

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

September 19, 1989

Council Chamber

Committee Members Present: Gary Hansen (Chair), Tom DeJardin (V. Chair), Roger Buchanan, Mike Ragsdale and Judy Wyers

Committee Members Absent: None

Other Councilors Present: Ruth McFarland

Chair Hansen called the regular meeting to order at 5:30 p.m.

1. Consideration of Minutes of August 1, 1989

Motion: Councilor DeJardin moved for approval of the minutes.

Vote: Councilors Buchanan, DeJardin, Hansen and Ragsdale voted aye. Councilor Wyers was absent. The vote was unanimous and the minutes were approved.

2. General Staff Reports

- o Jack Gray Transport Contract
- o Metro East Station

Jim Watkins, Engineering & Analysis Manager, gave an update on the Jack Gray Transport (JGT) contract and said the contract was on schedule. He said JGT placed an order with Young Equipment for 100 trailers for the first year of operations. He said JGT signed a contract for 15 tractors and also ordered one tipper. He said JGT only required one tipper for the first year of operation.

Mr. Watkins said the Public Utility Commission (PUC) scheduled a hearing in late October and said it would be the third PUC hearing on the JGT contract. He said PUC would make their decision approximately 30 days after that hearing. Mr. Watkins discussed land use issues with regard to a proposed staging area in Biggs and said a second hearing was scheduled October 11 in Morrow County. He said JGT had an application pending with the Land Use Commission for a conditional use permit to operate a maintenance use facility at the landfill site. He said there would be two to three hearings in Arlington on that application.

Councilor Wyers requested documentation of the tipper order. She said it had been questioned whether the tipper order had been placed. Mr. Watkins said JGT had told him the tipper was ordered. Councilor Wyers requested documentation of the trailer order. Councilor Wyers asked who would build the trailers and if they would be three-axle trailers. Mr. Watkins said Freuhaf would build the trailers and that they would be three-axle trailers. Councilor Wyers requested documentation of JGT's contract with Young Equipment.

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Councilor DeJardin said it was informative to receive regular updates on the JGT contract and other contracts, but said detailed administrative questions were not necessary. Councilor Wyers replied that JGT's 90-day report was received late and with missing information; the contract was controversial, and that in light of expressed citizen interest, it was appropriate for Councilors to question staff about details of the contract or contracts.

Councilor Wyers asked what kind of trailer would be used to cross Washington Street at the Metro South Station and if that trailer would be provided by the operator of Metro South or JGT. Mr. Watkins said JGT would provide the trailer. Councilor Wyers said Gilliam County expected to receive \$7 per truckload of solid waste. She said new legislation to be enacted October 3 would not allow permits to be used for that purpose and would in effect only require one truck per year to pay a \$7 fee. Councilor Wyers asked staff to research the legislation and any impact it might have on JGT's contract. Mr. Watkins said despite any new legislation, the contract clearly stated \$7 per truck per trip was to be paid.

Councilor Wyers said she read the Metro South Station AMFAB 500 specifications. She asked what tonnage would be generated by the compactor. Mr. Watkins said each slug would average 28 tons. Mr. Watkins said it was difficult to consistently achieve 32 tons because of the nature of solid waste loaded such as yard debris and other materials. Councilor Buchanan said various methods were used to balance loads and achieve desired weights.

Mr. Watkins said staff and Trans Industries (TI) representatives met September 18 and would also meet September 20. He said staff hoped to have a working draft of the negotiation document by October 4. He said General Counsel Dan Cooper hired a legal assistant to assist on the draft document. He said members of the TI negotiating team were Dirk Dudgeon, BFI; Rich Owings, Rabanco; and Chip Greening; and from Metro, Mr Cooper; Robert Moore, Legal Assistant; Bob Martin, Director of Solid Waste; Ray Phelps, Director of Finance & Administration; and Paul Atanasio, PaineWebber.

Councilor McFarland referred to the "Proposal Evaluation" August 1989 document. She said if the Metro East Station were sited outside the boundary line outlined in the document, the transport services vendor would be paid an extra fee. She said Metro would owe \$16,923,000 for the life of its contract with JGT because the transfer station would be sited outside the transportation footprint. She said Metro would pay JGT \$30 for each load which went in and out of the transfer station. She said it would cost Metro \$890,000 per year to have the transfer station located at the site staff proposed.

Mr. Watkins said staff had determined it would cost \$.9 per ton for each load picked up by JGT at the proposed transfer station site. He explained Oregon Processing and Recovery Center (OPRC) and the composting facility

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would also process solid waste. He said staff used a transportation model which measured the distance from TI's site to a point on the freeway leaving the city of which resulting travel time was calculated which equated \$.9 per ton. He said the cost would be \$27,000 extra per year based on 300,000 tons per year. Councilor McFarland said the proposed transfer station would handle 11 million tons during the life of the contract and asked staff's estimate of total costs based on the life of Metro's contract with TI. Mr. Watkins said the tonnage flow in "Proposal Evaluation" had assumed Metro would not have expanded operations at OPRC or the composting facility. Councilor McFarland asked how many tons those facilities would handle per year. Mr. Watkins said staff would distribute the waste flow. He said staff did not know yet how much waste Metro South would handle and said waste would also be received from Washington County. He said staff's current estimate was 200,000 tons per year at Metro South. Councilor McFarland asked staff to provide more concrete figures.

Councilor McFarland asked why Metro would acquire a transfer station site which would create extra costs. Mr. Watkins said acquisition of the TI site was cheaper overall compared to other sites proposed, and JGT's added costs would be minimal.

Chair Hansen said with the exception of the Norcal bid the two other bids were higher. He said costs saved on the transfer station acquisition combined with extra transportation costs would still save Metro money. Councilor Wyers said extra costs would affect other bids overall. Chair Hansen said the Evaluation Committee did analyze additional costs. Councilor McFarland said the Committee should have been made aware of the additional costs involved with the TI site. She asked staff to submit an analysis of costs and how such costs were determined. Councilor McFarland said staff had spent months on the transfer station and transportation contracts and should be able to provide basic facts about those contracts. Councilor Wyers asked if other Committee members knew of the additional costs to the transportation contract before they voted affirmatively to begin negotiations with TI.

Chair Hansen noted Legal Counsel requested Agenda Item No. 4 be withdrawn from the agenda.

3. Consideration of Ordinance No. 89-303, For the Adoption of a Model Purchasing Policy for the Metropolitan Service District Requiring the Purchase of Yard Debris Compost and Sewage Sludge Compost (Public Hearing)

Debbie Gorham, Waste Reduction Manager, and Heidi Seiberts, Solid Waste Planner, presented the ordinance. Ms. Gorham said Ms. Seiberts was in charge of the Institutional Purchasing Program under the Market and Development Program run by Pat Vernon, Associate Solid Waste Planner.

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Ms. Seiberts explained the ordinance would add Section 2.04.076 "Purchase of Recycled Waste Soil Amendments" to the Metro Code and would adopt a procurement policy which required the purchase of yard debris compost and sewage sludge compost to serve as a model for procurement programs by business, local governments and regional public institutions. She said the Institutional Purchasing Program of the Waste Reduction Program (WRP) called for procurement policies which favored the use of recycled materials.

Ms. Seiberts said the Metro Council previously adopted a procurement policy for retread tires and paper. She said this ordinance would provide a regional model purchasing policy. She said the significant impact of the ordinance would be through Metro's contractors. She said in 1989 Browning-Ferris Industries would purchase approximately 30,000 cubic yards of sewage sludge and yard debris compost and during the St. Johns Landfill closure between 1991 and 1995, staff anticipated 200,000 cubic yards would be purchased.

Chair Hansen asked if Metro should track what volume of compost was sold and attempt to get statewide legislative concurrence. Ms. Seiberts said staff could do so. She said Metro hoped to do was work with the Oregon Department of Transportation (ODOT) and consultants to develop specifications for rubber-modified asphalt concrete which would keep rubber tires out of the landfill. Ms. Gorham said Metro's first approach would be to introduce guidelines to local governments and businesses in the region. She said the rubber-modified asphalt would be especially good for state application.

Motion: Councilor DeJardin moved to recommend the full Council adopt Ordinance No. 89-303.

Councilor Ragsdale asked if Exhibit A was part of the ordinance. Ms. Seiberts said yes. Councilor Ragsdale said the ordinance should reference Exhibit A. He referred to language which would require contractors and subcontractors to purchase recycled waste top cover. He asked how inclusive the requirement was. Ms. Gorham said the requirement would apply to Metro-only contractors and subcontractors. He asked where language in Exhibit A stated that. Ms. Seiberts said Exhibit A, p. 1. He said Section 10 of the ordinance contained a requirement for contractors and subcontractors and Exhibit A had a recommendation, not a requirement. Ms. Seiberts said the ordinance was drafted as a guideline for state businesses and governmental agencies, but meant as a requirement for Metro's contractors. Councilor Ragsdale asked how Exhibit A required contractors and subcontractors to meet the requirements. Ms. Seiberts said requirements were contained in the Specifications section, but said p. 3 outlined the program. She said the overall procurement program would include development of specifications, promotion programs and procedures for estimating, certifying and verifying procedures for annual evaluation.

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Chair Hansen said contractors would probably do RFBs for specific projects. Chair Ragsdale said Exhibit A did not contain enough specifics for potential contractors and said the ordinance should include specific guidelines for Metro actions. Ms. Gorham said the ordinance was meant as a guideline for Metro. Councilor Ragsdale did not want to recommend the ordinance for Council adoption at this meeting. He approved ordinance intentions, but requested language as discussed above be made more specific.

Withdrawal of Motion: Councilor DeJardin withdrew his motion.

Motion to Defer: Councilor Ragsdale moved to defer consideration of Ordinance No. 89-303 to the October 3, 1989, Solid Waste Committee meeting.

Vote on Motion to Defer: Councilors Buchanan, DeJardin, Hansen, Ragsdale and Wyers voted aye. The vote was unanimous and the motion to defer passed.

4. Consideration of Ordinance No. 89-313, Amending Ordinance No. 89-294A, Adopting a Supplemental Budget, Revising the FY 1989-90 Budget and Appropriations Schedule and Increasing the Solid Waste Capital Fund and Solid Waste Debt Service Fund (Public Service)

Removed from agenda. Ordinance No. 89-313 was scheduled as a public hearing at this meeting. No persons in attendance indicated they wished to testify on the ordinance.

5. Workshop on St. Johns Landfill Closure Plan

Dennis O'Neil, Senior Solid Waste Planner, discussed the closure project schedule and closure costs. He said the Metro Council adopted Resolution 89-1124 August 8, 1989, which dedicated \$31.4 million to closure of the St. Johns Landfill, post-closure costs, and environmental mitigation as required by state statutes. He said staff submitted a draft closure plan at that time. Mr. O'Neil distributed at this meeting "Revised Closure and Financial Assurance Plan - St. Johns Landfill September 1989." He said after Metro Council adoption DEQ would hold a public hearing to respond to Metro's closure plan and the hearing would probably occur at the end of this year.

Mr. O'Neil said Metro would develop a scope of work with a consultant to create designs and specifications. He said in summer 1990, staff hoped to fill Subarea 4 and contour Subarea 1. He said in 1991, the final cover system would begin. Chair Hansen asked if work on Subarea 1 would be budgeted from the Closure Fund or Operations. Mr. O'Neil said he expected it would be budgeted from Operations because it was considered preparatory to closure.

Mr. O'Neil said 38 inches of rain fell on the landfill each year. He said staff's goal was to prevent as much water from entering solid waste as possible. He said staff would emphasize leachate generation control and prevent creation of leachate. He said prevention could be done by increasing slopes to a minimum of five percent because the landfill would begin to settle, tend to sink, and create a pond effect. He said grading and the proposed cover system would result in cleaner rainwater runoff which would assist in slough augmentation. Mr. O'Neil explained what the various layers of the landfill cover during and after closure would be comprised of. He said the result of the various layers would be that very little rain would go into the landfill. He discussed channels for water runoff.

Chair Hansen said surface water quality must be high. He asked if it would be difficult to maintain surface water quality 15 or 20 years from now. Mr. O'Neil said it would be less difficult because there would be little erosion and also sedimentation ponds. He said high quality could be maintained once rainwater was prevented from entering the landfill.

Councilor McFarland asked if leachate would lose its toxicity 20 years from this time. Mr. O'Neil said it was currently unknown how long it would take for the levels of pollutants in leachate to be reduced.

The Committee and Mr. O'Neil discussed the regulation of methane gas and methane gas collection methods. Mr. O'Neil said that landfill gas would be sucked out of the landfill and piped to one point to be burned. He said energy recovery facilities could be added if economically feasible. Mr. O'Neil discussed monitoring efforts. He said monitoring would be a major element of post-closure costs. He said the North Slough was cleaner than the Columbia Slough.

Mr. O'Neil discussed the Smith and Bybee Plan developed by the City of Portland. He said the plan had been revised because Metro consultants recommended Bybee Lake be held at its current elevation. The original plans directed that Bybee Lake elevation be allowed to rise and fall with the Sloughs. He said it might be necessary to augment the flow of Bybee Lake to prevent stagnation. He said the Slough itself was not very clean. He said water augmentation could come from wells. He said various parties would pay to clean the Lakes. He referred to wetland studies by the Port of Portland. He discussed Metro's possible purchase of some parts of the Lakes area and conversion into an enhancement area.

Councilor DeJardin asked if projected gas collection would be completely effective. He said once the landfill was covered, wildlife could migrate onto it. Mr. O'Neil said the active gas system was expected to collect all or nearly all landfill gas. He said wildlife currently used the landfill and would continue to do so. He said the Sloughs and wetlands acted as a moat to discourage unauthorized use by people. He said future uncontrolled access by people was a potential problem due to the risk of cover

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destruction by motorcycles or four wheel drive vehicles as well as other vandalism.

Mr. O'Neil discussed Chapter 3 of the "Revised Closure and Financial Plan." He said approximately \$26.7 million would be needed for closure until 1995 and \$7 million would be used for the 30 years following. He said final mitigation costs were as yet unknown.

Mr. O'Neil said the landfill closure offered excellent opportunities for recycling and research opportunities. He said the landfill had been thoroughly studied and was considered desirable for research. He said recycled waste could be used in research and noted a citizen had mentioned the use of lime on the landfill. He said testing would determine how feasible that would be.

Mr. O'Neil discussed the end use plan and said it must be compatible with the closure plan. He said slopes would not be compatible with some end uses. He noted that with over 110 gas wells there was the risk of vandalism. Mr. O'Neil recommended limitation of public access for the beginning years after closure. Councilor DeJardin asked if trees or shrubs would be planted. Mr. O'Neil said possibly small shrubs could be planted.

Mr. O'Neil said staff would begin negotiations for some modification of their lease agreement with the City. He said the reason for modification was because Metro hoped to begin closure before 1991.

Chair Hansen noted Metro had dedicated \$31 million to closure. He asked what resources the City of Portland might have dedicated. He discussed Metro's responsibilities for the landfill. He asked what resources the City of Portland had to dedicate to Landfill closure. Mr. O'Neil said the City's end use obligation totalled \$90,000 in 1986 and was now approximately \$5.5 million. The Committee and staff discussed end use planning further.

Chair Hansen expressed concern the closure plan proposed would not be compatible with proposed end use plans or compatible with the lease agreement with the City. He said the type of closure now planned was not what staff predicted before. He said he hoped the closure would reclaim the landfill as a park and the surrounding lakes. He said the upgrading of the area must be done carefully.

Chair Hansen adjourned the meeting at 7:11 p.m.

Respectfully submitted,



Paulette Allen
Committee Clerk
SWC89.262