

MINUTES OF THE COUNCIL SOLID WASTE COMMITTEE
OF THE METROPOLITAN SERVICE DISTRICT

February 4, 1992

Council Chamber

Committee Members Present: Judy Wyers (Chair), Ruth McFarland (Vice Chair), Sandi Hansen, George Van Bergen

Committee Members Absent: Roger Buchanan

Councilors Also Present: Susan McLain

Chair Wyers called the regular meeting to order at 5:33 p.m.

1. Consideration of September 17, 1991 and October 1, 1991 Solid Waste Committee Meeting Minutes

Motion: Councilor McFarland moved to approve the September 17, 1991 and October 1, 1991 Solid Waste Committee Meeting minutes.

Vote: Councilors Hansen, McFarland, Van Bergen and Wyers voted aye.

The vote was unanimous and the motion passed.

2. Solid Waste Updates

o General Staff Reports

Bob Martin, Director of Solid Waste Department, presented the staff report and said the delivery of waste to the compost facility was suspended Friday, January 31, 1992. He said Riedel and Credit Suisse were involved in discussion, and he suggested any specific questions regarding those negotiations be directed to Legal Counsel. He said the tonnage was being distributed approximately 50/50 to the transfer stations. He felt haulers were experiencing inconvenience but no serious problems, and said the haulers were cooperative.

In response to Councilor McFarland, Mr. Martin said the rate payers were not at risk financially in the current matter. Mr. Martin responded to Chair Wyers, and said the compost material produced at the compost facility currently being directed to the St. Johns Landfill was a benefit to the landfill closure process. He said the material was not marketable compost since it did not pass all the test performance requirements, and said, although contaminants were present, it was organic material suitable in the development of the final approved contours for the landfill. He said the more recent composted product would probably go to the transfer station.

Mr. Martin reference the Solid Waste Department December 1991 Monthly Report, which has been made a part of the permanent meeting record. He

(Continued)

noted trends in tonnage activity continued downward at the rate of approximately 16% to 19%.

o Waste Reduction Program Activities

Steve Kraten, Recycling Section Supervisor, introduced Pam Kambur, Associate Solid Waste Planner, and Nancy Bond, Home Composting Demonstration Program Coordinator. Ms. Kambur referenced a booklet which has been made a part of the permanent meeting record and gave a slide presentation of the composter demonstration sites, three at Portland Community College sites in the region plus the Fulton site. She commented volunteers had donated many hours of time and \$3,000 in donations had assisted in making the project successful. She said 13 different types of composting systems were displayed at the sites with descriptive signage explaining the systems which she said accommodated self-guided tours through the sites. Ms. Kambur said Nancy Bond had been in charge of presenting composting workshops at the sites given at the rate of about one per week. She summarized findings and said citizens who composted reported over 60% of the material generated in the home could be composted.

Ms. Bond discussed publicity the program had received, and said she was teaching classes to a compost core group which included a number of master gardeners. She said among her goals for the year was to increase the number of workshops from one to two per week. Another goal, she said, was to have the compost core group give two presentations per week out in the community such as staffing trade show and environmental fair booths, presenting slide shows for neighborhood associations and community service organizations, working with OSU master gardeners with clinics both on site and/or at retail nurseries. She said a clinic was a drop in forum for people to ask questions about gardening and/or composting. She said Fred Meyer had approached Metro regarding such clinics. Ms. Bond was interested in working with the Public Affairs Department schools programs on recycling and composting. She said a yard debris diversion tracking program was evolving from the composting program as well as working on long term case studies in composting in the region.

Councilor Hansen commented a Portland Public School District staff person in charge of recycling had indicated interest in vermiculture and suggested follow up. Ms. Kambur said the King Dome was successfully composting catering waste with six worm boxes, and said the model could be used in a school setting while producing educational benefits. Mr. Kraten suggested discussing the matter with Lauren Tissol in Public Affairs, who was in charge with the school programs.

Mr. Kraten said Metro had contracted with Clackamas County to conduct a pilot program to test containers for use in curbside yard debris collection programs. He distributed a report summarizing the project and giving recommendations, which has been made a part of the permanent meeting record. Mr. Kraten introduced Susan Zelco, representing Clackamas County, discussed the types of containers tested in the program such as roller carts and garbage cans, 30 gallon kraft paper bags, plastic bags and compostable mesh netting. Ms. Zelco distributed

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samples of the composted yard debris produced in the test program, which was later used in a plant in the Council Office. Mr. Kraten said the containers which worked well in the study were the 90-gallon roller carts, garbage cans and the kraft bags. In response to Councilor Hansen, Ms. Zelco said the cost of kraft paper bags used in the program was approximately \$.40 to \$.50 per bag, that they were produced in Longview, Washington and were not tested for regular garbage.

Mr. Martin said he planned to nominate the home composting program for directors and administrative awards given annually by the Environmental Protection Agency (EPA).

3. Ordinance No. 92-448, For the Purpose of Amending Metro Code Section 5.06.070 to Clarify the Composter Community Enhancement Boundary, and Declaring an Emergency

Katie Dowdall, Community Enhancement Coordinator, presented the staff report, and said the proposed ordinance would clarify the Composter Community Enhancement Boundary to include both sides of the street. She noted Councilor Buchanan had reviewed the proposed ordinance and agreed with the language.

Chair Wyers opened a public hearing. No citizens appeared to testify. Chair Wyers closed the public hearing.

Councilor Van Bergen commented regarding the compost closure. Mr. Martin said the revenues to the enhancement fund would cease.

Motion: Councilor Hansen moved to recommend Ordinance No. 92-448 to the full Council for adoption.

Vote: Councilors Hansen, McFarland, Van Bergen and Wyers voted aye.

The vote was unanimous and the motion passed.

In response to Councilor Van Bergen, Mr. Martin said Metro cost for operation of the compost facility was based on a complexity of factors and was approximately \$19 per ton, and said Riedel paid for transportation of the composted waste to the St. Johns Landfill.

Councilor Van Bergen asked Mr. Houser to obtain the formula used to calculate the operation cost to Metro of the compost facility.

4. Washington County Transfer Station, Report Concerning Selection of Proposer With Whom Metro Will Enter Negotiations

Mr. Martin said Metro solicited for requests for franchises for a transfer station to serve Service Area #1 to a ceiling of 125,000 tons,

and said two proposals had been received; one from AC Trucking, which operated the existing facility in Forest Grove and presently processed approximately 60,000 tons of waste per year from the district. He said a second proposal was received from Waste Management of Oregon, which he said operated the Columbia Ridge Landfill and Metro South transfer station. Mr. Martin said the two proposals were analyzed through an evaluation committee composed primarily by Solid Waste Department staff, Chuck Geyer, Jim Watkins, Jim Goddard, Phil North and Delyn Kies. He said the evaluation committee was advised by experts within Metro, such as Becky Crockett, Planning Department; Chris Scherer, Finance & Management Information; Scott Moss, Risk Management; Pete Hillman, Construction Engineer; and Todd Sadlo, Legal Counsel.

Mr. Martin said the result of the evaluation process was documented in an Evaluation Report dated January 16, 1992. This report has been made a part of the permanent meeting record. Mr. Martin said, although AC Trucking had lower costs in their proposal which included four alternatives, it was the judgement of the committee that the Waste Management proposal was the best overall proposal.

Mr. Martin said the committee performed their charge, and said he did not question the result of the committee's judgement. He said he was not prepared to go forward with either proposal at this time, and said he recommended rejecting both proposals, and recommended moving on to look at Service Area #2 facility immediately.

Mr. Martin said his reasons included concern regard to actual tonnages received at facilities. He said this long term decision was affected by the changes in trend which affect the forecasting Metro used to determine whether the capacity this facility would represent was needed. Mr. Martin said doubt developed with the revised forecasts, and said he subsequently believed expansion of the facility with either proposal would be costly with little additional benefit. He said an expanded facility would not handle tonnage much over what was being handled, and the cost would be absorbed. He said the tonnage shift appeared significant, and said it was necessary to evaluate the continuing need for an expanded capacity. He said, although the cost of the proposals fell in an expected range, comparisons demonstrated the unit price per ton increased with smaller quantities of tonnage processed. He said he felt it would be fiscally imprudent at this time to incur such expense.

Mr. Martin displayed a chart showing the regional summary of tonnage, both historical, actual and forecasted. He said the tonnage in 1991 was less than the tonnage in 1990, which he said was a first time occurrence in the region. He said the department was continuing to look at the reasons for the shift in tonnage, and said Portland State University was conducting a study to help Metro analyze the situation. He said tonnage appeared to be shifting out of the region, and noted he anticipated the

shift would diminish as rates and facilities outside the region became comparable to those within the region. He said tonnage was being diverted to facilities not well designed to handle it, such as gravel pits. He said there were licensed facilities to handle inert material, but said closer supervision was needed. He said greater recycling activity meant less waste generated, and said Metro's rate impacted the amount of tonnage sent to Metro's facilities. Mr. Martin said the Waste Recovery figures of 1991 showed the generation rate, which had sustained a continued increase of tons per capita, leveled off for the first time. He said he anticipated the next report would show a decline and expected a system impact. Mr. Martin felt should Metro go ahead with the proposed expanded facility, Metro would be subsidizing that facility. He displayed other charts and discussed the boundaries of the service areas as related to the proposals submitted. He commented on an issue to be placed before the voters of Yamhill County, which, he said, if passed would place in doubt the ability of a facility in Forest Grove to transfer waste to the River Bend Landfill. He said the viability of having any expanded facility in Forest Grove would be affected, and noted the logic of having a facility in Forest Grove was in part due to the fact it was on the way to River Bend. He said Metro should move toward securing the Service Area #2 facility, which he felt was needed even with the revised tonnage forecast. He said the Service Area #2 facility would not only handle the tonnage generated in that area, but would also relieve over capacity problems at Metro South. He said he was directing his staff February 5, 1992 to begin the procurement process for which a schedule had been developed. Mr. Martin summarized by saying, although he did not believe it was viable economically to expand the Forest Grove facility, he did not believe the region could do without it. He said he was not challenging the basic structure of the Washington County Plan for two transfer station plan with two service areas. Mr. Martin said the it was possible the boundaries might need adjustment. He said, although he did not feel expansion of the Forest Grove facility was necessary at this time, Metro would continue to review the possibility.

Councilor McFarland stated she supported Mr. Martin's recommendations, and commended him for being careful with the taxpayers' money. She did not support making a commitment for the future without knowing what the future holds.

Councilor Hansen said she agreed with Councilor McFarland's comments, and asked if discussions would be entered into or mitigation with the facility in Forest Grove. Mr. Martin said he was giving consideration to a memorandum from the chair of the committee regarding opening a process with the existing facility. He said the existing facility held franchise, which he said would come up for renewal in the future. He said it was possible a review could be conducted to determine whether adjustments should be made. In response to Councilor Hansen, Mr. Martin said Metro was not obligated to reimburse the proposers, but, he said,

there was precedent for a public body, when proposals have been given in good faith in expectation of a business opportunity, to award a reimbursement for development costs. Councilor Hansen how would future proposals be affected should Metro elect not to reimburse, and Mr. Martin said he felt that was policy question for the Committee and noted he felt it would be a good policy in which Metro would be thought of as fair.

Councilor McLain asked regarding the time line for proposals for Service Area #2. Mr. Martin indicated a schedule had been outlined for the process, which he said would be made available to the Committee. He said after staff time to redraft the RFF, it would be released in early May, and said approximately one month would be given to respond. He said a proposal with which to award negotiations could occur in June. He said a five month negotiation process was scheduled with construction thereafter and the facility ready to operate in late 1993. He said alterations to the schedule could occur. Councilor McLain said general concern existed over the construction season and over the potential change in Councilors subject to upcoming elections. Mr. Martin said building in the winter was not optimum but feasible.

Chair Wyers asked that a similar report on projected tonnages be brought to the Committee for review during the proposed schedule for the Service Area #2 RFF process. Mr. Martin agreed to present an analysis of tonnage figures to the Committee related to Service Area #2 prior to releasing the RFF. Mr. Martin said negotiations were not planned at this time with AC Trucking, but said possible improvements to the waste processing capability of the facility without expanding the capacity, operation of the gatehouse, and discussion of a noise problem could occur in terms of future franchising. Chair Wyers noted her memorandum regarding a discussion of the gatehouse issue as well as materials recovery issues. Chair Wyers said she was interested in assurances that requests did not surface in six months or a year that expansion was necessary. Mr. Martin reiterated he doubted additional capacity at Forest Grove would be cost effective, but, he said, if changes occurred he would bring that information before the Committee.

Councilor Van Bergen asked why this reduction was applicable to this portion of Washington County, as opposed to other portions of that district. Mr. Martin said tonnage was down across the region and said the situation was not exclusive to Washington County. Councilor Van Bergen commented regarding department statements over capacity at the Metro South transfer station and the expenditure of \$5 million to upgrade the facility.

Chair Wyers opened a public hearing. No citizens appeared to testify. Chair Wyers closed the public hearing.

Mr. Martin observed the expenditure at Metro South improved the efficiency and service capability of the facility. He said, although capacity of the facility had been somewhat improved, capacity was limited to available floor space for tipping which had remained the same. He said the facility had been designed for 400 to 500 tons per day and had handled as high as 2,000 tons per day. He said the facility was currently handling around 1,000 tons per day.

Chair Wyers requested the question of tonnages at Metro South be undertaken at the next Solid Waste Committee meeting.

Councilor Hansen requested Mr. Martin provide documentation concerning how a facility in Service Area #2 would impact Oregon City.

In response to Councilor Van Bergen, Mr. Sadlo agreed a resolution rescinding the RFF which Metro had released and to which responses had been received seemed appropriate since the Council had voted as body to release the RFF originally. Mr. Houser said language in the RFF document provided for Metro to either accept one of the proposals submitted or reject all proposals.

Acting Chair McFarland and Councilor Van Bergen requested documentation from Mr. Martin with his recommendation summarized.

5. Discussion of New Solid Waste Planning Programs in 1992

Becky Crockett, Regional Planning Supervisor, introduced Bill Metzler, Associate Solid Waste Planner who discussed siting solid waste facilities planning, and said a document would be released at the end of the month.

Ms. Crockett introduced Tamira Clark, Associate Solid Waste Planner, who discussed plastics in the waste stream, and said the amount had risen from 7% in 1987 to 9.3 percent in 1989 in the Portland metropolitan area waste stream. She referenced Senate Bill 66 in regard to plastics labeling, and said there was local interest in being able to recycle plastics. Ms. Clark displayed a chart on recycling of plastics, and asked the Committee what they felt was important information to obtain. Acting Chair McFarland said the emphasis should be market development and education. Councilor Hansen indicated she preferred standardized packaging, and said she avoided purchasing products in bubble and/or shrink wrap and in other than clear bottles. Acting Chair McFarland said she preferred glass jars with standard canning lid openings so that the jar is reusable. Ms. Clark said the market response to bubble wrap was there were safety concerns, and commented Nature's stores were making an effort to purchase carefully and create an opportunity for customers to bring packaging back to the store. Ms. Clark said Metro needed to have a strong regional message in plastics recycling and recycling.

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Acting Chair McFarland noted Agenda Item No. 6 would not be heard at this meeting.

Michael Sievers, Senior Management Analyst, discussed Conditionally-Exempt Generation (CEG) hazardous waste and said conditions for exemption were based on factors pertinent to one month of generation, which are outlined in his memorandum dated January 24, 1992 and found in the agenda packet. He said Metro's Print Shop was a CEG waste generator, and explained that a CEG waste generator was exempt from regulation that addressed quantities above them, such as Small Quantity Generators and Large Quantity Generators which are regulated by state and federal governments. He said those regulations allowed a CEG generator to dispose of waste in a municipal facility, and said no Metro facility currently accepted CEG waste. He said management and regulating this waste was a complex matter for Metro study.

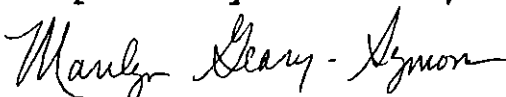
In response to Acting Chair McFarland, Mr. Sievers said the upcoming Household Hazardous Waste (HHW) facilities Metro would have in operation in the future should be able to handle CEG waste, although, he noted the facilities were being created to handle household waste. He suggested the possibility of new collection opportunities in the private sector to handle CEG waste. Acting Chair McFarland felt it was the role of Metro to address the way in which CEG waste was disposed. Councilor Hansen noted the Portland Public School system was probably a CEG waste generator, and said haulers should be given incentives to pass on to their customers to dispose of CEG waste at the HHW facilities. She commented on reuse as a factor in disposal, such as refilling bottles.

Ms. Crockett introduced Mark Buscher, Senior Solid Waste Planner, who discussed regulatory control of solid waste facilities, and referenced Policy 9.0 of the RSWMP which he quoted in his memorandum dated February 4, 1992. This memorandum was included in the agenda packet for this meeting. Mr. Buscher presented charts, and said different components of the solid waste stream were processed by a large number of new facilities. He said these facilities included yard debris depots, chipping operations and composting sites, wood waste chipping and hog-fuel sites, oil contaminates soils processors, used tire chipping sites, used wall board and sheet-rock processors, white-goods and scrap metal recyclers, and plastics recyclers. He said matters for consideration in a discussion of the facility regulation issue included a definition of Metro's role, identification of regulatory roles for Metro, DEQ, and local jurisdictions, and identification of goals.

Councilor Hansen advocated for legislation regarding packaging.

There being no further business, the meeting adjourned at 8:15 p.m.

Respectfully submitted,



Marilyn Geary-Symons
Committee Clerk