

RESOLUTION NO. 1031

A RESOLUTION IN SUPPORT OF CONSTRUCTION OF THE METRO WEST TRANSFER STATION IN WILSONVILLE.

WHEREAS, in 1991 the Metro Council adopted the Washington County chapter of the Regional Solid Waste Management Plan; and

WHEREAS, said chapter calls for the construction of a "Metro West" garbage transfer station in eastern Washington County; and

WHEREAS, in 1992 Metro issued a Request for Franchise Applications for the construction and operation of the Metro West Transfer Station; and

WHEREAS, after receiving and reviewing all of the applications, the franchise was awarded to Willamette Resources, Inc., which proposes to build the Metro West Transfer Station on Ridder Road in Wilsonville; and

WHEREAS, Willamette Resources, Inc., has obtained all of the necessary land use and design review approvals for construction of the transfer station (which approvals expire on February 24, 1995); and

WHEREAS, a Metro West Transfer Station in Wilsonville would significantly reduce hauler costs despite an anticipated increase in Metro tipping fees (which savings could be passed on to customers in their monthly bills); and

WHEREAS, a Metro West Transfer Station would provide additional benefits to the region in the form of reduced wear and congestion on transportation arteries and reduced emissions from garbage trucks; and

WHEREAS, eastern Washington County is the fastest growing area in the Metro region and is not adequately served by requiring garbage haulers to use the Metro South Transfer Station in Oregon City or the Metro Central Transfer Station in Northwest Portland.

NOW, THEREFORE, THE CITY OF WILSONVILLE RESOLVES AS FOLLOWS:

1. That the City Council of the City of Wilsonville, Oregon, recommends that the Metro Council give its final approval to a franchise agreement with Willamette

Resources, Inc., for the construction and operation of the Metro West Transfer Station in Wilsonville.

ADOPTED by the Wilsonville City Council at a regular meeting thereof this 19th day of July, 1993, and filed with the Wilsonville City Recorder this date.



GERALD A. KRUMMEL, Mayor

ATTEST:



VERA A. ROJAS, CMC/AAE, City Recorder

SUMMARY of Votes:

Mayor Krummel	<u>AYE</u>
Councilor Van Eck	<u>(Absent)</u>
Councilor Carter	<u>AYE</u>
Councilor Hawkins	<u>AYE</u>
Councilor Lehan	<u>AYE</u>

ADMINISTRATION DEPARTMENT
STAFF REPORT AND RECOMMENDATION

DATE: JULY 19, 1993

TO: HON. MAYOR AND CITY COUNCIL

FROM: DAVE KANNER, PUBLIC AFFAIRS DIRECTOR

SUBJECT: RESOLUTION CBR 715-93, IN SUPPORT OF
CONSTRUCTION OF THE METRO WEST
TRANSFER STATION

SUMMARY:

In 1991, Metro, following long and sometimes acrimonious debate, adopted the Washington County chapter of the Regional Solid Waste Management Plan. Rather than being written by the Metro staff, the chapter was a group effort by Washington County, its cities and its garbage haulers and reflected local needs and desires. The chapter called for the almost immediate construction of a privately owned and operated garbage transfer station (franchised by Metro) in the southeastern portion of the county.

In 1992, Metro issued a Request for Franchise Applications. The only application submitted was from Willamette Resources, Inc. (WRI). WRI, a sister company of Wilsonville-based United Disposal Service (UDS), proposed to build a garbage transfer and recycling station on a 9-acre tract on Ridder Road in Wilsonville which would be operated by UDS. The Metro Council authorized Metro staff to negotiate a franchise agreement with WRI. In the meantime, WRI obtained all of the necessary land use and design review approvals for the project from the city. Those approvals expire on Feb. 24, 1995.

Metro is now having second thoughts about going through with the franchise agreement, ostensibly for two reasons:

1. It would mean a region-wide increase in the tipping fee (the fee charged by Metro at the scalehouse) of about \$4 per ton within three years of opening Metro West; and
2. Due to the success of recycling efforts, the amount of garbage collected by Metro is far below their 1991 projections. There is enough capacity within the existing system to handle all of the region's garbage without adding a new facility to the system.

Metro Executive Officer Rena Cusma will make a recommendation to the Metro Council Solid Waste Committee on January 20 as to whether she believes Metro should proceed with the Metro West project. All indications are that she will recommend against proceeding.

The Washington County Solid Waste System Design Steering Committee strongly supports going forward with the Metro West project. A flyer produced by Washington County is attached. It explains their reasoning. To summarize, however, the reasons are:

1. Washington County haulers currently must travel a much greater distance to reach a transfer station than do haulers elsewhere in the region. (Most use the Metro South facility.) These increased transportation costs are passed on to customers who are in essence subsidizing the rest of the region.
2. Although the tipping fee would increase, this cost to haulers would be more than offset by lower transportation costs. The reduced transportation cost is estimated at \$6.15 per ton (1992 dollars), while the tipping fee is estimated to increase by \$4.32 per ton in FY 96-97.
3. Metro South is operating far in excess of its design capacity and Metro has an agreement with Oregon City to reduce the tonnage there by 1996. Metro can do this by implementing its flow control powers (i.e., forcing some haulers to use Metro Central, which is operating far below its design capacity). According to Metro's own staff report, such an action would "[I]mpose costs on the haulers... It is assumed such costs would be passed on to customers during the hauler's franchise rate review." (my emphasis)
4. Washington County fundamentally disagrees with Metro's tonnage forecasts. While Metro forecast that tonnage would decrease this year, it has actually increased by 2.7% regionwide in the first six months of this year. If tonnage continues to increase at a rate of just 1% a year and Metro West is not built, the existing system will reach capacity in 2005. If tonnage increases 2% a year, the existing system will reach capacity in 1999. It should also be noted that even if tonnage does decrease, Metro's own forecast indicates that garbage generation will increase in eastern Washington County, which is the fastest growing area in the region.
5. Siting a transfer station is extremely difficult; it's one of the biggest NIMBY's around. Metro is extremely fortunate to have the Wilsonville site available. If Metro West is not built and WRI's land use approvals lapse in February 1995, it is likely that the site will be used for something else. If ten years from now Metro's tonnage projections prove to be wrong and they finally agree that Metro West is needed, it is even more likely that, given the growth rate in eastern Washington County, Metro would not be able to find another suitable site and that if they could find a site, construction costs would be substantially higher.

From a purely selfish point of view, Metro recognizes that transfer stations are NIMBY's and compensates host cities with a "community enhancement fee" of 50¢/ton. Metro West's initial flow is expected to be 130,000 tons per year, which would net the city \$65,000 in revenues in 1995-96. At full capacity, Metro West would handle 196,000 tons per year, which would net the city \$98,000 in revenues.

Ms. Cusma has still not made her final recommendation public. Because of that, Washington County has asked for the opportunity to respond to her recommendation at the August 3 Solid Waste Committee meeting and the committee appears to be amenable to that. This resolution, if approved, would be submitted to the July 20 Solid Waste Committee meeting. Oral testimony would be presented on August 3.

STAFF RECOMMENDATION:

Adopt Resolution CBR 715-93 and send a copy to the Metro Council Solid Waste Committee for inclusion in the record of the July 20, 1993, committee meeting.

WASHINGTON COUNTY, OREGON

Regional Solid Waste Management Plan Briefing Paper

PROPOSAL TO BUILD A TRANSFER STATION IN WILSONVILLE

This briefing paper is designed to identify and answer some of the major issues surrounding the proposal to construct a solid waste transfer station in Wilsonville. The briefing paper has been prepared by Washington County.

Proposed Transfer Station Vital Statistics

Location: Ridder Rd., Wilsonville, Or

Building Size: 81,300 sq.ft.

Land Area: 9.34 acres

Owner/Operator: Willamette Resources, Inc.

Construction Begins: Fall, 1993

Station Opens: Fall, 1994

Starting Annual Tonnage: 130,000

Maximum Annual Tonnage: 196,000

1. What direction is provided by Metro's adopted Regional Solid Waste Management Plan (RSWMP), particularly the Plan Chapter for the Metro West Transfer and Material Recovery System?

Number of Transfer Stations: There are three existing transfer stations in the regional system: Metro South in Oregon City, Metro Central in Portland, and a station in Forest Grove. The RSWMP calls for another transfer station in the eastern portion of the Western Wasteshed (which is mostly Washington County). The proposed transfer station in Wilsonville would implement this portion of the RSWMP.

Uniform Level of Service: Policy 5.1 of the RSWMP states that "the solid waste system shall support a uniform level of service throughout the Portland metropolitan region." Construction of the proposed station in Wilsonville will, for the first time, provide uniform transfer station capabilities throughout the region, including Washington County.

Cost-Efficient Collection: Policy 6.0 of the RSWMP states that "local governments shall be responsible for assuring that collection of solid waste and recyclables is conducted in a cost efficient and reliable manner." The collection system in Washington County currently is inefficient due to the extended transportation times and associated costs of transferring most of the County's solid waste to other portions of the metropolitan region. Construction of the Wilsonville station will implement Policy 6.0 by making the collection system in Washington County much more efficient.

Environmental Quality: Policy 8.1 of the RSWMP states that "the design of the solid waste system shall strive to protect environmental quality through the selection of sites, facility design standards and operational standards." Construction of the Wilsonville station will substantially reduce travel distances in the solid waste system. This will reduce emissions from five major air pollutants.

Local Solutions: Policy 16.0 of the RSWMP 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." Construction of the Wilsonville station was included in Washington County's proposed system plan, submitted to Metro with the unanimous support of all local governments in the County.

Regional Cooperation: Policy 17.0 of the RSWMP states that "the solid waste management plan shall be developed and amended through a regional cooperative process between Metro, the cities, the counties, solid waste industry representatives, citizens and other affected parties." A decision not to construct a transfer station to serve eastern Washington County would be directly in conflict with the RSWMP; therefore, an amendment to the RSWMP would be required. That amendment process, in order to meet the goal of regional cooperation, would need to be as thorough and extensive as development of the original RSWMP chapter for Washington County. It took almost three years to develop the Washington County chapter before it was approved.

2. What is the current status of implementing the RSWMP Plan Chapter for the Metro West Transfer and Material Recovery System?

- The Metro Council in the fall of 1991 issued a Request for Franchise Applications (RFF) to construct an expanded transfer station for the western portion of the Western Wasteshed (Washington County).
- Two applications were received. Metro staff recommended not accepting either proposal, both in Forest Grove, because the costs were too high for the amount of additional waste which would be processed. The Metro Council agreed with the recommendation not to expand the transfer capacity in the Forest Grove area at this time.
- The Metro Council in April, 1992 issued a Request for Franchise Applications for a transfer station in the eastern portion of the West Wasteshed.
- One application was received, from Willamette Resources, Inc. (WRI), to construct a transfer station in Wilsonville.

- The WRI application met the RFF requirements, including a price less than that of a theoretical publicly owned and operated station. Franchise negotiations between Metro staff and WRI proceeded and are now completed.

- The Metro Council will hear the Executive Officer's recommendations on the franchise agreement for WRI on July 6, 1993. If the franchise is approved, construction on the station would begin in Fall, 1993, and the station would be open for business in Fall, 1994.

3. Tonnage at existing transfer stations in the region is declining. Do we need a new transfer station?

Yes. The proposed transfer station at Wilsonville is responsive to modern realities. It is small, sized for approximately one-third of the capacity of the most recently constructed station (Metro Central). It is designed to allow for expansion of material recovery capabilities, but not to invest heavily in this technology unless and until market conditions make it cost-effective for the region's ratepayers.

Most importantly, unlike regional trends, total solid waste generation in Washington County, the primary area to be served by the Wilsonville station, continues to grow. This is due to high growth rates in this portion of the region. Metro's land use growth projections call for continued substantial population and employment growth in Washington County.

4. What will be the impact of the Wilsonville transfer station on garbage rates?

The best measure of cost effectiveness is at the garbage can, not at the transfer station. The total cost of the region's solid waste system will increase by approximately \$4 per ton (to \$79) in

1995 - 1996. This rate includes all Metro solid waste activities such as transfer, disposal, planning, recycling and education. This translates to an average price increase of less than 25¢ per residential garbage can per month. Haulers using the station, however, will realize a corresponding decrease in costs due to reduced transportation expenses. The Washington County Haulers Association estimates these costs savings to be between 34¢ to 38¢ per can or \$6.15 per ton of residential waste. These cost savings will be passed on to consumers through the current franchise process, in which local governments must approve reasonable garbage rates for their franchised haulers. Also, the transportation savings can be guaranteed by Metro through use of its flow control authority to designate a service territory for the Wilsonville transfer station. This concept is an integral element of the RSWMP Chapter for the Metro West Transfer and Material Recovery System.

5. Can Washington County waste be handled at existing transfer stations in Oregon City or Portland?

According to Metro staff "Metro South Station (in Oregon City) is currently operating at over its optimal capacity... Operation at this level creates occasional traffic problems both onsite and offsite, and prevents any attempt to recover materials for recycling." This facility will not comply with local land use conditions of approval if tonnage is not reduced by 1995. Metro projects that if the Wilsonville transfer station is built, 80% of its clientele will come from haulers who currently are using Metro South. The Wilsonville facility will provide a convenient location for the public to dispose of their waste on the weekend. This will also help the overcrowding at Metro South and the long waits that are now common.

Metro Central (in Portland) has excess capacity, but its location is poorly suited to transfer garbage generated in Washington County. Haulers must travel through Portland's core business district. Use of Highway 26 has long been identified

as a serious safety problem for garbage trucks. Use of Highway 217 and I-5 results in substantially longer trip lengths and times, with associated cost, congestion, air pollution problems and safety problems.

6. Is the Wilsonville transfer station in the right location?

Yes. The location is right off of Interstate 5 in Wilsonville. It is one of the last sites available off a major highway in the metropolitan area for this type of use. Access of garbage trucks and the general public to the site is excellent, and access for long-haul trucks to transport the garbage to the landfill in eastern Oregon is excellent.

7. Does the Wilsonville transfer station have public support?

There has been 100% support among all of the elected officials in 10 Washington County cities and the Washington County Board of Commissioners. This includes the City of Wilsonville, which has approved of this transfer station both currently and in the past. Other jurisdictions throughout the region have also supported it. The solid waste industry has also consistently backed the implementation of the proposed transfer station system in Washington County.

8. How does construction of the Wilsonville transfer station relate to regional land use, transportation and air quality policy goals?

This facility helps to implement these other important policy goals.

One study estimates that if the Wilsonville facility is built and operating at capacity, the haulers servicing eastern Washington County will reduce vehicle miles travelled (VMT) as much as 668,000 miles per year. During the initial year of operation haulers will travel 450,000 fewer miles

than if they used Metro South. These trip reductions are consistent with a major policy goal of state, regional and local governments - meeting the new Transportation Rule's requirements for reducing VMT.

The reduced travel miles equate directly to air pollution reductions. Between 20 and 40 tons of emissions annually will be reduced by building the Wilsonville facility. These emission reductions include carbon monoxide, hydrocarbons, nitrogen oxides, particulates and sulfur oxides. Also, the construction of the Wilsonville site will make it possible for haulers to move to smaller, lighter trucks. This will create additional savings.

A final acute, short-term problem exists related to construction of the West Side Light Rail line. During the construction period every feasible technique will be used to reduce vehicular travel and minimize the congestion from construction related trip diversions. One goal is to reduce use of Highway 217 by 1000 trips per day. Continued hauling of Washington County solid waste to Portland and Oregon City is counter to this goal.

9. Can we wait and build the Wilsonville transfer station later?

Very likely not. The City of Wilsonville has approved the use of the site for the transfer station and recycling center and set conditions for its development. Legal theory is not conclusive regarding how long this permit will extend if the land is not used for its permitted purpose. Another permit, the Site Development Permit, was approved by the Wilsonville Design Review Board. This permit expires in two years (February 24, 1995) if construction has not begun. It may be extended for a maximum of one year. The station cannot be built without this permit.

The likelihood that neighboring land uses will conflict with a future transfer station will increase over time. The possibility also exists that

the site itself may be converted to a different use.

A decision not to make use of the current land use permits creates very substantial risks that the site will not be available for use as a transfer station in the future.

10. Are there side benefits to building the Wilsonville transfer station?

Yes. The most significant benefit is that the garbage haulers will be able to use smaller, lighter trucks. This will increase fuel efficiency, reduce air pollution, improve road safety and lessen the need for road maintenance (because of the reduction in truck weight and vehicle miles travelled).

11. What happens next?

Franchise negotiations for the Wilsonville station have been successfully completed. Now the Metro Executive Officer and Metro Council must decide whether to proceed with the transfer station. A hearing before the Council Solid Waste Committee is scheduled for 4:00 pm. (time approximate), Tuesday, July 6. The full Council is expected to act on the issue later in July.

For more information contact:

Delyn Kies

Washington County Solid Waste
Management Coordinator

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