

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

March 3, 1992

Council Chamber

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

Chair Wyers called the regular meeting to order at 5:36 p.m.

1. Consideration of Solid Waste Committee Meeting Minutes of November 5, 1991 and December 3, 1991

Motion: Councilor Buchanan moved to approve the Solid Waste Committee meeting minutes of November 5, 1991 and December 3, 1991 as submitted.

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

The vote was unanimous and the motion passed.

2. Committee Discussion Regarding Planning & Development Department Changes

Chair Wyers asked the Committee to consider recent changes concerning the suspension of the Planning & Development Department. She understood work on solid waste planning projects was to be transferred to the Solid Waste Department with a report in the future defining the staff transfers and their functions within the Solid Waste Department. Chair Wyers asked the Committee to consider making a recommendation formalizing the dismantling of the Planning Department such as a resolution acknowledging the occurrence.

Councilor Hansen indicated she favored, rather than a resolution, a form of acknowledgement recognizing the Planning and Development staff.

Councilor Van Bergen questioned the closure of the department, and he suggested an overall Metro review of departments would have been in order demonstrating the Planning and Development Department was the least effective and recommending therefore its termination. He did not agree a shortfall in tonnage should have precipitated the action of closing the Planning and Development Department, and he asked, if revenues drove the department's existence, then what was the purpose for its existence. Councilor Van Bergen held the position that were it demonstrated the department was a viable function of Metro, perhaps cuts should have been made elsewhere.

(Continued)

Chair Wyers was concerned regarding the issue of the timing of the action.

Councilor Van Bergen indicated the Executive Officer had, in engaging in the action of suspension of the Planning and Development, entered into a policy issue. He said the budget appropriations had been made and adopted by the Council for the Planning and Development Department based on presentations that the work of the department was a necessary function, and said the budget had been adjusted by the Executive Officer's action. Councilor Van Bergen stated he was unaware the Executive Officer had the capability to authorize such action.

Chair Wyers acknowledged the discussion, and said the Committee could indicate a direction or wait to see what the other substantive committees would do.

### 3. Solid Waste Updates

#### o General Staff Reports

Vickie Rocker, Public Affairs Director, introduced the Spring advertising campaign for the department. She said an agreement had been negotiated with the Portland Trail Blazers for radio spots which were sponsored by the Port of Portland and PGE. Ms. Rocker played four radio commercials for the Committee featuring a Blazer team member on each discussing recycling of magazines, glass, tin cans and urging listeners to obtain Metro recycling bumper stickers and to call Metro Recycling Information Center for further information. Ms. Rocker said a series of newspaper ads and a brochure answering questions had been prepared.

Bob Martin, Director of Solid Waste Department, presented the Solid Waste Department Monthly Report for January 1992 to the Committee along with Roosevelt Carter, Solid Waste Budget and Finance Manager. This document has been made a part of the permanent meeting record. Mr. Carter said tonnage for the month of January was down 19.2% year to date over the budget expectation, which he noted continued the same downward trend and resulted in a revenue shortfall in Metro rates of approximately 17%. He referenced page 4 of the report for the expenditure activity which he said was down 12%. Mr. Carter highlighted other areas of the monthly report for the Committee. Mr. Martin indicated it was expected that \$4 million less revenue would be received to cover fixed expenses, and said the Solid Waste Contingency Fund could be depleted. He said deferment of expenditure on particular contracts could occur. Mr. Martin noted the Solid Waste portion of excise tax collections could be reduced by \$600 thousand.

John Houser, Council Analyst, referenced page 1, chart 1, and asked why the percentage shortfall was less at Metro South than at the other Metro facilities. Mr. Carter said more tonnage had been delivered to Metro

South, and said tonnage expected to be delivered to the Metro Central transfer station had been diverted to the Composter facility. He noted more tonnage was expected to be delivered to Metro Central since operations at the Composter facility had been suspended.

Councilor Van Bergen restated his question from the previous Solid Waste Committee meeting regarding Jack Gray trucks at Metro South. Mr. Martin said the trucks at Metro South were previously being used by Jack Gray under Metro authority haul from the compost facility to St. Johns Landfill. He said the trucking had not been needed for a period of time, but, he said, it was known the service would be start up again. He said the trucks were being stored on the parking lot until such time as required again for service. He said he understood the activity was now completed, and said the trucks were scheduled to return to their place of origin. He said the trucks were brought into the system in connection with work associated with Metro contracts and Metro facilities.

Councilor Van Bergen said he would bring the question forward when the contract award for the tractor was under consideration by the Committee.

James Watkins, Solid Waste Engineering & Analysis Manager, reported to the Committee regarding the bid opening for closure of Subarea #1 of the St. Johns Landfill, and said four bids were received Friday, March 28, 1992 from each of the following: L & H Grading, Ground Improvement Techniques, Tri-State Construction and Kewitt Pacific. He said the bids ranged from \$4.4 million to \$5.1 million, and said the apparent low bidder was L & H Grading at \$4,389,300. He noted a base bid and an alternate bid with the gas collection system had been submitted, and said the \$4.4 million bid a combination of the two and included the gas collection system. Mr. Watkins highlighted the company's experience in the field with both the Columbia Ridge Landfill and the landfill in Corvallis, Oregon.

Councilor McFarland discussed the gas collection system and bid criteria further, noting that the gas collection system would collect gas for resale for approximately fifteen to twenty years. Mr. Watkins agreed Metro was accepting a bid from one company to do the closure as well as the gas collection system, and said the gas would be sold. Mr. Martin noted Metro was required to collect the gas and treat it whether it was sold or not. Mr. Watkins noted the company purchasing the gas would be building the pipeline from the landfill to its location.

Councilor Washington asked about possible restrictions regarding the distance the gas would be piped, and asked if the purchaser was close to the operation. He asked how much revenue was anticipated over the fifteen to twenty year period for the gas sold. Mr. Watkins said the distance was within a couple of miles of the landfill. He said negotiations had not begun, but, he said, revenue would not be high.

3. Development of New Tonnage Forecast Model

Mr. Martin responded to a request to the department to make a presentation on the methodology, assumptions and process used in the recent tonnage forecasts presented concerning budget issues and the Washington County system plan.

Mr. Martin introduced two groups giving presentations, a group from Portland State University including Drs. Anthony Rufolo, James Strathman, Gerard Milner from the Center for Urban Studies, as well as involvement from Metro staff.

Mr. Martin said the approach used previously was one based on past trends such as if the tonnage went up 3% last year, an increase 3% in the current year was anticipated. He noted a steady growth in tonnage had been taking place for seven or eight years, but, he said, in 1991, the first decline in tonnage occurred, and said it was timely to refine tonnage projection models. He noted in future forecasts factors such as population, employment and income projections as well as rate growth would be considered. Mr. Martin said the further into the future a forecast went, the greater the degree of uncertainty attributed to it.

Dr. Rufolo said Metro had requested the Portland State group develop an approach to explain factors contributing to the shortfall experienced in tonnage as compared to the estimates. Dr. Rufolo presented overheads demonstrating an economic approach, reviewing price and quantity relationship expressed as a demand curve, and said from an economic perspective it was expected that an increase in price, in services or goods would lead to a reduction in quantity purchased, and a reduction in price would lead to an increase in the quantity purchased. He noted factors such a population, income, recycling as well as other characteristics would cause shifts in the statistics. He said the second part of the study was to attempt to determine not only the reductions in quantity, but said it was to look at the causes of the reductions, such as changes in the generation of trash, illegal dumping and so forth.

Dr. Strathman presented an outline to the Committee entitled "Analysis of Portland Metropolitan Solid Waste Trends", Final Report, dated February, 1992, which has been made a part of the permanent meeting record. He explained a statistical model had been developed with two objectives, one was to assess effects of economic factors, such as income levels, construction activity and tip fees, on solid waste volumes experienced by Metro between 1984 and 1990, and the second was to examine results obtained from the analysis of the 1984-1990 period for an explanation of conditions in 1991. Dr. Strathman discussed in detail the statistics and analysis contained in the report, noting the model did not explain the disposition of approximately 50 thousand tons of garbage. He said closing of the landfill could have caused

disruption, over-predictions in recession years, under-predictions in recovery years, and said tip fees could be high enough to produce a shift in recycling behaviors, and illegal dumping.

Dr. Milner said a survey of other landfills in the region was conducted because of suspected diversion of waste from the Metro area to other areas by haulers, as well as a survey of monthly account data from generators. He noted rates in other counties surrounding the Metro region were similar to Metro rates, and noted other systems were also experiencing declines in tonnage as rates have increased. He said the Center felt Metro should be aware of the illegal dumping and diversion activity discovered in the process in order to protect the rate base, noting recycling and alternatives for reuse were being pursued in many areas.

Dr. Rufolo said it was anticipated additional impacts would be felt in the quantity generated as alternatives were pursued.

Jeff Stone, Senior Management Analyst, distributed a set of graphs and charts to the Committee regarding the solid waste model, which has been made a part of the permanent meeting record. He displayed overheads, and said the model developed by the Portland State team through 1991 was used by the Metro staff team to forecast both short term projections for the upcoming budget and long term projections related to the Washington County Service Area #1 Forest Grove facility. He explained a three step process for deriving Service Area #1 Transfer Station Type (TST) tonnages, assuming a \$6 per year tip fee increase, a 1.5% per year increase in population and stable economic conditions. He discussed further the assumptions to the Washington County plan as outlined in the document filed in the meeting record, which included waste reduction programs expected to go into effect in 1993 to 1995, and account activity experienced by Washington County haulers. He said the compilation of data was used to provide an estimation of growth of Service Area #1 in composition relative to the total for the county, and said that information was used in the Request for Franchise applications.

Councilor Hansen agreed it could be seen from the information that an expanded transfer station was not needed in Service Area #1, and asked how the figures concluded a new Service Area #2 transfer station was needed. Mr. Stone said Chuck Geyer, Senior Solid Waste Planner, was currently working on a project to provide that information. Mr. Stone said a Cambridge Systematics system was scheduled for completion by the end of the year to assist in further accuracy in forecasting.

In response to Councilor Van Bergen, Mr. Stone said tonnage delivered to any facility in the tri-county area was used in the data. The Committee and staff discussed illegal hauling to other sites. Councilor Van Bergen requested a written response from both Portland State University

and Metro staff to questions contained in Mr. Houser's memorandum dated March 3, 1992, to which Chair Wyers agreed.

Dr. Rufolo said the model developed by Portland State was intended to be historical, but agreed forecasting could be derived from it. He said the Portland State team did not include the sub-area analysis. He said the process generated from the modeling was superior to the process used prior to modeling.

Chair Wyers suggested further study and development could be undertaken by the Portland State team with additional funding. Dr. Rufolo said the improvements to the modeling previously used by Metro were a betterment to the forecasting system. Mr. Houser noted questions to enlist from the Portland State team as to whether they were comfortable with the use the model they had developed was being put to. Dr. Rufolo said he taught in his modeling class that a 10 year forecast could not be done on 5 years of data, noting a 20 year forecast done on 7 years of data raised questions for long term forecasting. He said, given time to respond, improvements could be made in the model, and said Metro could do better in the future.

In response to Councilor Hansen, Debbie Gorham, Waste Reduction Manager, said no data existed demonstrating a correlation between income and amount of garbage a family disposed. Mr. Martin said curbside data was being tracked currently and developed into a study.

Chair Wyers said the Committee desired a response to Mr. Houser's memorandum as earlier stated.

In response to Councilor Van Bergen, Mr. Ruffolo said the Portland State study had not included information from Northwest Strategies. Mr. Martin and Mr. Stone agreed to provide the Northwest Strategies information to the Portland State team.

4. Resolution No. 92-1579, For the Purpose of Authorizing the Issuance of a Request for Bids and, Pursuant to Metro Code Chapter 2.04.033(b), Authorizing the Executive Officer to Execute a Contract for Leasing a Tractor for Use at St. Johns Landfill

Sam Chandler, Solid Waste Facilities Manager, presented the staff report, and said the resolution was to authorize issuance of a request for bids for a tractor for use at St. Johns Landfill. Mr. Chandler said Metro had continuing responsibilities at the St. Johns Landfill and work to perform in order to comply with DEQ guidelines. He said the tractor would be used to place additional fill material, currently available at no cost, in Sub-area 4. He said under the proposed contract the depressions in Sub-area 4 could be filled and surface water run off could be controlled next winter minimizing the amount of material going into the detention pond and the leachate system. He indicated the

process would protect the quality of the water and noted discussions with the City of Portland concerning Metro's role in water quality management at the site.

He said an extension of the contract with Browning-Ferris Industries (BFI) was considered, but proved cost ineffective. He proposed Metro lease a wide track tractor for a short term season and provide an in house temporary employee, and said the cost would be less than purchasing the equipment or the combined hiring of equipment and an operator through a private contractor. He said the tractor was currently in use at the site placing reject compost from the closed Riedel facility. Mr. Chandler said the tractor cost for the current month of operation would be born by Credit Suisse, and estimated cost would remain the same for Metro for the six month period.

Mr. Chandler said the Port of Portland was prepared to furnish Metro with 90 thousand yards of dredge sand material, and said the weather was an advantage noting materials could not likely be moved during the winter. He said other vendors would be operating at the site on projects such as capturing gas during rebuilding Sub-area 1 and Sub-area 2, and noted Metro would have responsibility in the future for activities similar to those in the proposed contract.

Mr. Chandler indicated the employee operating the tractor currently at the site had been a Riedel employee and was hired as a Metro temporary employee noting there were no current job responsibilities. He proposed Metro continue the employee on temporary status as a tractor operator for the six month contract.

Mr. Chandler noted approximately 80 thousand tons of compost from Riedel had been received at no charge and placed in Sub-area 4, and noted the current price for fill material was approximately \$3.40 per ton.

In response to Councilor Van Bergen, Mr. Chandler said there was no intent to extend the contract beyond the proposed six month period.

In response to Councilor Van Bergen, Mr. Chandler indicated Credit Suisse was under obligation to pay for placement of the compost at the landfill.

Councilor Van Bergen asked about the size of the tractor to be used. Mr. Chandler explained the type of material determined the tractor size, and said it was determined a D8 tractor was oversized for the work needed. Councilor Van Bergen observed a D5H Caterpillar tractor was large as well, and suggested a TD7, which would cost about \$2,600 per month. Mr. Chandler explained a smaller size would not provide the efficiency in speed that was needed, and said moving the pad was considered but proved cost ineffective as well.

Councilor Van Bergen asked if the actual work to prepare a Request for Bids or Request for Proposals had been subjected to a cost analysis to determine production cost. Mr. Martin said no cost analysis of that kind had been done. Chair Wyers considered it to be the work of the staff.

Mr. Martin confirmed Credit Suisse had agreed to reimburse Metro at cost for hauling, moving and placement of the material, and noted costs had not yet been fully determined in order to advise Credit Suisse.

Motion: Councilor Hansen moved to recommend Resolution No. 92-1579 to the full Council for adoption.

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

The vote was unanimous and the motion passed.

5. Resolution No. 92-1581, For the Purpose of Authorizing an Exemption to Metro Code Chapter 2.04.060 Personal Services Contracts Selection Process, and Authorizing a Sole-Source Contract with Stop Oregon Litter and Vandalism (SOLV) for Sponsorship of the Annual "SOLV-IT" Cleanup Event on Saturday, April 11, 1992

Judith Mandt, Administrative Manager, presented the staff report, and provided information concerning the scope and purpose of the proposed Stop Oregon Litter and Vandalism organization which was organizing the 1992 SOLV cleanup event. Ms. Mandt presented a visual display, and noted that Metro would be one of four principal sponsors, and said under the provisions of the contract, Metro would provide \$20 thousand in cash and various in-kind services which included the development of brochures and posters as well as other information available through the Recycling Information Center. She said the event would focus this year on the collection of tires and scrap metal. She noted the General Contractor's Association would be involved this year as sponsors, noting they had erected barriers last year, which Ms. Mandt said appeared to be working to prevent cars from using previous sites. Ms. Mandt noted Schnitzer Steel was instrumental in the success of the previous events and was involved again this year.

Ms. Mandt introduced Pat Merkle, representing SOLV, and Metro staff, John Curtain.

Motion: Councilor McFarland moved to recommend Resolution No. 92-1581 to the full Council for adoption.

Councilor Van Bergen asked about the level of Metro's contribution to prior SOLV cleanup events. Ms. Merkle said the cost of the SOLV even from the previous year was approximately \$134 thousand, 5,700 people



were involved, and 124 tons recovered at a cost of \$1,100 per ton compared to other jurisdictions which were recovering at the rate of about \$1,200 per ton. She noted 4,300 tires were removed and 68 thousand pounds of scrap metal which were diverted from the waste stream.

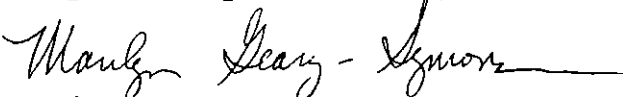
Ms. Mandt responded to a question from the Chair, and said Metro donated \$20 thousand to the 1990 event, and said a total of \$78 thousand was appropriated for cleanup events with \$20 thousand allocated to the SOLV event. Chair Wyers expressed support for the event, but she noted that there is a need to develop programs aimed at reduction the level of illegal dumping. Ms. Merkle said in Portland alternative hauling services were growing at reduced rates.

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

The vote was unanimous and the motion passed.

There being no further business, the meeting adjourned at 7:44 p.m.

Respectfully submitted,

  
Marilyn Geary-Symons  
Committee Clerk