommend proper use of prenumbered tickets to provide the best assurance of complete recording of transactions.

5. Audits and Reviews:

We recommend that all three types of audits and reviews be performed to provide as much independent verification of user fee recording and reporting as practicable.

6. Bad Debts:

We recommend deduction of bad debts as they arise because it would provide the least impact on the operators and yet be relatively simple to control and verify. It is estimated that such credits are not a significant consideration.

7. Quarterly Reports from Collectors:

We recommend that such reports be required, at least from major collectors, to provide independent partial confirmation of operator reports.

Cost of the foregoing recommendations will vary by operator. It may require additional clerical time by some operators, but that requirement is not estimated to be more than a part-time person and may be handled by existing personnel. Most operators would need new cash registers if multi-total registers are needed. This should not be a large outlay of funds. Also, some operators will need to order prenumbered tickets, again not a large dollar item.

MSD can probably accommodate its additional responsibilities without hiring more personnel.

Overall, the cost of the recommended system, in terms of dollars, is relatively minor.

We appreciate the assistance and cooperation of MSD staff members and of the operators whose sites we visited.

Please contact us concerning any questions about this report.

We look forward to the selection of system alternatives by the MSD Board and stand ready to begin the implementation phase of the project at that time.

Very truly yours,

Coopens & Lybrand

JLS:CV MHA LAND RECLAMATION, INC.

REPORT TO

METROPOLITAN SERVICE DISTRICT

Benjamin L. Middleton CERTIFIED PUBLIC ACCOUNTANT

Benjamin L. Middleton

CERTIFIED PUBLIC ACCOUNTANT

3800 S.W. CEDAR HILLS BLVD. BEAVERTON, OREGON 97005 WESTGATE SQUARE SUITE 150 (503) 646-7191

May 13, 1977

Board of Directors Metropolitan Service District Portland, Oregon

Gentlemen:

I am directing the following comments to you as the certified public accountant for Land Reclamation, Inc. relative to your proposed requirements for specific accounting procedures for collection of user fees.

The shareholders of Land Reclamation, Inc. engaged me as their certified public accountant approximately ten years ago and I have worked closely with them on their various accounting systems at their present landfill operations, as well as other fill sites, during this period of time. The accounting system utilized by them has always been designed for the best results and control that could be justified considering their size as a small business with limited personnel and the need to promptly serve their customers.

It is my opinion that the system now utilized by my clients is efficient, satisfies their customers, and has good internal control for a business of its size. Subsequent to your hearing on May 6, 1977, I reviewed the report presented by Coopers & Lybrand and other information made available to me at that time. Although I cannot take exception to the technicalities of the fundamental system requirements outlined by Coopers & Lybrand and supported by your staff, I have serious doubts as to the desirability of any governmental agency dictating the accounting requirements to a group of private business enterprises that have varying operational features.

It is not feasible for all businesses to utilize a standard system of accounting. What is advisable for a business with fifty employees may be an unnecessary burden for a business with substantially fewer employees. Every business has its own personality with different functional problems.

Other governmental agencies, such as the Internal Revenue Service, Oregon Department of Revenue, Oregon Employment Division, etc. require that taxpayers maintain "adequate" accounting records. They do not tell them the type of cash register they must have or impose other detailed recordkeeping requirements on them.

In addition, other governmental agencies do not impose a "surprise audit" on business enterprises. Such a practice may disrupt the operation of the accounting department with a limited staff at a time that could be injurious to the harmonious operation of the business. Other governmental agencies recognize this and will generally arrange a mutually suitable time to conduct audits. They also limit their audits to the specific areas that involve

- 2 -

their interest. In your case, audits of the items in support of your fee would be adequate.

The following items explain some of the present control features now in use:

 Land Reclamation, Inc. is under a contract with the City of Portland that requires that it maintain "adequate" accounting records of billings to users, amounts of refuse received and any payments to users.

2. The City of Portland contract further requires Land Reclamation, Inc. to pay a fee to the City based on cubic yards of material deposited at the St. Johns Landfill. An annual survey is to be made to determine the accuracy of such yardage in support of payments to the City.

3. An audit by an independent public accountant will be conducted at the end of the City contract as a condition of that contract.

4. Land Reclamation, Inc. is required by the Department of Environmental Quality to maintain daily records of all commercial yardage as well as private vehicle yardage and submit a detailed monthly report to the Department of Environmental Quality reflecting each day's yardage as well as monthly totals.

5. Land Reclamation, Inc. presently utilizes the standard internal control system as outlined by Coopers & Lybrand with the

- 3 -

exception of listing of checks as they are received in the mail. Control over this aspect is accomplished by separation of duties.

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6. Land Reclamation, Inc. presently has cash registers that are adequate for the proposed requirements. However, they are not electronic. It does not seem realistic to require them to buy other registers merely because the electronic register is the component of a "standard" system.

7. Haulers retain a copy of their charge slip at the time of each entry to the landfill operated by Land Reclamation, Inc. This control minimizes the entering of false charges on the various haulers accounts as the payments by the haulers would fail to clear the balance originally charged to them.

8. A substantial part of Land Reclamation, Inc. accounting is done by my staff in my office in Beaverton, resulting in additional internal control.

Increased costs of accounting imposed under the proposed system requirements place a particular burden on Land Reclamation, Inc. as opposed to other landfill operators. The terms of their contract with the City of Portland will not permit them to pass such costs on to their customers.

The proposals by your agency include payment of your fee by the 20th of each month. A review of collection activity with the staff at Land Reclamation, Inc. indicates that approximately 75% of their collections from commercial accounts are received

- 4

after the 20th. It has not been the practice of other governmental agencies to collect a tax on gross business activity prior to the receipt of the income. A payment to you on or before the 10th of the month following collection would be much more equitable.

Coopers & Lybrand have indicated that the cost of the recommended system, in dollars, is relatively minor. This may be so in some cases. What seems relatively minor to one operator may not be minor to another.

Your agency could rely on copies of reports sent to the Department of Environmental Quality as a basis to collect your fee. As I have indicated above, there are numerous checks and balances already in use to protect your interest.

Additional requirements such as this result in increased cost to business that ultimately are passed on to the consumer.

Under the conditions under which Land Reclamation, Inc. now operates as outlined above, it is my opinion that they could be excluded from your proposed ordinance without any fee loss exposure to the Metropolitan Service District and at the same time avoid unnecessary expense to you as well as the operator.

I have prepared a summary of the Land Reclamation, Inc. procedures as compared to those proposed for your reference.

- 5

Your patience and understanding in reviewing our opinions on this matter are appreciated.

Yours very truly, in a

Benjamin L. Middleton Certified Public Accountant

BLM:lm

COMPARISON OF SYSTEMS

Recommended by Used by Land Reclamation, Inc. Coopers & Lybrand Standard Internal Control Standard 1. over Cash Yardage/Weight Basis of Fee Yardage 2. Payment Weight - mechanical Weight - mechanical Basis of Measuring 3. scale and estimated scale and estimated Fee yardage for private yardage for private vehicles vehicles :

Mechanics of Fee 4. Collection:

Cash Transactions

Charge Transactions

Electronic multi-total cash register

Prenumbered tickets used properly

Desk audits Surprise audits Financial audits Standard electric cash register

Prenumbered tickets and controlled accounts receivable

Audits 5.

Financial audit as required by present City contract as to fees collected

BOARD OF DIRECTORS

GUEST ATTENDANCE LIST

972 DATE: NAME 1.207 AL-IL

REPRESENTATION Same Syne National Frank B Hall & Lo FRANK B Hall + Co 4 Suttle MEwen Wies Mouran Publisher Paper Mult R The Oregonian Tuc LAND RECERMATION Ocla alian d (h) ark n Recovery Bypuducts esource

ctizen

BOARD OF DIRECTORS

GUEST ATTENDANCE LIST

DATE: NAME REPRESENTATION ISAMSTORS LOCAL 281 man 1050 FOC K N 552 WRIGHT BECHTEL INCORPORATED ANK AIN