

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

February 5, 1991

Council Chamber

Committee Members Present: Judy Wyers (Chair), Ruth McFarland (Vice Chair), Susan McLain

Committee Members Absent: Tom DeJardin, Jim Gardner

Also Present: Councilor Sandi Hansen

Chair Wyers called the regular meeting to order at 5:38 p.m.

Chair Wyers introduced Committee Clerk, Marilyn Geary-Symons to those present, and announced Ms. Geary-Symons would staff the Solid Waste Committee.

1. Resolution No. 91-1402, For the Purpose of Expressing the Council's Intention to Amend Title 5 of the Metro Code to Change the Designation of the Solid Waste Transfer and Recycling Station Located at 6161 N.W. 61st Avenue, Portland, Oregon, from "Metro East Station" to "Metro Central Station"

Councilor Hansen asked for approval of Resolution No. 91-1402, which would show intention to change the name "Metro East Station" to "Metro Central Station" as specified in the resolution.

Councilor Hansen said the name "Metro Central" was appropriate for the region, and that the original name of "Metro East" was not appropriate for a facility on the west side of the river. She noted also that Metro should not strongly identify a neighborhood name with a transfer station, such as "Northwest."

Councilor McFarland asked if "Northwest" was the name of a local neighborhood. Councilor Hansen said the name "Northwest" referred to a specific area of the city. Chair Wyers asked what Northwest residents thought of the proposed name. Councilor Hansen said the citizens had responded favorably. She noted the name "Central" was also used by other facilities within the region; e.g. Central Library and Central Precinct.

Councilor McLain said once the name is decided, correct signs could go up for improved traffic flow.

Motion: Councilor McFarland moved to recommend Resolution No. 91-1402 to the full Council for adoption.

Vote: Councilor McLain, McFarland and Wyers voted aye. Councilors DeJardin and Gardner were absent. The vote was unanimous and the motion passed.

2. Resolution No. 91-1400, For the Purpose of Approving a Request for Proposals for a Modeling System to Simulate Solid Waste Generation, Reduction, Transport, and Delivery and Entering Into a Multi-Year Contract with the Most Qualified Proposer, and Waiving the Requirement for Council Approval of the Contract and Authorizing the Executive Officer to Execute the Contract Subject to Conditions

Roosevelt Carter, Budget and Finance Manager, presented staff's report and said that Resolution No. 91-1400 would facilitate combining projects for which the Council had previously appropriated funds and would aid coordinating efforts to work together. He said that operating costs projections have, for the past several years, been based on forecasts of revenues and fixed costs. This modeling system would assist in budgeting properly the fixed parts of contracts and maximize efficiency.

Terry Petersen, Associate Solid Waste Planner, said short term and long range forecasts describing both the amount and type of waste that would be delivered were important. They would enable Metro to analyze and predict Metro policy on waste flow. He said Metro currently relied on historical trends and past information to do so. Mr. Petersen noted this method worked well when things did not change, but said new facilities would be coming on line and it was necessary to have specific information. He said Metro did not have information from haulers on types of waste collected, and said the lack of information made it difficult to forecast effectively. He said the proposed system would use demographic data, such as number of members in household and income, combined in a software package with retrieval capabilities. This would enable Metro to make predictions impacting rate setting, budget planning, facility design and management. He said that a consultant would be hired and, in the interests of time, asked that Council approval for award of the contract be waived. He noted again this was not a new project, but would now consolidate management and planning objectives.

Richard Carson, Planning & Development Director, stressed the project was a cooperative effort between two departments. He said the data developed would give a much higher level of information and would be used in long term planning.

Councilor McFarland asked if the Solid Waste Committee had been briefed previously on this project. Mr. Carter said three different projects were budgeted for the current fiscal year, two of those projects - one in Planning and one in Solid Waste - were "B" contracts. He noted the third phase was an "A" contract budgeted in Solid Waste, and said that Council approval was needed to spend the "A" contract money. He said the resolution also proposed to combine the contracts into one multi-year contract.

Councilor McFarland referred to Exhibit B, noted the Council had legislative oversight, and stated she did not favor waiving that oversight. She asked how the department presently arrived at forecasts. She asked also how the numerous factors which accounted for decreases in waste, such as packaging changes, recycling and reductions in yard debris, would be projected. Mr. Petersen said the system would enable Metro to answer those questions easily - to look at both a high and a low forecast. Councilor McFarland said she understood no software existed for these purposes, and asked if new software would be written. Mr. Petersen said staff knew of no such existing software, but persons responding to the RFP could suggest possible software programs which might be suitable. Councilor McFarland noted significant cost was involved, and questioned whether the expenditure would help obtain better data. Mr. Petersen said Metro now performed trending based on historical information, and said with data based on specific information, Metro could project effects on the waste stream more reliably. He said when expectations were based on historical trending only, results were not accurate. He noted the field of solid waste technology was rapidly evolving and better tools were needed to obtain better information.

Becky Crockett, Solid Waste Planning Supervisor, said the system should help save costs because Metro would not have to develop a separate model for each waste projection project. She said the first major step in a planning project, such as the "Regional Yard Debris" plan, the "Special Waste" plan, or the "Washington County System" plan, was the development of a comprehensive model that would enable Metro to make recommendations concerning its needs. She said that having a consolidated modeling function within the agency would eliminate the first phase.

Councilor McFarland asked if the software would belong to Metro. Ms. Crockett said during Phase II the software would be placed within the agency and would then belong to Metro. It could then be used for long term planning queries and for future planning processes.

Councilor McLain said two issues should be discussed: 1) Should the contracts be consolidated, and 2) Whether the Council should waive approval of the contract. She said it made sense to put the package together, that budgeting is a very delicate issue and with better information retrieval, cost savings could be realized. She asked whether cost overlaps for the three separate proposals had been studied. She also asked if coordination problems between departments had been taken into consideration. Mr. Carson said that an interdepartmental team had been put together to avoid overlaps. He also said Phase I, the Regional Land Information System (RLIS), had already been addressed in last fiscal year, and that the RLIS work station was now operational. Mr. Petersen noted that savings for this year's budget could be realized because of the consolidation.

Councilor McLain asked if conditions could be added to the waiver. Karla Forsythe, Council Analyst, said that conditions could be added if Council wished. Mr. Carson suggested that a line item could be included in the quarterly progress report back to the Council.

Chair Wyers asked if the scope of work had changed pertaining to this year's budget. Ms. Crockett said it had not.

Chair Wyers asked if the present Metro RLIS system would be used or purchased by the proposed contractor. Mr. Petersen said that it was not intended for the proposed contractor to use the Metro RLIS system. Mr. Carson said that with the proposed system Metro could enter into future contractual relationships with other agencies and local jurisdictions.

Mr. Petersen asked for Committee determination on the request for a multi-year contract. Chair Wyers requested that language to that effect be drafted and added to the resolution.

Chair Wyers referred to the "A" contract in the proposal, and said it was appropriate to send it back to the Council for approval.

Main Motion: Councilor McFarland moved that Resolution 91-1400 be recommended to the full Council.

First Motion to Amend: Councilor McFarland moved to conceptually amend Resolution 91-1400 per staff's changes per Committee discussion to incorporate language authorizing a multi-year contract.

Vote on First Motion to Amend: Councilors McFarland, McLain and Wyers voted aye. Councilors DeJardin and Gardner were absent. The vote was unanimous and the motion to amend was passed.

Second Motion to Amend: Councilor McFarland moved to amend Resolution 91-1400 per staff's changes per Committee discussion to delete language waiving the requirement for Council approval of the contract.

Councilor McLain said the Council would have the opportunity to discuss the issue of waiving approval of the contract when the resolution was before the full Council, and was not in favor of amending the resolution as such. Councilor McFarland stated it was the responsibility of the Committee to review and, if necessary, revise documents prior to Council evaluation. She noted also that a member of the Committee who disagrees with a particular matter could bring a minority report before the Council. Chair Wyers noted the Council could place an item on the consent agenda if discussion was not necessary.

Vote on Second Motion to Amend: Councilors McFarland and Wyers voted aye. Councilor McLain voted nay. Councilors DeJardin and Gardner were absent. The motion was passed.

Vote on Main Motion as Amended: Councilors McFarland, McLain and Wyers voted aye. Councilors DeJardin and Gardner were absent. The vote was unanimous and the motion passed.

### 3. Updates on Solid Waste Issues

- o Overview of activities to comply with Environmental Quality Commission (EQC) Order

Debbie Gorham, Waste Reduction Manager, presented staff's report and distributed a summary of the EQC order, as well as copies of the order. She said Department of Environmental Quality (DEQ) representatives were present to answer questions, if necessary.

Ms. Gorham said all of the requirements except three had been met. Copies of the Solid Waste Department's quarterly progress report which answered the requirements of the order had been distributed to the Committee previously. She reported those requirements were: 1) that clean yard debris could be delivered to Metro South; 2) that the Special Waste program, which would include salvageable lumber, construction and demolition debris, would be operational; and 3) that Metro would have a high grade facility operating either as Metro South or within five miles of Metro South. Ms. Gorham reported that clean yard debris delivery to Metro South was planned to be operational by July 1, 1991. She noted also the Planning and Development Department had completed the Special Waste chapter, and a procurement process by the Solid Waste Department had begun. A Request for Information (RFI) was issued approximately two weeks ago, and responses were due by February 28, 1991, after which a Request for Proposal would be issued. She said a request would be brought before the Committee on February 19, 1991 to franchise K.B. Recycling as a high grade facility. Councilor McFarland asked what was meant by a "high grade facility." Ms. Gorham said it referred primarily to the handling of paper. Ms. Gorham said K.B. Recycling was located within five miles of Metro South and could receive slightly contaminated loads. Ms. Gorham said the EQC Order requirements would be met when these three items were completed.

Chair Wyers asked DEQ about Metro's response to the EQC order on salvageable building materials. She also referred to No. 4.M.(1) of the EQC order, and asked DEQ about the study on modifications to the rate structure to encourage the recovery of recyclable materials.

Stephanie Hallock, DEQ, noted there were fifty-one (51) separate paragraphs and sub-paragraphs of waste reduction requirements in the EQC order; and said twelve (12) contained ongoing requirements, which Metro

was implementing satisfactorily. She said these included: 1) promotion of institutional purchase of yard debris compost; 2) design of new transfer stations with recovery capabilities; and 3) provision of technical assistance to local government and business on the procurement and use of recycled products. She said thirty-nine (39) of the requirements had fixed deadlines and said Metro had met, or was on target to meet, all of these fixed deadlines with the exception of the requirements which were discussed. With regard to the requirement concerning salvageable building materials, Ms. Hallock said that Metro had requested a one year extension on two dates in the order: 1) to extend the January, 1991 deadline to January, 1992 for the requirement to provide assurance that material recovery facilities would be built; 2) to extend the January, 1993 deadline to January, 1994 for completion of construction of a salvageable material facility. She said Metro would need to come before the EQC formally in March, 1991 to request these extensions. Ms. Hallock also said the study regarding rate incentives had been submitted and was satisfactory.

#### 4. Washington County Technical Analysis Update

Mr. Carson presented staff's report and the dates tentatively proposed for review and discussion of the technical analysis of the Washington County Solid Waste System. He said the rate differential analysis was not finished, and said it would be included in the technical analysis when presented to the Solid Waste Committee on March 20, 1991.

Councilor McFarland asked if the Committee could review the information prior to the meetings. Mr. Carson said that information would be distributed before the meetings on February 20-22, 1991.

Chair Wyers asked Ms. Forsythe to schedule a special meeting of the Solid Waste Committee, other interested Councilors, and the public, between February 22, 1991 and March 1, 1991.

#### 5. Conditionally Exempt Generator Hazardous Waste Pilot Project

Ms. Crockett presented staff's report and update on Metro's assistance to DEQ. She referred to House Bill No. 3515, which directed DEQ to study management options and funding alternatives for conditionally exempt small quantity generators of hazardous waste (CEG's). These CEG's included: gas stations, dry cleaners, automobile maintenance shops generating under 220 pounds of hazardous waste in a month. She said CEG's were currently unregulated, and said since the closure of St. John's Landfill, some of the hazardous materials generated by CEG's were coming to the transfer stations. She said cost-effective disposal methods were necessary for these hazardous materials, and said Metro and DEQ were designing a CEG pilot project. Metro had assumed three responsibilities: 1) management alternatives for the waste; 2)

consolidation of CEG's data base for the Metro region; and 3) the development of local siting standards for the region.

Chair Wyers asked if a mobile van could be used. Ms. Crockett said companies, who originally sold products to dry cleaners did pick up hazardous waste from those establishments, but said that did not solve the whole problem.

6. Updates on Solid Waste Issues

- o Report on Buy Recycled conference to be held in Seattle on February 8, 1991

Ms. Gorham introduced the newest member of Marketing staff, Elaine Schmerling. Ms. Gorham said Metro had nearly doubled its purchases of reams of recycled copy paper. She noted that all the white and unbleached paper being purchased for the downtown center, the zoo, the landfill and transfer stations was recycled paper. She said that Metro was contributing to the demand for recycled paper, and noted that over the first half of this fiscal year, 30% of the funds spent on paper products and services were for recycled content paper products. Ms. Gorham said specifications had been developed for yard compost for use in the closure of the St. Johns Landfill. She noted also that policy had been developed for other products, such as sewage sludge compost and tires, and said these would be included in Requests for Bids in the future. She said that Metro purchases of recycled materials provided helpful information for the institutional purchasing program to pass on to business and industry.

Ms. Gorham said the last "Buy Recycled" conference addressed recycled paper only. Eleven vendors participated and 180 registrants attended. This year both Washington and Oregon coordinated a Northwest Regional "Buy Recycled" conference to be held in Seattle. The content had been expanded to include not only paper, but construction, transportation and industrial products, as well as landscape and park items. Ms. Gorham reported 350 had registered to attend and 44 vendors had registered to participate.

o General Staff Reports

Bob Martin, Director, Solid Waste Department, presented staff's report, and said that lower tonnage was coming through the new transfer station than was anticipated since the closure of the St. John's Landfill. He said some of the tonnage previously going to St. John's had been sludge and other materials not appropriate for use the new transfer station. He noted meetings were being held with generators to find other disposal options. He said full processing capability was still under construction, and said the target date for completion was June 1, 1991.

He said the compost plant was 95% completed, and said that waste delivery to the compost plant should begin on April 1, 1991.

Mr. Martin also reported that the waste transport contract had been operating for a year. He noted reports were provided every six months on the project and hearings were held in Portland as well as in the Gorge area. Mr. Martin said the system had logged over 4,000,000 miles of transport to date. He noted more waste was hauled last year than was originally budgeted, and said the contract had been expanded to handle the new transfer station.

Chair Wyers asked about the Request for Bids to Marion County. Mr. Martin said the low bidder was a local company, Walsh Transport, which had bid lower than was anticipated. Jack Grey Transport, Inc. (JGT) was the second lowest bidder. Chair Wyers said staff's report affirmed the competitive process.

#### 7. Committee Review and Comment on Pending Solid Waste Legislation

Mr. Martin distributed Senate Bill 66 and Senate Bill 183, and a chart which summarized and compared legislative key elements of the bills and other concept papers. He noted the hauling industry planned to introduce a separate piece of legislation. He asked the Solid Waste Committee to make recommendations to the Transportation & Planning Committee to provide some direction to the Solid Waste Department and to Metro lobbyist, Burton Weast. Mr. Martin noted hearings had been underway on Senate Bill 66 in the National Resources and Agriculture Committee chaired by Senator Springer. He said Senate Bill 66 was the result of a review process by the Energy and Environment Committee and various interested parties, which included haulers, DEQ and the Metro Solid Waste staff. Mr. Martin said suggestions made by Metro were included in the bill, such as expansion of the Metro Recycling Information Center (RIC) to a statewide center, and mobile Household Hazardous Waste collection capability for the entire state. He noted these had been previously endorsed by the Council, and Senator Springer had included them in the bill. Other features of the bill included development of a statewide goal for recycling, introduction of the concept of mandatory standards by state law, standards on market development, and innovative funding issues. He noted the proposed a \$1.50 tipping fee as opposed to the present \$.50 fee, and said local jurisdictions would be able to retain \$1.00 if standards were met.

Mr. Martin said DEQ legislation, SB 183, contained a number of aspects that were included in SB 66, but said it did not include institutional purchase requirements that would be the responsibility of other state agencies. He said also, instead of the \$1.50 tipping fee, SB 183 proposed a \$1.00 tipping fee without retention of any funds at the local level.



Mr. Martin referred also to Local Government Bill 346, and said that all of the bills and concept papers were available upon request through the Solid Waste Department. He noted LC 346 would set actual numbers for recycling goals to be achieved by 1995 and by the year 2000. These goals would vary with the type of jurisdiction, such as low goals for rural areas as opposed to high goals for the Metro region.

Mr. Martin drew the Committee's attention to the Associated Oregon Industries (AOI) concept paper comparisons, and said the goals were lower than the other bills. He said the funding package proposed a surcharge on garbage collection, similar to our excise tax.

Mr. Martin noted that all of the bills and concepts had strong elements and generally common themes.

Mr. Martin suggested amendments to the bills in the area of waste composting. Both DEQ SB 183 and SB 66, he noted, would put composting on the waste management hierarchy on a level that is lower than recycling. He said the bills recognized composting was better than landfilling, but was not as good as recycling. He added, with both DEQ SB 183 and SB 66, composting would not count toward meeting the recycling goals that were established; however, under SB 66 the amount of tonnage sent to a compost would not count as tonnage generated. Mr. Martin gave an overhead presentation showing how each bill would credit the system differently.

Chair Wyers asked why some did not want to count composting toward recycling goals. Mr. Martin said the argument has been made that if compost plants were encouraged, curbside recycling would be deterred. He said any materials missed in curbside recycling would be caught in the hand-picking lines at the composting facility. He said another concept was to grind up waste, compost it and market the product. He said that would pose problems because the product would contain both organic composted matter and ground up cans, bottles and other inorganic materials. Mr. Martin said that sort of approach was not as desirable as the material recovery approach which Metro was taking.

Councilor McLain said that it should be clear that composting is recycling and should be thought of as such. Councilor McFarland agreed.

Motion: Councilor McFarland moved to recommend to the Transportation and Planning Committee that staff's goals as outlined in Mr. Martin's memo of February 5, 1991, "Amendments to Recycling Legislation" were justifiable goals and received the support of the Solid Waste Committee.

Vote: Councilors McFarland, McLain and Wyers voted aye.  
Councilors DeJardin and Gardner were absent. The vote  
was unanimous and the motion passed.

Chair Wyers commented that she did not favor the AOI concept because it does not take into consideration waste reduction, a major goal for the 1990's.

#### 8. Committee Information Requests

- o Update on Mr. George Ward's soil recycling concept

Jim Watkins, Engineering and Analysis Manager, presented staff's update on the proposal made by Mr. George Ward to the Solid Waste Committee, December 4, 1990, regarding a soil recycling concept. Mr. Watkins said a letter had been sent to Mr. Ward, and said the Department was requesting competitive bids. Mr. Watkins said that the department would be releasing a Request for Proposal (RFP) for ways of using methane gas at the landfill, and said Mr. Ward was interested in using the methane gas to warm the petroleum-contaminated soil to keep his micro-organisms active during the winter. He noted also an RFI was being released to solicit information for the handling of select waste, which would include petroleum-contaminated waste.

Chair Wyers recognized Mr. George Ward, consulting civil engineer, and Mr. Jeff Ward, president of Soil Tech, Inc. Mr. Ward said he was aware of the letter and the RFI. He urged the Committee to consider moving forward without calling for competitive bids, and said Metro could save money by obtaining landfill materials treated under governmental control and with controlled costs while surpassing DEQ standards.

Mr. Watkins said DEQ had regulated that petroleum-contaminated soils could not be received at the landfill at this time.

- o Update on Metro South costs

Mr. Watkins said on August 22, 1990, Metro contracted with SCS Engineers for design services to modify the Metro South station. He said the original contract was for \$198,162, and said to date the contract had been modified ten times for an increase contract cost of \$156,000. Mr. Watkins summarized the amendments: the first three amendments resulted from additional requirements from Oregon City on their conditional use permit not envisioned in the original contract, for \$18,550; the fourth was from the construction documents which had to be rebid, for \$8,500; the fifth, from nine separate design modifications, for \$44,299; the

sixth amendment was to change the date of the expiration of the contract; the seventh, to modify a conveyer system to a walking floor, for \$5,000; and the eighth through tenth amendments were to extend construction management services, hire a site specialist for piling, and to conduct additional quality control testing and perform additional design services, for a total of \$79,872. Mr. Watkins said the contract originally called for construction management services for 90 days, which would have ended October 4, 1990. He said that the Department did not feel it was in Metro's best interests to end construction management services, and noted SCS was currently on site.

Councilor McFarland asked what a walking floor was. Mr. Watkins explained it was a series of slats which literally walk the garbage out to the load out chutes. Chair Wyers asked for a breakdown on the expenditure of the additional \$79,000. Mr. Watkins said it compensated design engineers for research on proposed changes to assure the construction was meeting specifications. Councilor McLain asked if there was recourse for Metro to recover additional costs when construction mistakes occurred. Mr. Watkins said when mistakes did occur, Metro tried to recover costs where possible.

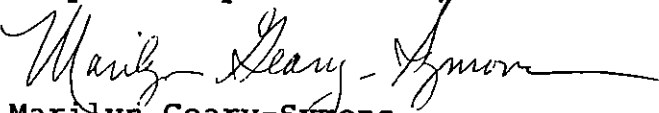
Chair Wyers said a newspaper article stated a Household Hazardous Waste collection facility would be constructed at Metro South. Mr. Watkins said Metro was waiting until the construction modifications on the compactor were finished to begin that project. Chair Wyers asked why it would be free to users to drop off hazardous waste. Mr. Watkins said no charge for the service would be an incentive for citizens to separate the hazardous waste from their regular garbage.

Chair Wyers said that the competitive bid process should be utilized for the proposed construction of a Household Hazardous waste collection facility at Metro South. Mr. Watkins said staff's proposal for that project did not recommend the competitive process. Chair Wyers said the Committee would be interested in staff's reasons why or why not a competitive bidding process should be utilized.

Chair Wyers announced the Solid Waste Committee meeting for March 5, 1991 would begin at 6:30 p.m.

Chair Wyers adjourned the meeting at 7:50 p.m.

Respectfully submitted,

  
Marilyn Geary-Symons  
Committee Clerk