



RIEDEL WASTE
DISPOSAL SYSTEMS, INC.

WASTECH^{DC}

September 16, 1988

Rena Cusma, Executive Officer
Metropolitan Service District
2000 SW First
Portland, OR 97201-5398

Dear Ms. Cusma:

Our firms are pleased to submit this joint application for exclusive franchises to build, own and operate the Metro East Transfer and Recycling Center.

We believe there are substantial public benefits in our proposal to place the ETRC on three sites owned by Riedel and Wastech which are either committed or permitted to process solid waste. Our proposal explains these economic, environmental, and operational advantages. If we receive the franchise by January, 1989, we assure Metro that we will have the principal portion of the transfer station and recycling center operational by January 1990, when the Arlington landfill opens.

Contained in the enclosed package is a description of our overall concept as well as detailed franchise applications for each of the three sites.

We look forward to meeting with you, your staff and members of the Metro Council to explain our approach and answer any questions you may have. Thank you for your consideration of this proposal.

Sincerely,

ORIGINAL SIGNED BY
GARY LORD

Gary Lord
Vice President
Riedel Waste Disposal
Systems, Inc.

ORIGINAL SIGNED BY
MERLE IRVINE

Merle Irvine
Executive Vice President
Wastech, Inc.

8816RCLT
AC:ad



RIEDEL WASTE
DISPOSAL SYSTEMS, INC.

WASTECH

October 26, 1988

Ms. Rena Cusma
Executive Officer
Metropolitan Service
District
2000 SW First Avenue
Portland, OR 97201

Re: ETRC Franchise Applications

Dear Ms. Cusma:

On September 30, 1988, Wastech and Riedel submitted joint exclusive franchise applications for your review and consideration. In order to expedite the processing of our applications, this letter provides supplemental information which is necessary to complete the applications pursuant to ordinance requirements.

First, in accordance with Metro Code Section 5.01.060, a franchise applicant is requested to submit proof that it can obtain public liability insurance and a corporate surety bond. Our application included proof of our ability to obtain liability insurance. The proof of our ability to obtain the necessary corporate surety bond is enclosed. Attached is a letter from Corroon and Black which documents Riedel's ability to obtain a corporate surety bond. Because Wastech presently has two bonds filed with Metro, one for the OPRC facility, and one for its operation of the CTRC facility, we request that reference be made to those existing corporate surety bonds as proof of Wastech's ability to obtain bonding. Upon issuance of an order granting the franchises, both Wastech and Riedel will, in accordance with Section 5.01.070(e)(2), obtain and file the necessary bonds with Metro.

4611 N. Channel Ave.,
Portland, Oregon 97217

A Subsidiary of RIEDEL ENVIRONMENTAL TECHNOLOGIES, INC.

WASTECH INC. 701 N. Hunt Street,
Portland, Oregon 97217 503/285-5261

Mr. Rena Cusma
October 26, 1988
Page 2

Secondly, Metro's franchise application form requested all data and correspondence which was submitted to DEQ by the applicant as a part of the DEQ permitting process. All data and correspondence was submitted to Metro with respect to the KFD and OPRC applications. Because Riedel previously submitted all such data to Metro as a part of the negotiations for the Memorandum of Understanding for the Mass Composting Project, only a portion of the DEQ materials were submitted as a part of the Riedel compost facility franchise application. We request that our franchise application for the compost facility be supplemented by those DEQ materials previously submitted to Metro. In the event that you would like Riedel to resubmit the DEQ application materials and correspondence, we would be pleased to do so at your request.

Finally, as a part of our joint application, Riedel and Wastech requested that a variance be granted to the application form request for a proposed rate structure. We made that request because the solicitation process for the ETRC facilities is presently undecided. Because that process may incorporate a competitive process, the submission at this time of our proposed rate structure would be inappropriate. For similar reasons, Riedel and Wastech did not supply specific information in its applications regarding the replacement schedule, value and age of equipment, and equipment make and model. Please note that the franchise applications included an inventory and description of all equipment which is intended to be used at each site. However, because the ETRC solicitation process is a matter outside of our control and as yet remains undefined, the submission of equipment value and replacement information, etc. would presently be inappropriate. For that reason, a variance to that application form request is likewise requested. At such time as Metro approves of our franchise applications and enters into negotiations, Wastech and Riedel will submit this information as necessary to finalize approval of our franchise applications.

We look forward to meeting with you and your staff during the course of your review and consideration of our applications. By filing this supplemental data, we believe that the franchise applications are complete for processing pursuant to Metro ordinance requirements. Please advise us if our understanding is incorrect. Also, do not hesitate to contact either of us if we may respond to any questions.

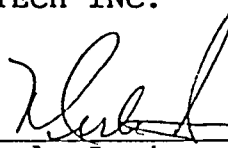
Mr. Rena Cusma
October 26, 1988
Page 3

Thank you for your consideration.

Very truly yours,

WASTECH INC.

By


Merle Irvine

Executive Vice President

RIEDEL WASTE DISPOSAL SYSTEMS, INC.

By


Gary Lord

Vice President

MI/GL/jrp
cc: Mr. Daniel B. Cooper
01.NC.054



METRO

2000 SW First Avenue
Portland, OR 97201-5398
(503) 221-1646
Fax 241-7417

les 6.2

RECEIVED
NOV 25 1988

November 14, 1988

OREGON PROCESSING
AND RECOVERY CENTER

Gary Lord
Riedel Waste Disposal Systems, Inc.
4611 N. Channel Avenue
Portland, OR 97217

Merle Irvine
Wastech, Inc.
701 N. Hunt Street
Portland, OR 97217

Executive Officer
Rena Cusma

Metro Council

Mike Ragsdale
Presiding Officer
District 1

Corky Kirkpatrick
Deputy Presiding
Officer
District 4

Richard Waker
District 2

Jim Gardner
District 3

Tom DeJardin
District 5

George Van Bergen
District 6

Sharron Kelley
District 7

Elsa Coleman
District 8

Tanya Collier
District 9

Larry Cooper
District 10

David Knowles
District 11

Gary Hansen
District 12

Re: Riedel Waste Systems, Inc./Wastech, Inc. Franchise
Application

Dear Gary and Merle:

We have done a preliminary review of your proposal with regard to your joint application dated September 30, 1988 submitted with your cover letter dated September 16, 1988.

We are pleased to see an innovative and creative proposal to address the waste transfer and recycling needs for the Metro region into the future after the closure of the St. Johns Landfill. Your keen interest in the project and professional approach are greatly appreciated.

I am sure that you are aware that the Metro Council has adopted Resolution No. 88-1009 with regard to establishing a competitive process by which to procure private proposals to meet transfer and recycling needs after the St. Johns Landfill closure. In addition, the Metro Council, in the same resolution, has established a procurement process by which the Council will obtain consulting services to analyze the options of a publicly owned facility vs. a privately owned and operated facility. A copy of the resolution is attached to this letter for your reference.

Given the expressed intent of the Council and the directives given to the Solid Waste Department in conformity with that intent, my recommendation to the Executive Officer is that the Executive Officer recommend denial of your application pursuant to Section 5.01.070 of

Gary Lord
Merle Irvine
November 14, 1988
Page Two

the Metro Code. In so doing, I do not express an opinion as to the merits of your proposal and I encourage you to become an active participant in the proposal process that will be occurring in the near future to meet Metro's needs for an East Transfer and Recycling Center.

Very truly yours,

A handwritten signature in black ink, appearing to read "Bob Martin", with a long horizontal flourish extending to the right.

Bob Martin
Solid Waste Director

RM:mk

Attachment

cc: Rena Cusma, Executive Officer
Dan Cooper, General Counsel

COUNCIL SOLID WASTE COMMITTEE PARTIAL TRANSCRIPT

September 18, 1990

Agenda Item No. 6: Discussion and Update on Technical Analysis of the Washington County Solid Waste System

Judy Wyers: Yeah, why don't you present us a shortened version of it and then we'll launch into questions.

Rich Carson: The technical information in your agenda packet covers eight main items. It shows the preliminary cost estimates for transportation to material recovery facilities, the preliminary unit haul cost for collection, assumptions for conducting the analysis of potential financing options; the description of the facility cost model that the consultants will be using to cost out various systems for the county; analysis of the OISRCC to tell us why OISRCC has material recovery potential for Washington County; an analysis of the feasibility of transporting waste in Washington County to Metro East; information requested by Washington County haulers to...; and a letter from myself to Shirley Hoffman on the Hillsboro reload facility and the status of that.

The Washington County Steering Committee (WCSC) has reviewed all this information on September 10. They have not made any decisions. Basically, they have a great little staff to do the technical work to get on with it before making any final decisions recommendations...Further analysis on two issues. First on reloads...Facilities and their role, what role they have in the system, and second on self-haul in terms of the question do all transfer stations need to provide self-haul service. That's pretty much all I have. Terry Moore is available from ECO Northwest (ECO/NW) for...questions on the analysis.

Tanya Collier: Thank you Madame Chair. Rich, where are we on the issues that have been raised by the majority of the Council that we consider the policy issues. Are we still in the vertical integration, the public/private, the you know list...Are we still in the mode, this information goes into helping these decisions?

Rich Carson: Yes.

Tanya Collier: Okay, and how far are we in that process?

Rich Carson: We have worked with Council staff in addressing some of the questions that were raised in the concept plan in terms of how the RSWMP addresses that. We will be putting together some issue papers for the workshop for the Council and the Steering Committee and send that out prior to that meeting to address those issues.

Tanya Collier: Are there, these preliminary results in where ECO is, let me back up a minute. I really appreciate the information I have gotten. All of the minutes and everything and Commissioner Lawrence wants me to go to lunch and talk about the policy part before we get to it and I'm willing to do that. What I don't want to do is repeat this every time. But how much of this information, how much more information do we need from this to get to the policy issues? When do we need to be flagged on those issues that we know are of concern?

Becky Crockett: Terry Moore is trying to set October 10 as a date to have some preliminary, this preliminary draft information ready, which would be the complete technical analysis. At that point in time, what we'll do here at Metro working with Council staff is take that information and incorporate that information into the policy discussion papers, and have those ready to send to the Council Solid Waste Committee and the Steering Committee at meetings prior to the workshop. So that's kind of the time frame we're on. We need Terry to finish his technical work really before we construct those policy papers and put the questions forward.

Tanya Collier: The policy papers, the draft policy papers, that we...

Rich Carson: I think it's worth...to state that the policy papers in many cases define the issue and provide information on the issue, but they're not resolving public versus private. The answer comes from the Council. Vertical integration, the procurement process, the answer comes from the Council. We'll find the issue as best we can at the workshop so the folks can discuss the issues, but you know in some cases we can provide information, but the decision on the policy is the Council's decision.

Judy Wyers: Rich, maybe also Councilor Collier, you're talking about a list of policy issues. Do we have that list? Is that defined for us?

Tanya Collier: The issues were primarily to find when Commissioner Lawrence made his presentation on the concept papers...we accepted the concept papers as received, but not as the great correct. Those are the issues I am talking about. I think they have them all written, they were passed out, I think Karla has something to say.

Karla Forsythe: Madame Chair. The issues were outlined in a paper that was passed out and discussed at the retreat and

Planning staff has a copy of that available. And there are further issues that weren't addressed in those papers but listed in the Washington County Concept Plan. My intention is to be getting to you some analysis similar to what you saw on those issues we discussed at the retreat on those remaining issues and that will supplement what Planning staff is going to be providing.

Judy Wyers: Are those issues going to the Steering Committee? Do we know what they are?

Rich Carson: The Steering Committee basically working with Washington County staff and Metro staff, initially defined the issues in the Concept Plan listed here and since then they have been relooked at and Karla has also looked at them and they were brought before you at the retreat, and they will be defined even further before the workshop. They're fairly well, for the most part, we know what they are and what the questions are.

Judy Wyers: I missed that one meeting and Councilor Collier was there so that's fine and...Councilor Saucy.

David Saucy: I know at this stage's been going on for some time and perhaps I'm ignorant of just what's going to happen, but we've had reams of material and the process of studying and studying and studying some more, and I wonder where we're going to get when we get to this. You say we'll have some policies to decide, but is that any closer to getting a transfer site if that's what we want. It's my understanding that St. Johns Landfill will be closed, we'll have the agreement with the people at Arlington that we have to meet 90 percent of our waste is going there. So it seems to me that even though the haulers don't want to haul it down the hill, that they're going to be hauling it into Metro East and if we were to start today with siting a transfer station somewhere in the west it could be probably two years or more before it would be functional. It just seems to me like we're going and going and going and getting nowhere. Is this, are we going to arrive at a point where Washington County will say yes we're going along with you, that we will agree to a site, we will support this. Where are we getting this?

Rich Carson: Well hopefully, I would like to bring most of this to a close by the end of the calendar year. What I propose to do is that we do the work on the technical analysis. That we hold the workshop between the Council and the Steering Committee, at this point, we propose on the 20th. What I would like to see come out of that would be basically, at least by the end of the

year, that the Council by resolution could adopt a set of principles that basically says this is our position in terms of what the Washington County system will look like. Given that, the staff will then complete the Plan chapter, technical analysis, and then get on with the procurement process. We hope that by the end of the year the schedule we're working on now, the Council could come to that set of conclusions and say this, we have worked with Washington County on this issue and this is where we are and this how we're going to go forward. Given that specific direction from the Council to get on with the work.

David Saucy: Yes, I may be missing a point here, but are we re-inventing the wheel? Is Washington County that different from any area that we have two stations now, the transfer stations and I'm sure we've learned from both of them. This isn't the first time a transfer station's ever been built. It seems to me, seems to be the siting issue that seems to be the principle problem.

Tanya Collier: Rich, let me save you from this, okay? Councilor Saucy, I'm not chuckling at you because I mean you are asking really obvious questions and the toughest and whatever. When I got on this Council in July 10, 1986, I think it was that second week that we were voting on 209th/TV Highway. At that point was such a brouhaha in Washington County, someone out there correct me if I'm wrong, and it was such a political nightmare and wrapped up with the things of Clackamas County who said it's not fair we have to have one. Backed up because we couldn't get one sited there, frankly, and we went through a functional planning process and sat down at the table with Washington County and said "Look, how can we do this to make you partners in this decision?" And because of that backing up, it seems to be a better approach so far, but nevertheless, that is the reason for the delay and that's sort of the history on the issue. And people were dealing with siting there way before I came on the Council. I don't when that first site was dealt with, Rich, do you? Ten years ago?

Rich Carson: Councilor, some of us feel like ghosts in this whole thing. When the 209th site was sited, I was working for the state representative governor, and my crime in this, I'm serving my sentence here for doing that.

Judy Wyers: But I think though, that the point still remains, and that is that Councilor Saucy is asking are we going to be able to site a transfer station out there and what are the hoops that we have to truly go through. Not just gathering all the information and getting all the parties on board. Councilor Collier.

Tanya Collier: One of the things that was guaranteed us in this functional plan process and I don't know if it was by intergovernmental handshake or what, but that we would go through this and we would attempt to do this but Washington County was responsible for adjusting zones et cetera, so that we're not going to be fighting with the land use part of the issue any further. Is that correct?

Rich Carson: Yes Councilor. Part of the agreement was that the Solid Waste Management Plan now says that all jurisdictions have to provide zoning for solid waste facilities, either permit or conditional, but they have to have clear and objective standards which is a term of ours that says basically you can't say the facility has to be harmonious with the neighborhood. You have to be very clear about what it is you're requiring. We are finishing a model zoning ordinance we'll have completed by the end of the year that people work with all jurisdictions in the region to implement. What they implement is up to them. We've provided the model ordinance to give them some good ideas about how to implement.

David Saucy: Do we have the authority to demand that? To make that a reality?

Rich Carson: Yes.

David Saucy: I hope our contract with Washington County hasn't expired, but you know it's gone on so long. I've been to two county meetings and I'm sure they're very well-intentioned and there's a lot of information provided. But there's 15 or 20 people that are spending an afternoon or more in preparation for this, and it just seems to me that there's an overabundance of effort that just spinning our wheels and we're not getting at the root of the issue. And that's a personal opinion, but I sure feel it.

Judy Wyers: Just a couple of items then, unless there's further discussion, are we going to have the workshop on the October 20th?

Rich Carson: Karla's going to poll the Council to find out what would be the best date so we can get the most Councilors there. I think we were talking about October 20th, November 3rd, and I don't have the results of that yet, but I'm going to make sure we can get as many people there as possible.

Judy Wyers: Well, I think it's imperative that Councilors come and certainly Councilor Saucy, I think it's going to be

absolutely imperative that we have you there. I asked Karla to poll the Councilors because I was concerned that many of them are sort of oblivious to this issue, no matter how much paperwork we've given them. They know it's out there but they're not quite ready to devote a whole Saturday to it. So I just want this Committee to know that we're polling and that we may be considering a different date. I know it's darn hard to get everybody together for our own retreats and so we're going to need to have some...Councilor Collier.

Tanya Collier: Councilor Wyers. I thought that was given to us as the date. Karla.

Karla Forsythe: Madame Chair. At the time of the retreat I think we were all thinking that was the date, but since then it seems that there needs to be more time to complete the technical analysis. If the meeting is, if the workshop is held on October 20, my understanding is there will be technical analysis to a certain level. One advantage of waiting till November 3rd is that there will be more technical analysis available. We have been polling other Council members. I don't have the complete results. My understanding is most people don't have a preference.

David Saucy: I have a special reason, I have a conflict on November 3rd, I'll be out of state.

Tanya Collier: Also, I'll say it was announced as October 20th and after going through the process of trying to set the Council retreats, changing dates is we'll be setting it next spring.

Judy Wyers: Yes, and I feel the same way. I think we've had the 20th out there as a date and I think that even though we don't have every ounce of technical analysis that we do have enough to be able to proceed certainly to have a full discussion of Council issues. And so, you've heard some opinions here tonight Karla, I hope you'll help us out with that.

The other thing we want to ask is does the City Council in Sherwood deferring a non-incinerator referral to the committee, to the people, to the citizens out in Sherwood, have anything to do with our possibility of being able to site a transfer station there?

Rich Carson: Madame Chair. Legally, politically?

COUNCIL SOLID WASTE COMMITTEE
Partial Transcript
September 18, 1990
Page 7

Judy Wyers: Legally. Does it just, I haven't read the language that's in the ballot measure that they have referred to their citizens.

Rich Carson: I'm not sure. As I understand it, it refers specifically to an incinerator, not a solid waste facility.

Judy Wyers: I think it does, but I think it needs to be checked.

Rich Carson: Yes, I agree.

Judy Wyers: Councilor Collier? Further comments? If not, that's a good report, I think we boiled it down pretty well here thanks to Councilor Saucy. Let's go on to the next item then.

END OF TRANSCRIPT

/pa

SWCTRAN.918



METRO

2000 SW First Avenue
Portland, OR 97201-5398
(503) 221-1646
Fax 241-7417

September 28, 1990

Rich Carson
Director of Planning & Development
Metro
2000 S.W. First
Portland, OR 97201

Dear Mr. Carson:

It is my understanding that you and your staff are working with Council staff and Washington County consultants to establish the format for the October 20 Council workshop with Washington County officials. I want to make certain that the workshop will focus on policy issues.

As you know, under Policy 16.0 of the Regional Solid Waste Management Plan, the Council's role is to determine whether the local government solution outlined in the Washington County concept plan is compatible with and achieves the objectives of the overall solid waste system. In making this determination, the Council will ask whether the Washington County approach is regionally balanced, cost effective, technologically feasible, environmentally sound, and publicly acceptable, when viewed as part of the regional solid waste system.

Several approaches favored by Washington County differ significantly from previous Metro approaches in designing parts of the regional system. The Council recognizes that the Plan does not require a particular approach, and that the Plan does not prohibit any of the proposed approaches. But sound public policy requires more: a local government solution must foster the underlying goals of the Plan. The Council believes that previous Metro approaches were selected because they promoted these goals; the Washington County portion of the system should be considered from the same perspective.

This does not preclude alternative approaches in Washington County. It simply means that the Council must determine that these approaches achieve fundamental Plan goals.

For this reason, I request that you structure the workshop format around these goals. For those areas in which Washington County has made a specific recommendation (such as ownership and vertical integration), we want to hear from Washington County the rationale behind this recommendation, and how the recommendation

Executive Officer
Rena Cusma

Metro Council
Tanya Collier
Presiding Officer
District 9

Gary Hansen
Deputy Presiding
Officer
District 12

David Saucy
District 1

Lawrence Bauer
District 2

Jim Gardner
District 3

Richard Devlin
District 4

Tom DeJardin
District 5

George Van Bergen
District 6

Ruth McFarland
District 7

Judy Wyers
District 8

Roger Buchanan
District 10

David Knowles
District 11

RICH CARSON
September 28, 1990
Page 2

meets the goals. For those areas in which the Concept Plan outlines options rather than making a specific recommendation, the discussion likewise should be focused in terms of the goals. We would appreciate a summarized presentation of any relevant technical information which can assist us in this effort, again in terms of the five basic goals.

This format will give Washington County the opportunity to fully explain the basis for its recommendations. To the extent that the discussion concludes with divergent views, this format will have placed the discussion in a larger policy context.

Please continue to coordinate with Council staff in developing the workshop along these lines.

Sincerely,



Tanya Collier
Presiding Officer

TC:KF:pa
K1:WACOWKSP

cc: Rena Cusma
Metro Council
Steve Larrance
Council Staff
Mike McKeever



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503-221-1646

Memorandum

DATE: October 1, 1990

TO: Karla Forsythe

FROM: *pac* Richard Carson

SUB: Regional Solid Waste Management Plan Requirements

The Presiding Officer's letter to me (9-28-90) points out the importance of testing the Washington County Concept Plan recommendations for consistency with the Regional Solid Waste Management Plan. I concur that Metro must include such plan consistency statements about the local government solutions.

However, it is important to make one clarification. Policy 16.0 states that *"the implementation of the solid waste management plan shall give priority to solutions developed at the local level that are consistent with all plan policies"*. The policy clearly states that the important considerations are the "solutions" which to date are embodied in the Washington County Concept Plan and the "policies" which are detailed in the Regional Solid Waste Management Plan.

The plan requirement is for the Metro Council to make findings of consistency about the local government solutions with regard to the "plan policies", not with the plan's goal statement.

An important legal precursor to siting these solid waste facilities is amending the plan. Amending the plan under Oregon's land use planning system requires making "findings of fact" which become part of the record that supports the legislative action (i.e., adopting of the plan chapter). For this reason Metro must make the findings of consistency exactly as directed by the plan policy.

I recommend that in order to achieve plan consistency that each "solution" proposed in the Washington County Concept Plan be addressed through a Metro plan "policy" consistency statement. This allows us to avoid making individual consistency statements with each of the 18 policy and 27 sub-policy statements in the plan.

cc: Rena Cusma
Dan Cooper
Don Carlson
Becky Crockett
Council Solid Waste Committee



METRO

2000 SW First Avenue
Portland, OR 97201-5398
(503) 221-1646
Fax 241-7417

September 28, 1990

Rich Carson
Director of Planning & Development
Metro
2000 S.W. First
Portland, OR 97201

Dear Mr. Carson:

It is my understanding that you and your staff are working with Council staff and Washington County consultants to establish the format for the October 20 Council workshop with Washington County officials. I want to make certain that the workshop will focus on policy issues.

As you know, under Policy 16.0 of the Regional Solid Waste Management Plan, the Council's role is to determine whether the local government solution outlined in the Washington County concept plan is compatible with and achieves the objectives of the overall solid waste system. In making this determination, the Council will ask whether the Washington County approach is regionally balanced, cost effective, technologically feasible, environmentally sound, and publicly acceptable, when viewed as part of the regional solid waste system.

Several approaches favored by Washington County differ significantly from previous Metro approaches in designing parts of the regional system. The Council recognizes that the Plan does not require a particular approach, and that the Plan does not prohibit any of the proposed approaches. But sound public policy requires more: a local government solution must foster the underlying goals of the Plan. The Council believes that previous Metro approaches were selected because they promoted these goals; the Washington County portion of the system should be considered from the same perspective.

This does not preclude alternative approaches in Washington County. It simply means that the Council must determine that these approaches achieve fundamental Plan goals.

For this reason, I request that you structure the workshop format around these goals. For those areas in which Washington County has made a specific recommendation (such as ownership and vertical integration), we want to hear from Washington County the rationale behind this recommendation, and how the recommendation

Executive Officer
Rena Cusma

Metro Council

Tanya Collier
Presiding Officer
District 9

Gary Hansen
Deputy Presiding
Officer
District 12

David Saucy
District 1

Lawrence Bauer
District 2

Jim Gardner
District 3

Richard Devlin
District 4

Tom DeJardin
District 5

George Van Bergen
District 6

Ruth McFarland
District 7

Judy Wyers
District 8

Roger Buchanan
District 10

David Knowles
District 11

RICH CARSON
September 28, 1990
Page 2

meets the goals. For those areas in which the Concept Plan outlines options rather than making a specific recommendation, the discussion likewise should be focused in terms of the goals. We would appreciate a summarized presentation of any relevant technical information which can assist us in this effort, again in terms of the five basic goals.

This format will give Washington County the opportunity to fully explain the basis for its recommendations. To the extent that the discussion concludes with divergent views, this format will, have placed the discussion in a larger policy context.

Please continue to coordinate with Council staff in developing the workshop along these lines.

Sincerely,



Tanya Collier
Presiding Officer

TC:KF:pa
Kl:WACOWKSP

cc: Rena Cusma
Metro Council
Steve Larrance
Council Staff
Mike McKeever

TANYA Y

ZIL Y

RICHARD Y

DEZARDIN

UAN BETOBAN - AB

KNOWLES

BUCHANAN

WYER

Y

McFARLAND Y

HANSEN -

BAUER -

SAUCY -



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

TO: Don Carlson

FROM: Karla Forsythe *KLF*

DATE: October 10, 1990

RE: BOB MARTIN'S VIEWS ABOUT REGIONAL REQUIREMENTS FOR THE
PROPOSED TRANSFER STATION(S) IN WASHINGTON COUNTY

Over lunch today, you asked Bob to outline the factors he believes are important from Metro's perspective as the regional system provider. He said that:

1. Station operations and design must be compatible with Metro's waste transport contract with Jack Grey. This means there must be a compactor. This requirement impacts system size and cost.
2. The system must be redundant: either two compactors at one station, or one compactor apiece at two stations.
3. The system must provide service both to commercial haulers and to the public, although not necessarily at the same location.
4. There must be some degree of post collection recovery; avoided cost most likely would continue to be the incentive.
5. If the system preferred by Washington County costs considerably more than other components of the regional system, the County must find a way to pay for it. Other parts of the system will not subsidize Washington County (note that in an earlier conversation, Bob indicated to me that he did not know how to define "considerably more," and also that if the cost was only somewhat higher, it could be averaged out).
6. If this component is privately financed, Metro's credit cannot be used as backing.
7. If Washington County wants to use a non-competitive procurement process, it must demonstrate how this can be accomplished within potential legal constraints.

In my previous conversation with him, he also made the following points:

8. There can be no flow guarantees. The service area concept, however, will work.

DON CARLSON
October 10, 1990
Page 2

9. The system must be able to handle anticipated tonnage, and provide a 20-year solution.

10. The vertical integration policy was aimed at Waste Management.

11. It is important to provide a facility soon. Until then, all that can be accomplished at Metro South is keeping up with the flow; good recovery efforts are not possible until Washington County comes on line. Metro South is functioning to capacity, and is close to violating the conditional use permit; 100,000 tons need to be diverted. The facility physically cannot handle more waste; overtime charges are running up.

KF:pa
K1:BOBM

DRAFT

DATE: October 12, 1990
TO: Daniel B. Cooper, General Counsel
FROM: Donald E. Carlson, Council Administrator
RE: REGIONAL SOLID WASTE PLAN REQUIREMENTS

Please find attached a copy of a memo from Rich Carson which provides an opinion on how the Council must consider the issues raised in the Washington County Concept Plan. I am a bit concerned about the manner in which this memo appears to answer a fundamental question: What criteria should Council consider in determining whether a local solution is "consistent" with the Regional Solid Waste Management Plan? Mr. Carson seems to be saying that a local solution is "consistent" as long as the Regional Solid Waste Management Plan does not expressly contradict the proposed solution. In my view, such an approach would undermine Metro's role as the responsible provider of the regional solid waste system.

As Presiding Officer Collier indicates, determining how a local solution fits with one of the eighteen "policies" is only part of the review process. I concur with her view that the Council also must consider whether there has been an affirmative showing that the broad criteria stated in the overall "goal" have been met.

MEMORANDUM
October 12, 1990
Page 2

My understanding of the plan is that it contains a goal statement, several objectives and a set of policies. All of which serve as a framework for implementing decisions by the Council. The introductory comments to the goals and objectives section supports this view as follows:

"...The goal, objectives and policies are not mutually exclusive. That is, any decision regarding solid waste will need to be made with review of all applicable provisions of this policy chapter, as well as all applicable provisions of this plan."

Ordinance No. 8-266B, Section 2(a) provides guidance about priorities between the elements of the plan as follows:

"a. The Solid Waste Management Plan contains several sections of priority for implementation. The following list of priorities in the plan demonstrate which plan provisions take precedence over others where inconsistencies in the plan elements may arise:

(1) Goal

(2) Objectives

- (3) Policies
- (4) Chapters (including waste management, solid waste system implementation, and planning process sections)
- (5) Annual unified work programs..."

In light of Mr. Carson's memo, I would appreciate your advise on the following questions:

A. When the Council considers an amendment to the plan to incorporate provisions for a facility or facilities to serve the west waste shed can it measure the amendment against the goal statement in the plan as well as the objectives and policies? In other words, is not the Council responsible to find that the amendment will provide for a facility or facilities which are:

- 1. Regionally balanced;
- 2. Cost effective;

3. Technologically feasible;
4. Environmentally sound; and
5. Publicly acceptable?

B. As a procedural matter, what is it that the Council will adopt as it pertains to a "local solution"?

1. Is the Washington County Concept Plan a "local solution" which must be considered as a proposal by the Council? If so, is the Council required to prepare findings which indicate whether or not the Concept Plan, or any portion, are consistent or inconsistent with the Regional Solid Waste Management Plan?
2. On the other hand, is the Council going to adopt a chapter to the Regional Solid Waste Management Plan which provides for a facility or facilities in the west waste shed and is it using the concepts in the Washington

MEMORANDUM
October 12, 1990
Page 5

County Concept Plan as ideas to be included in the Chapter? If so, then is it the responsibility of the Council to find that the new chapter is consistent with the goals, objectives and policies of the Regional Solid Waste Management Plan?

DEC:aeb

Attachment

A:1002

October 15, 1990 Draft

WASHINGTON COUNTY TRANSFER STATION/MATERIAL RECOVERY FACILITIES PLAN

1. TONNAGE PROJECTED TO BE HANDLED AT TRANSFER/MATERIAL RECOVERY STATIONS

YEAR	APPROX. TONS
1993	200,000
2003	300,000
2013	400,000

2. PROPOSED WASHINGTON COUNTY FACILITIES

LOCATION	YEAR OPENED	TONS IN 1993*	TONS IN 2003*	TONS IN 2013*
FOREST GROVE	1993	80,000	120,000	120,000
WILSONVILLE	1993	120,000	180,000	180,000
HILLSBORO*	2003			100,000
TOTAL TONS		200,000	300,000	400,000

3. CHARACTERISTICS OF FACILITIES

	FOREST GROVE	WILSONVILLE	HILLSBORO
OWNERSHIP	Private	Private	Public
OPERATION	Private	Private	Private
COMPACTOR	??	Yes	Yes
RES. MAT'L REC.	??	Yes	Yes
COMM. MAT'L REC.	Yes	Yes	Yes

4. *NOTES AND OTHER ISSUES

- All facilities, tonnages are approximate, to be fine-tuned with analysis
- Hillsboro site to be purchased by Metro now.
- Appropriate use for Hillsboro site (transfer station, composter, etc.) to be determined later
- Need to decide whether Forest Grove only continues as site for Riverbend or ships waste to Arlington.
- Wilsonville to be constructed to expand as needed
- This plan makes it possible to adapt 3rd facility to realities in the year 2003, while guaranteeing a site for a station now. Also preserve possibility of not building a 3rd facility if it is not needed (see low waste growth forecast)
- High grade facility, if needed, in Beaverton area



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

DATE: October 29, 1990

TO: Washington County Steering Committee

FROM: Tanya Collier, Presiding Officer TC
Tom DeJardin, Solid Waste Committee Chair TDJ

SUBJ: Next steps for developing solid waste facilities in Washington County

On behalf of our colleagues on the Metro Council, we want to thank you for spending your Saturday with us to help us understand the key features and rationale for the Steering Committee's proposal for solid waste facilities in Washington County. A great deal of useful information was presented. Council members really appreciate your hard work in thoughtfully deliberating about these issues. Now it is the Council's turn to give careful consideration to your recommendations, and to reach a decision. The purpose of this memorandum is to fully apprise Steering Committee members of the Council's proposed approach, by outlining the anticipated procedure step-by-step.

On October 23, the two of us along with Councilors Judy Wyers and Jim Gardner met informally with Metro Planning and Development and Solid Waste Department staff to discuss the next steps for the Metro Council in developing solid waste facilities in Washington County. As a result of the discussion, we plan to introduce a resolution for consideration by the Council Solid Waste Committee at its November 6, 1990 meeting, and by the Council at its November 29, 1990 meeting. The resolution will outline the process which the Council will follow in order to reach a decision, and will also reference the adoption of appropriate zoning by local governments, with both processes to be completed by July 1, 1991 so that procurement can begin at that time.

The proposed resolution will contain the following provisions:

1. So that further discussion can be based on as much hard data as possible, Metro staff and consultants will complete the technical analysis, as outlined in the attached list prepared by Planning and Development staff. The analysis will complete tasks identified in the ECO contract, and will also address information requested at the Saturday workshop, including system options for a single transfer station, composting. The analysis is to be completed by November 30, 1990, and distributed to Steering Committee and Council members.

2. Based on the analysis, Metro Planning and Development staff will develop facility system scenarios. Each scenario will include a factual description of ownership, financing and procurement options, as well as costs, material recovery requirements, operational considerations, and rate structure impacts. The scenarios will be presented to the Steering Committee on December 17 and to the Council at its January 10 meeting.

3. The Council Solid Waste Committee will review the scenarios, and develop an ordinance for an amendment to the Regional Solid Waste Management Plan addressing solid waste facilities in Washington County.

4. The ordinance will be transmitted to the full Council for approval or modification, and subsequent adoption.

This process should be completed in time for the District to initiate procurement on or about July 1, 1991.

5. As you all probably know, when the Council adopted the Regional Solid Waste Management Plan in October 1988, we indicated an openness to incorporating local government solutions into the regional solid waste system, provided that local governments in turn provided appropriate zoning to allow planned solid waste facilities. In order to coordinate these activities, the resolution also will provide that in January, 1991, local governments in Washington County will begin the process of amending their local zoning codes to incorporate clear and objective standards for siting solid waste facilities, with this task to be completed by July 1, 1991. Metro Planning and Development staff will complete the model solid waste siting ordinance and have it available to assist local governments in accomplishing this objective.

You are invited to attend and participate at all Solid Waste Committee and Council meetings at which this resolution and subsequent action will be considered. Councilors also will be glad to speak with you individually about your concerns at any point in this process.

cc: Metro Council
Don Carlson, Council Administrator
Rena Cusma, Executive Officer
Richard Carson, Planning and Development Director
Bob Martin, Solid Waste Director

The following tasks need to be conducted in completing the technical analysis on the Washington County System:

1. Allocate facility scenario costs (public and private) into the Metro rate structure.
2. Complete post collection material recovery analysis
 - o Adjust per high-grade analysis conclusions
 - o Determine feasible recovery potential (range) and corresponding facility design considerations
 - o Determine cost per ton recovery on residential and commercial waste
3. Conduct high-grade analysis
 - o Facility cost configurations at transfer station and as separate facility (determine need for Washington County)
 - o Adjust per post collection analysis conclusions
 - o Impact on existing buy-back centers (Far West Fibers/Weyerhaeuser)
4. Add and model 1 transfer station system scenario
 - o Assumptions
 - Forest Grove shuts down when Riverbend Landfill closes
 - No Forest Grove retrofit
 - Forest Grove tonnage limited to 8% of waste destined for a general purpose landfill
 - o Design facility prototype for model
5. Add and model composter system scenario option
 - o Develop assumptions
 - Phasing based on tonnage availability
 - Financing (cost)
 - o Facility cost and design configurations at transfer station(s) or as separate facility (limited purpose landfill)
6. Develop additional public/private financing option (legal counsel)
7. Develop legal opinions on procurement options (legal counsel)
8. Assess feasibility of waste allocations from Clackamas County to Washington County for planning and facility design capacity considerations.
 - o Survey hauler routes and franchise boundaries
 - o Adjust waste tonnages in model to show impact
9. Complete public vs. private analysis

Note: Some of these tasks are identified in the ECO Contract for completion, while others identified here were suggested at the Saturday Workshop.



METRO

2000 SW First Avenue
Portland, OR 97201-5398
(503) 221-1646
Fax 241-7417

DATE: November 1, 1990

TO: Washington County Solid Waste Steering Committee

FROM: Tom DeJardin, Chair, Council Solid Waste Committee

RE: Process for Washington County System Plan

Subsequent to the Steering Committee's last meeting I met with Metro staff and then with Commissioner Steve Larrance to discuss Metro's initial proposal to you. In light of these discussions, I think it is important that I better articulate my proposal on how Metro can accommodate Washington County's local government solution.

Attached is a proposed process for bringing closure to the Washington County Solid Waste Plan. The process is premised upon first obtaining a Resolution of policy preference from the Metro Council for the Washington County proposal in early December. This action would provide all parties with a clear direction of how the Council would decide on the Washington County plan upon completion of the technical analysis.

The process should include established standards to judge the merits of the Washington County proposal. The intent of the Resolution is to affirm that the Council will choose the Washington County proposal provided the established standards are met. The final action of Council approval on the Washington County proposal then needs to be accomplished by an Ordinance which adopts the Washington County Chapter to the Regional Solid Waste Management Plan.

As I stated, the Resolution establishing the Council's intent to approve the Washington County proposal should be done in early December. After that, Metro's Planning and Development Department would complete the technical analysis and write the chapter to the Regional Solid Waste Management Plan. This process will be completed by May with procurement to be initiated in June.

The model zoning ordinance will be available for local government and the Steering Committee review by the first of the year. A final version of the ordinance should be available for all local governments in the region to initiate the adoption process for siting solid waste facilities starting in late spring or early summer. I have asked Steve Larrance for Washington County's assistance in developing a cooperative process to achieve this goal.

Plan policy states that *"local solid waste management options may affect local rates,"* so Metro needs to have a base case in order to make that assessment. Historically, Metro has considered adding a transfer facility in Washington County in conjunction with the continued operation of the Forest Grove facility. For that reason I believe the base case must be a two facility system.

cc: Council Solid Waste Committee

Executive Officer
Rena Cusma

Metro Council
Tanya Collier
Presiding Officer
District 9

Gary Hansen
Deputy Presiding
Officer
District 12

David Saucy
District 1

Lawrence Bauer
District 2

Jim Gardner
District 3

Richard Devlin
District 4

Tom DeJardin
District 5

George Van Bergen
District 6

Ruth McFarland
District 7

Judy Wyers
District 8

Roger Buchanan
District 10

David Knowles
District 11

WASHINGTON COUNTY PROCESS

- Nov. 1-12
 - Staff drafts Resolution to include:
 - Statement of general policy intent for preference for Washington County plan provided it meets certain standards. Standards included in the Resolution.
 - Decision process and timeline for bringing closure to the Washington County system plan
 - Criteria and process in accordance with Metro Code Section 5.01.085 which would allow the Metro Council to authorize long term franchises for the Washington County system.*
- Nov. 19
 - Steering Committee review of Resolution.
- Nov. 20
 - CSWC Public Hearing Resolution.
- Nov. 30
 - Technical Analysis completed.
- Dec. 6
 - Council adopts Resolution.
- Dec. 30
 - Staff completes summary of Technical Analysis.
 - Staff completes model zoning ordinance.
- January, 1991
 - Steering Committee review and recommendations on technical analysis conclusions.
- February
 - CSWC review and recommendations on technical analysis conclusions.
- March
 - Staff writes Washington County Chapter to RSWMP
- April/May
 - Steering Committee review of Chapter
 - CSWC Public Hearing
 - Council adoption (Ordinance).
- June
 - Procurement process initiated
 - Local governments initiate adoption process to incorporate clear and objective standards into local plans.

*NOTE: Development of criteria and process to be done in conjunction with advice and legal opinions from Metro's General Counsel

TECHNICAL ANALYSIS PROCESS

The following tasks need to be conducted in completing the technical analysis on the Washington County System:

1. Allocate facility scenario costs (public and private) into the Metro rate structure.
2. Complete post collection material recovery analysis
 - Adjust per high-grade analysis conclusions
 - Determine feasible recovery potential (range) and corresponding facility design considerations
 - Determine cost per ton recovery on residential and commercial waste
3. Conduct high-grade analysis
 - Facility cost configurations at transfer station and as separate facility (determine need for Washington County)
 - Adjust per post collection analysis conclusions
 - Impact on existing buy-back centers (Far West Fibers/Weyerhaeuser)
 - Design facility prototype for model
5. Add and model composter system scenario option
 - Develop assumptions
 - Phasing based on tonnage availability
 - Financing (cost)
 - Facility cost and design configurations at transfer station(s) or as separate facility (limited purpose landfill)
6. Develop additional public/private financing option (legal counsel)
7. Develop legal opinions on procurement options (legal counsel)
8. Assess feasibility of waste allocations from Clackamas County to Washington County for planning and facility design capacity considerations.
 - Survey hauler routes and franchise boundaries
 - Adjust waste tonnages in model to show impact
9. Complete public vs. private analysis
10. Conduct analysis on the Washington County proposed plan consistent with methodology used for prototypical facility analysis (this will not be a site specific analysis on Forest Grove, United Disposal proposals or Metro TV Highway/209th site).

Note: Some of these tasks are identified in the ECO Contract for completion, while others identified here were suggested at the Saturday Workshop.



WASHINGTON
COUNTY,
OREGON

November 2, 1990

Memo to: Washington County Solid Waste System Design Steering Committee

From: Steve Larrance

Subject: Metro position on Washington County Plan

Attached is a memo from Metro Councilor Tom DeJardin proposing the process Metro will use to act on the Solid Waste System Plan developed by our Committee. As you know, Councilor DeJardin is the chair of the Council's Solid Waste Committee. He attended our Steering Committee's October 29 meeting to discuss these issues with us.

I am extremely pleased with the attached memo. The memo makes it clear that Councilor Tom DeJardin has heard our concerns and is committed to finishing this process in a timely and cooperative manner. In particular, I would like to call your attention to the following key elements of the memo:

- Metro action to establish a "policy preference" for the Washington County Plan would occur in December, 1990 (it is not possible to formally add a new chapter to the Regional Solid Waste Management Plan before the end of the year).
- Metro would work cooperatively with Washington County and other local governments throughout the region to develop a plan to implement the model zoning code. There is no linkage between local government actions on the zoning code and Metro approval of the Washington County Plan. I believe this is consistent with our treatment of this issue in the Washington County Plan.
- There is no modeling of a single facility system and the base case to be used for determining rate impacts will be a two facility system, roughly similar to the Washington County Plan. This is because the Forest Grove station is an integral part of the Regional, as well as the Washington County Plan.

While the process outlined in Councilor DeJardin's memo gets our process back on track, there are still some critical issues to be resolved. Of highest importance is the need to come to consensus on the standards which will be used to evaluate the Washington County Plan. These standards are to be included in the Resolution adopted by the Metro Council in December. Our staff will be working with Metro staff on these standards beginning immediately. I also have some concerns that the timeline does not call for procurement to begin until June, 1991. I believe it can occur sooner, and have been assured by Metro staff and Councilor DeJardin that if the work activities can be accomplished sooner that procurement will begin before June.

Councilor DeJardin will be coming to our November 19 Steering Committee meeting to discuss with us a Resolution incorporating the process proposed in his memo; the Resolution will be before the Council Solid Waste Committee on November 20. I want to personally thank Councilor DeJardin for his substantial efforts on this issue during the last few days. He has exhibited the leadership and cooperation which will be essential to bring this process to a successful conclusion and will allow this process to be seen as a model for future regional planning efforts.



METRO

2000 SW First Avenue
Portland, OR 97201-5398
(503) 221-1646
Fax 241-7417

DATE: November 1, 1990

TO: Washington County Solid Waste Steering Committee

FROM: Tom DeJardin, Chair, Council Solid Waste Committee

RE: Process for Washington County System Plan

Subsequent to the Steering Committee's last meeting I met with Metro staff and then with Commissioner Steve Larrance to discuss Metro's initial proposal to you. In light of these discussions, I think it is important that I better articulate my proposal on how Metro can accommodate Washington County's local government solution.

Attached is a proposed process for bringing closure to the Washington County Solid Waste Plan. The process is premised upon first obtaining a Resolution of policy preference from the Metro Council for the Washington County proposal in early December. This action would provide all parties with a clear direction of how the Council would decide on the Washington County plan upon completion of the technical analysis.

The process should include established standards to judge the merits of the Washington County proposal. The intent of the Resolution is to affirm that the Council will choose the Washington County proposal provided the established standards are met. The final action of Council approval on the Washington County proposal then needs to be accomplished by an Ordinance which adopts the Washington County Chapter to the Regional Solid Waste Management Plan.

As I stated, the Resolution establishing the Council's intent to approve the Washington County proposal should be done in early December. After that, Metro's Planning and Development Department would complete the technical analysis and write the chapter to the Regional Solid Waste Management Plan. This process will be completed by May with procurement to be initiated in June.

The model zoning ordinance will be available for local government and the Steering Committee review by the first of the year. A final version of the ordinance should be available for all local governments in the region to initiate the adoption process for siting solid waste facilities starting in late spring or early summer. I have asked Steve Larrance for Washington County's assistance in developing a cooperative process to achieve this goal.

Plan policy states that *"local solid waste management options may affect local rates,"* so Metro needs to have a base case in order to make that assessment. Historically, Metro has considered adding a transfer facility in Washington County in conjunction with the continued operation of the Forest Grove facility. For that reason I believe the base case must be a two facility system.

cc: Council Solid Waste Committee

Executive Officer
Rena Cusma

Metro Council
Tanya Collier
Presiding Officer
District 9

Gary Hansen
Deputy Presiding
Officer
District 12

David Saucy
District 1

Lawrence Bauer
District 2

Jim Gardner
District 3

Richard Devlin
District 4

Tom DeJardin
District 5

George Van Bergen
District 6

Ruth McFarland
District 7

Judy Wyers
District 8

Roger Buchanan
District 10

David Knowles
District 11

WASHINGTON COUNTY PROCESS

- Nov. 1-12
 - Staff drafts Resolution to include:
 - Statement of general policy intent for preference for Washington County plan provided it meets certain standards. Standards included in the Resolution.
 - Decision process and timeline for bringing closure to the Washington County system plan
 - Criteria and process in accordance with Metro Code Section 5.01.085 which would allow the Metro Council to authorize long term franchises for the Washington County system.*
- Nov. 19
 - Steering Committee review of Resolution.
- Nov. 20
 - CSWC Public Hearing Resolution.
- Nov. 30
 - Technical Analysis completed.
- Dec. 6
 - Council adopts Resolution.
- Dec. 30
 - Staff completes summary of Technical Analysis.
 - Staff completes model zoning ordinance.
- January, 1991
 - Steering Committee review and recommendations on technical analysis conclusions.
- February
 - CSWC review and recommendations on technical analysis conclusions.
- March
 - Staff writes Washington County Chapter to RSWMP
- April/May
 - Steering Committee review of Chapter
 - CSWC Public Hearing
 - Council adoption (Ordinance).
- June
 - Procurement process initiated
 - Local governments initiate adoption process to incorporate clear and objective standards into local plans.

*NOTE: Development of criteria and process to be done in conjunction with advice and legal opinions from Metro's General Counsel

TECHNICAL ANALYSIS PROCESS

The following tasks need to be conducted in completing the technical analysis on the Washington County System:

1. Allocate facility scenario costs (public and private) into the Metro rate structure.
2. Complete post collection material recovery analysis
 - Adjust per high-grade analysis conclusions
 - Determine feasible recovery potential (range) and corresponding facility design considerations
 - Determine cost per ton recovery on residential and commercial waste
3. Conduct high-grade analysis
 - Facility cost configurations at transfer station and as separate facility (determine need for Washington County)
 - Adjust per post collection analysis conclusions
 - Impact on existing buy-back centers (Far West Fibers/Weyerhaeuser)
 - Design facility prototype for model
5. Add and model composter system scenario option
 - Develop assumptions
 - Phasing based on tonnage availability
 - Financing (cost)
 - Facility cost and design configurations at transfer station(s) or as separate facility (limited purpose landfill)
6. Develop additional public/private financing option (legal counsel)
7. Develop legal opinions on procurement options (legal counsel)
8. Assess feasibility of waste allocations from Clackamas County to Washington County for planning and facility design capacity considerations.
 - Survey hauler routes and franchise boundaries
 - Adjust waste tonnages in model to show impact
9. Complete public vs. private analysis
10. Conduct analysis on the Washington County proposed plan consistent with methodology used for prototypical facility analysis (this will not be a site specific analysis on Forest Grove, United Disposal proposals or Metro TV Highway/209th site).

Note: Some of these tasks are identified in the ECO Contract for completion, while others identified here were suggested at the Saturday Workshop.



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

TO: Dan Cooper, General Counsel
FROM: Karla Forsythe, Council Analyst *KLF*
DATE: November 5, 1990
SUBJ: COUNCILOR REQUESTS FOR LEGAL OPINIONS

Two Councilors have asked me to convey the following requests:

1. Councilor Van Bergen wants to know the status of your opinion regarding the proposal from the Washington County Steering Committee that transfer stations should be procured through direct franchise with specified vendors rather than a competitive process. At the Saturday workshop, you indicated that you would be looking into this issue.
2. Councilor Wyers wants to know if and when the contract for operation of St. John's Landfill must be rebid, if rather than closing in February, the landfill remains open for three more years and continues to accept construction and demolition waste in order to achieve proper slopes for ultimate landfill closure. Solid Waste Department staff indicated that Metro's contract with BFI continues through September 1992, but that the terms of the contract do not anticipate continued operation as a limited purpose landfill.

If additional information about these requests would be helpful, please let me know.

cc: Councilor Van Bergen
Councilor Wyers
Don Carlson, Council Administrator
Rich Carson, Planning & Development Director
Bob Martin, Solid Waste Director

KF:pa
K2:LEGAL

Oregonian
11/8/90

Council backs Washington County garbage plan, transfer station

By JEFF WUORIO

Correspondent, The Oregonian

WILSONVILLE — The City Council has voted to support a proposed Washington County garbage plan.

The proposal includes a new transfer station in Wilsonville that would be built on property west of Interstate 5 and north of Southwest Ridder Road. Plans call for the site to be in operation by 1993.

The transfer station initially would store 120,000 tons of garbage a year that subsequently would be trucked to a landfill in Arlington. The station's annual capacity would be increased to 175,000 tons by 2003.

The overall county garbage plan calls for construction of a recycling center in Beaverton and increasing the capacity of a transfer station in Forest Grove.

The plan eventually may include

a transfer station or recycling processing facility in Hillsboro.

Washington County Commissioner Steve Larrance, an architect of the plan, told the council Monday that he was optimistic the Metropolitan Service District would approve the plan. The final plan will be presented to the Metro Council on Dec.

6, Larrance said.

Metro historically has favored a single transfer station that is publicly owned rather than the privately owned, multi-station system proposed by Washington County. The Wilsonville facility would be owned by United Disposal Service.

"I have a real good feeling about

this. I think Metro is coming to its senses," Larrance said. "I think they know that regionalism is not popular outside of Portland."

Council members expressed strong support for the plan. They also voiced opposition to any sort of larger transfer station that would not be privately owned.

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 90-1358 FOR THE PURPOSE OF ESTABLISHING PROCUREMENT GUIDELINES AND A PROCESS FOR PROCUREMENT OF THE WASHINGTON COUNTY SOLID WASTE SYSTEM, AND ESTABLISHING A POLICY PREFERENCE FOR THE WASHINGTON COUNTY LOCAL GOVERNMENT SOLUTION

Date: November 12, 1990

Presented by: Richard Carson

PROPOSED ACTION

Resolution No. 90-1358 would establish a policy preference for the solid waste local government solution proposed by Washington County and the cities therein. The Resolution further identifies procurement guidelines and a process (timeline) for completion of the Washington County solid waste system. The intent of the Resolution is to affirm that the Metro Council will choose the Washington County local government solution provided established procurement criteria are met.

FACTUAL BACKGROUND AND ANALYSIS

The first question Metro Councilors may ask staff is *"Why should the Metro Council pass a Resolution stating a policy preference for providing Washington County the opportunity to implement their 'local government solution?'"*

The answer is that with the adoption of the *Regional Solid Waste Management Plan (RSWMP)* in October 1988, Metro made a very clear policy decision. Policy 5.3 states:

"Local solid waste solutions shall be integrated into the solid waste management system to the extent they are compatible with the system and meet all other plan provisions."

Further, Policy 16.0 states:

"The implementation of the Solid Waste Management Plan shall give priority to solutions developed at the local level that are consistent with all plan policies."

These policies were adopted in the context of cost to the region. Policy 11.1 states:

"While the base rate will remain uniform throughout the region, local solid waste management options may affect local rates."

The policy language of the *Regional Solid Waste Management Plan* is very straight forward in its intent. If the Washington County proposal can meet Metro's planning standards, then the Metro Council should accept their proposal. The Resolution has been prepared to conform to the basic concept outlined by the chair of the Council Solid waste Committee, Tom DeJardin, in his letter of November 1, 1990 to the Washington County Solid waste Steering Committee.

The second question Metro Councilors may ask staff is *"Should the Metro Council pass a resolution which states their intent to proceed with Washington County's local government solution prior to completion of the technical analysis?"*

The Resolution as it is written provides for the completion of the technical analysis and adoption of the Washington County chapter to the RSWMP prior to the Council initiating a procurement process. The Council decision to proceed with Washington County's proposal will be made at the time of adopting the plan chapter and then again upon initiating the procurement process. This Resolution is a statement of intent to proceed in good faith and within the context of the RSWMP, which gives preference for the local government, provided it can be demonstrated to meet all plan policies. The technical analysis will provide the basis for ensuring that this can be achieved.

The adoption of this Resolution will also direct staff to begin writing the Washington County solid waste system chapter of the RSWMP. The chapter will be based on the technical analysis and will include the Washington County system option.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 90-1358 which states a policy preference for the Washington County local government solution and establishes procurement guidelines and a process to complete the Washington County Solid Waste System

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ESTABLISHING)	RESOLUTION NO. 90-1358
PROCUREMENT GUIDELINES AND A)	
PROCESS FOR PROCUREMENT OF THE)	
WASHINGTON COUNTY SOLID WASTE)	
SYSTEM, AND RECOGNIZING AND)	Introduced by Councilor
GIVING PRIORITY TO THE WASHINGTON)	Tom DeJardin
COUNTY LOCAL GOVERNMENT SOLUTION)	

WHEREAS, Ordinance No. 88-266B adopted the Regional Solid Waste Management Plan (RSWMP) in October, 1988; and,

WHEREAS, the Regional Solid Waste Management Plan, Policy 16.0, gives priority to local government solid waste management solutions in the Regional Solid Waste Management Plan; and,

WHEREAS, Resolution No. 89-1156 identifying a process, timeline and minimum standards for development of the Washington County solid waste system as a local government solution, was adopted in October, 1989; and,

WHEREAS, Washington County and the cities therein have developed a local government solution consistent with the Regional Solid Waste Management Plan; and

WHEREAS, the Regional Solid Waste Management Plan, Policy 16.2 identifies the need for each city and county to provide appropriate zoning for planned solid waste facilities by establishing clear and objective standards; and

WHEREAS, the Regional Solid Waste Management Plan, Policy 11.1 states that "*local solid waste management options may affect local rates*" so a base case must be established for the technical analysis to conduct this assessment; and

WHEREAS, a need for policy guidance to complete development of the Washington County system has been identified; now, therefore,

BE IT RESOLVED:

1. That the Council of the Metropolitan Service District recognizes and gives priority to Washington County's Solid Waste System Plan (Exhibit "A") as the local government solution, consistent with Policy 5.3 and 16.0 of the Regional Solid Waste Management Plan.
2. That Metro staff, working cooperatively with Washington County staff and the Steering Committee, shall complete the Washington County Chapter to the RSWMP. At a minimum, the Chapter shall include:
 - a) waste flow and tonnage projections,
 - b) analysis of viable facility system options,
 - c) base case scenario,
 - d) self-haul analysis,
 - e) post collection material recovery analysis,
 - f) high grade waste processing analysis,
 - g) public vs. private ownership analysis,
 - h) analysis of public and private financing options, including turn-key and joint public/private financing,
 - i) facility service areas for allocating waste to facilities,
 - j) vertical integration impacts and mitigation,

k) rate analysis.

3. That the Council adopts procurement guidelines as listed in Exhibit "B" as a starting point for developing criteria in accordance with Metro Code Section 5.01.085 which would allow the Metro Council to authorize long-term franchises for the Washington County System.
4. That the Council adopt the process and timeline as listed in Exhibit "C" for the purpose of completing the Washington County system.
5. That Metro will work cooperatively with local governments to initiate the adoption process for incorporating clear and objective standards into local planning codes by late Spring, 1991.
6. That the base case facility scenario used for purposes of conducting the rate impact analysis will be a two transfer station system with tonnage allocations delineated upon the East and West service area concept contained in the technical analysis. This reflects the Metro Council's historical preference for a two transfer station system in Washington County and further incorporates land use and transportation considerations through the designation of service areas.

ADOPTED by the Council of the Metropolitan Service District this ____ day of _____, 1990.

Tanya Collier, Presiding Officer

ATTEST:

Clerk of the Council

WASHINGTON COUNTY, OREGON

Regional Solid Waste Management Plan

Chapter 18: WASHINGTON COUNTY SOLID WASTE SYSTEM PLAN

The following outline for a System Plan was passed unanimously by the Washington County Solid Waste Facilities Design Steering Committee on October 15, 1990.

WHAT SHOULD THE WASHINGTON COUNTY SYSTEM LOOK LIKE?

1. Washington County System Configuration Data/Assumptions

Metro's mid-range waste generation and disposal projection has been used as the basis for this plan. The mid-range projection assumes a 40% increase in the per capita waste disposal rate between 1990 and 2013. The mid-range waste disposal projection is as follows:

**ANNUAL WASTE TO BE HANDLED AT
TRANSFER/MATERIAL RECOVERY STATIONS**

<u>Year</u>	<u>Residential Tons</u>	<u>Non-Residential Tons</u>	<u>Total Tons</u>
1993	82,149	143,599	225,748
2003	101,852	194,943	296,794
2013	134,299	258,238	392,538

The projection assumes that no Washington County waste is shipped to transfer stations outside of Washington County and only minor amounts of waste are imported from Clackamas and Multnomah Counties to Washington

County transfer stations (i.e. where hauler franchise areas overlap). While the latter assumption was used for modeling purposes, the County is open to the idea of importing mutually agreed upon amounts of Clackamas County waste to a transfer/material recovery facility in the southeast portion of Washington County should Metro decide this would be useful for the overall efficiency of the regional solid waste system.

2. Number of Transfer/Material Recovery Facilities

The Steering Committee's Plan would put in place no later than 1993 two transfer station/material recovery centers with the immediate ability to handle at least 200,000 tons of waste annually and the future ability to handle up to 300,000 tons annually. This is sufficient capacity through the year 2003 if the mid-range waste disposal forecast is accurate.

The existing facility at Forest Grove would be expanded to:

- a capacity of 120,000 tons; and
- include material recovery for at least commercial waste (residential still being studied).

A facility in the Wilsonville area would be constructed with:

- a start-up capacity of at least 120,000 tons;
- the ability to expand as need demands to handle a total of 175,000 tons of Washington County waste;

- until a later time when more is known about the actual growth in waste disposal tonnage and evolution in the rapidly changing transfer station/material recovery field. Substantially increased levels of recycling or controls on packaging may make it unnecessary to develop the site at all. If the site is needed, Metro may wish to use it for a composter, high grading, or some use other than a standard transfer station/material recovery center.

A summary of the System Plan follows. All of the tonnage figures need to be fine-tuned with additional technical analysis regarding the economic needs of the facilities and site constraints and opportunities.

The region's goal of achieving a 56% recycling rate must be achieved or exceeded as soon as possible. The optimum situation is to separate as much recyclable material out of the waste



WASHINGTON COUNTY TRANSFER/MATERIAL RECOVERY FACILITIES

	Approximate Tonnages			
	1990	1993	2003	2013
Forest Grove	65,000	105,000	120,000	120,000
Wilsonville	N/A	120,000	175,000	175,000
Hillsboro	N/A	N/A	N/A	100,000

stream as possible before it enters the transfer station. Any material which can be cost-effectively recovered after it enters the transfer station should be recovered. The ability should be provided to expand stations for additional material recovery if more methods become cost-effective in the future.

4. High-Grade Processing

Technical analysis on the need for a separate high-grade processing facility has not yet begun. However, the waste disposal projections rely on substantial levels of high grading (25,633 tons in 1993 and 46,472 tons in 2013). If the technical analysis indicates that a high grade facility is warranted in the near future the Steering Committee's plan would place such a facility in the Highway 217 corridor (Beaverton).

HOW SHOULD THE WASHINGTON COUNTY SYSTEM BE PUT IN PLACE?

5. Facility Ownership

The Forest Grove facility would continue to be privately owned by A.C. Trucking Company. The Wilsonville facility would be owned by United Disposal Service. If a facility in Hillsboro ultimately is needed Metro would have the flexibility to determine whether it should be publicly or privately owned, depend-

ing on the regional system needs at that time. It is assumed that the Hillsboro facility would be privately operated.

6. Vertical Integration

Transfer station/material recovery facility ownership by haulers would be allowed so long as Metro controls the gatehouse operations of these facilities.

7. Financing

The Forest Grove and Wilsonville facilities would be privately financed. Metro would determine how best to finance the Hillsboro facility if it is needed.

8. Facility Procurement

The facility procurement for the Forest Grove and Wilsonville facilities would be completed as follows:

- Metro, in cooperation with Washington County, would complete the technical analysis, and establish minimum service standards (e.g. material recovery rates) for the Forest Grove and Wilsonville facilities. Additional technical analysis would also be conducted to fine-tune the tonnage figures and phasing schedules for these facilities.
- The owners of the Forest Grove and Wilsonville facilities would have 150 days to demon-

strate their ability to finance and construct a system which meets these minimum standards. Land use approvals, construction/design drawings and financial statements would also be filed with Metro during this time period.

- If all minimum standards are met, and the ability to put the system in place is demonstrated, Metro would negotiate a direct franchise for these two facilities. The tipping fee would be negotiated at this time, using the technical analysis and other existing Metro facilities as benchmarks.

- If the above process does not result in successfully negotiated franchises, Metro would initiate a competitive bidding process to procure a system based on the system configuration and other aspects of the System Plan and the technical standards developed during this process.

- If Metro determines it wishes to put a site for a potential future Hillsboro facility in the "bank" now, it could procure it through a private siting process. The County would actively participate with Metro to ensure that an appropriate site is secured.

9. Land Use Siting

The local governments in Washington County would adopt clear and objective standards to site solid waste facilities at the earliest feasible time, consistent with the policy in the Regional Solid Waste Management Plan. The facility at Forest Grove is an outright permitted use and could be expanded in the nature proposed in the System Plan without further land use permits. The Wilsonville facility has a local permit to provide service for its own collection system, but will need an expansion of that permit to provide regional service at the levels proposed in the System Plan. Preliminary indications from the City are that a facility owned and operated by United Disposal within the tonnage limits proposed in the System Plan

could be supported.

HOW SHOULD THE WASHINGTON COUNTY SYSTEM OPERATE?

10. Flow Control

Metro would guarantee flows based on service areas for the Forest Grove and Wilsonville facilities.

11. Rates

Technical analysis on Washington County rate impacts of this system are yet to be conducted.

SUMMARY

This System Plan meets the goal and objectives of the Regional Solid Waste Management Plan. It is:

"regionally balanced, cost effective, technologically feasible, environmentally sound and publicly acceptable."

The Plan provides Metro with the means to meet the transfer/material recovery needs within the County for the next decade and the maximum flexibility to adapt the final component of the system to realities in the year 2003. This Plan is supported by the public and private sector leadership in Washington County and is consistent with the existing transportation and land use systems in the County. The Steering Committee believes this planning process has been consistent with overall regional management and specifically Policy 16.0, which states:

"The implementation of the Solid waste Management Plan shall give priority to solutions developed at the local level that are consistent with all Plan policies."

The Steering Committee believes this planning process is an excellent example of constructive regional cooperation and looks forward to continuing its partnership with Metro in the implementation of this Plan.

EXHIBIT "B"

Procurement Guidelines

The procurement guidelines for the Washington County system are listed below. These guidelines will be used to develop the procurement criteria in accordance with Metro Code Section 5.01.085 which authorizes the Metro Council to enter into a long-term franchise agreement for transfer station service in Washington County. The guidelines are the "Minimum Standards" adopted by the Metro Council in Resolution 89-1156, and key points contained in Washington County's proposed local government solution (Attachment "A"). These guidelines will be updated and expanded into procurement criteria upon finishing the technical analysis and development of the Washington County Plan Chapter.

The procurement guidelines are as follows:

From Metro Council Resolution 89-1156.

1. The proposed local planning area needs to be complimentary to the regional planning area for proposed facilities.
2. All waste reduction facility needs shall be met which includes adequate material recovery processing, lumber recovery, yard debris collection and processing and select waste recovery (demolition debris/salvageable building materials). These waste reduction facility components shall be designed such that they are adequate to meet or exceed waste reduction goals and standards set in the Regional Solid Waste Management Plan (RSWMP).
3. The local system of facilities shall be designed to link up with the primary transport system and be designed to be consistent with all contractual obligations of the OWSI landfill and Jack Gray Transport contracts.
4. Facility systems which propose to utilize out-of-region disposal facilities (long-term) must be determined to be consistent with OWSI Landfill contract obligations. Out-of-region disposal is limited to those facilities in which Metro determines appropriate by formal agreement.
5. The local system of facilities must be designed to ensure adequate waste flows (volumes) to each proposed and existing facility to generate sufficient revenue for financing capital expenditures and long-term operations (recognizing partial subsidies between the local system and the regional system may be necessary).
6. Rates shall be established consistent with Metro's rate setting procedures. Rates need to be uniform within the local government system. If higher or lower than other regional system components, flow control may need to be instituted. Rate differentials shall be established which encourage haulers to utilize waste reduction system components.

7. The local government system must have built-in contingencies to handle waste flows in the event of a breakdown in any component of the system (i.e., compactors).
8. The local system shall be designed to serve both public and private haulers. Service levels shall be established which are relatively uniform throughout the local system and consistent with other parts of the region. Service levels shall be established to encourage waste reduction.
9. The local system must be designed to be consistent with all RSWMP provisions. All solid waste disposal facilities must be approved by Metro prior to operation.

From the Washington County Solid Waste System Plan

1. **Service Areas.** Each application shall provide service to either the service area in eastern Washington County or western Washington County as identified on a map that shall be derived from the technical analysis.
2. **Design Capacity.** The two facilities combined shall be designed to handle general purpose waste forecasted by Metro to be delivered to transfer station/material recovery centers by the year 2003. The facility serving the western portion of the County shall handle approximately 40% of this waste, and the facility serving the eastern portion of the County approximately 60% of the waste. These tonnages shall be adjusted if necessary based on the completed technical analysis, including the potential for handling small quantities of Clackamas County waste at the facility serving the eastern portion of the County.
3. **Ownership and Operation.** The facilities shall be privately owned and operated, with Metro operation of the gatehouse.
4. **Land Use Permits.** All facility applications shall be for sites where the facility is an outright permitted use or where a Conditional Use Permit has been approved by the local government.
5. **Transportation.** Facilities shall allow access primarily from a major or principal arterial street or highway.
6. **Existing Activities.** A preference will be given for firms with experience which illustrates past positive relationships or track records and compliance with local government regulations of transfer, collection and waste reduction of solid waste. Additional preference will be given for these experiences and relationships within the service area where the transfer station proposal (application) is made.
7. **Land Use Impacts.** Adverse land use impacts shall be minimized along the primary access route(s) between the closest principal arterial street or highway and the site.

EXHIBIT "C"
TIMELINE

Nov. 30	Technical analysis completed.
Dec. 6	Council adoption of resolution outlining the process to complete the Washington County system.
Dec. 30	Staff ¹ completes summary of technical analysis.
Jan. '91	Steering Committee review and recommendations on technical analysis conclusions.
Feb. '91	CSWC review and recommendations on technical analysis conclusions.
Mar. '91	Staff writes the RSWMP Washington County System Plan chapter, which will include the Washington County local government solution. Staff develops procurement criteria.
Apr. '91	Steering Committee review of Plan chapter and procurement criteria.
May '91	CSWC Public Hearing on Plan chapter and procurement criteria. Council adoption (Ordinance).
June '91	Procurement process initiated.
July 1	Request for franchise applications advertised.
Sept. 15	Deadline for receipt of franchise applications.
Sept. 15- Oct. 30	Staff review of franchise applications.
Nov. '91	Council selection of vendor(s) for franchise negotiation. Give authorization to proceed with negotiation. Staff initiates development of mitigation agreements with local government(s) hosting the facility(ies).

¹The term "staff" refers to the Planning and development Department and the Solid Waste Department working cooperatively with the Washington County staff.

Dec. '91	Negotiation process completed.
Jan. '92	Council award of franchise if negotiations are successful. ² The award is contingent upon acquisition of all necessary state and local permits.
Feb. '92	Facility construction phase begins.
April '92	Facility operations begin per franchise conditions.

²If negotiations are not successful, the Metro Council will initiate an open competitive RFP procurement process.

If no applications are submitted in response to the request for applications, or if Metro's review of the applications submitted finds no applicant that complies with the review criteria, the Metro Council will immediately initiate an open competitive RFP procurement process. The minimum plan requirements and evaluation criteria used for the franchise process will be contained in the RFP.



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Don FYI
Memorandum

TO: Metro Council

FROM: Tom DeJardin, Chair *TD*
Council Solid Waste Committee

DATE: November 13, 1990

SUBJ: WASHINGTON COUNTY SOLID WASTE SYSTEM - NEXT STEP

On Tuesday, November 20, 1990, at 5:30 p.m., the Council Solid Waste Committee will be considering Resolution No. 90-1358, for the Purpose of Establishing Procurement Guidelines and a Process for Procurement of the Washington County Solid Waste System and Recognizing and Giving Priority to the Washington County Local Government Solution. A copy of the resolution is included in the committee meeting packet.

Since this is a critical step in developing solid waste facilities for the western part of the region, all Councilors are encouraged to attend the meeting and participate in the discussion.

TD:KF:pa
K2:1358

SOLID WASTE FACILITIES IN WASHINGTON COUNTY: NEXT STEPS

The Metro Council needs a process for deciding how the Washington County component of the regional solid waste system will be configured, procured and owned.

The process should begin by using technical data and other information to describe three basic approaches which can be used as springboards to develop specific proposals.

Planning and Development staff would use information provided by Terry Moore and Metro Solid Waste and Legal staff to prepare narrative descriptions of three scenarios: the Washington County plan, a single facility on a new site with ownership determined during the procurement phase, and a single facility owned by Metro on the existing Metro site. Each description would provide factual information about the following subjects:

1. Procurement and development process (describing the time line which could be anticipated for permitting, design and construction).
2. Capital and operating costs.
3. How the scenario would integrate into the regional system
 - a. How would it impact the rate structure?
 - b. What would be the cost differential to meet local preferences, and how would the cost be assessed and collected?
 - c. What flow control measures would have to be adopted, and how would they be enforced?
 - d. How would the scenario impact operation of the regional system?
4. Specific financing options.

The scenarios would be distributed to Council and Steering Committee members in late November, and presented at a regularly scheduled Council meeting. Steering Committee members would be invited to attend.

The Presiding Officer would then ask Councilors to formulate their recommendations for a scenario which best meets the goal, objectives and policies of the RWSMP. Recommendations would not be restricted to the three scenarios addressed in detail by Metro staff, and could be developed by individual Councilors or groups of Councilors. As an example, a Councilor might suggest a blended approach which would allow a competitive franchise award at the outset, with transfer to public ownership at the end of a specified term. Washington County staff and Metro staff would be available

throughout for questions and needed technical assistance.

The recommendations would be submitted to the Council Solid Waste committee, which would review them at one or a series of meetings and narrow the options. The committee's recommendation would be forwarded to the full Council for final action.

Timeline

November 26 - Three scenarios distributed to Council and Steering Committee.

November 29 - Three scenarios presented to Metro Council.

December 7 - Deadline for Councilors to submit recommendations to Council Solid Waste Committee

December 18 - Council Solid Waste Committee review.

December 27 - Council review of committee recommendation.

** The timeline would be extended if necessary to obtain critical technical data or other information.

PROCESS IDEA

- o Staff/Consultants complete the Technical Analysis (Nov. 30th).
- o Staff develop system scenarios, which will include a single Metro owned facility and the Washington County proposal, options based on technical analysis for presentation to Steering Committee and CSWC (Dec. 17/18 meetings).
- o Staff develops resolution for Steering Committee and CSWC which identifies the decision making process for bringing closure to the Washington County Plan (Dec. 17/18 meetings).*
- o Metro Council takes action on Resolution Dec. 27th. Agree to procurement process and CSWC to develop criteria to evaluate proposals.

*Note: This Resolution also would amend Resolution 89-1156 which established December 31, 1990 as the completion date for the Washington County Plan.

The following tasks need to be conducted in completing the technical analysis on the Washington County System:

1. Allocate facility scenario costs (public and private) into the Metro rate structure.
2. Complete post collection material recovery analysis
 - o Adjust per high-grade analysis conclusions
 - o Determine feasible recovery potential (range) and corresponding facility design considerations
 - o Determine cost per ton recovery on residential waste
3. Conduct high-grade analysis
 - o Facility cost configurations at transfer station and as separate facility (determine need for Washington County)
 - o Adjust per post collection analysis conclusions
 - o Impact on existing buy-back centers (Far West Fibers/Weyerhaeuser)
4. Add and Model 1 transfer station system scenario
 - o Develop assumptions
 - Forest Grove shuts down
 - Forest Grove continue with material recovery
 - o Design facility prototype for model
5. Add and Model composter system scenario option
 - o Develop assumptions
 - Phasing based on tonnage availability
 - Financing (cost)
 - o Facility cost and design configurations at transfer station(s) or as separate facility
6. Develop additional public/private financing option (legal counsel)
7. Develop legal opinions on procurement options (legal counsel)
8. Assess feasibility of waste allocations from Clackamas County to Washington County for planning and facility design capacity considerations.
 - o Survey hauler routes and franchise boundaries
 - o Adjust waste tonnages in model to show impact
9. Complete public vs. private analysis

Note: Some of these tasks are identified in the ECO Contract for completion, while others identified here were suggested at the Saturday Workshop.

• ADDITIONAL INFO NEEDED

1. FULL DESCRIPTION OF WASH CO SCENARIO

- COST - CAPITAL ; OPERATING
- PROCUREMENT ; ^{DEVELOPMENT} PROCESS - TIME LINE TO PERMIT, DESIGN ; BUILD
- INTEGRATION OF FACILITIES INTO REGIONAL SYSTEM - ^{REGIONAL} RATE STRUCTURE AND HOW DIFFERENTIAL IF ANY WILL BE COLLECTED TO COMPENSATE OWNERS
- DESIGNATION OF SERVICE AREAS AND WHAT FLOW CONTROL MEASURES ARE NECESSARY
- FINANCING OPTIONS

2. FULL DESCRIPTION OF SINGLE FACILITY SCENARIO ON METRO PROPERTY (PUBLICLY OWNED)

- COST - CAPITAL ; OPERATING
- ~~DEVELOPMENT PROCESS~~ - TIME LINE TO PERMIT DESIGN ; CONSTRUCTION
- INTEGRATION INTO REGIONAL SYSTEM - REGIONAL RATE STRUCTURE
- FLOW CONTROL MEASURES NECESSARY
- FINANCING OPTIONS

3. FULL DESCRIPTION OF SINGLE FACILITY SCENARIO ON NEW PROPERTY (TURN KEY PROJECT)

- COST - CAPITAL ; OPERATING
- PROCUREMENT ; DEVELOPMENT PROCESS
- INTEGRATION OF FACILITIES INTO REGIONAL SYSTEM
- FLOW CONTROL MEASURES



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503-221-1646

Memorandum

TO: Bob Martin, Solid Waste Director

FROM: Tanya Collier, Presiding Officer *TC*

DATE: November 15, 1990

SUBJ: Information Request

It is my understanding that the Solid Waste Committee will be reviewing a resolution at its November 20, 1990 meeting which will include a statement of preference for the plan proposed by the Washington County Steering Committee for solid waste disposal facilities. I would appreciate it if you could provide the following information to me on the Monday prior to the meeting:

1. The Regional Solid Waste Management Plan (RSWMP) states that the solid waste system shall support a uniform level of service throughout the region. This policy has been implemented for the North, South and East parts of the region through the operation or acquisition of Metro South, Metro "Northwest," and the composter. Based on the projections for waste generated in the region for the next twenty years, what is the minimum number of facilities needed in the West part of the region to provide a level of service consistent with that provided in the rest of the region?

2. In regard to the answer to the first question, what are the physical requirements for such station(s), in terms of number of acres required, building size, and comparability to other District facilities? What is your best estimate of the capital and operating costs of such a facility/facilities? The answer to the latter question should be coordinated with information provided by ECO Northwest.

3. It has been suggested that the District has made a commitment to permit continued operation of the solid waste facility at Forest Grove. Is there an absolute requirement that Forest Grove must be renovated and incorporated into the District's solid waste disposal system? Is this facility needed to provide for an adequate level of service to the western part of the region?

4. It has been suggested by Councilor Saucy that the best way of serving the West part of the region would be to emphasize composting. Assuming the Riedel facility proves successful, if the District decided to incorporate composting technology within the next five years, how would this decision impact tonnage and operations at the proposed Wilsonville station and at the Forest Grove facility (assuming it is renovated)? Will tonnage generate sufficient revenue to support these

BOB MARTIN
November 15, 1990
Page 2

facilities if recycling rates continue to increase and if composting is emphasized? Are there alternate facility configurations using Washington County sites that will better facilitate implementation of a composter (such as building an initial station at Wilsonville and delaying a decision on a second facility upgrade at Forest Grove until a final decision can be made regarding a compost facility)?

TC:KF:pa
K2:TC111590.MEM

cc: Council Solid Waste Committee
Rena Cusma
Rich Carson



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

November 15, 1990

TO: Metro Councilors

FROM: Jim Gardner

RE: Resolution 90-1358 (or, how did we get so far down this road?)

I realize I may be part of a Council minority here but still wanted to explain why I care about what we do to settle the Washington County situation. It has only a little to do with the technical merits of the Washington County System Plan -- in fact, use of the term "Washington County System" sums up the fundamental problem. Does it not seem odd to anyone else that we don't even think of, much less plan for, a Multnomah County System Plan or a Clackamas County System Plan, or (shudder) a Portland System Plan? We are being led in the direction of a fragmented, turf-oriented approach rather than a unified regional solid waste system. As my subtitle asks, "How did we get so far down this road?"

Once upon a time there was a new Metro Executive Officer who got there, in part, by promising a new approach to how Metro made solid waste decisions. In my opinion this was a positive change, one that would involve local governments more directly, and the first piece of the new approach was a solid waste PAC. The PAC was to help develop the long-overdue Regional Solid Waste Management Plan (RSWMP). It took only a few months for staff and the PAC (I chaired it at the time) to realize there were so many tough issues, so many complex decisions, that working through them one at a time would take years. So we held the legendary full-day workshop at the downtown Red Lion to try to decide some of the major policies all at once.

One of the key Red Lion compromises was a trade: the "local option" policy in exchange for local government (read: Washington County/cities) commitment to allow solid waste facility sites. The bureaucrat's version for the latter is "clear and objective land use standards." Most of the Council was wary of "local option" feeling it was a step away from taking a regional perspective on solid waste issues and could lead to a less efficient piecemeal system. We went along with the cooperative spirit of the day because we were given three clear assurances. First, "local option" meant that local governments would have the opportunity to propose their preferred approach or perhaps specific sites, and their proposal would receive a fair review -- but not guaranteed acceptance. Second, any local proposal would have to be compatible with the regional system and meet all other plan provisions and policies. Much attention was focused on the word "all" and we were assured that it meant just that, not "most" or "substantial compliance" but each and every one. And last, the decision about compatibility, about whether all RSWMP provisions were met, would be our (the Council's) determination after getting whatever analysis we felt was needed.

Jim Gardner
Councilor
District 3
2930 SW 2nd Avenue
Portland, OR 97201
221-2444 (work)
227-2096 (home)

Now, I know, and knew back then at the Red Lion, that over time the politically comfortable path starts looking more attractive than sticking to oral commitments made years ago. We now have a majority of the Council (and planning staff) who weren't at the Red Lion and are probably wondering what all the fuss is about. And probably a number of us aren't concerned when the Washington County Commissioner of Solid Waste says, "I think Metro is coming to its senses...they know that regionalism is not popular outside of Portland." (Oregonian, 11/8/90, article on meeting of Wilsonville City Council) And since only a few of the Council are veterans of the Metro West Transfer Station siting war, there's apparently little concern that the promised "clear and objective standards" have not shown up in local zoning codes or comprehensive plans. In fact, these standards now seem to have become part of some new trade-off for unquestioning acceptance of the Washington County System Plan -- even though, with the plan in place, local adoption of the standards becomes superfluous; they will never be needed!

Well, that's enough of this history as I remember it. Where can we go from here. I believe Resolution 90-1358 should be amended to incorporate the decision process outlined in the October 29 letter from Tanya Collier and Tom DeJardin to the Washington County Steering Committee.

Are there any principles involved here, as opposed to just positions or policy preferences? That's a critical question, because this is a political controversy (aren't I perceptive?) more than a planning decision. The principles making me care about this include: honoring the spirit of the personal agreements we (Councilors and Washington County officials) made at the Red Lion; getting full and unbiased information before making significant regional decisions; and, making those decisions with a regional perspective, trying to come up with the most fully integrated and flexible system that meets the solid waste needs of the entire region. That last one is most important of all. It's why Metro exists, and it's why we're all part of it.

Thank you for your patience in reading this far. I hope I've conveyed some sense of why I feel these are important issues for Metro and the Council. May we all have wisdom and a lot of luck as we resolve this.

Jim

November 16, 1990

Steve Larrance
Washington County Commissioner
155 N.E. First
Hillsboro, OR 97124

RE: Washington County Solid Waste Generation Estimates

Dear Steve:

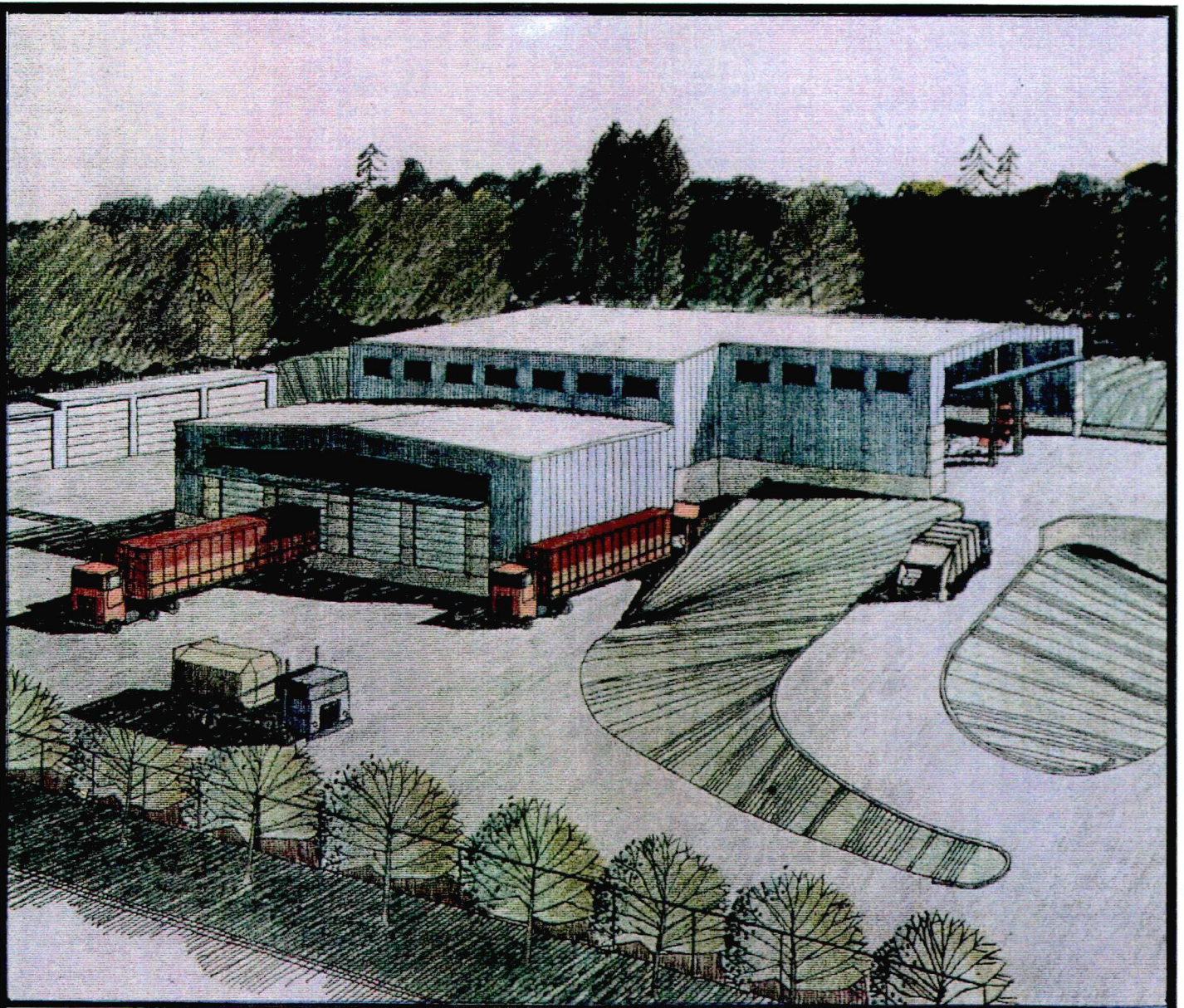
We have reviewed the 1989 waste records at the Forest Grove Transfer Station and information provided by Metro on waste delivered to their facilities from Washington County franchised haulers in 1989. The total tonnage is 127,175 tons which when an estimated 15,000 tons from the Hillsboro Reload is added equals 142,175 tons. When this is compared with the 1989 estimated waste generation tonnage of 191,700 there is a significant difference. The 142,175 tons is 74% of the 191,700 tons estimated for disposal at a general purpose landfill.

We would like the Washington County Solid Waste Steering Committee to request that Metro tabulate this information and incorporate it into the analysis that are currently the basis for decisions. The 1990 estimate of 200,717 tons should be reduced to approximately 148,500 tons. This will severely impact the financial analysis that is being used as a basis for decision making. If two transfer stations were built immediately to accommodate 148,500 tons, our estimates indicate, the necessary tip fee would be over \$30 per ton.

If you have any questions or comments please call.

Sincerely,

David K. Luneke, P.E.
Project Manager
Solid Waste Projects Group



Proposed Transfer Station Expansion

(Innovation in Recycling & Transfer Services.)

Presented By:

Forest Grove Disposal Company



Creative Solutions . . . Superior Service

FOREST GROVE TRANSFER STATION EXPANSION

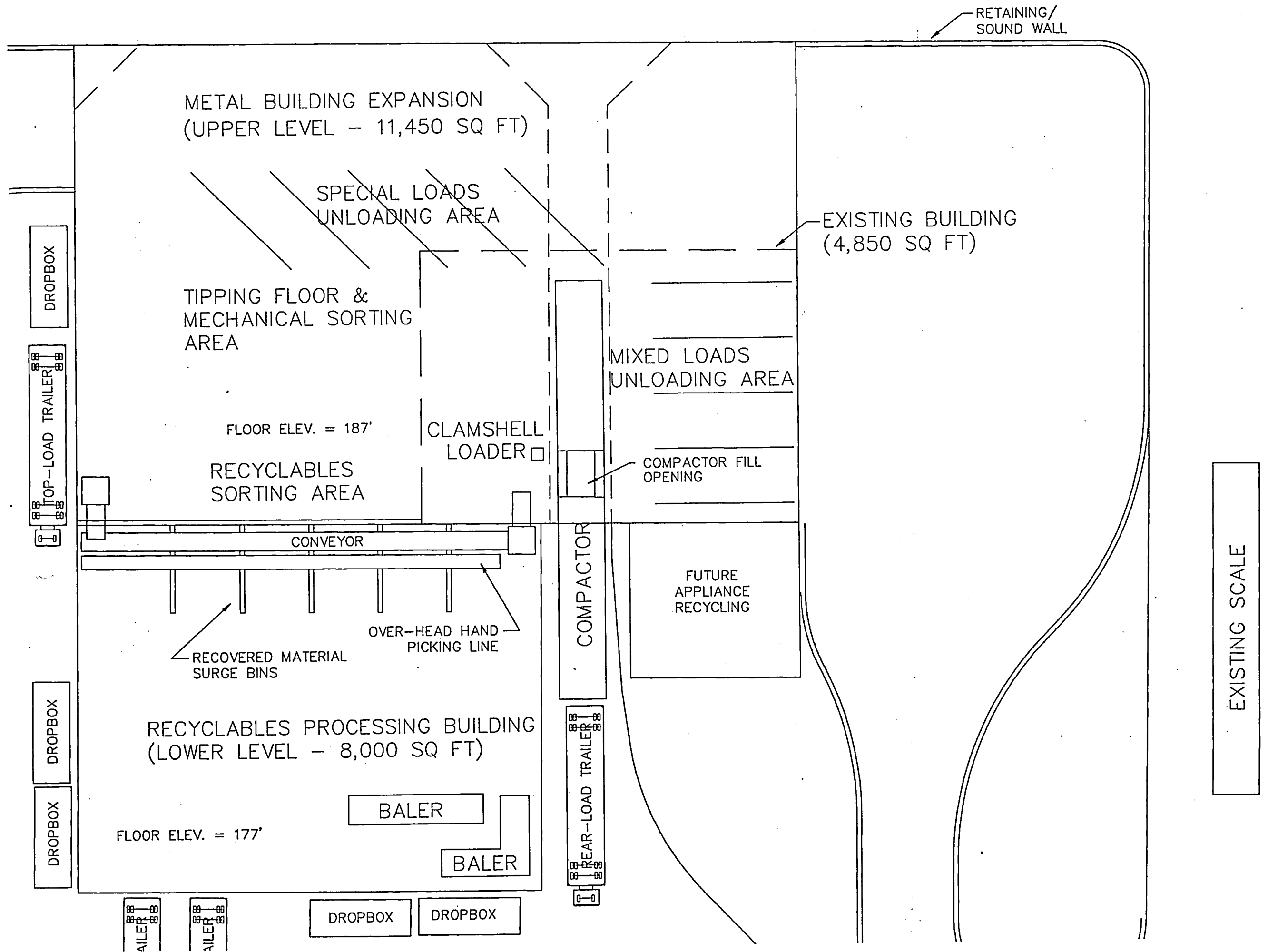
OPERATIONS CAPACITY DATA

<u>CRITERIA</u>	<u>80,000</u>	<u>100,000</u>	<u>Annual Tonnage</u>		<u>200,000</u>	<u>250,000</u>
			<u>120,000</u>	<u>150,000</u>		
Average Tons/Day =	308	385	462	577	769	962
Average Tons/Hour=	26	32	38	48	64	80
Average Trucks/Hour =	4	5	5	7	9	11
Peak Tons/Day =	385	481	577	721	962	1,202
Peak Tons/Hour =	96	120	144	180	240	300
Peak Trucks/Hour =	14	17	21	26	34	43

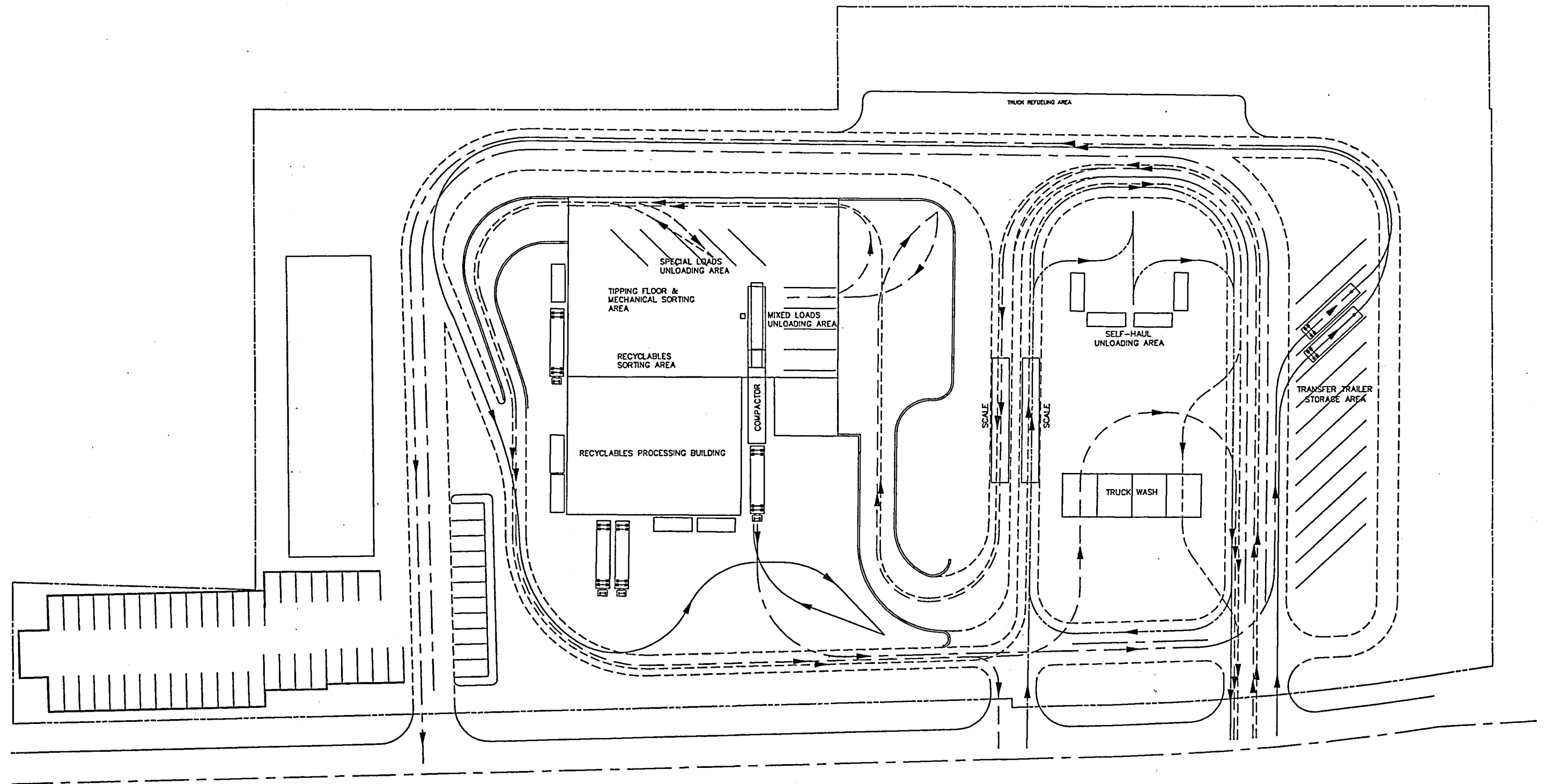
Design Capacity

Tons/Year =	250,000	
Peak Tons/Day =	1,500	
Peak Tons/Hour =	672	This assumes one hour only at this level.
Trucks/Hour =	96	
Tons of Waste Storage =	1,500	

Vehicle Queing Ahead of Scale = 14 Vehicles.



FOREST GROVE TRANSFER STATION EXPANSION



VEHICLE TRAFFIC PATTERN

- >--- PACKER TRUCK (TARED)
- >--- DROPBOX/PACKER TRUCK (UNTARED)
- >--- SELF-HAUL
- >--- COMPACTOR TRAILER (FULL)
- >--- COMPACTOR TRAILER (EMPTY)

Analysis of base case for Washington County using Metro East

A close approximation for developing the desired base case costs could be developed using the Trans Industry proposal. The following adjustments should be as close as can be expected on something as controversial as this is.

The Metro East contract has been develop with a rate schedule that implements different costs at different waste flows. By selecting the waste flow cost level that equates to about 800 tons per day or just under 20,000 tons per month you will have a pretty accurate picture of the operations costs.

The capital costs estimates can be adjusted by down sizing the from the \$15,000,000 that Metro East cost to the \$10,000,000 or \$12,000,000 that ECO's engineers have developed. Combine the appropriate capital recovery rates to \$12,000,000 over ten years and the operations costs at Metro East during low flow and you will have a base case that is within the best margin of error form any engineering study that might be developed.

QUESTIONS TO ASK OF METRO STAFF REGARDING WASHINGTON COUNTY SOLID WASTE MANAGEMENT PLAN

- 1) How much waste was delivered to general purpose disposal sites by Washington County haulers in 1989 and 1990?
- 2) How does this amount compare with the overall waste generation formulas for those years?
- 3) Why would a self haul customer go to a general purpose disposal site charging \$50 to \$60 per ton when the limited purpose sites are charging \$30 to \$35 per ton?
- 4) How much waste are Pride Disposal, Hillsboro Disposal, and Aloha Disposal diverting from the general purpose landfills by either sorting waste at there collection facilities or by supplying their commercial customers with wet cans and dry cans?
- 5) How will a transfer system operate economically if an additional 25% of the dry waste is diverted by collectors to limited purpose disposal sites with tip fees that are half that of general purpose sites?
- 6) What plans have been made for the Washington County waste that is now going into St. John's landfill after February 1, 1991?
- 7) What analysis or surveys have been done to determine how much extra Washington County rate payers are willing to pay for two transfer stations? (\$10?/ton, \$20/ton?)

FOREST GROVE TRANSFER STATION
EXPANSION PROJECT
REVENUE REQUIREMENTS

60,000,000

TONS	80,000	100,000	120,000	150,000	200,000	250,000
OPERATING COSTS						
Fixed	951,084	951,084	951,084	951,084	951,084	951,084
Variable	224,717	331,595	388,960	475,009	618,422	761,836
Total	1,175,801	1,282,679	1,340,044	1,426,093	1,569,506	1,712,920
CAPITAL RECOVERY	419,720	487,220	487,220	487,220	487,220	487,220
RETURN ON CAPITAL @ 20.0%	887,969	1,022,969	1,022,969	1,022,969	1,022,969	1,022,969
REVENUE REQUIREMENTS	2,483,490	2,792,868	2,850,233	2,936,281	3,079,695	3,223,109
per ton	31.04	27.93	23.75	19.58	15.40	12.89

INVESTMENT

DEPRECIABLE ASSETS
10 YEARS

20% OF TOTAL + LAND

CAPITAL COST
\$4,872,220

TRADE DECLINING BASIS FOR CRF
FOR REPLACEMENT ~~SEP~~ REINVESTMENT COSTS

LILIAN WHALAN

FOREST GROVE TRANSFER STATION
EXPANSION PROJECT
REVENUE SOURCES

TONS		80,000	100,000	120,000	150,000	200,000	250,000
TIPPING FEES		1,923,490	2,092,868	2,010,233	1,886,281	2,400,000	3,000,000
per ton		\$24.04	\$20.93	\$16.75	\$12.58	\$12.00	\$12.00
RECOVERY INCENTIVE							
Total	20% \$35.00	560,000	700,000	840,000	1,050,000	1,400,000	1,750,000
Rebate Portion		0	0	0	0	720,305	1,526,891
Operator Portion		560,000	700,000	840,000	1,050,000	679,695	223,109
TOTAL REVENUE		2,483,490	2,792,868	2,850,233	2,936,281	3,079,695	3,223,109

FOREST GROVE TRANSFER STATION
EXPANSION PROJECT
OPERATING EXPENSE DETAIL (FIXED)

TONS	80000	100,000	120,000	150,000	200,000	250,000
FIXED HOURS						
Class 1						
Spotters	4,356	4,356	4,356	4,356	4,356	4,356
Sorters (catwalk)	17,424	17,424	17,424	17,424	17,424	17,424
B&G maintenance	2,904	2,904	2,904	2,904	2,904	2,904
Sub-total, class 1	24,684	24,684	24,684	24,684	24,684	24,684
Class 2						
Scale operators	4,356	4,356	4,356	4,356	4,356	4,356
Floor sorters (machine)	2,904	2,904	2,904	2,904	2,904	2,904
Clamshell operator	2,904	2,904	2,904	2,904	2,904	2,904
Baler tenders	2,904	2,904	2,904	2,904	2,904	2,904
Sub-Total, class 2	13,068	13,068	13,068	13,068	13,068	13,068
Class 3						
Loader operators	2,904	2,904	2,904	2,904	2,904	2,904
Truck jockeys	2,904	2,904	2,904	2,904	2,904	2,904
Sub-total, class 3	5,808	5,808	5,808	5,808	5,808	5,808
Mechanic						
Supervision & management	4,160	4,160	4,160	4,160	4,160	4,160
TOTAL	47,720	47,720	47,720	47,720	47,720	47,720
FIXED LABOR EXPENSE						
Class 1 wages @ \$6.50	160,446	160,446	160,446	160,446	160,446	160,446
Class 2 wages @ \$8.00	104,544	104,544	104,544	104,544	104,544	104,544
Class 3 wages @ \$10.00	58,080	58,080	58,080	58,080	58,080	58,080
Mechanic @ \$12.00						
Super wages @ \$14.00	58,240	58,240	58,240	58,240	58,240	58,240
Fixed wages	381,310	381,310	381,310	381,310	381,310	381,310
Benefits @ 40.00%	152,524	152,524	152,524	152,524	152,524	152,524
TOTAL	533,834	533,834	533,834	533,834	533,834	533,834
FIXED NON-LABOR EXPENSE						
Gas 250000 0.65	16,250	16,250	16,250	16,250	16,250	16,250
Sewer 700000 0.04	28,000	28,000	28,000	28,000	28,000	28,000
Telephone 1 4000	4,000	4,000	4,000	4,000	4,000	4,000
Supplies 1 22000	22,000	22,000	22,000	22,000	22,000	22,000
Uniforms 1 12000	12,000	12,000	12,000	12,000	12,000	12,000
Insurance 1 170000	170,000	170,000	170,000	170,000	170,000	170,000
Taxes 1 90000	90,000	90,000	90,000	90,000	90,000	90,000

Admin support	1	75000	75,000	75,000	75,000	75,000	75,000	75,000

TOTAL			417,250	417,250	417,250	417,250	417,250	417,250
			=====					
TOTAL FIXED			951,084	951,084	951,084	951,084	951,084	951,084
			=====					

FOREST GROVE TRANSFER STATION
EXPANSION PROJECT
OPERATING EXPENSE DETAIL (VARIABLE)

TONS			80,000	100,000	120,000	150,000	200,000	250,000
VARIABLE HOURS								
Class 1								
Spotters			1,040	1,300	1,560	1,950	2,600	3,250
Sorters			6,240	7,800	9,360	11,700	15,600	19,500
B&G maintenance			1,040	1,300	1,560	1,950	2,600	3,250
Sub-total, class 1			8,320	10,400	12,480	15,600	20,800	26,000
Class 2								
Scale operators								
Floor sorters			2,080	2,600	3,120	3,900	5,200	6,500
Clamshell operator			1,040	1,300	1,560	1,950	2,600	3,250
Baler tenders			1,040	1,300	1,560	1,950	2,600	3,250
Sub-Total, class 2			4,160	5,200	6,240	7,800	10,400	13,000
Class 3								
Loader operators			1,560	1,950	2,340	2,925	3,900	4,875
Truck jockeys			1,040	1,300	1,560	1,950	2,600	3,250
Sub-total, class 3			2,600	3,250	3,900	4,875	6,500	8,125
Mechanic			1,040	1,300	1,560	1,950	2,600	3,250
Supervision & management			780	975	1,170	1,463	1,950	2,438
TOTAL			16,900	21,125	25,350	31,688	42,250	52,813
Variable labor dollars								
Class 1 wages @ \$6.50			54,080	67,600	81,120	101,400	135,200	169,000
Class 2 wages @ \$8.00			33,280	41,600	49,920	62,400	83,200	104,000
Class 3 wages @ \$10.00			26,000	32,500	39,000	48,750	65,000	81,250
Mechanic @ \$12.00			12,480	15,600	18,720	23,400	31,200	39,000
Manager @ \$16.00			12,480	15,600	18,720	23,400	31,200	39,000
Variable wages			138,320	172,900	207,480	259,350	345,800	432,250
Benefits @ 40.00%			55,328	69,160	82,992	103,740	138,320	172,900
Variable labor			193,648	242,060	290,472	363,090	484,120	605,150
Non-labor								
Electricity	10.7869	0.06	8,737	64,722	71,194	80,902	97,083	113,263
Water	2.32334	0.06	12,546	13,940	15,334	17,425	20,910	24,395
Fuel	0.04832	2.25	9,786	10,873	11,961	13,592	16,310	19,028
Total non-labor			31,069	89,535	98,488	111,919	134,302	156,686

SICK
HOLIDAYS
RETIREMENT
HEALTH

TOTAL VARIABLE

224,717	331,595	388,960	475,009	618,422	761,836
=====					

TONS	80,000	100,000	120,000	150,000	200,000	250,000
TOTAL HOURS						
Class 1						
Spotters	5,396	5,656	5,916	6,306	6,956	7,606
Sorters	23,664	25,224	26,784	29,124	33,024	36,924
B&G maintenance	3,944	4,204	4,464	4,854	5,504	6,154
Sub-total, class 1	33,004	35,084	37,164	40,284	45,484	50,684
Class 2						
Scale operators	4,356	4,356	4,356	4,356	4,356	4,356
Floor sorters	4,984	5,504	6,024	6,804	8,104	9,404
Clamshell operator	3,944	4,204	4,464	4,854	5,504	6,154
Baler tenders	3,944	4,204	4,464	4,854	5,504	6,154
Sub-Total, class 2	17,228	18,268	19,308	20,868	23,468	26,068
Class 3						
Loader operators	4,464	4,854	5,244	5,829	6,804	7,779
Truck jockeys	3,944	4,204	4,464	4,854	5,504	6,154
Sub-total, class 3	8,408	9,058	9,708	10,683	12,308	13,933
Mechanic	1,040	1,300	1,560	1,950	2,600	3,250
Supervision & management	4,940	5,135	5,330	5,623	6,110	6,598
TOTAL	64,620	68,845	73,070	79,408	89,970	100,533
FTE	34.4	36.6	38.9	42.2	47.9	53.5

Forest Grove Transfer Station Expansion Rate Impacts

10 Year Franchise and Capital Recovery Rates

Tons Per Year =	80,000	100,000	120,000	150,000	200,000	250,000
Average Tons Per Day =	308	385	462	577	769	962
Tons Recycled @ 15% =	12,000	15,000	18,000	22,500	30,000	37,500
Waste to Riverbend =	68,000	60,000	60,000	60,000	60,000	60,000
Waste to Arlington =	0	25,000	42,000	67,500	110,000	152,500
Tons Recycled @ 20% =	16,000	20,000	24,000	30,000	40,000	50,000
Waste to Riverbend =	64,000	60,000	60,000	60,000	60,000	60,000
Waste to Arlington =	0	20,000	36,000	60,000	100,000	140,000

(Note: A Compactor is not included in the 80,000 tons per year scenario.)

Transfer Fee =	\$31.04	\$27.93	\$23.75	\$19.58	\$15.40	\$12.41
Transport to Riverbend =	\$8.00	\$8.00	\$8.00	\$8.00	\$8.00	\$8.00
Disposal at Riverbend =	\$24.62	\$24.62	\$24.62	\$24.62	\$24.62	\$24.62
Transport to Arlington =	\$0.00	\$14.36	\$14.36	\$14.36	\$14.36	\$14.36
Disposal at Arlington =	\$0.00	\$25.32	\$25.32	\$25.32	\$25.32	\$25.32
Metro Fee =	\$7.50	\$7.50	\$7.50	\$7.50	\$7.50	\$7.50
Metro 5% Excise Tax =	\$2.99	\$2.83	\$2.62	\$2.42	\$2.21	\$2.06
Total Riverbend Fee =	\$74.15	\$70.88	\$66.49	\$62.12	\$57.73	\$54.59
Total Arlington Fee =	\$0.00	\$75.11	\$70.93	\$66.76	\$62.58	\$59.59
Blended* Rate =	\$74.15	\$72.57	\$68.71	\$64.90	\$61.12	\$58.39
* (First 60,000 Tons to Riverbend Landfill and the Remaining tons to Arlington)						
Recycling Rebate @ 15% =	\$476,100	\$595,125	\$714,150	\$892,688	\$1,190,250	\$1,487,813
Rebate /Ton =	\$5.95	\$5.95	\$5.95	\$5.95	\$5.95	\$5.95
Net Transfer Fee =	\$25.09	\$21.98	\$17.80	\$13.63	\$9.45	\$6.46
Total Net Tip Fee =	\$68.20	\$66.62	\$62.76	\$58.95	\$55.17	\$52.43
Recycling Rebate @ 20% =	\$634,800	\$793,500	\$952,200	\$1,190,250	\$1,587,000	\$1,983,750
Rebate /Ton =	\$7.94	\$7.94	\$7.93	\$7.94	\$7.94	\$7.93
Net Transfer Fee =	\$23.11	\$20.00	\$15.82	\$11.65	\$7.47	\$4.48
Total Net Tip Fee =	\$66.21	\$64.64	\$60.77	\$56.96	\$53.19	\$50.45



Creative Solutions . . . Superior Service

Forest Grove Transfer Station Expansion Rate Impacts

5 Year Franchise and Capital Recovery Rates

Tons Per Year =	80,000	100,000	120,000	150,000	200,000	250,000
Average Tons Per Day =	308	385	462	577	769	962
Tons Recycled @ 15% =	12,000	15,000	18,000	22,500	30,000	37,500
Waste to Riverbend =	68,000	60,000	60,000	60,000	60,000	60,000
Waste to Arlington =	0	25,000	42,000	67,500	110,000	152,500
Tons Recycled @ 20% =	16,000	20,000	24,000	30,000	40,000	50,000
Waste to Riverbend =	64,000	60,000	60,000	60,000	60,000	60,000
Waste to Arlington =	0	20,000	36,000	60,000	100,000	140,000

(Note: A Compactor is not included in the 80,000 tons per year scenario.)

Transfer Fee =	\$36.24	\$32.76	\$27.78	\$22.80	\$17.81	\$14.34
Transport to Riverbend =	\$8.00	\$8.00	\$8.00	\$8.00	\$8.00	\$8.00
Disposal at Riverbend =	\$24.62	\$24.62	\$24.62	\$24.62	\$24.62	\$24.62
Transport to Arlington =	\$0.00	\$14.36	\$14.36	\$14.36	\$14.36	\$14.36
Disposal at Arlington =	\$0.00	\$25.32	\$25.32	\$25.32	\$25.32	\$25.32
Metro Fee =	\$7.50	\$7.50	\$7.50	\$7.50	\$7.50	\$7.50
Metro 5% Excise Tax =	\$3.25	\$3.07	\$2.83	\$2.58	\$2.33	\$2.15
Total Riverbend Fee =	\$79.61	\$75.95	\$70.73	\$65.50	\$60.26	\$56.61
Total Arlington Fee =	\$0.00	\$79.94	\$74.96	\$69.98	\$64.99	\$61.52
Blended* Rate =	\$79.61	\$77.55	\$72.84	\$68.18	\$63.57	\$60.34

* (First 60,000 Tons to Riverbend Landfill and the Remaining tons to Arlington)

Recycling Rebate @ 15% =	\$0	\$595,125	\$714,150	\$892,688	\$1,190,250	\$1,487,813
Rebate /Ton =	\$0.00	\$5.95	\$5.95	\$5.95	\$5.95	\$5.95
Net Transfer Fee =	\$36.24	\$26.81	\$21.83	\$16.85	\$11.86	\$8.39
Total Net Tip Fee =	\$79.61	\$71.60	\$66.89	\$62.23	\$57.62	\$54.39
Recycling Rebate @ 20% =	\$0	\$793,500	\$952,200	\$1,190,250	\$1,587,000	\$1,983,750
Rebate /Ton =	\$0.00	\$7.94	\$7.93	\$7.94	\$7.94	\$7.93
Net Transfer Fee =	\$36.24	\$24.83	\$19.85	\$14.87	\$9.88	\$6.41
Total Net Tip Fee =	\$79.61	\$69.61	\$64.91	\$60.25	\$55.63	\$52.40

Forest Grove Transfer Station Expansion Rate Impacts

10 Year Franchise and Capital Recovery Rates

Tons Per Year =	80,000	100,000	120,000	150,000	200,000	250,000
Average Tons Per Day =	308	385	462	577	769	962
Tons Recycled @ 15% =	12,000	15,000	18,000	22,500	30,000	37,500
Waste to Riverbend =	68,000	60,000	60,000	60,000	60,000	60,000
Waste to Arlington =	0	25,000	42,000	67,500	110,000	152,500

Tons Recycled @ 20% =	16,000	20,000	24,000	30,000	40,000	50,000
Waste to Riverbend =	64,000	60,000	60,000	60,000	60,000	60,000
Waste to Arlington =	0	20,000	36,000	60,000	100,000	140,000

(Note: A Compactor is not included in the 80,000 tons per year scenario.)

Transfer Fee =	\$31.04	\$27.93	\$23.75	\$19.58	\$15.40	\$12.41
----------------	---------	---------	---------	---------	---------	---------

Transport to Riverbend =	\$8.00	\$8.00	\$8.00	\$8.00	\$8.00	\$8.00
Disposal at Riverbend =	\$24.62	\$24.62	\$24.62	\$24.62	\$24.62	\$24.62

Transport to Arlington =	\$0.00	\$14.36	\$14.36	\$14.36	\$14.36	\$14.36
Disposal at Arlington =	\$0.00	\$25.32	\$25.32	\$25.32	\$25.32	\$25.32

Metro Fee =	\$7.50	\$7.50	\$7.50	\$7.50	\$7.50	\$7.50
Metro 5% Excise Tax =	\$2.99	\$2.83	\$2.62	\$2.42	\$2.21	\$2.06

Total Riverbend Fee =	\$74.15	\$70.88	\$66.49	\$62.12	\$57.73	\$54.59
Total Arlington Fee =	\$0.00	\$75.11	\$70.93	\$66.76	\$62.58	\$59.59

Blended* Rate =	\$74.15	\$72.57	\$68.71	\$64.90	\$61.12	\$58.39
-----------------	---------	---------	---------	---------	---------	---------

* (First 60,000 Tons to Riverbend Landfill and the Remaining tons to Arlington)

Recycling Rebate @ 15% =	\$0	\$595,125	\$714,150	\$892,688	\$1,190,250	\$1,487,813
Rebate /Ton =	\$0.00	\$5.95	\$5.95	\$5.95	\$5.95	\$5.95

Net Transfer Fee =	\$31.04	\$21.98	\$17.80	\$13.63	\$9.45	\$6.46
--------------------	---------	---------	---------	---------	--------	--------

Total Net Tip Fee =	\$74.15	\$66.62	\$62.76	\$58.95	\$55.17	\$52.43
---------------------	---------	---------	---------	---------	---------	---------

Recycling Rebate @ 20% =	\$0	\$793,500	\$952,200	\$1,190,250	\$1,587,000	\$1,983,750
Rebate /Ton =	\$0.00	\$7.94	\$7.93	\$7.94	\$7.94	\$7.93

Net Transfer Fee =	\$31.04	\$20.00	\$15.82	\$11.65	\$7.47	\$4.48
--------------------	---------	---------	---------	---------	--------	--------

Total Net Tip Fee =	\$74.15	\$64.64	\$60.77	\$56.96	\$53.19	\$50.45
---------------------	---------	---------	---------	---------	---------	---------



Creative Solutions . . . Superior Service

ECONOMIC BENEFITS TO THE CITY FOREST GROVE		
WITH THE EXPANSION OF THE FOREST GROVE TRANSFER STATION		

ADDITIONAL PROPERTY TAXES				
---------------------------	--	--	--	--

	Tax Rate/\$1000				
Education (Wash. Co.)	0.2521	\$1,073.43			
Forest Grove Schools	18.7641	\$79,896.37			
Forest Grove City	4.8176	\$20,513.04			

Proposed Tons per Year	80,000	100,000	120,000	150,000	200,000
Enhancement Funds	\$40,000	\$50,000	\$60,000	\$75,000	\$100,000

PROJECTED NEW EMPLOYMENT				
--------------------------	--	--	--	--

Estimated Number of Jobs	34	37	39	42	48
Estimated Annual Payroll	\$727,034	\$776,034	\$823,634	\$896,434	\$1,018,234

Estimated Tax Revenues from Employee Homes (Assume 12% Mortgage using 25% of the employees wages)

Employee Home Values	\$1,464,065	\$1,562,738	\$1,658,593	\$1,805,194	\$2,050,469

Education (Wash. Co.)	\$369	\$394	\$418	\$455	\$517
Forest Grove Schools	\$27,472	\$29,323	\$31,122	\$33,873	\$38,475
Forest Grove City	\$7,053	\$7,529	\$7,990	\$8,697	\$9,878

Employee Property Taxes =	\$34,894	\$37,246	\$39,531	\$43,025	\$48,870
---------------------------	----------	----------	----------	----------	----------

Disposable Employee Income	\$389,483	\$415,733	\$441,233	\$480,233	\$545,483
----------------------------	-----------	-----------	-----------	-----------	-----------

Recirculation value (2.5)	\$973,706	\$1,039,331	\$1,103,081	\$1,200,581	\$1,363,706
---------------------------	-----------	-------------	-------------	-------------	-------------

Total Estimated Revenues					
to City of Forest Grove =	\$1,150,083	\$1,228,060	\$1,304,095	\$1,420,089	\$1,614,060



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

DATE: November 20, 1990
TO: Council Solid Waste Committee
FROM: Councilor Tanya Collier *Tanya Collier*
RE: RESOLUTION NO. 90-1358A

Please find attached a copy of Resolution No. 90-1358A which contain amendments to the original resolution. The purpose of the amendments are as follows:

1. To recognize and agree with facility siting recommendations of the Steering Committee.
2. Agree with the recommendation for more than one facility in the west part of the region.
3. Provide for phased implementation of two-facility system to accommodate possibility of including a compost facility in the region.
4. Complete the technical analysis including cost and financing options for the public/private scenarios prior to making a policy commitment on whether or not facilities are publicly or privately owned.
5. Eliminate the implied preference for private ownership and establish that the criteria for determining public vs. private ownership shall be those listed in Chapter 13 of the Regional Solid Waste Management Plan (RSWMP) and include an application of those criteria in the technical analysis and chapter preparation phase.
6. Establishes principle that any procurement decision which results in a facility cost and rate which is significantly higher than the base cost and rate shall result in local proponents identifying a mechanism to provide funding of incremental costs from local rate payers utilizing haulers served by facilities.
7. Includes a time line for determining the preferred procurement process consistent with that proposed in the original resolution.

TC:DEC:pa
90-1358.MEM

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF [ESTABLISHING)
~~PROCUREMENT GUIDELINES AND A~~)
~~PROCESS FOR PROCUREMENT OF THE~~)
~~WASHINGTON COUNTY SOLID WASTE~~)
~~SYSTEM, AND] RECOGNIZING AND~~)
GIVING PRIORITY TO THE)
WASHINGTON COUNTY LOCAL)
GOVERNMENT SOLUTION AND)
ESTABLISHING A PROCESS TO)
COMPLETE THE PLAN AS A BASIS FOR)
FACILITY PROCUREMENT)

RESOLUTION NO. 90-1358A

Introduced by:
Councilor Tom DeJardin

WHEREAS, Ordinance No. 88-266B adopted the Regional Solid Waste Management Plan (RSWMP) in October 1988; and,

WHEREAS, The Regional Solid Waste Management Plan, Policy 16.0, gives priority to local government solid waste management solutions in the Regional Solid Waste Management Plan; and,

WHEREAS, Resolution No. 89-1156 identifying a process, timeline and minimum standards for development of the Washington County solid waste system as a local government solution was adopted in October 1989; and,

WHEREAS, Washington County and the cities therein have developed a local government solution [~~consistent with the Regional Solid Waste Management Plan~~] for Metro Council consideration; and,

WHEREAS, The Regional Solid Waste Management Plan, Policy 16.2, identifies the need for each city and county to provide appropriate zoning for planned solid waste facilities by establishing clear and objective standards; and,

WHEREAS, The Regional Solid Waste Management Plan, Policy 11.1, states that "local solid waste management options may affect local rates" so a base case must be established for the technical analysis to conduct this assessment in order to determine if the facilities acquired are more costly than the base case; and,

WHEREAS, A need for policy guidance to complete development of the Washington County system has been identified; now, therefore,

BE IT RESOLVED:

1. That the Council of the Metropolitan Service District recognizes and gives priority to the portion of the Washington County's Solid Waste System Plan (Exhibit "A") [as the local government solution, consistent with Policy 5.3 and 16.0 of the Regional Solid Waste Management Plan] that recommends sites for transfer stations/ material recovery/compost facilities, namely the existing site in Forest Grove, the proposed site in Wilsonville and an undesignated site in the vicinity of Cornelius Pass Road and U.S. Highway 26.
2. That the Regional Solid Waste Management Plan shall provide for two transfer station/material recovery/compost facilities in the west part of the region to be acquired on a phased basis to maximize the opportunity to incorporate a compost facility in that part of the Region to further meet the regional waste reduction goals.
3. That the phased approach to acquiring these facilities shall be as follows:
 - a) For the first phase the Council in consultation with the Washington County Steering Committee shall upon completion of the technical analysis determine whether the Forest Grove site

or the Wilsonville site shall be the initial site selected and developed as a transfer station/material recovery facility which will be designed to process approximately 175,000 to 200,000 tons of solid waste per year. Criteria for making this selection may include, but not be limited to: cost; the existing and future geographic pattern waste generation; convenience to users; transportation access for both disposal by the public and commercial haulers and transfer of material to the landfill; and impact on meeting regional system needs, such as reducing the amount of waste disposed of at the Metro South station.

- b) For the second phase, within three to five years the Council, in consultation with appropriate local governments, shall determine the need for an additional facility in the west part of the Region and the type of facility; i.e., composter or transfer station/material recovery facility, on either of the other two designated sites. The Council shall establish criteria for choosing the type of facility and site and shall endeavor to maximize the reduction of waste going to the landfill in a cost effective manner.
- c) To facilitate the second phase of this plan, Metro shall proceed to acquire a site for a compost/transfer station/material recovery facility in the immediate vicinity of Cornelius Pass Road and U.S. Highway 26. Following acquisition of a site, Metro shall dispose of its surplus property at S.W. 209th and TV Highway.

[2]4. That Metro staff, working cooperatively with Washington County staff and the Steering Committee, shall complete the technical analysis and the Washington County Chapter to the RSWMP, recognizing the phased approach referred to above for consideration by the Council. At a minimum, the technical analysis and the Chapter shall include:

- a) waste flow and tonnage projections,
- b) analysis of viable facility system options,
- c) base case scenario,
- d) self-haul analysis,
- e) post collection material recovery analysis,
- f) high grade waste processing analysis,
- g) public vs. private ownership analysis,
- h) analysis of public and private financing options, including turn-key and joint public/private financing,
- i) facility service areas for allocating waste to facilities,
- j) vertical integration impacts and mitigation,
- k) rate analysis including any potential rate differential based on system options,
- l) criteria for procuring the Phase 1 facility incorporating the procurement guidelines listed in Exhibit "B" insofar as they are compatible with the phased approach and the intent of this resolution.

~~[3. That the Council adopts procurement guidelines as listed in Exhibit "B" as a starting point for developing criteria in accordance with Metro Code Section 5.01.085 which would allow the~~

~~Metro Council to authorize long-term franchises for the Washington County System.]~~

5. That the Council decision on the public/private facility ownership option for facilities in both phases be based on the criteria listed in Chapter 13 of the Regional Solid Waste Management Plan and attached as Exhibit D. The analysis and application of these criteria shall be undertaken when the technical analysis and chapter plan draft are completed.

[4]6. That the Council adopt the process and timelines as listed in Exhibit "C" for the purpose of completing the Washington County System.

[5]7. That Metro will work cooperatively with local governments to initiate the adoption process for incorporating clear and objective standards into local planning codes by late Spring 1991.

[6]8. That the base case facility scenario used for purposes of conducting the rate impact analysis will be a two transfer station/ compost facility system recognizing the two phased approach with tonnage allocations delineated upon the East and West service area concept contained in the technical analysis. This reflects the Metro Council's historical preference for a two transfer station system in Washington County and further incorporates land use and transportation considerations through the designation of service areas.

9. That if the Forest Grove site is not selected in Phase I, the Council shall continue the existing franchise for the facility

based on the current level of service until the Phase 2 procurement decision is completed and a facility is operational.

10. That if the Council selects a facility option which has a rate significantly higher than the base system rate, the increment shall be funded by a commitment from sources other than those collected by Metro.

ADOPTED by the Council of the Metropolitan Service District
this _____ day of _____, 1990.

Tanya Collier, Presiding Officer

ATTEST:

Clerk of the Council

DEC:aeb
A:\2007.RES

EXHIBIT "C"
TIMELINE

Dec. 13	Council adoption of resolution outlining the process to complete the Washington County system.
Dec. 30	Staff completes summary of technical analysis and prepares summary of analysis including recommendation on Phase 1 facility.
Jan. '91	Steering Committee review and recommendations on technical analysis conclusions.
Feb. '91	CSWC review and recommendations on technical analysis conclusion.
Mar. '91	Staff writes the RSWMP Washington County System Plan chapter, which will include relevant portions of the proposed Washington County local government solution. Staff develops procurement criteria, including a recommendation on the ownership option.
Apr. '91	Steering Committee review of Plan chapter and procurement criteria.
May '91	CSWC Public Hearing on Plan chapter and procurement criteria. Council adoption (Ordinance). Depending on preferred ownership option, the specific procurement process will be delivered at the time Council adopts the Plan criteria.
June '91	Procurement process initiated.

DEC:aeb
As\2008.EXH

CHAPTER 13 - FACILITY OWNERSHIP

POLICIES

- 13.0 Solid waste facilities may be publicly or privately owned, depending upon which best serves the public interest. A decision on ownership of a facility shall be made by Metro, case-by-case, and based upon established criteria.
- 13.1 Recycling drop centers shall be privately owned unless a need for such additional facilities is identified and can best be fulfilled by a city or county as determined by that city or county.
- 13.2 Facilities which serve only one collector and exclude the public shall be privately owned.

* * * * *

The criteria to be used for determining what form of facility ownership best serves the public interest are:

- a. to compare the anticipated capital and operating costs;
- b. to adhere to the waste reduction policies;
- c. to best achieve implementation of the solid waste management plan;
- d. to be compatible with existing facilities and programs;
- e. to adjust to changing circumstances which may require capital improvements, new methods of operation or similar factors;
- f. to be environmentally acceptable;
- g. to provide ease of access by the public and collection industry, where applicable;
- h. to avoid vertical integration (monopoly) of the solid waste business;
- i. to demonstrate ease of facility management, including fee collection equity, periodic review, rate changes, flow control and related operational changes;
- j. to provide appropriate mitigation and/or enhancement measures deemed appropriate to the host jurisdiction.

The nature and scale of the subject facility shall be considered in determining how to apply the criteria.



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Richard Carson

Memorandum

DATE: November 26, 1990

TO: Don Carlson, Metro Council

FROM: *PHC* Richard Carson, Director
Planning and Development

SUB: Resolution 90-1358A

I thought it might be useful to comment on Resolution 90-1358A proposed by Presiding Officer Collier at the Council Solid Waste Committee meeting (11-20-90), and contrast it with Resolution 90-1358 proposed by Councilor DeJardin. I have noted several inconsistencies that may or may not be intentional and it might be useful too clarify the amended Resolution.

1. Under the "Be It Resolved" section there is some inconsistency in the process of designating sites. Item 3(a) requires a first phase decision for the first facility between the Forest Grove and the Wilsonville sites. This is followed by 3(b) making a second phase decision for the second facility "on either of the other two designated sites", presumably meaning Wilsonville and Hillsboro. Finally, in 3(c) Hillsboro is designated with no reference to Wilsonville. I assume that there is some error in deciding on the Hillsboro site in 3(c) because the possibility exists that Wilsonville was the choice in 3(b).
2. In 3(a-c) a site "in the vicinity of Cornelius Pass Road and U.S Highway 26" is referenced. The Washington County plan refers to a site "in the Sunset Corridor area (Hillsboro)." I would suggest that you use their geographic description. The Resolution as written is very site specific and is not what Washington County had in mind. If you want to be site specific then there is no reason to make a change. However, if you are trying to be consistent with the DeJardin Resolution, then you may want to change the language.
3. DeJardin's Resolution 90-1358 does not create a process of elimination as does Councilor Collier's. DeJardin's Resolution follows a three step process that has a specific site in mind at each step. Again, that maybe Councilor Collier's intent, but it is not DeJardin's.
4. In the Resolution 90-1358A 3(a) the first site selected will take 175,000 - 200,000 tons per year. The DeJardin Resolution 90-1358 talks about a 40% and 60% split between a western and eastern facility location. This is because the Forest Grove facility is proposed by Washington County to take no more than 120,000 tons per year.

5. Resolution 90-1358A 3(b) states that in the second facility phase that with 3-5 years the Council will "determine" the need for the second site. However, DeJardin's Resolution 90-1358 the franchise process for a second facility starts in July 1991 and "facility operations begin" in April 1993. There is a great difference in time schedules between the two Resolutions.
6. Resolution 90-1358A (5) makes it clear that there will be a public vs. private analysis done, and that any of these facilities, including Forest Grove, could become public. I understand this is intentional, but I should point out that it is completely different from the DeJardin Resolution 90-1358 approach of giving the private sector a first shot at putting a proposal together.
7. Resolution 90-1358A (9) says that if Forest Grove is not picked in phase 1, then it will be allowed to continue at the "current level of service". That level of service is 60,000 tons per year and will leave approximately 237,000 tons per year to be processed in the year 2003. Is the proposal to build a transfer facility of this size? That would be equivalent to the estimated operation of Metro South in the future.
8. The references to compost facilities in 2 and 8 gives the impression that composters will be part of the Washington County system. The intent of the proposed Washington County plan is to provide the flexibility to allow for some alternative type of facility in the future. A composter has been used as an example in past discussions. The technical analysis will address the economics of procuring and operating a composter, but its purpose is illustrative only. Much more analysis of the regional compost market is needed before Metro considers another compost facility. The Resolution should not infer that a composter will be a part of the Washington County system. It should only recognize the flexibility of the Washington County plan to accommodate alternative methods of solid waste management in the next 10 years.

I should add that I am concerned about the fact that Resolution 90-1358A was delivered to my office less than a half hour before the Council Solid Waste Committee convened. It was in the hands of the Washington County Steering Committee before any discussion was attempted with either the Solid Waste or the Planning and Development Department. At the very least I could have pointed out the inconsistencies and terminology problems. Obviously, the Washington County group's response was strongly adverse to the amendment.

cc: Rena Cusma
Dick Engstrom
Bob Martin



METRO

2000 SW First Avenue
Portland, OR 97201-5398
(503) 221-1646
Fax 241-7417

November 28, 1990

Executive Officer
Rena Cusma

Metro Council

Tanya Collier
Presiding Officer
District 9

Gary Hansen
Deputy Presiding
Officer
District 12

David Saucy
District 1

Lawrence Bauer
District 2

Jim Gardner
District 3

Richard Devlin
District 4

Tom DeJardin
District 5

George Van Bergen
District 6

Ruth McFarland
District 7

Judy Wyers
District 8

Roger Buchanan
District 10

David Knowles
District 11

Richard Carson, Director
Planning & Development Department
Metropolitan Service District
2000 S.W. First Avenue
Portland, OR 97201-5398

Dear Rich:

Re: Tax-Exempt Financing Options for Transfer Stations

I have been asked to provide you with a brief outline of the possible financing vehicles available to Metro for funding the cost of construction/acquisition of a transfer station or transfer stations in Washington County. These options have been developed with the assistance of Edw. Einowski of Stoel Rives et al., Metro's Bond Counsel for solid waste matters.

The options are:

1. Publicly-owned/Publicly-financed System Bonds.
(Government Bonds)

This financing model is the model used for the financing of the Metro East Station. Metro purchased the property from the vendor and entered into construction and operating agreements consistent with Internal Revenue Code requirements for government issue financing. Bonds were issued as system revenue bonds pursuant to Metro Ordinance No. 89-319, and were tax-exempt. These bonds qualified as government issue bonds because Metro owned the property and the operation contract was a "qualified management contract" of no more than five years duration with Metro having the option to terminate at no penalty after three years. This method of financing should provide the lowest possible interest rate.

2. Publicly-owned/Publicly-financed/Private Activity System Bonds.

The second option would be the issuance of Metro revenue system bonds pursuant to Ordinance No. 89-319, but not subject to a qualified management contract. Under this example, we assume Metro ownership of the property and a Metro guarantee to pay the bonds out of Metro's system's revenues, but an operation contract of a greater duration than five years, i.e., 20 years. This bond financing would be a tax-exempt, private activity bond. Prior to issuance, Metro would need to obtain an allocation from Oregon's annual private activity volume cap. The interest rates on such a bond would be slightly higher than example #1, i.e., .25 percent to .5 percent, because the tax benefits of private activity bonds are not quite as favorable to private investors as government tax-exempt bonds.

3. Privately-owned/Publicly-financed/Private Activity Project Bonds.

The third option would be for Metro to issue project bonds on a tax-exempt, private activity basis pursuant to Metro Ordinance No. 89-319. These bonds would be similar to the financing that was used for financing the Riedel composter facility. A volume cap allocation would be required as in example #2. The interest rates on the bonds would be dependent on the financial standing of the private entity. Metro would not own the facility and, therefore, could not guarantee payment of the bonds. Rather, Metro would only have the obligation to abide by the terms of the franchise/service agreement, and could only guarantee Metro payments to the operator so long as the operator continued to provide the service of operating the transfer station. The Oregon Constitution prohibits Metro from guaranteeing the credit of a private entity. While the technology for operating a transfer station does not pose anywhere near the risk that the technology of the composter posed, the financial strength of the operating entity and its stability is a major factor in determining what the interest rate would be on such bonds. Absent some substantial guarantee by a rated entity such as a bank or a major corporation, it would be very difficult to obtain a bond rating at all on an issue of this type.

Further, if the issue were structured so that Metro had an option to purchase the property at the end of the term of the agreement at less than fair market value, the depreciation on the property would not be available to the private entity during the term of the financing. In order for the private entity to be able to take advantage of the property depreciation for income tax purposes, Metro's option would need to be restricted to an option to purchase at fair market value only. An analysis would need to be made if Metro required a transfer of ownership at the end of the financing term for less than fair market value, to determine whether the interest savings from the tax-exempt status of the debt exceeded the cost of the loss of depreciation to the private owner.

4. Privately-owned/Publicly-financed Private Activity/System Bonds.

It is possible that Metro-backed revenue bonds could be used to finance a privately-owned facility if the transaction provided for the eventual transfer of ownership to Metro. This model would need an allocation of volume cap as it would be a private activity bond. For income tax purposes there would be no tax benefits to the private owner, but the property would still be subject to taxation for property tax purposes. At the end of bond's term, ownership would be vested in Metro. This would allow the use of Metro's credit to finance construction and acquisition of the facility. If there was an earlier default, ownership would also transfer to Metro. These provisions would make the interest rates reflect only the risk that Metro would not fulfill its obligations to the bondholders and this would produce interest rates similar to example #2.

5. Privately-owned/Private-financed.

The fifth option available for financing a transfer station is, of course, straight private financing with no Metro issued debt. This would mean payment of interest rates assuming that the interest on the debt was subject to both federal and Oregon income tax. Interest rates would primarily depend on the strength of the private entity and the type of commitment made by Metro for a wastestream to be processed at the facility. The tax benefits for depreciation would be available for the owner of the facility.

Richard Carson
Page 4
November 28, 1990

I hope this assists you and your staff in preparing your analysis of the system costs for Washington County transfer stations.

Yours very truly,

u Daniel B. Cooper,
General Counsel

gl
1269

cc: Donald Carlson ✓
Bob Martin
Mike McKeever



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Agenda

MEETING: Council Solid Waste Committee
DATE: December 4, 1990
DAY: Tuesday
TIME: 5:30
PLACE: Council Chamber

Approx.
Time*

Presented
By

- | | | |
|-------------------|--|-------------------|
| 5:30
(30 min.) | CALL TO ORDER & ROLL CALL | |
| | 1. Resolution No. 90-1358A, For the Purpose of Recognizing and Giving Priority to the Washington County Local Government Solution and Establishing a Process to Complete the Plan as a Basis for Facility Procurement <u>Public Hearing</u> (Action Requested: Motion to recommend Council adoption of the resolution) | Collier |
| 6:00
(5 min.) | 2. Intergovernmental Agreement with the City of Portland, "Providing Containers for Recycling at Multi-Family Residences in the City of Portland and Portions of Unincorporated Multnomah County" (Action Requested: Review and comment only) | Martin/
Kambur |
| 6:05
(10 min.) | 3. Program Activities for Year Two of the Annual Waste Reduction Program for Local Government (No Action Requested: Discussion only) | Martin/
Gorham |
| 6:15
(10 min.) | 4. KPMG Peat Marwick Recommendations for Improvement of Controls and Procedures for Flow of Solid Waste Tonnage Information and Revenue (No Action Requested: Discussion only) | Martin |
| 6:25
(10 min.) | 5. Solid Waste Department Staff Updates | Martin/
Gorham |
| 6:35 | ADJOURN | |

* All times listed on the agenda are approximate; items may not be considered in the exact order listed.

COMMITTEE MEMBERS: Tom DeJardin (Chair), Judy Wyers (Vice Chair), Roger Buchanan, Tanya Collier and David Saucy

Agenda Item No. 1
Meeting Date: December 4, 1990

RESOLUTION NO. 90-1358A



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

DATE: November 27, 1990
TO: Council Solid Waste Committee
FROM: Karla Forsythe, Council Analyst *KVF*
RE: SOLID WASTE FACILITIES IN WEST PART OF THE REGION

At the November 20, 1990 Solid Waste Committee meeting, the Committee voted 3 to 1 to refer Resolution No. 90-1358A to the Washington County Solid Waste System Design Steering Committee (Steering Committee) for comment, and to consider the resolution again at the December 4, 1990 Solid Waste Committee meeting.

At a meeting on November 26, 1990 the Steering Committee voted unanimously to oppose Resolution No. 90-1358A and to reaffirm its support for the original version of the resolution (as corrected).

Please note both resolutions are printed in the agenda packet. The timeline attached to Resolution No. 90-1358 as Exhibit C has been revised by Planning & Development staff to correct two typographical errors involving dates.

KP:pa
KFSWC112.MEM



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

DATE: November 20, 1990
TO: Council Solid Waste Committee
FROM: Councilor Tanya Collier *Tanya Collier*
RE: RESOLUTION NO. 90-1358A

Please find attached a copy of Resolution No. 90-1358A which contain amendments to the original resolution. The purpose of the amendments are as follows:

1. To recognize and agree with facility siting recommendations of the Steering Committee.
2. Agree with the recommendation for more than one facility in the west part of the region.
3. Provide for phased implementation of two-facility system to accommodate possibility of including a compost facility in the region.
4. Complete the technical analysis including cost and financing options for the public/private scenarios prior to making a policy commitment on whether or not facilities are publicly or privately owned.
5. Eliminate the implied preference for private ownership and establish that the criteria for determining public vs. private ownership shall be those listed in Chapter 13 of the Regional Solid Waste Management Plan (RSWMP) and include an application of those criteria in the technical analysis and chapter preparation phase.
6. Establishes principle that any procurement decision which results in a facility cost and rate which is significantly higher than the base cost and rate shall result in local proponents identifying a mechanism to provide funding of incremental costs from local rate payers utilizing haulers served by facilities.
7. Includes a time line for determining the preferred procurement process consistent with that proposed in the original resolution.

TC:DEC:pa
90-1358.MEM

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF [~~ESTABLISHING~~)
~~PROCUREMENT GUIDELINES AND A~~)
~~PROCESS FOR PROCUREMENT OF THE~~)
~~WASHINGTON COUNTY SOLID WASTE~~)
~~SYSTEM, AND]~~ RECOGNIZING AND)
GIVING PRIORITY TO THE)
WASHINGTON COUNTY LOCAL)
GOVERNMENT SOLUTION AND)
ESTABLISHING A PROCESS TO)
COMPLETE THE PLAN AS A BASIS FOR)
FACILITY PROCUREMENT)

RESOLUTION NO. 90-1358A

Introduced by:
Councilor Tom DeJardin

WHEREAS, Ordinance No. 88-266B adopted the Regional Solid Waste Management Plan (RSWMP) in October 1988; and,

WHEREAS, The Regional Solid Waste Management Plan, Policy 16.0, gives priority to local government solid waste management solutions in the Regional Solid Waste Management Plan; and,

WHEREAS, Resolution No. 89-1156 identifying a process, timeline and minimum standards for development of the Washington County solid waste system as a local government solution was adopted in October 1989; and,

WHEREAS, Washington County and the cities therein have developed a local government solution [~~consistent with the Regional Solid Waste Management Plan~~] for Metro Council consideration; and,

WHEREAS, The Regional Solid Waste Management Plan, Policy 16.2, identifies the need for each city and county to provide appropriate zoning for planned solid waste facilities by establishing clear and objective standards; and,

WHEREAS, The Regional Solid Waste Management Plan, Policy 11.1, states that "local solid waste management options may affect local rates" so a base case must be established for the technical analysis to conduct this assessment in order to determine if the facilities acquired are more costly than the base case; and,

WHEREAS, A need for policy guidance to complete development of the Washington County system has been identified; now, therefore,

BE IT RESOLVED:

1. That the Council of the Metropolitan Service District recognizes and gives priority to the portion of the Washington County's Solid Waste System Plan (Exhibit "A") ~~[as the local government solution, consistent with Policy 5.3 and 16.0 of the Regional Solid Waste Management Plan]~~ that recommends sites for transfer stations/ material recovery/compost facilities, namely the existing site in Forest Grove, the proposed site in Wilsonville and an undesignated site in the vicinity of Cornelius Pass Road and U.S. Highway 26.
2. That the Regional Solid Waste Management Plan shall provide for two transfer station/material recovery/compost facilities in the west part of the region to be acquired on a phased basis to maximize the opportunity to incorporate a compost facility in that part of the Region to further meet the regional waste reduction goals.
3. That the phased approach to acquiring these facilities shall be as follows:
 - a) For the first phase the Council in consultation with the Washington County Steering Committee shall upon completion of the technical analysis determine whether the Forest Grove site

or the Wilsonville site shall be the initial site selected and developed as a transfer station/material recovery facility which will be designed to process approximately 175,000 to 200,000 tons of solid waste per year. Criteria for making this selection may include, but not be limited to: cost; the existing and future geographic pattern waste generation; convenience to users; transportation access for both disposal by the public and commercial haulers and transfer of material to the landfill; and impact on meeting regional system needs, such as reducing the amount of waste disposed of at the Metro South station.

- b) For the second phase, within three to five years the Council, in consultation with appropriate local governments, shall determine the need for an additional facility in the west part of the Region and the type of facility; i.e., composter or transfer station/material recovery facility, on either of the other two designated sites. The Council shall establish criteria for choosing the type of facility and site and shall endeavor to maximize the reduction of waste going to the landfill in a cost effective manner.
- c) To facilitate the second phase of this plan, Metro shall proceed to acquire a site for a compost/transfer station/material recovery facility in the immediate vicinity of Cornelius Pass Road and U.S. Highway 26. Following acquisition of a site, Metro shall dispose of its surplus property at S.W. 209th and TV Highway.

[2]4. That Metro staff, working cooperatively with Washington County staff and the Steering Committee, shall complete the technical analysis and the Washington County Chapter to the RSWMP, recognizing the phased approach referred to above for consideration by the Council. At a minimum, the technical analysis and the Chapter shall include:

- a) waste flow and tonnage projections,
- b) analysis of viable facility system options,
- c) base case scenario,
- d) self-haul analysis,
- e) post collection material recovery analysis,
- f) high grade waste processing analysis,
- g) public vs. private ownership analysis,
- h) analysis of public and private financing options, including turn-key and joint public/private financing,
- i) , facility service areas for allocating waste to facilities,
- j) vertical integration impacts and mitigation,
- k) rate analysis including any potential rate differential based on system options,
- l) criteria for procuring the Phase 1 facility incorporating the procurement guidelines listed in Exhibit "B" insofar as they are compatible with the phased approach and the intent of this resolution.

~~[3. That the Council adopts procurement guidelines as listed in Exhibit "B" as a starting point for developing criteria in accordance with Metro Code Section 5.01.085 which would allow the~~

~~Metro Council to authorize long term franchises for the Washington County System.]~~

5. That the Council decision on the public/private facility ownership option for facilities in both phases be based on the criteria listed in Chapter 13 of the Regional Solid Waste Management Plan and attached as Exhibit D. The analysis and application of these criteria shall be undertaken when the technical analysis and chapter plan draft are completed.

[4]6. That the Council adopt the process and timelines as listed in Exhibit "C" for the purpose of completing the Washington County System.

[5]7. That Metro will work cooperatively with local governments to initiate the adoption process for incorporating clear and objective standards into local planning codes by late Spring 1991.

[6]8. That the base case facility scenario used for purposes of conducting the rate impact analysis will be a two transfer station/compost facility system recognizing the two phased approach with tonnage allocations delineated upon the East and West service area concept contained in the technical analysis. This reflects the Metro Council's historical preference for a two transfer station system in Washington County and further incorporates land use and transportation considerations through the designation of service areas.

9. That if the Forest Grove site is not selected in Phase I, the Council shall continue the existing franchise for the facility

based on the current level of service until the Phase 2 procurement decision is completed and a facility is operational.

10. That if the Council selects a facility option which has a rate significantly higher than the base system rate, the increment shall be funded by a commitment from sources other than those collected by Metro.

ADOPTED by the Council of the Metropolitan Service District
this _____ day of _____, 1990.

Tanya Collier, Presiding Officer

ATTEST:

Clerk of the Council

DEC:aeb
A:\2007.RES

EXHIBIT "C"
TIMELINE

Dec. 13	Council adoption of resolution outlining the process to complete the Washington County system.
Dec. 30	Staff completes summary of technical analysis and prepares summary of analysis including recommendation on Phase 1 facility.
Jan. '91	Steering Committee review and recommendations on technical analysis conclusions.
Feb. '91	CSWC review and recommendations on technical analysis conclusion.
Mar. '91	Staff writes the RSWMP Washington County System Plan chapter, which will include relevant portions of the proposed Washington County local government solution. Staff develops procurement criteria, including a recommendation on the ownership option.
Apr. '91	Steering Committee review of Plan chapter and procurement criteria.
May '91	CSWC Public Hearing on Plan chapter and procurement criteria. Council adoption (Ordinance). Depending on preferred ownership option, the specific procurement process will be delivered at the time Council adopts the Plan criteria.
June '91	Procurement process initiated.

DEC:aeb
A:\2008.EXH

CHAPTER 13 - FACILITY OWNERSHIP

POLICIES

- 13.0 Solid waste facilities may be publicly or privately owned, depending upon which best serves the public interest. A decision on ownership of a facility shall be made by Metro, case-by-case, and based upon established criteria.
- 13.1 Recycling drop centers shall be privately owned unless a need for such additional facilities is identified and can best be fulfilled by a city or county as determined by that city or county.
- 13.2 Facilities which serve only one collector and exclude the public shall be privately owned.

* * * * *

The criteria to be used for determining what form of facility ownership best serves the public interest are:

- a. to compare the anticipated capital and operating costs;
- b. to adhere to the waste reduction policies;
- c. to best achieve implementation of the solid waste management plan;
- d. to be compatible with existing facilities and programs;
- e. to adjust to changing circumstances which may require capital improvements, new methods of operation or similar factors;
- f. to be environmentally acceptable;
- g. to provide ease of access by the public and collection industry, where applicable;
- h. to avoid vertical integration (monopoly) of the solid waste business;
- i. to demonstrate ease of facility management, including fee collection equity, periodic review, rate changes, flow control and related operational changes;
- j. to provide appropriate mitigation and/or enhancement measures deemed appropriate to the host jurisdiction.

The nature and scale of the subject facility shall be considered in determining how to apply the criteria.

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 90-1358 FOR THE PURPOSE OF ESTABLISHING PROCUREMENT GUIDELINES AND A PROCESS FOR PROCUREMENT OF THE WASHINGTON COUNTY SOLID WASTE SYSTEM, AND ESTABLISHING A POLICY PREFERENCE FOR THE WASHINGTON COUNTY LOCAL GOVERNMENT SOLUTION

Date: November 12, 1990

Presented by: Richard Carson

PROPOSED ACTION

Resolution No. 90-1358 would establish a policy preference for the solid waste local government solution proposed by Washington County and the cities therein. The Resolution further identifies procurement guidelines and a process (timeline) for completion of the Washington County solid waste system. The intent of the Resolution is to affirm that the Metro Council will choose the Washington County local government solution provided established procurement criteria are met.

FACTUAL BACKGROUND AND ANALYSIS

The first question Metro Councilors may ask staff is *"Why should the Metro Council pass a Resolution stating a policy preference for providing Washington County the opportunity to implement their 'local government solution?'"*

The answer is that with the adoption of the *Regional Solid Waste Management Plan (RSWMP)* in October 1988, Metro made a very clear policy decision. Policy 5.3 states:

"Local solid waste solutions shall be integrated into the solid waste management system to the extent they are compatible with the system and meet all other plan provisions."

Further, Policy 16.0 states:

"The implementation of the Solid Waste Management Plan shall give priority to solutions developed at the local level that are consistent with all plan policies."

These policies were adopted in the context of cost to the region. Policy 11.1 states:

"While the base rate will remain uniform throughout the region, local solid waste management options may affect local rates."

The policy language of the *Regional Solid Waste Management Plan* is very straight forward in its intent. If the Washington County proposal can meet Metro's planning standards, then the Metro Council should accept their proposal. The Resolution has been prepared to conform to the basic concept outlined by the chair of the Council Solid waste Committee, Tom DeJardin, in his letter of November 1, 1990 to the Washington County Solid waste Steering Committee.

The second question Metro Councilors may ask staff is *"Should the Metro Council pass a resolution which states their intent to proceed with Washington County's local government solution prior to completion of the technical analysis?"*

The Resolution as it is written provides for the completion of the technical analysis and adoption of the Washington County chapter to the RSWMP prior to the Council initiating a procurement process. The Council decision to proceed with Washington County's proposal will be made at the time of adopting the plan chapter and then again upon initiating the procurement process. This Resolution is a statement of intent to proceed in good faith and within the context of the RSWMP, which gives preference for the local government, provided it can be demonstrated to meet all plan policies. The technical analysis will provide the basis for ensuring that this can be achieved.

The adoption of this Resolution will also direct staff to begin writing the Washington County solid waste system chapter of the RSWMP. The chapter will be based on the technical analysis and will include the Washington County system option.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends approval of Resolution No. 90-1358 which states a policy preference for the Washington County local government solution and establishes procurement guidelines and a process to complete the Washington County Solid Waste System

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ESTABLISHING)
PROCUREMENT GUIDELINES AND A)
PROCESS FOR PROCUREMENT OF THE)
WASHINGTON COUNTY SOLID WASTE)
SYSTEM, AND RECOGNIZING AND)
GIVING PRIORITY TO THE WASHINGTON)
COUNTY LOCAL GOVERNMENT SOLUTION)

RESOLUTION NO. 90-1358

Introduced by Councilor
Tom DeJardin

WHEREAS, Ordinance No. 88-266B adopted the Regional Solid Waste Management Plan (RSWMP) in October, 1988; and,

WHEREAS, the Regional Solid Waste Management Plan, Policy 16.0, gives priority to local government solid waste management solutions in the Regional Solid Waste Management Plan; and,

WHEREAS, Resolution No. 89-1156 identifying a process, timeline and minimum standards for development of the Washington County solid waste system as a local government solution, was adopted in October, 1989; and,

WHEREAS, Washington County and the cities therein have developed a local government solution consistent with the Regional Solid Waste Management Plan; and

WHEREAS, the Regional Solid Waste Management Plan, Policy 16.2 identifies the need for each city and county to provide appropriate zoning for planned solid waste facilities by establishing clear and objective standards; and

WHEREAS, the Regional Solid Waste Management Plan, Policy 11.1 states that "*local solid waste management options may affect local rates*" so a base case must be established for the technical analysis to conduct this assessment; and

WHEREAS, a need for policy guidance to complete development of the Washington County system has been identified; now, therefore,

BE IT RESOLVED:

1. That the Council of the Metropolitan Service District recognizes and gives priority to Washington County's Solid Waste System Plan (Exhibit "A") as the local government solution, consistent with Policy 5.3 and 16.0 of the Regional Solid Waste Management Plan.
2. That Metro staff, working cooperatively with Washington County staff and the Steering Committee, shall complete the Washington County Chapter to the RSWMP. At a minimum, the Chapter shall include:
 - a) waste flow and tonnage projections,
 - b) analysis of viable facility system options,
 - c) base case scenario,
 - d) self-haul analysis,
 - e) post collection material recovery analysis,
 - f) high grade waste processing analysis,
 - g) public vs. private ownership analysis,
 - h) analysis of public and private financing options, including turn-key and joint public/private financing,
 - i) facility service areas for allocating waste to facilities,
 - j) vertical integration impacts and mitigation,

k) rate analysis.

3. That the Council adopts procurement guidelines as listed in Exhibit "B" as a starting point for developing criteria in accordance with Metro Code Section 5.01.085 which would allow the Metro Council to authorize long-term franchises for the Washington County System.
4. That the Council adopt the process and timeline as listed in Exhibit "C" for the purpose of completing the Washington County system.
5. That Metro will work cooperatively with local governments to initiate the adoption process for incorporating clear and objective standards into local planning codes by late Spring, 1991.
6. That the base case facility scenario used for purposes of conducting the rate impact analysis will be a two transfer station system with tonnage allocations delineated upon the East and West service area concept contained in the technical analysis. This reflects the Metro Council's historical preference for a two transfer station system in Washington County and further incorporates land use and transportation considerations through the designation of service areas.

ADOPTED by the Council of the Metropolitan Service District this ____ day of _____, 1990.

Tanya Collier, Presiding Officer

ATTEST:

Clerk of the Council

WASHINGTON COUNTY, OREGON

Regional Solid Waste Management Plan

Chapter 18: WASHINGTON COUNTY SOLID WASTE SYSTEM PLAN

The following outline for a System Plan was passed unanimously by the Washington County Solid Waste Facilities Design Steering Committee on October 15, 1990.

WHAT SHOULD THE WASHINGTON COUNTY SYSTEM LOOK LIKE?

1. Washington County System Configuration Data/Assumptions

Metro's mid-range waste generation and disposal projection has been used as the basis for this plan. The mid-range projection assumes a 40% increase in the per capita waste disposal rate between 1990 and 2013. The mid-range waste disposal projection is as follows:

ANNUAL WASTE TO BE HANDLED AT TRANSFER/MATERIAL RECOVERY STATIONS			
Year	Residential Tons	Non-Residential Tons	Total Tons
1993	82,149	143,599	225,748
2003	101,852	194,943	296,794
2013	134,299	258,238	392,538

The projection assumes that no Washington County waste is shipped to transfer stations outside of Washington County and only minor amounts of waste are imported from Clackamas and Multnomah Counties to Washington

County transfer stations (i.e. where hauler franchise areas overlap). While the latter assumption was used for modeling purposes, the County is open to the idea of importing mutually agreed upon amounts of Clackamas County waste to a transfer/material recovery facility in the southeast portion of Washington County should Metro decide this would be useful for the overall efficiency of the regional solid waste system.

2. Number of Transfer/Material Recovery Facilities

The Steering Committee's Plan would put in place no later than 1993 two transfer station/material recovery centers with the immediate ability to handle at least 200,000 tons of waste annually and the future ability to handle up to 300,000 tons annually. This is sufficient capacity through the year 2003 if the mid-range waste disposal forecast is accurate.

The existing facility at Forest Grove would be expanded to:

- a capacity of 120,000 tons; and
- include material recovery for at least commercial waste (residential still being studied).

A facility in the Wilsonville area would be constructed with:

- a start-up capacity of at least 120,000 tons;
- the ability to expand as need demands to handle a total of 175,000 tons of Washington County waste;

- a compactor;
- maximum material recovery for all portions of waste stream which are cost-effective today; and
- the ability preserved to add more material recovery based on changing cost-effectiveness.

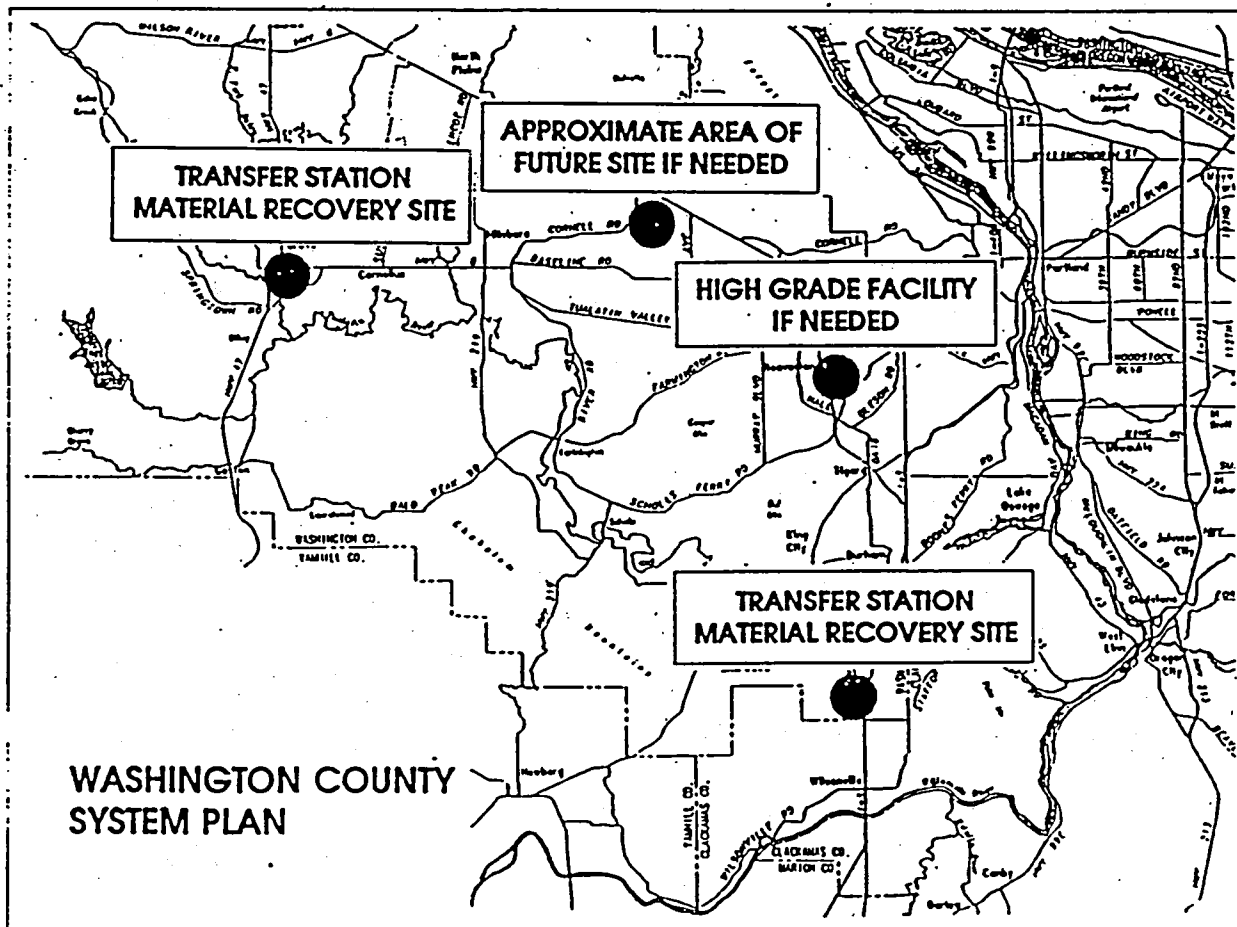
The mid-range projections indicate capacity to handle an additional 100,000 tons will be needed by 2013. Since this is the final 100,000 tons in the regional system Metro is likely to need maximum flexibility to determine how best to handle this tonnage. If Metro wishes, the County will help find a site in the Sunset Corridor area (Hillsboro) to procure immediately for development in 2003. This site could be procured through a private siting process, but owned by Metro. A decision on the function and operation of the site would be deferred

until a later time when more is known about the actual growth in waste disposal tonnage and evolution in the rapidly changing transfer station/material recovery field. Substantially increased levels of recycling or controls on packaging may make it unnecessary to develop the site at all. If the site is needed, Metro may wish to use it for a composter, high grading, or some use other than a standard transfer station/material recovery center.

A summary of the System Plan follows. All of the tonnage figures need to be fine-tuned with additional technical analysis regarding the economic needs of the facilities and site constraints and opportunities.

3. Post Collection Material Recovery

The region's goal of achieving a 56% recycling rate must be achieved or exceeded as soon as possible. The optimum situation is to separate as much recyclable material out of the waste



WASHINGTON COUNTY TRANSFER/MATERIAL RECOVERY FACILITIES

	Approximate Tonnages			
	1990	1993	2003	2013
Forest Grove	65,000	105,000	120,000	120,000
Wilsonville	N/A	120,000	175,000	175,000
Hillsboro	N/A	N/A	N/A	100,000

stream as possible before it enters the transfer station. Any material which can be cost-effectively recovered after it enters the transfer station should be recovered. The ability should be provided to expand stations for additional material recovery if more methods become cost-effective in the future.

4. High-Grade Processing

Technical analysis on the need for a separate high-grade processing facility has not yet begun. However, the waste disposal projections rely on substantial levels of high grading (25,633 tons in 1993 and 46,472 tons in 2013). If the technical analysis indicates that a high grade facility is warranted in the near future the Steering Committee's plan would place such a facility in the Highway 217 corridor (Beaverton).

HOW SHOULD THE WASHINGTON COUNTY SYSTEM BE PUT IN PLACE?

5. Facility Ownership

The Forest Grove facility would continue to be privately owned by A.C. Trucking Company. The Wilsonville facility would be owned by United Disposal Service. If a facility in Hillsboro ultimately is needed Metro would have the flexibility to determine whether it should be publicly or privately owned, depend-

ing on the regional system needs at that time. It is assumed that the Hillsboro facility would be privately operated.

6. Vertical Integration

Transfer station/material recovery facility ownership by haulers would be allowed so long as Metro controls the gatehouse operations of these facilities.

7. Financing

The Forest Grove and Wilsonville facilities would be privately financed. Metro would determine how best to finance the Hillsboro facility if it is needed.

8. Facility Procurement

The facility procurement for the Forest Grove and Wilsonville facilities would be completed as follows:

- Metro, in cooperation with Washington County, would complete the technical analysis, and establish minimum service standards (e.g. material recovery rates) for the Forest Grove and Wilsonville facilities. Additional technical analysis would also be conducted to fine-tune the tonnage figures and phasing schedules for these facilities.
- The owners of the Forest Grove and Wilsonville facilities would have 150 days to demon-

strate their ability to finance and construct a system which meets these minimum standards. Land use approvals, construction/design drawings and financial statements would also be filed with Metro during this time period.

- If all minimum standards are met, and the ability to put the system in place is demonstrated, Metro would negotiate a direct franchise for these two facilities. The tipping fee would be negotiated at this time, using the technical analysis and other existing Metro facilities as benchmarks.

- If the above process does not result in successfully negotiated franchises, Metro would initiate a competitive bidding process to procure a system based on the system configuration and other aspects of the System Plan and the technical standards developed during this process.

- If Metro determines it wishes to put a site for a potential future Hillsboro facility in the "bank" now, it could procure it through a private siting process. The County would actively participate with Metro to ensure that an appropriate site is secured.

9. Land Use Siting

The local governments in Washington County would adopt clear and objective standards to site solid waste facilities at the earliest feasible time, consistent with the policy in the Regional Solid Waste Management Plan. The facility at Forest Grove is an outright permitted use and could be expanded in the nature proposed in the System Plan without further land use permits. The Wilsonville facility has a local permit to provide service for its own collection system, but will need an expansion of that permit to provide regional service at the levels proposed in the System Plan. Preliminary indications from the City are that a facility owned and operated by United Disposal within the tonnage limits proposed in the System Plan

could be supported.

HOW SHOULD THE WASHINGTON COUNTY SYSTEM OPERATE?

10. Flow Control

Metro would guarantee flows based on service areas for the Forest Grove and Wilsonville facilities.

11. Rates

Technical analysis on Washington County rate impacts of this system are yet to be conducted.

SUMMARY

This System Plan meets the goal and objectives of the Regional Solid Waste Management Plan. It is:

"regionally balanced, cost effective, technologically feasible, environmentally sound and publicly acceptable."

The Plan provides Metro with the means to meet the transfer/material recovery needs within the County for the next decade and the maximum flexibility to adapt the final component of the system to realities in the year 2003. This Plan is supported by the public and private sector leadership in Washington County and is consistent with the existing transportation and land use systems in the County. The Steering Committee believes this planning process has been consistent with overall regional management and specifically Policy 16.0, which states:

"The implementation of the Solid waste Management Plan shall give priority to solutions developed at the local level that are consistent with all Plan policies."

The Steering Committee believes this planning process is an excellent example of constructive regional cooperation and looks forward to continuing its partnership with Metro in the implementation of this Plan.

EXHIBIT "B"

Procurement Guidelines

The procurement guidelines for the Washington County system are listed below. These guidelines will be used to develop the procurement criteria in accordance with Metro Code Section 5.01.085 which authorizes the Metro Council to enter into a long-term franchise agreement for transfer station service in Washington County. The guidelines are the "Minimum Standards" adopted by the Metro Council in Resolution 89-1156, and key points contained in Washington County's proposed local government solution (Attachment "A"). These guidelines will be updated and expanded into procurement criteria upon finishing the technical analysis and development of the Washington County Plan Chapter.

The procurement guidelines are as follows:

From Metro Council Resolution 89-1156.

1. The proposed local planning area needs to be complimentary to the regional planning area for proposed facilities.
2. All waste reduction facility needs shall be met which includes adequate material recovery processing, lumber recovery, yard debris collection and processing and select waste recovery (demolition debris/salvageable building materials). These waste reduction facility components shall be designed such that they are adequate to meet or exceed waste reduction goals and standards set in the Regional Solid Waste Management Plan (RSWMP).
3. The local system of facilities shall be designed to link up with the primary transport system and be designed to be consistent with all contractual obligations of the OWSI landfill and Jack Gray Transport contracts.
4. Facility systems which propose to utilize out-of-region disposal facilities (long-term) must be determined to be consistent with OWSI Landfill contract obligations. Out-of-region disposal is limited to those facilities in which Metro determines appropriate by formal agreement.
5. The local system of facilities must be designed to ensure adequate waste flows (volumes) to each proposed and existing facility to generate sufficient revenue for financing capital expenditures and long-term operations (recognizing partial subsidies between the local system and the regional system may be necessary).
6. Rates shall be established consistent with Metro's rate setting procedures. Rates need to be uniform within the local government system. If higher or lower than other regional system components, flow control may need to be instituted. Rate differentials shall be established which encourage haulers to utilize waste reduction system components.

7. The local government system must have built-in contingencies to handle waste flows in the event of a breakdown in any component of the system (i.e., compactors).
8. The local system shall be designed to serve both public and private haulers. Service levels shall be established which are relatively uniform throughout the local system and consistent with other parts of the region. Service levels shall be established to encourage waste reduction.
9. The local system must be designed to be consistent with all RSWMP provisions. All solid waste disposal facilities must be approved by Metro prior to operation.

From the Washington County Solid Waste System Plan

1. Service Areas. Each application shall provide service to either the service area in eastern Washington County or western Washington County as identified on a map that shall be derived from the technical analysis.
2. Design Capacity. The two facilities combined shall be designed to handle general purpose waste forecasted by Metro to be delivered to transfer station/material recovery centers by the year 2003. The facility serving the western portion of the County shall handle approximately 40% of this waste, and the facility serving the eastern portion of the County approximately 60% of the waste. These tonnages shall be adjusted if necessary based on the completed technical analysis, including the potential for handling small quantities of Clackamas County waste at the facility serving the eastern portion of the County.
3. Ownership and Operation. The facilities shall be privately owned and operated, with Metro operation of the gatehouse.
4. Land Use Permits. All facility applications shall be for sites where the facility is an outright permitted use or where a Conditional Use Permit has been approved by the local government.
5. Transportation. Facilities shall allow access primarily from a major or principal arterial street or highway.
6. Existing Activities. A preference will be given for firms with experience which illustrates past positive relationships or track records and compliance with local government regulations of transfer, collection and waste reduction of solid waste. Additional preference will be given for these experiences and relationships within the service area where the transfer station proposal (application) is made.
7. Land Use Impacts. Adverse land use impacts shall be minimized along the primary access route(s) between the closest principal arterial street or highway and the site.

EXHIBIT "C"
TIMELINE

Nov. 30	Technical analysis completed.
Dec. 6 13	Council adoption of resolution outlining the process to complete the Washington County system.
Dec. 30	Staff ¹ completes summary of technical analysis.
Jan. '91	Steering Committee review and recommendations on technical analysis conclusions.
Feb. '91	CSWC review and recommendations on technical analysis conclusions.
Mar. '91	Staff writes the RSWMP Washington County System Plan chapter, which will include the Washington County local government solution. Staff develops procurement criteria.
Apr. '91	Steering Committee review of Plan chapter and procurement criteria.
May '91	CSWC Public Hearing on Plan chapter and procurement criteria. Council adoption (Ordinance).
June '91	Procurement process initiated.
July 1	Request for franchise applications advertised.
Sept. 15	Deadline for receipt of franchise applications.
Sept. 15- Oct. 30	Staff review of franchise applications.
Nov. '91	Council selection of vendor(s) for franchise negotiation. Give authorization to proceed with negotiation. Staff initiates development of mitigation agreements with local government(s) hosting the facility(ies).

¹The term "staff" refers to the Planning and development Department and the Solid Waste Department working cooperatively with the Washington County staff.

- Dec. '91 Negotiation process completed.
- Jan. '92 Council award of franchise if negotiations are successful.² The award is contingent upon acquisition of all necessary state and local permits.
- Feb. '92 Facility construction phase begins.
- April '92-93 Facility operations begin per franchise conditions.

²If negotiations are not successful, the Metro Council will initiate an open competitive RFP procurement process.

If no applications are submitted in response to the request for applications, or if Metro's review of the applications submitted finds no applicant that complies with the review criteria, the Metro Council will immediately initiate an open competitive RFP procurement process. The minimum plan requirements and evaluation criteria used for the franchise process will be contained in the RFP.

Agenda Item No. 2
Meeting Date: December 4, 1990



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

DATE: November 27, 1990
TO: Council Solid Waste Committee
FROM: Karla Forsythe, Council Analyst *KLF*
RE: IGA - THE CITY OF PORTLAND

The attached intergovernmental agreement with the City of Portland authorizes multi-family recycling container grant funds. Because this contract was designated as Type "A", under Metro Code Section 2.04.032(d) it must be referred to the Committee for review and comment. The agreement can be executed 14 days after it was filed with the Clerk of the Council and Council approval is not required.

KF:pa
KFSWC112.MEM

STAFF REPORT

CONSIDERATION OF INTERGOVERNMENTAL AGREEMENT WITH THE CITY OF PORTLAND AUTHORIZING MULTI-FAMILY RECYCLING CONTAINER MATCHING GRANT FUNDS

Date: November 16, 1990

Prepared by:
Debbie Gorham
Pamela Kambur

FACTUAL BACKGROUND AND ANALYSIS

The current fiscal year Waste Reduction budget includes \$252,000 for multi-family-recycling container funds for local governments. The attached intergovernmental agreement with the City of Portland (see "Attachment A") reflects Portland's per capita allocation (combined with that of unincorporated Multnomah County) totaling \$122,000.

The multi-family container funds budgeted for this year reflect the second year of Metro's implementation of the following objective in the Waste Reduction Chapter of the "Regional Solid Waste Management Plan":

E. Source Separation Technology Development: The distribution of home or office recycling containers. Work with local jurisdictions to implement a regional curbside container recycling program for both single family and multi-family dwellings.

Portland's application for matching funds reflects the second year of their multi-family recycling program. During the previous fiscal year, Portland received \$126,000 for a Metro demonstration project which funded 267 multi-family container systems. The demonstration project successfully provided the opportunity to recycle for residents of 6,730 dwelling units in the City of Portland. This year's funding will expand the program to an additional 125 complexes representing approximately 5,655 dwelling units and retrofit 100 of the container systems tested during last year's demonstration project.

During the project's second year a greater emphasis will be placed on data analysis. Metro and City of Portland staff will be gathering additional data to monitor the success of the container program. Variations in container systems will be evaluated and recommendations developed for appropriate container styles given the variety of types of multi-family residential settings.

BUDGET IMPACT

Due to their experience during the previous year, the City of Portland's application for funding was submitted to Metro prior to other jurisdictions. Waste Reduction staff anticipate that the remaining \$130,000 budgeted for multi-family recycling containers will be dispensed during the next two months.



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

Date: November 21, 1990
To: Gwen Ware-Barrett, Clerk of the Council
From: Amha M. Hazen, Contracts Administrator *Amha*
Regarding: IGA - City of Portland-901555

I have attached the City of Portland IGA entitled: "Providing containers for recycling at multi-family residences in the City of Portland and portions of unincorporated Multnomah County" for filing with Metro Council. The contract is a Type "A" Single Year, as designated by the Council during the budget process.

AMH:jp

cc: Neil E. Saling, Acting Director - Finance & Administration
Bob Martin, Director - Solid Waste
Brent Leathers, Contract Compliance Officer - Solid Waste
Pamela Kambur, Associate Management Analyst - Solid Waste

Attachment



GRANT/CONTRACT SUMMARY

METRO METROPOLITAN SERVICE DISTRICT

531-313200-528100-75720

GRANT/CONTRACT NO. 901555

BUDGET CODE NO. _____

FUND. Operating DEPARTMENT: Solid Waste

IF MORE THAN ONE _____

SOURCE CODE (IF REVENUE) _____

INSTRUCTIONS

- OBTAIN GRANT/CONTRACT NUMBER FROM CONTRACTS MANAGER. CONTRACT NUMBER SHOULD APPEAR ON THE SUMMARY FORM AND ALL COPIES OF THE CONTRACT.
- COMPLETE SUMMARY FORM.
- IF CONTRACT IS —
 - SOLE SOURCE, ATTACH MEMO DETAILING JUSTIFICATION.
 - UNDER \$2,500, ATTACH MEMO DETAILING NEED FOR CONTRACT AND CONTRACTOR'S CAPABILITIES, BIDS, ETC.
 - OVER \$2,500, ATTACH QUOTES, EVAL FORM, NOTIFICATION OF REJECTION, ETC.
 - OVER \$50,000, ATTACH AGENDA MANAGEMENT SUMMARY FROM COUNCIL PACKET, BIDS, RFP, ETC.
- PROVIDE PACKET TO CONTRACTS MANAGER FOR PROCESSING

1. PURPOSE OF GRANT/CONTRACT To provide containers for recycling at multi-family residences in the City of Portland and portions of unincorporated Multnomah County.

2. TYPE OF EXPENSE ☐ PERSONAL SERVICES ☐ LABOR AND MATERIALS ☐ PROCUREMENT
☐ PASS THROUGH AGREEMENT ☒ INTER-GOVERNMENTAL AGREEMENT ☐ CONSTRUCTION
☐ OTHER

OR

TYPE OF REVENUE ☐ GRANT ☐ CONTRACT ☐ OTHER

3. TYPE OF ACTION ☐ CHANGE IN COST ☐ CHANGE IN WORK SCOPE
☐ CHANGE IN TIMING ☒ NEW CONTRACT

4. PARTIES City of Portland

5. EFFECTIVE DATE December 12, 1990

TERMINATION DATE August 30, 1991
 (THIS IS A CHANGE FROM _____)

6. EXTENT OF TOTAL COMMITMENT: ORIGINAL/NEW
 PREV. AMEND
 THIS AMEND

\$ 122,000

 TOTAL \$ 122,000

BUDGET INFORMATION

A. AMOUNT OF GRANT/CONTRACT TO BE SPENT IN FISCAL YEAR 1990-91 \$ 122,000
 B. BUDGET LINE ITEM NAME Payment to other Agencies AMOUNT APPROPRIATED FOR CONTRACT \$ 252,000
 C. ESTIMATED TOTAL LINE ITEM APPROPRIATION REMAINING AS OF December 15, 1990 \$ 130,000

SUMMARY OF BIDS OR QUOTES (PLEASE INDICATE IF A MINORITY BUSINESS ENTERPRISE)

SUBMITTED BY _____	\$ _____	<input type="checkbox"/> MBE
SUBMITTED BY _____	\$ _____	<input type="checkbox"/> MBE
SUBMITTED BY _____	\$ _____	<input type="checkbox"/> MBE

9. NUMBER AND LOCATION OF ORIGINALS _____

1. IS THIS CONTRACT OR SUBCONTRACT WITH A MINORITY BUSINESS? ☐ YES ☒ NO
IF YES, WHICH JURISDICTION HAS AWARDED CERTIFICATION _____

2. WILL INSURANCE CERTIFICATE BE REQUIRED? ☐ YES ☒ NO

3. WERE BID AND PERFORMANCE BONDS SUBMITTED? ☐ YES ☒ NOT APPLICABLE

TYPE OF BOND _____ AMOUNT \$ _____

TYPE OF BOND _____ AMOUNT \$ _____

4. LIST OF KNOWN SUBCONTRACTORS (IF APPLICABLE)

NAME _____	SERVICE _____	<input type="checkbox"/> MBE
NAME _____	SERVICE _____	<input type="checkbox"/> MBE
NAME _____	SERVICE _____	<input type="checkbox"/> MBE
NAME _____	SERVICE _____	<input type="checkbox"/> MBE

5. IF THE CONTRACT IS OVER \$10,000

A. IS THE CONTRACTOR DOMICILED IN OR REGISTERED TO DO BUSINESS IN THE STATE OF OREGON?
☒ YES ☐ NO

B. IF NO, HAS AN APPLICATION FOR FINAL PAYMENT RELEASE BEEN FORWARDED TO THE CONTRACTOR?
☐ YES DATE _____ INITIAL _____

6. COMMENTS:

The city of Portland will be coordinating this project on behalf of unincorporated Multnomah County as well as within city boundaries.

GRANT/CONTRACT APPROVAL

INTERNAL REVIEW <i>[Signature]</i>	CONTRACT REVIEW BOARD (IF REQUIRED) DATE _____	COUNCIL REVIEW (IF REQUIRED)
DEPARTMENT HEAD <i>Donald R. Cox Jr.</i>	1. _____ COUNCILOR	DATE _____
FISCAL REVIEW <i>11/20/90</i>	2. _____ COUNCILOR	
BUDGET REVIEW <i>11/24/90</i>	3. _____ COUNCILOR	

LEGAL COUNSEL REVIEW AS NEEDED:

A. DEVIATION TO CONTRACT FORM _____

B. CONTRACTS OVER \$10,000 _____

C. CONTRACTS BETWEEN GOVERNMENT AGENCIES *[Signature]*

INTERGOVERNMENTAL AGREEMENT

THIS AGREEMENT dated this _____ day of _____ 1990, is between the Metropolitan Service District, a municipal corporation, hereinafter referred to as "Metro," whose address is 2000 S.W. First Avenue, Portland, OR 97201-5398, and the City of Portland, hereinafter referred to as "Contractor," whose address is 1120 S.W. 5th Avenue, Portland, Oregon, 97204-1972 for the period of December 12, 1990 through August 30, 1991.

W I T N E S S E T H :

WHEREAS, This Agreement is exclusively for Personal Services;

NOW, THEREFORE, IT IS MUTUALLY AGREED AS FOLLOWS:

CONTRACTOR AGREES:

1. To perform the services and deliver to Metro the materials described in the Scope of Work attached hereto;
2. To provide all services and materials in a competent and professional manner in accordance with the Scope of Work;
3. To maintain records of project expenditures and to provide a written record of project expenditures within seven (7) days written request by Metro;
4. To comply with any other "Contract Provisions" attached hereto as the Scope of Work; and
5. Contractor shall be an independent contractor for all purposes, shall be entitled to no compensation other than the compensation provided for in the Agreement. Contractor hereby

certifies that it is the direct responsibility employer as provided in ORS 656.407 or a contributing employer as provided in ORS 656.411. In the event Contractor is to perform the services described in this Agreement without the assistance of others, Contractor hereby agrees to file a joint declaration with Metro to the effect that Contractor services are those of an independent contractor as provided under Chapter 864, Oregon Laws 1979.

METRO AGREES:

1. To pay Contractor for services performed and materials delivered in the maximum sum of ONE HUNDRED TWENTY-TWO THOUSAND DOLLARS (\$122,000) in the manner and at the time designated in the Scope of Work, "Project Budget/Terms of Payment"; and
2. To provide full information regarding its requirements for the Scope of Work.

BOTH PARTIES AGREE:

1. Project Manager
 - a) The Metro Project Manager shall be Pamela Kambur or such other person as shall be designated in writing by Debbie Gorham, Waste Reduction Manager. The Metro Project Manager is authorized to carry out the work described in the Scope of Work, "Metro Project Manager's Responsibilities." The Metro Waste Reduction Manager is authorized to give notices as referred to herein, and to carry out any other Metro actions referred to herein.

b) The City Project Manager, Contractor's representative, shall be Anne McLaughlin or such other person as shall be designated in writing by Susan Keil, Bureau of Environmental Service Business Operations Manager. The City Project Manager is authorized to carry out the actions referred to herein.

2. That, in the event of any litigation concerning this Agreement, the prevailing party shall be entitled to reasonable attorney's fees and court costs, including fees and costs on appeal to an appellate court;

3. That this Agreement is binding on each party, its successors, assigns, and legal representatives and may not, under any condition, be assigned or transferred by either party; and

4. That this Agreement may be amended only by the written agreement of both parties.

CITY OF PORTLAND

Mayor

Commissioner of Public Works

Auditor

Date

APPROVED AS TO FORM:

City Attorney

METROPOLITAN SERVICE DISTRICT

By: [Signature]

Title: _____

Date: 21 Nov 90

APPROVED AS TO FORM:

[Signature]
Metro General Counsel

November 20, 1990
Ault/Portland/IGA

Scope of Work

Project: Multi-Family Recycling Container Matching Grant Program, hereinafter referred to as "Program."

Contractor: City of Portland on behalf of the City of Portland and unincorporated Multnomah County.

Project Term: December 12, 1990 to August 30, 1991

Contractor's Responsibilities:

The City Project Manager shall:

1. Obtain an intergovernmental agreement with unincorporated Multnomah County authorizing the City of Portland to act on the County's behalf in developing and implementing a the services outlined in this Scope of Work.

2. Ensure that, by June 30, 1991, the following activities have been completed:

2.1 Establish container systems in approximately 125 multi-family residential complexes to demonstrate the performance of the following container distribution minimum guidelines:

- a. 4 - 14 unit complexes: single bin containers (similar to those used in single family residential settings)
- b. 15 - 24 unit complexes: single bins, indoor or outdoor depots including roller cart systems, reusable bags, barrels or possibly metal shelter systems. Project Coordinators, or their designated representatives, will determine the appropriate container system for a specific site after the site visit and calculation of costs per dwelling unit (container system costs divided by the actual size of the complex). The costs per dwelling unit guideline suggests an upper limit of \$30.00 per dwelling unit. Consideration of the cost per dwelling guideline will be balanced with needs for specific siting requirements.
- c. 25 - 49 units, 50 - 99 units or 100 -300 units: Any of the above container systems with records documenting the types of container systems distributed to each size category.

- 2.2 The following types of multi-family complexes will be targeted for the above container systems:

<u>Size of Complex</u>	<u># of Complexes</u>	<u>Approximate # Units</u>
100-300+ Units in Building Clusters	5	1,000
100-300+ Units in High Rise Towers	5	1,200
50-99 Units	15	1,125
25-49 Units	40	1,480
15-24 Units	25	500
4-14 Units	35	350
	<u>125</u>	<u>5,655</u>

- 2.3 100 sites will be retrofitted with replacement containers. These sites were established during the previous fiscal year using fiber barrels which need replacement with plastic or metal barrels due to difficulties with hauler servicing and/or fire regulations.

3. Coordinate service delivery via assistance from the City's Energy Office (providing preliminary owner/manager intake services) and from the designated subcontractor for implementation and research (anticipated to be the Portland State University Recycling Education Project).

4. Ensure that the following criteria, which were drafted in the preliminary application packet, are fulfilled:

4.1 Ownership of containers. Containers purchased with Metro funds will remain Metro's property during the grant/contract period. Upon termination of the grant/contract, containers will become the property of the Contractor.

4.2 Recyclables to be collected. Whenever possible, recyclable materials collected under the program shall include all major materials currently collected for single-family curbside recycling programs (newspaper, glass jars and bottles, tin cans, corrugated cardboard boxes, aluminum, used motor oil, and scrap metals). Metro acknowledges, however, that storage space limitations for some apartments or condominiums may restrict the types of materials actually collected.

4.3 Metro review of program materials. Applicants must agree to the following conditions in order to ensure cost control, quality control and Metro identity:

- a. Containers - Metro's Waste Reduction Manager (or designate) shall approve the styles of all

containers purchased; grant recipients will be encouraged to buy containers in purchasing blocks with other local governments to capture potential cost savings; containers must be "hauler friendly"

- b. Container signs and labels - Metro's Waste Reduction Manager (or designate) shall approve the design and content of all signs and labels affixed to containers
- c. Printed materials - Metro's Waste Reduction Manager (or her designate) shall approve the design and content of all promotional and educational materials distributed to apartment owners, managers and tenants; all program literature must be printed on recycled paper and state that Metro has provided partial funding for the container program

4.4 Reporting. Grant recipients will be required to:

- a. Meet at least quarterly with all other grant recipients (both contractors and subcontractors) and Metro staff to discuss progress, problems, and to share information
- b. Submit quarterly reports to Metro regarding:
 - (1) Costs - Metro and local government matching funds expended to date for containers, promotional and educational materials, signs and labels, staff, and other costs
 - (2) Containers - Numbers and types of containers targeted for installation as compared to the numbers and types of containers during the quarter
 - (3) Units enrolled - Total numbers and types of apartment units enrolled to date
 - (4) Quantities recycled - Quantity estimates for all recycled materials by type (Metro will work cooperatively with project coordinators to develop reporting forms)
 - (5) Promotion and education - Description of promotional and educational efforts
 - (6) Other - Description of problems and successes
- c. Annual survey - Conduct a survey during the grant period of a representative sample of apartment tenants, landlords, and haulers receiving assistance under the grant program to determine the level of recycling participation. Results of the survey shall be reported to Metro one month after the end of the grant period.
- d. Multi-family housing profiles - By the end of the grant

period, provide Metro with data specific to local governmental boundaries:

- (1) number of multi-family units
- (2) number of multi-family units participating in recycling programs
- (3) sources of above data.

5. Monitor Program timeline and submit quarterly reports on the following schedule:

1st Quarter

October 1 - December 30, 1990

Intake, Waste Audits and
Beginning of Container
Distribution

February 15, 1990

Submit 1st Quarter Report

During week of February 18-22

Meeting of Project
Coordinators

2nd Quarter

January 1 - March 31, 1991

Continue Intake, Audits
and Distribution

May 15, 1991

Submit 2nd Quarter Report

During week of May 20-24

Meeting of all Project
Coordinators

3rd Quarter

April 1 - June 30, 1991

Complete Container
Distribution

4th Quarter Wrap Up Activities

August 15, 1991

Submit 3rd Quarter Report
and Final Project Summary

During week of August 19 -23

Meeting of all Project
Coordinators

Metro Project Manager's Responsibilities:

The Metro Project Manager shall:

1. Provide technical assistance to the City Project Manager as necessary to develop, execute, monitor, and evaluate the project.
2. Provide assistance to the City Project Manager on promotional and educational activities.
3. Monitor general project progress and review as necessary the Contractor's accounting records relating to project expenditures.
4. Schedule and coordinate the quarterly meetings of Project Coordinators.

Project Budget and Terms of Payment:

1. The following Program funds will be paid to the Contractor, on behalf of the individual jurisdictions, in one lump sum on, or before, December 30, 1990. All expenditures over the total amount budgeted as Metro's cost share of \$122,000 shall be incurred by the Contractor.

Allocation

City of Portland	\$105,500
Uninc. Multnomah County	16,500
TOTAL:	<u>\$122,000</u>

2. Both parties agree that the following budget categories are estimates of Contractor expenses and that actual expenditures may vary from the amounts listed for each category. Contractor shall maintain records of all project expenditures by the budget categories listed below and shall provide a written record of project expenditures within seven day written request by Metro.

Distribution of
Cost Sharing:

	<u>Portland</u>		<u>Metro</u>		<u>Total</u>
a. Staffing	\$103,274	+	\$ -0-	=	\$103,274
(intake/promotion =	17,873)				
(implementation/ research =	85,401)				
b. Container Costs	\$ 11,397	+	\$122,000	=	\$133,397
c. Promotion Costs (decals, signs, handouts, etc)	\$ 5,300	+	\$ -0-	=	\$ 5,300
d. Office Supplies	\$ 6,450	+	\$ -0-	=	\$ 6,450
e. Travel	\$ 6,800	+	\$ -0-	=	\$ 6,800
f. Misc./Indirect	\$ 12,179	+	\$ -0-	=	\$ 12,179
Totals	\$145,400	+	\$122,000	=	\$267,400
Percentage Funding of Total Program Budget	54%	+	46%	=	100%



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

DATE: November 26, 1990
TO: Contracts Office
FROM: Paulette Allen, Committee Clerk
RE: IGA - CITY OF PORTLAND-901555

I certify that I received and filed in the Council Office on November 21, 1990 the following intergovernmental agreement for the above-mentioned project: "Providing containers for recycling at multi-family residences in the City of Portland and portions of unincorporated Multnomah County."

Paulette Allen
Acting Clerk of the Council

11/26/90
Date

Tom DeJardin
Karla Forsythe
Neil Saling
Bob Martin
Brent Leathers
Pamela Kambur

Agenda Item No. 3
Meeting Date: December 4, 1990

**PROGRAM ACTIVITIES FOR YEAR TWO OF THE
ANNUAL WASTE REDUCTION PROGRAM FOR LOCAL GOVERNMENT**

1. Regulate residential garbage collection through franchise, license, or other means that will enable the local government to fully implement a uniform and comprehensive weekly curbside recycling program with containers.
2. Regulate commercial garbage collection through franchise, license, or other means that will enable the local government to implement a uniform commercial waste reduction and recycling program that includes waste audits and economic incentives.
3. Regulate multi-family garbage collection through franchise, license, or other means that will enable local government to implement a multi-family recycling program that gives apartment owners\managers an economic incentive to promote recycling while allowing haulers to recover the costs of providing recycling services.
4. Implement in-house recycling programs to include as many materials as practical at all city and county facilities.
5. Develop local expertise on the part of haulers, recyclers, and/or recycling coordinators to perform commercial waste audits for a variety of different kinds of businesses (ie. offices, supermarkets, hospitals.) At a minimum, complete ten commercial waste audits or perform waste audits for one percent of the businesses in the commercial sector, whichever is less. Develop a plan for a more comprehensive commercial waste audit program to be implemented in year three.
6. Provide each school district the opportunity to participate in waste audits and encourage them to implement waste reduction and recycling programs.
7. Implement a residential curbside recycling container program.
8. Begin developing language to insert into design review and/or site plan review procedures to facilitate the incorporation of recycling at commercial facilities and multi-family dwelling units.

Multi-family units generate solid waste that is residential in composition but commercial in terms of the way it is collected.

9. Develop a plan to install recycling container systems in multi-family residential units.
10. Plan and implement a yard debris collection program that meets at least the minimum requirements of the regional yard debris recycling plan.
11. Complete an Annual Report Worksheet for year one of the Program. Submit this worksheet to Metro by September 30, 1991.

Agenda Item No. 4
Meeting Date: December 4, 1990



METRO

2000 S.W. First Avenue
Portland, OR 97201-5398
503/221-1646

Memorandum

DATE: November 27, 1990
TO: Council Solid Waste Committee
FROM: Karla Forsythe, Council Analyst *KLF*
RE: KPMG PEAT MARWICK RECOMMENDATIONS

In the attached letter dated August 21, 1990 KPMG Peat Marwick forwarded to the Solid Waste Department several recommendations for improving controls and procedures for the flow of tonnage information and revenue from facility gatehouses through the Metro systems.

The Finance Committee reviewed the letter and suggested the Solid Waste Committee discuss the recommendations. This matter has been placed on December 4 agenda for discussion.

KF:pa
KFSWC112.MEM

KPMG Peat Marwick

Certified Public Accountants

Suite 2000
1211 South West Fifth Avenue
Portland, OR 97204

August 21, 1990

Mr. Robert Martin, Director
Solid Waste Department
Metropolitan Service District
2000 S.W. First Avenue
Portland, Oregon 97201-5398

Dear Mr. Martin:

During the month of June 1990, the Metropolitan Service District (Metro) Solid Waste Department requested KPMG Peat Marwick to develop systems documentation illustrating the flow of solid waste tonnage information and revenue from the St. Johns and Metro South gatehouses through the Metro systems. These systems were to include data gathering, accounting, and data processing and analysis through the point where the information appears in resultant data bases and output reports.

The information needed to develop the systems documentation was obtained through inquiries of Metro management, solid waste personnel, accounting personnel and data processing personnel. We were not asked, nor did we consider, the various systems of internal control in order to provide any assurance on the internal control structure of the Metropolitan Service District Solid Waste Department.

The specific systems and the manner in which the work was performed is described and documented in systems narratives, flowcharts and document examples forwarded under separate cover to Mr. Jeff Stone of the Metro Solid Waste Department. In Attachment A to this letter, we have provided to you recommendations and comments on various operational areas where we felt controls or procedures could be improved.

It should be noted that the recommendations and comments included in Attachment A were based on documentation of controls and systems performed from June 5, 1990 to June 28, 1990. Controls and systems found to be functioning at a point in time may later be found deficient because of the performance of those responsible for applying them. In addition, as changes take place within the organization, there can be no assurance that the controls and systems currently in place will be appropriate in the future.



Member Firm of
Klynveld Peat Marwick Goerdeler

Mr. Robert Martin, Director
Solid Waste Department
Metropolitan Service District
August 21, 1990
Page 2

The accompanying recommendations and comments are intended solely for the information and use of the members of the Council, management and employees of the Metropolitan Service District. We would like to take this opportunity to acknowledge the courtesy and assistance extended to us during this work.

Very truly yours,

KPMG PEAT MARWICK

Randal L. Lund

Randal L. Lund, Partner

RLL:kjs

Attachment A

METROPOLITAN SERVICE DISTRICT

Solid Waste Department

RECOMMENDATIONS AND COMMENTS

Tonnage Reconciliation

The Solid Waste Department receives adjusted tonnage data accumulated by the Accounting Department and supplied by the Data Processing Department on diskettes. It also receives monthly facility reports (which lists tonnage as reported by the sites) from the site locations. The tons reported by the Accounting Department do not always agree to the tons reported on the monthly facility reports. The differences appear to be caused by transfers that are occurring between site locations.

KPMG Peat Marwick reviewed several months data received by the Solid Waste Department. The discrepancy between the monthly facility reports and the data on the diskettes was the result of transfer tonnage from Metro South to St. Johns. The Solid Waste Department should reconcile the total tonnage as reported in the monthly facilities report to the total tonnage as reported on the diskettes.

Metro South Tonnage Controls

During our visit to the Metro South Site location, KPMG Peat Marwick noted that the compactor (AMFAB) does not automatically enter the compacted tonnage of materials on the receipt each time a load is put into the AMFAB. When the weight is not automatically entered on the receipt, the weight must be manually entered on the receipt by an Oregon Waste Management employee.

As Oregon Waste Management is paid by the tonnage of materials compacted this represents an inappropriate segregation of duties. If the scale is repaired and the weights are always automatically entered on the receipt, opportunity for clerical errors is reduced and internal controls over the tonnage calculation would be strengthened.

There is also some concern as to the accuracy of the AMFAB scale. In order to control and compare both the accuracy of the scale and the weights that are being manually entered on the receipts, Metro could reconcile these weights on a test basis to the weights manually entered on the receipts from the Jack Gray scale.

The bulldozer operator employed by Oregon Waste Management may be miscalculating total tonnage by putting additional items on top of the door to the compactor when the compactor is operating. If this occurs, the materials would be weighed with the materials being compacted. Metro is charged by the tonnage calculated by Oregon Waste Management. Again, this miscalculation could be determined by comparing the weight reported on the compactor scale to the weight reported on the receipt from the Jack Gray scale.

METROPOLITAN SERVICE DISTRICT

Solid Waste Department, Continued

Truck File List Control

The actual site locations are currently able to update the truck file lists. The lists are originally updated at the accounting office and sent via diskette to the sites on a weekly basis. Since this is a vital control for the capturing of accounts receivable information, the updating of the truck file lists at the site locations should be discontinued.

Revenue Reasonableness Testing

On a monthly basis, Metro should compare expected revenues (tons received multiplied by rate) to actual revenue recorded in the general ledger. If large differences exist, early detection of the differences would lead to correction of errors or provide a reasonable explanation of the large differences.

Site Location Computerization

We understand the Solid Waste Department will implement complete computerization at the site locations. Currently, the "dogbox" line is not computerized at the gatehouses and the software at the site locations does not allow charging for flat fee transactions. This leads to many reconciling reports and manual adjustments. The complete computerization of the system may be able to pay for itself by eliminating hours spent making manual adjustments and eliminating numerous reconciling reports. Also, the complete computerization of the solid waste system at the gatehouse site locations should lead to increased efficiency, fewer clerical errors, and improved storage and retrieval of data.

Duplicate Aged Accounts Receivable Trial Balance

Currently, the aged accounts receivable trial balance produced by the computer system is not properly carrying forward credit balances and the finance charges are not being correctly calculated. Also, an aged accounts receivable trial balance is being prepared by the computer system and in the Finance Department. It appears there is a duplication of accounts receivable aging reports being compiled. KPMG Peat Marwick recommends that the two Departments meet and discuss the duplication of reports and correction of the computer system errors. This would lead to greater efficiency by eliminating hours spent preparing two reports.

Communication Between Departments

There is not a formal communication channel between the Solid Waste Department and the Accounting Department for changing material codes and rates at the site locations. Currently, the two departments use slightly different sets of data for the same material types. KPMG Peat Marwick recommends that monthly manager meetings take place so there can be a communication vehicle between the two Departments. Any changes in the systems will then be known well in advance of an event actually occurring.

METROPOLITAN SERVICE DISTRICT**Solid Waste Department, Continued**Simplify Rate Categories

During our visits to the site locations, KPMG Peat Marwick noted there were numerous categories and codes being used for each type of transaction that occurs at the gatehouses. For example, recycling has categories for 1, 1.5, 2.0, 2.5 and 3.0 yards of materials being hauled to the site locations. Fewer fee categories would lead to less time inputting information into the computer systems reconciling reports and fewer discussions with the haulers to determine the amount and tonnage of materials being hauled into the site locations.

Payments to Solid Waste Vendors

Metro pays a number of solid waste vendors based upon tons of refuse processed, hauled or deposited. To strengthen internal control over payments for these services, Metro should generate and review corroborative evidence as to the accuracy of tonnage processed, hauled or deposited before payment finalization. Such corroborative evidence may include reconciling tonnage received at the land fill sites to outgoing tonnage and reconciling tonnage amongst all the vendors handling particular refuse.

Segregation of Duties

The day clerk at the landfill sites counts cash receipts and completes deposit slips. She also compares daily cash report totals to deposit slip totals. The functions of counting cash and preparing deposit slips should be independent from the function of reconciling cash from the deposit slips to the daily cash report totals. To improve the safeguard of assets and strengthen internal control, we suggest a segregation of these incompatible functions.

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

FOR THE PURPOSE OF ESTABLISHING
~~[PROCUREMENT GUIDELINES AND A
PROCESS FOR PROCUREMENT OF THE
WASHINGTON COUNTY SOLID WASTE
SYSTEM, AND RECOGNIZING AND
GIVING PRIORITY TO THE
WASHINGTON COUNTY LOCAL
GOVERNMENT SOLUTION]~~ A PROCESS
FOR DRAFTING A CHAPTER OF THE
REGIONAL SOLID WASTE MANAGEMENT
PLAN FOR SOLID WASTE FACILITIES
IN THE WEST PART OF THE METRO
REGION

no outline

RESOLUTION NO. 90-1358A

Introduced by Councilor
Collier

WHEREAS, Ordinance No. 88-266B adopted the Regional Solid
Waste Management Plan (RSWMP) in October, 1988; and

WHEREAS, The Regional Solid Waste Management Plan, Policy
16.0, gives priority to ~~[local government solid waste management
solutions in the Regional Solid Waste Management Plan]~~ solutions
developed at the local level that are consistent with all Plan
policies and

WHEREAS, Resolution No. 89-1156 identifying a process,
timeline, and minimum standards for development of the Washington
County solid waste system as a local government solution, was
adopted in October, 1989; and

no
underly

WHEREAS, ~~[Washington County and the cities therein have
developed a local government solution consistent with the
Regional Solid Waste Management Plan]~~ The first phase of the
process was completed in April 1990 when Washington County
submitted a Concept Plan to the Metro Council; and

WHEREAS, In Resolution No. 90-1263 the Council acknowledged
receipt of the Concept Plan without endorsing any of the policies

embodied in the Plan; and

WHEREAS, In Resolution No. 90-1263 the Council Solid Waste Committee was directed to review the Solid Waste Management planning process and make policy recommendations to the Council modifying the work schedule to enhance the role of the Council in understanding the policy issues embodied in the Plan; and

WHEREAS, The Washington County Solid Waste Facilities Design Steering Committee (Steering Committee) on October 15, 1990 voted unanimously to endorse proposed "Chapter 18: Washington County Solid Waste System Plan" (Exhibit A)

WHEREAS, The proposed chapter would authorize two transfer station/material recovery centers with the immediate ability to handle at least 200,000 tons of waste annually and the future ability to handle up to 300,000 tons annually; and

WHEREAS, The proposed Chapter identifies two specific sites, one an expansion of the existing transfer station at Forest Grove, and the other a new facility at a site in Wilsonville owned by United Disposal; and

WHEREAS, As part of the proposed Chapter, the Steering Committee states it will help Metro find a third site in the Sunset Corridor to be procured immediately for development in 2003 if needed; and

WHEREAS, In RSWMP Chapter 5, "Facilities," traffic capacity of primary access routes, transportation access for collection vehicles and self-haulers, and land use impacts along access routes were identified as important criteria for evaluating potential sites for the Metro East Station; and

WHEREAS, Facts have been presented demonstrating that the Wilsonville site and a site along the Sunset Corridor would promote transportation access and minimize land use impacts; and

WHEREAS, Both sites are consistent with the RSWMP; and

WHEREAS, RSWMP Chapter 5, "Facilities", states that it is in the best public interest for a ^{privately} privately owned facility to be selected through a competitive process; and

WHEREAS, The proposed Chapter states that Metro would directly negotiate franchises with the current owners of both sites, with ^{or} competition, on the condition that within one hundred and fifty (150) days the current owners demonstrate their ability to finance and construct a system which meets minimum planning standards adopted by the Metropolitan Service District (Metro); and

WHEREAS, A non-competitive process for design, construction and operation of a transfer station is inconsistent with the RSWMP; and

WHEREAS, Regional Solid Waste Management Plan Policy 13.0 "Facility Ownership" states that solid waste facilities may be publicly or privately owned, depending upon which best serves the public interest, and that a decision on ownership of a facility shall be made by Metro, case-by-case, and based on established criteria; and

WHEREAS, The criteria established in RSWMP Chapter 13 to be used for determining what form of facility ownership best serves the public interest are:

- a. to compare the anticipated capital and operating costs;

- b. to adhere to the waste reduction policies;
- c. to best achieve implementation of the RSWMP;
- d. to be compatible with existing facilities and programs;
- e. to adjust to changing circumstances which may require capital improvements, new methods of operation or similar factors;
- f. to be environmentally acceptable;
- g. to provide ease of access by the public and collection industry, where applicable;
- h. to avoid vertical integration (monopoly) of the solid waste business;
- i. to demonstrate ease of facility management, including fee collection equity, periodic review, rate changes, flow control and related operational changes;
- j. to provide appropriate mitigation and/or enhancement measures deemed appropriate to the host jurisdiction,

WHEREAS, The proposed Chapter provides that the facilities at Forest Grove and Wilsonville would be privately owned and operated, with Metro controlling the gatehouse; and

WHEREAS, Information has been presented demonstrating that the costs of financing a privately-owned facility substantially exceed the costs of financing a publicly-owned facility, and that a partnership between public ownership and private operation best supports ease of facility management; and

WHEREAS, Private ownership of a new transfer station in the west part of the region is inconsistent with the Plan because it does not best serve the public interest; and

WHEREAS, The Regional Solid Waste Management Plan, Policy 16.2 [~~identifies the need for~~] requires each city and county to provide appropriate zoning for planned solid waste facilities by establishing clear and objective standards; and

WHEREAS, The proposed Forest Grove facility is an outright permitted use and no further land use permits would be required for expansion, and the City of Wilsonville has indicated that a facility with the tonnage limits proposed could be supported; and

WHEREAS, To date local jurisdictions in Washington County have not provided appropriate zoning; and

WHEREAS, The Regional Solid Waste Management Plan, Policy 11.1, states that "local solid waste management options may affect local rates" so a base case must be established for the technical analysis to conduct this assessment; and

WHEREAS, RSWMP policies are derived from the Plan goal, which is to develop a regionally balanced, cost effective, technologically feasible, environmentally sound and publicly acceptable solid waste system; and

WHEREAS, In order to enhance the Council's role in addressing all policy issues in the proposed Plan, a process must be identified for drafting the Plan chapter for the west part of the region now, therefore,

BE IT RESOLVED:

1. That the Executive Officer take immediate steps to procure the Wilsonville site, either through negotiated purchase or through condemnation in accordance with ORS 268.340.

[1. That the Council of the Metropolitan Service District

~~recognizes and gives priority to Washington County's Solid Waste System Plan (Exhibit "A") as the local government solution, consistent with Policy 5.3 and 16.0 of the Regional Solid Waste Management Plan.]~~

2. That Metro staff work cooperatively with the Steering Committee to identify a site along the Sunset Corridor and that the Executive Officer take immediate steps to procure the identified site, however, the Council will defer its decision on the development of the site until 1996.

3. ~~That~~ Metro staff, working cooperatively with Washington County staff and the Steering Committee, shall complete the Washington County Chapter to the RSWMP. At a minimum, the Chapter shall include:]

- a) waste flow and tonnage projections,
- ~~[b) analysis of viable facility system options,~~
- ~~e) base case scenario,~~
- b) ~~[d)]~~ self-haul analysis,
- c) ~~[e)]~~ post collection material recovery analysis,
- d) ~~[f)]~~ high grade waste processing analysis,
- ~~[g) public vs. private ownership analysis,~~
- e) ~~[h)]~~ analysis of ~~[public and private]~~ financing options including turn-key ~~[and joint public/private financing],~~
- f) ~~[i)]~~ facility service areas for allocating waste to facilities,
- g) ~~[j)]~~ vertical integration impacts and mitigation,
- h) ~~[k)]~~ rate analysis,
- i) the feasibility of incorporating composting technology.

~~[3. That the Council adopts procurement guidelines as listed in Exhibit "B" as a starting point for developing criteria in accordance with Metro Code Section 5.01.085 which would allow the Metro Council to authorize long term franchises for the Washington County System.~~

~~4. That the Council adopt the process and timeline as list in Exhibit "C" for the purpose of completing the Washington County system.]~~

4. [5.] That Metro will work cooperatively with local governments to initiate the adoption process for incorporating clear and objective standards into local planning codes by late Spring, 1991.

5. That the facility in Wilsonville will be publicly owned.

~~[6. That the base case facility scenario used for purposes of conducting the rate impact analysis will be a two transfer station system with tonnage allocations delineated upon the East and West service area concept contained in the technical analysis. This reflects the Metro Council's historical preference for a two transfer station system in Washington County and further incorporates land use and transportation considerations through the designation of service areas.]~~

6. That construction design and operation of the facility in Wilsonville will be awarded after a competitive process.

ADOPTED by the Council of the Metropolitan Service District
this _____ day of _____, 1990.

Tanya Collier, Presiding Officer