

F I N A L R E P O R T

RESOURCE RECOVERY STUDY COMMITTEE

November, 1975

Senate Concurrent Resolution 48 introduced during the Sixty-sixth General Assembly requested that the Legislative Council establish a study of the energy-related impacts of nonrefillable beverage containers and the feasibility of resource recovery systems as they relate to the waste disposal problem and to a solid waste management, and make recommendations to the 1976 Session of the Sixty-sixth General Assembly. In response to this resolution, the Legislative Council established a Resource Recovery Study Committee. The Legislative Council appointed the following ten legislative members to the Study Committee:

Representative Donald D. Avenson, Chairperson
Senator James V. Gallagher, Vice Chairperson
Senator Lowell L. Junkins
Senator Elizabeth R. Miller
Senator John N. Nystrom
Senator Norman Rodgers
Representative Bert Fullerton
Representative Otto H. Neelson
Representative Mary O'Halloran
Representative Emil S. Pavich

During the 1975 interim, the Resource Recovery Study Committee held 3 one-day meetings and 2 two-day meetings. At its first meeting on August 20, 1975, the Study Committee elected Representative Donald Avenson as Chairperson and Senator James Gallagher as Vice Chairperson, adopted rules of procedures, and agreed not to request the appointment of nonlegislative members to the Study Committee. Concerning its goals and objectives, the Study Committee agreed that the following issues and topics should be explored:

1. The state's role in resource recovery including what assistance should be given to local governments and what legal hindrances, if any, can be removed.

2. What funding and priority relating to resource recovery should be given to the Department of Environmental Quality? Should a resource recovery specialist be hired by the Department to provide assistance to local governments?

3. Visitation by the Study Committee to operational resource recovery systems, particularly the plant operation at Ames, Iowa.

4. Review and discussion of disposable container legislation including the compilation of Iowa data concerning disposable containers, review of legislation from other states, and discussion of alternatives which may be applicable to Iowa.

5. Review and discussion of marketing techniques and potential problems affecting resource recovery.

6. The use of a solid waste as an energy source by public utilities.

7. Need for establishing pilot research recovery projects or other experimentation by the institutions of higher learning in this state to assist in the solution of solid waste management problems.

At its second meeting, September 15-16, 1975, the Study Committee received testimony relating to resource recovery and solid waste management from Mr. Larry Crane, Executive Director, and Mr. Pete Hamlin, Director, Solid Waste Disposal Division, Department of Environmental Quality; Ms. Marilyn Johnson, Iowa Coalition for Resource Recovery; Mr. Adrian Brinck, Lee County Supervisor and former State Representative; representatives of the Chariton Regional Service Agency; Mr. Patrick D. Cavanaugh, Acting Director, Iowa Energy Policy Council; Mr. Wes Smith, Hamilton County Engineer; Mr. Charles Laverty, a member of the Solid Waste Disposal Commission and former State Senator; and Ms. Susan Stewart, Iowa Geological Survey. Mr. Crane, Department of Environmental Quality, stated that the Department does not have an active resource recovery program because this would require the addition of one resource recovery specialist, a position the General Assembly chose not to fund during the current fiscal year. He stated that the Department does provide technical assistance relating to solid waste management; however, the Department does not have the resources to provide appropriate technical data relating to resource recovery systems. Mr. Crane also testified that there are problems involved in the present sanitary landfill programs relating to the location of appropriate sanitary landfill sites and the lack of adequate financial resources for counties to carry out appropriate sanitary landfill operations. Concerning the Department's recycling program, Mr. Hamlin testified that problems have arisen in marketing situations which have discouraged the development and improvement of paper recycling; however, recycling programs relating to metal products and automobile parts and bodies are operating more successfully. Mr. Brinck, Lee County Supervisor, discussed the bulk incineration plant which is being planned in cooperation with the city of Fort Madison and the Consolidated Packaging Company located at Fort Madison. Mr. Brinck testified that the Fort Madison-Lee County proposal contemplates the gas incineration of solid waste and converting the heat to steam for sale to the Consolidated Packaging Company. The representatives of the Chariton Regional Service Agency testified that the sanitary landfill operation operated by the Agency is the only economically feasible plan for the 27 cities and four counties included in the operation. The representatives also emphasized the need for additional county funding for the landfill system if it is to operate successfully. Ms. Stewart and Mr. Cavanaugh presented

written testimony relating to the energy implications of disposal container legislation and the recycling of steel, aluminum and paper products. During the second day of the meeting, the Study Committee met with Mayor Pro Tem Barbara Koerber, Councilperson Russell Towns, City Manager J. R. Castner, and Councilperson Joe Maxwell of Ames, Iowa. The city officials of Ames explained the planning and financial aspects of the Ames resource recovery operation. Mr. Castner testified that the city of Ames currently has 14 25-year contracts with surrounding communities, the county, and Iowa State University to provide solid waste for the operation of the Ames resource recovery plant. He stated that approximately 80 percent of all solid waste material delivered to the plant will eventually be used as fuel for the municipal power plant. He added that the city intends to replace approximately ten percent of the coal normally used as fuel with the solid waste supplement, a percentage that will hopefully increase to 25 percent in future years. Concerning the costs of the Ames plant, Mr. Castner testified that the total cost was \$5.5 million, with \$5.3 million in the form of general obligation bonds and \$200 thousand from general revenue sharing funds.

At its third meeting on October 14, 1975 the Study Committee received a draft study from Mr. Robert Powers entitled "Resource Recovery: A Feasibility Study for the State of Iowa"; testimony from Mr. Bernard Goldstein, President, Alter Company; Mr. Wade St. Clair, Vice President, National Center for Resource Recovery; Dr. James C. Young, Associate Professor of Civil Engineering, Iowa State University; and Mr. Steven Lingle, Environmental Protection Agency. Mr. Goldstein testified that his scrap metal and recycling business is installing two large metal shredders at Council Bluffs and Davenport to facilitate the shredding and recycling of automobiles. He also testified that two major factors which tend to discourage the use of recycled materials in production are the depletion allowances allowed for mining virgin minerals and other resources and the high rates for transporting scrap materials in comparison to virgin resources. Mr. St. Clair stated that the National Center for Resource Recovery has been studying and supporting pilot projects relating to resource recovery techniques since 1970. Mr. St. Clair further testified that technology, economics and institutional factors are roadblocks to resource recovery development at present; however, within the next five years, resource recovery technology should be tested and proven, the market for recycled materials should be expanded and economically favorable, and the acceptance of new approaches in solid waste disposal by governmental institutions should be improving. Dr. Young testified that the development of resource recovery facilities in Iowa appears to be feasible only in the more densely populated areas at present. He stated that the costs of transportation and the questionable availability of markets for recycled materials makes resource recovery less attractive as a solution for solid waste disposal in predominantly rural areas of Iowa. Concerning the need for more technical research projects for resource recovery, Dr. Young testified that present research being conducted by the federal government and

other national organizations is sufficient and can be utilized by state and local governments. Mr. Lingle testified that the Environmental Protection Agency has no definite plans at present to fund resource recovery construction. He stated that EPA has funded four pilot projects at the cost of \$15 million; however, additional funding is not available to finance the capital projects for solid waste management generally.

At its fourth and fifth meetings, October 28 and November 11-12, 1975, the Study Committee conducted a public hearing on disposable container legislation and prepared its final recommendations. At its November 11 public hearing, the Study Committee received testimony from representatives of the Iowa Federation of Labor, the Iowa Manufacturers Association, the Iowa Wholesale Beer Distributors Association, the United States Brewers Association, Keep Iowa Clean, Glass Container Manufacturers Institute, the Iowa Students Public Interest Research Group, Iowa Retail Food Dealers Association, the American Can Company, the Citizens United for Responsible Energy, the Aluminum Company of America, the Iowa Soft Drink Association, the Metropolitan Solid Waste Recycling Center, and the Aluminum Workers International Union. The participants in the public hearing presented testimony relating to the impact and implications of disposable container legislation on litter control, energy, sales, prices, and employment.

FINAL RECOMMENDATIONS

After review and discussion of the testimony and information received relating to solid waste disposal management, the Study Committee concluded that the state of Iowa should assist its political subdivisions in planning and implementing alternatives to sanitary landfills for disposing of solid wastes. The Study Committee recognizes the need for additional funding for local governments to plan, develop and operate resource recovery systems; but, the Study Committee also recognizes that essential information has not been compiled which local governments will need to determine the feasibility of the various alternative resource recovery systems. Therefore, the Study Committee requested the Department of Environmental Quality to prepare a resource recovery study proposal including the following key elements:

1. To provide a technical analysis of the various resource recovery systems.
2. To provide a general analysis of the market condition relating to recyclable materials.
3. To provide a generalized review of modes of transportation available, maximum feasible distances, and minimum quantities of materials needed for economical transportation.
4. To provide an analysis of areas or regions of the state which can support resource recovery economically.

5. To provide a priority ranking of Iowa areas which are the most suited for resource recovery.

6. To provide a guideline for local area analysis and planning.

7. To provide an analysis of financing options available to local governments.

8. To provide an analysis of institutional or legislation restraints and propose improvements which will enhance and encourage resource recovery systems.

The Resource Recovery Study Committee recommends to the Legislative Council and the 1976 Session of the General Assembly the appropriation of \$71,662 to the Department of Environmental Quality for the purpose of completing a resource recovery study and instituting a resource recovery assistance program.

Concerning other aspects of resource recovery, the Resource Recovery Study Committee concludes that, despite the voluminous testimony and information received and considered by the Study Committee during the 1975 interim, insufficient time was available to consider and analyze many of the technical questions which must be answered before a comprehensive policy can be formulated relating to solid waste source reduction, disposable containers, and other related aspects of solid waste management.

The Resource Recovery Study Committee recommends that the Governor be requested to establish a Resource Recovery Task Force to continue the study, evaluation, and development of policy relating to resource recovery as provided in Senate Concurrent Resolution 48, that an appropriate resolution or other legislation be drafted by the Standing Committees on Energy requesting the establishment of the Resource Recovery Task Force including membership, representative of labor, industry, environmental organizations and the general public, and that a report of the Resource Recovery Task Force be made to the Governor and the General Assembly and not later than January 1, 1977.

The minutes of the Resource Recovery Study Committee meetings, written testimony presented to the Study Committee, and other supportive informational materials are available at the Legislative Service Bureau.

Respectfully submitted,

RESOURCE RECOVERY STUDY COMMITTEE
Representative Donald Avenson, Chairperson