

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

October 3, 1989

Council Chamber

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

Committee Members Absent: Mike Ragsdale

Other Councilors Present: Ruth McFarland and David Knowles

Also Present: Executive Officer Rena Cusma

Chair Hansen called the regular meeting to order at 5:40 p.m.

1. Consideration of Resolution No. 89-1145, Recognizing Recycling Achievements

Joan Saroka, Public Information Specialist, said five recycling recognition awards would be presented to Ed Druback (individual recycling award); Peace Mennonite Church/Red Barn Recycling (non-profit organization/school award); Fred Meyer, Inc. (non-recycling related business award); Far West Fibers, Inc. (recycling related business award); and Allen Hurst, Oregon State Highway Division (new project award).

Ms. Saroka noted previously three awards were presented per year. She said this year two additional categories were established for new projects and the business award had been divided into two awards; one for a non-recycling related business and one for a recycling related business. She said 29 nominations were received and reviewed. Ms. Saroka said selection committee members were Councilor Gary Hansen; Jerry Powell, Resource Recycling editor; and Charlotte Becker, Recycling Information Center Coordinator.

Motion: Councilor DeJardin moved to recommend the full Council adopt Resolution No. 89-1145.

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

2. General Staff Reports

- o Jack Gray Transport Contract
- o Metro East Station

Bob Martin, Director of Solid Waste, noted the Solid Waste Committee expressed concern at the September 19 meeting because the site proposed by Trans Industries (TI) to be the Metro East Station was outside the Jack Gray Transport (JGT) contract footprint to ship solid waste. Mr. Martin said he noted the site was outside the footprint of the transportation services contract at the August 22 Solid Waste Committee meeting. He said

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staff defined a basic footprint the previous year. He said because the transportation contract was chosen before the proposed transfer station site, staff had to assume that costs would vary. Mr. Martin said when staff recommended Metro negotiate with TI, staff calculated the additional transport services costs and found the increased cost would be \$.9 per ton. He said since that assessment, staff had done additional detailed analysis.

Mr. Martin displayed a map and said JGT contract language stated in the case of a locational adjustment, the rate based on time and mileage to a common point was recalculated. Mr. Martin said the common point staff used was the intersection of I-84 and Marine Drive. He said staff had also run a computer model with the known site. He compared routes. He reviewed the route JGT would take from Metro East which would follow I-84. He said that route was 41.86 miles round trip. He said the time necessary to drive that route was 50.78 minutes. Mr. Martin discussed other possible routes including the shortest distance route which he said was not the less time route and discussed the less time route.

Mr. Martin said the computer translated data to calculate what the unit price increase should be in the contract. He said the results from routes were negative which in the contract language meant no price reduction or price increase to Metro. He said the transportation analysis confirmed staff's conclusions about the three routes and any unforeseen costs. He said staff reviewed the results with JGT. He said staff had not received a definitive answer on the issues from JGT at this time. Mr. Martin said the TI contract would not affect the JGT contract financially. Mr. Martin noted one map printed in the transport services contract was outlined in black to show staff's assumption of where a transfer station might be located at the time. He said another map in the transfer station contract was a map for the entire east watershed.

Mr. Martin said additional negotiation sessions were held with TI and a contract had been signed for design work. He said two engineering firms were interviewed. He said staff was assembling all data available on Superfund issues and relevant information regarding contamination on adjacent properties.

Councilor McFarland said she had questions and would submit them to staff in writing. She asked if the Doane Lake site would cause problems for Metro because it had never received a permit. She understood the City of Portland was the regulatory agency at that time to issue a permit and they would not issue one for Doane Lake. She asked if Metro had analyzed costs to haulers hauling solid waste into Metro East Station. She asked if haulers' costs would represent increased costs. She asked how train traffic would affect car and truck traffic. She noted one train traveling in front of the site carried caustic soda and other toxic substances. She asked for further data on train travel and substances the railroad transported. Councilor McFarland asked about the American Steel building and said it was not built for the purpose intended for it now. She noted

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The building was built approximately 38 years ago. She asked how much it would cost to convert the building and to bring it up to current building codes. She asked if staff had received a Public Utilities Commission (PUC) report on transfer station(s) with regard to traffic crossings and patterns. Mr. Martin said staff would not receive permits from the PUC on traffic crossings. He said if crossings required permits, vendors were responsible for acquisition of permits in that case. Councilor McFarland said she would request a report from the PUC on crossings and traffic details because of TI's own traffic report on their site.

Councilor Buchanan noted the American Steel building was built in the 1950's and no landfill permits were needed or required until the 1960's.

Mr. Martin said he would research all questions asked. He said fills on the Doane Lake property dated back to the 1920's. He said staff knew the sequence of fills through the Roy F. Weston report. He said a great deal of fill was done before regulatory structures were in place. He said hauler costs would be a difficult analysis to do. He said with the composter facility sited on Columbia and the Metro East Station in place, staff would have the opportunity to split waste flows which would result in less total mileage for haulers than they incurred now to go to the St. Johns Landfill. He said answers to such an issue would be difficult because sectors and population required analysis to determine how much solid waste each sector generated. He said it would be necessary to do a gravity model calculation to determine total hauling distances. He said staff would do analysis, not just for the contract, but also to aid flow control. He said such an analysis was not easy to do and staff effort was concentrated on the Metro East Station contract and negotiations.

Councilor McFarland asked if regular garbage would be hauled to the composter facility. Mr. Martin said solid waste hauled to the composter would be primarily residential. He said Metro would direct some loads known to have high organic content. He said most loads would be regular route collection garbage directed to the facility. He said staff wanted haulers to go to the destination that best suited haulers in terms of travel time. He said flow control would fine tune routing.

Mr. Martin discussed train traffic. He noted rail, train and barge all hauled toxic materials. He said TI would need to resolve any unresolved transportation/PUC issues. He said the building had been built over stages and there would be a cost to refurbish the building. He said data identified in the preliminary TI proposal would be used as part of a bigger analysis for modification of the building. He said TI would need to obtain permits for modification and other related issues.

Councilor Wyers discussed traffic pattern flows and asked what bridge haulers would use to access facilities. She said North Portland residents had expressed concern about increased traffic on the St. Johns Bridge. She asked Mr. Martin what bridge haulers would be likely to use and staff's

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estimate of how much traffic would increase on the St. Johns Bridge. Mr. Martin said TI's proposal and traffic analysis covered transportation issues thoroughly. He said staff estimated use of the St. Johns Bridge would increase 20 percent due to facility use. He said haulers were more likely to find an arterial and access the highway for quicker travel time. He said use of the Fremont Bridge would increase. He said Washington County solid waste would probably come from I-405. He said increased usage on the St. Johns Bridge would not unduly congest bridge traffic or alter level of service. Councilor Wyers said North Portland residents were concerned about any traffic increase. Mr. Martin said neighbors in all jurisdictions were sensitive to traffic but said traffic engineering analysis showed numerically what increases would be compared to how much traffic facilities would absorb. He said traffic would be an issue with any transfer station location. Chair Hansen said he would be very willing to respond to North Portland constituent comments. He said the only response he had seen or heard on this issue was one letter to the editor in a newspaper.

The Committee and staff discussed JGT equipment purchases. Mr. Martin noted Councilor Wyers had asked if JGT had placed the tipper order. He said JGT had placed the order and staff had a copy of the order and also copies of orders for trailers, tractors, and other equipment necessary for JGT to perform the contract. Councilor Wyers asked if the tipper would be provided by Columbia Trailer. Jim Watkins, Engineering & Analysis Manager, said yes. Councilor Wyers asked if the tractors had been ordered from Summerview Truck Company in Gary, Indiana. Mr. Watkins said they were. Councilor Wyers asked if the contract required equipment to be purchased in Oregon. Mr. Watkins said contract language did not.

Councilor Wyers asked if Metro had a back-up plan. Mr. Martin said the JGT contract did not contain a back-up plan. He said JGT might have their own back-up alternatives but staff did know of them if there were and that JGT was not contractually obligated to inform Metro of any back-up plan. Councilor Wyers asked if Metro had an in-house back-up plan. Mr. Martin said both Metro and JGT had to fulfill contractual obligations. He said to-date, JGT had done their part. He said if the Council wished staff to provide a back-up plan staff would do so, but said staff efforts were concentrated on the JGT contract. He said if the Council directed staff to develop a back-up plan, staff resources would be diverted from other projects.

Executive Officer Cusma said the entire bidding process made a tacit assumption there was a back-up process. She said if Metro failed with one bidder, Metro would move to the next bidder. She said an alternative would require a major policy decision on the Council's part. She said staff could return with alternatives for debate about what those policy decisions should be, but said there was no way in which staff or Administration could move unilaterally away from the bid process the Metro Council had approved.

Councilor Wyers asked what compensation the contract provided JGT for time spent outside the footprint boundary. Mr. Martin said that would involve comparison of actual time and distance from the transfer station selected, from the determined common point with the previous distance. Councilor Wyers asked if the contract addressed the two common points discussed by staff at this meeting earlier. Mr. Martin said yes.

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 (Public Hearing)

Heidi Sieberts, Solid Waste Planner, discussed the ordinance and noted changes as requested by the Solid Waste Committee at the September 19 meeting had been made. She said staff changed three things. She said staff referenced Exhibit A in the ordinance itself. Staff specified how Metro contractors would employ purchasing preference and also identified Exhibit A as a guideline for business and governments instead of procurement guidelines alone. Ms. Sieberts explained other minor changes.

Acting Chair DeJardin opened the public hearing. No one appeared to testify and Acting Chair DeJardin closed the public hearing.

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

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

4. Consideration of Resolution No. 89-1153, St. Johns Landfill Closure Plan (Public Hearing)

Mr. Martin said Revised Closure and Financial Assurance Plan - St. Johns Landfill September 1989 had been circulated to all interested parties.

Dennis O'Neil, Senior Solid Waste Planner, discussed the Sweet-Edwards/EMCON report. He discussed public neighborhood meetings held. He discussed inflationary and interest rates. He said Metro would pay all post-closure costs. Mr. O'Neil said Metro objectives for proper landfill closure were control of leachate and sedimentation ponds and research opportunities. He noted closure plans were at the beginning stage and said staff hoped to keep the closure plan flexible.

The Committee and staff discussed the proposed roofing system and type of vegetation to be planted. Mr. Martin said the closure would tap rather than drain the landfill. He said there were many options. He said the landfill was sited in wetland which eliminated some technology options. Councilor McFarland asked if Metro would make the wetland the primary

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consideration in the closure process. Mr. Martin said it was important to remember the closure process would take place over a long period of time. Mr. Martin discussed closure stabilization and replanting. The Committee and staff discussed proposed grading.

Chair Hansen opened the public hearing.

William "Mikey" Jones, 8733 N. Tyndall Avenue, Portland, said the first closure plan proposed would cost \$5.3 million. He was pleased the closure plan before the Committee would cost \$31 million which he said was a more realistic estimate for closure costs involved. He asked Metro to assume an active role in the management of Smith and Bybee Lakes. He noted the City of Portland spent \$100,000 for a report on the lakes system and said it was useless because it did not address the closure process and how it would affect the lakes. He asked Metro to make a line item commitment to the wetland and lakes system. He said a comprehensive plan must be developed to address the wetland.

Chair Hansen asked Mr. Jones how much money would be necessary to manage Smith and Bybee Lakes. Mr. Jones said at least \$25,000 for computer modeling, one-way tide gates and other necessary items. He said Smith and Bybee Lakes constituted the largest urban lake in the world and should be rehabilitated.

Lee Poe, 3911 N. Attu, Portland, said she was chairman of the St. Johns Landfill Closure Committee. She said citizens who spent years on the closure plan were disappointed. She had read the closure document with disappointment. She said gates were not feasible and would be a waste of money and volunteer time. She said the document did not address soil protection. She said the document contained insubstantial data on air and the air shed. She said the document did not adequately address odor and said odor in the area was noxious. She expressed concern about methane gas odor. She said odor had destroyed the livability of North Portland.

Chair Hansen asked Mr. O'Neil to address issues raised by Ms. Poe. Mr. O'Neil referred to page II-31 of the closure document and discussed Metro's DEQ permit for the landfill closure. Chair Hansen asked if other odor in addition to gas odor was addressed. Mr. Martin said testimony given at this meeting was basically correct. He said staff addressed flares more than odor and were waiting for DEQ to address the issue. Ms. Poe said North Portland residents did not trust DEQ because it had not been strict with businesses which generated odor. She said homes in the area could not be sold and said crime was an issue for the area.

George Ward, 4941 S. W. 26th Drive, Portland, discussed the possible tapping of methane gas for energy purposes. He said he had previously worked for Union Carbide which had a large amount of lime on one of their properties which could be used to firm and stabilize landfill soil.

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Chair Hansen said there was a difference between administrative and policy bodies. Mr. Ward said he had approached staff with these options. Mr. Ward said he had submitted numerous questions to staff and received no response. Mr. Martin said staff did not disagree with Mr. Ward's suggestions, but said it was necessary to obtain a permit from DEQ for the options suggested by Mr. Ward. He said staff was also bound by the existing DEQ permit which required the use of clay. He said Metro would not own gas generated by the landfill. Mr. Martin said staff would cap the landfill to prevent as much leachate as possible. He said staff was amenable to new materials and/or new ideas. Chair Hansen said staff and Mr. Ward could meet and further exchange ideas on landfill closure.

The Committee and staff discussed the closure plan further. Mr. O'Neil explained the closure plan was an organically changing plan. Councilor McFarland said previous to this meeting she had planned to vote against the landfill closure plan. She said since legislative intent was stated at this meeting that the landfill closure plan was subject to change she would therefore vote aye on the closure plan when it was referred to the Metro Council for adoption.

Chair Hansen closed the public hearing.

Councilor Wyers asked what response had been received from the Friends of Smith and Bybee Lakes, if they had seen the closure plan, and what their response was. Councilor Wyers recommended the Committee defer consideration of the resolution further to give citizens additional time to respond to the closure plan.

Motion to Defer: Councilor Wyers moved to defer consideration of Resolution No. 89-1153 to the October 17 Solid Waste Committee meeting.

Vote on Motion to Defer: Councilors DeJardin, Hansen and Wyers voted aye. Councilors Buchanan and Ragsdale were absent. The vote was unanimous and the resolution was deferred.

5. Consideration of Resolution No. 89-1155, For the Purpose of Authorizing Issuance of Request for Bids for Photogrammetric Services at St. Johns Landfill

Mr. Watkins noted information on the landfill's remaining refuse capacity must be updated on a regular basis, and as the closure process drew closer, an increased amount of flyovers were necessary. He said the current contract provided for two flyovers per year.

Motion: Councilor DeJardin moved to recommend the full Council adopt Resolution No. 89-1155.

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

Chair Hansen adjourned the meeting at 8:15 p.m.

Respectfully submitted,



Paulette Allen
Committee Clerk
SWC89.276