



Public involvement summary report

Future Metro South recycling and transfer center

October 2021

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SUMMARY

This report summarizes the input Metro’s Waste Prevention and Environmental Services department received from transfer station customers, Clackamas County residents and other stakeholders during public outreach completed for the Future Metro South recycling and transfer center project. The outreach took place between the fall of 2019 and fall of 2021 while the project was in its early planning and property search phase.

The public outreach began in 2019 to inform customers and potentially impacted community members about the vision for the project, and the general property search in Clackamas County. After November 2020, conversations switched to consult with stakeholders about potential services and to identify potential impacts to community members close to a property on Jennifer Street, which was being considered for purchase to build a modern recycling and transfer center.

This outreach and engagement process sought to involve community members in decision-making about future garbage and recycling services to be offered at a modern facility as well as a possible location for building it within Clackamas County.

PROJECT OVERVIEW

The Metro South transfer station in Oregon City can no longer accommodate the region’s growing garbage and recycling needs. Because of this, Metro has been working to identify possible locations to build a new facility that could provide some or all of the recycling and garbage services currently provided at Metro South.

Metro is planning to build a new, state-of-the-art facility to complement and expand the garbage and recycling services currently offered at the Metro South transfer station in Oregon City. The new facility will become the Metro South recycling and transfer center. To find a suitable location for the new facility, Metro is following a process to look at potential sites in the main industrial areas in and around north Clackamas County and small portions of southeast Multnomah County. A key challenge in the search for land has been the lack of appropriately zoned and appropriately sized properties available for sale for this desired use.

PROPOSED JENNIFER STREET SITE DECISION

In late November 2020, Metro signed a purchase and sale agreement (“purchase option”) to acquire a property in northern Clackamas County. Metro assessed the property from both a technical and a community standpoint over a nine month period.

The evaluation of the Jennifer Street site – a former rock quarry – indicated that a garbage and recycling facility could potentially be built there. The review also showed that this property would require significant investment to prepare the land before construction of such a facility could begin. In early September 2021, Metro’s Chief Operating Officer, Marissa Madrigal, and Metro Council decided to let the purchase option expire due to the complexities of site development for this project use.

Metro staff will continue to look for other site options to build a future garbage and recycling center. Throughout this investigation, Metro has learned a lot from community members in Clackamas County about what garbage and recycling services they need in a new facility. Their gathered input will continue to inform this work going forward.

Equity Approach

The engagement planning and activities are based on the goals and objectives outlined in [Metro's Strategic plan to advance equity, diversity and inclusion](#), the [Waste Prevention and Environmental Services' Diversity, Racial Equity and Inclusion Work Plan](#), and the [2030 Regional Waste Plan](#). (See *Appendix B* for detailed information).

The team took steps to advance equity by meaningfully engaging communities of color while informing community members about the project and gathering input. Staff ensured that the Community Advisory Group included people from diverse backgrounds. Programming for the advisory group included a racial justice lens and support to help members feel empowered and comfortable testifying to Metro Council.

The project team conducted a survey to assess the level of support for the project. Survey outreach occurred in multiple languages and allowed for survey respondents to self-report race to ensure that the team understands different perspectives. Additionally, key audiences were prioritized for outreach and involvement by highest potential impact due to their proximity to the siting area.

COVID 19 Pandemic

Due to the ongoing COVID-19 Pandemic, most public engagement was done virtually. Despite these very real impacts, Metro was able to complete an engagement process that included two site tours of modern transfer stations in Washington, 2 focus groups, over 20 presentations, a survey reaching over 1200 people and facilitated 11 meetings of a Community Advisory Group. This work was supported by storytelling and social media posts on Facebook, Twitter and Instagram, as well as a project website to share project materials, documents and updates. This activity also resulted in an earned media article in a local news publication (Pamplin Media Group).

Community Engagement Approach and Desired Outcomes

Community engagement is one part of a broader project management plan to vet potential properties for acquisition, conduct due diligence, acquire property, and eventually design, construct, and plan for operation of a new transfer facility. The work reflected in this report was completed during the first phase of the project concept development and property search. The team sought to engage potentially affected individuals, while prioritizing participation from people who have been excluded from government decision-making and the benefits of the garbage and recycling system. Community engagement is intended to:

- Be integral to the advancement of racial equity.
- Inform Metro Council's decision-making about the location of the project.

- Inform Metro’s Waste Prevention and Environmental Services Department’s decision-making about programming, design and services of the project.
- Ensure the proposed facility will be an asset to Clackamas County and greater Portland.
- Eventually lead to a formalized relationship between Metro and community members through instruments such as a Good Neighbor Agreement or Community Benefits Agreement.

Additional, specific desired outcomes for community engagement include:

- Understanding the perspectives about the level of support, concerns, and ideas for the proposed project from customers and people who might be impacted by the project.
- Identifying the types of services, including community amenities, which people are interested in or excited about.
- Providing Community Advisory Group and focus group participants a deeper understanding about greater Portland’s garbage and recycling system.
- Identifying any vulnerable communities including communities of color and people living with low incomes that may be negatively affected or that could benefit from such a project.

COMMUNITY OUTREACH

Partnership with Community Based Organization: Unite Oregon

Metro partnered with a community based organization, Unite Oregon, to organize and facilitate a series of virtual meetings, which have elevated community priorities and concerns for Metro to take into consideration in selecting and assessing a site for a new facility. Unite Oregon and Metro created opportunities for deeper understanding about the garbage and recycling system and related government decision-making processes within communities of color, refugees, immigrants, and people living with low incomes in Clackamas County.

About Unite Oregon

Unite Oregon brings together immigrants, refugees, people of color, and low-income Oregonians to address joint concerns such as racial and economic disparities and improve quality of life in the state. The organization was formed when two organizations; Center for Intercultural Organizing and Oregon Action, merged in 2015 but their work goes back to 1980. Currently, Unite Oregon serves these communities with the belief that organizing the people who are suffering oppression has the greatest potential to affect the root causes of economic, political and social injustice. They focus on four program areas: civic engagement, policy advocacy, intergenerational leadership development and community organizing.

Priority Audiences

Driven by Metro’s 2030 regional waste plan with focus on racial equity, priority audiences are marginalized communities and those likely to be highly impacted by the project; including Black, Indigenous, Asian, Immigrants, Youth and People of Color in Clackamas County. Priority audiences also include current Metro South transfer station customers and others close to the broader property

search area (including Oregon City, Milwaukie, Gladstone, Happy Valley, and parts of South Multnomah County). Once the Jennifer Street site was considered for purchase by Metro, priority audiences included people living, working, worshipping, or attending school near the Clackamas Industrial Corridor south of Highway 212 due to their proximity to the Jennifer Street property and the potential for higher impact from development activities and future operations of the proposed facility.

While not intended to produce statistically significant results, findings from community engagement activities help Metro understand community members' needs, concerns and level of support for the potential waste transfer facility.

Summary of Outreach Activities

- Community Advisory Group
- Survey
- Focus Groups
- Presentations

FINDINGS AND RESULTS

Key findings summary

Metro focused on elevating voices that have historically not been centered in decisions about siting location, design, and services for transfer facilities. In this instance, Metro sought diverse representation for members of the Community Advisory Group, organizing two Spanish language focus groups, and efforts to reach out and consult with First Nations and Urban Indigenous representatives to inform about the process.

FutureSouth Community Lens document – created by the Community Advisory Group – will serve as reference while assessing any site that might be considered for locating a new garbage and recycling transfer facility and to help inform planning of future services and features.

Overall there was some support for the transfer station at the Jennifer Street site, although there was a lot of concern for the site's location on the banks of the Clackamas River. There was increased opposition from nearby residents to the Jennifer Street site citing odor, traffic and noise as concerns but the majority of respondents were supportive. Regardless of the transfer station's location, respondents largely agreed with the need for a new facility and expressed excitement for increased recycling options.

Community feedback (through the outreach efforts) highlighted several benefits:

- Services that could be provided by the facility, especially disposal of things difficult to dispose of or recycle
- Affordable garbage and recycling fees
- Spaces for youth and training (education)
- Living-wage jobs

Common concerns expressed by the community representatives, survey respondents, neighboring businesses and jurisdictional partners:

- Environmental impact of the facility (for example, closeness to the Clackamas River)
- Traffic impacts
- Safety issues for pedestrians
- Financing for construction – potential for increased customer fees
- Odors/trash/noise pollution
- Limited land availability

Community Advisory Group

Role of the Community Advisory Group

Metro, in partnership with Unite Oregon, formed the Metro South Community Advisory Group in August 2020 after extensive recruitment and outreach to local nonprofits, businesses and social service organizations. The advisory group consists of a diverse group of people - primarily people who live, work, worship or attend school within five miles of the existing Metro South transfer station and people of color and youth between the ages of 16-23 who live in Clackamas County.

The recruitment period for the group was open for six weeks including an extension due to the COVID-19 pandemic. Metro and Unite Oregon led recruitment outreach that included emails, English and Spanish flyers, social media posts on Facebook, Instagram and Twitter, word of mouth and the project website. The project team received 45 applications from people interested in joining the group.

Since the COVID-19 pandemic drastically altered the way community organizing, engagement, and outreach can be safely conducted, all engagement occurred virtually through video conferencing technologies. This choice can present barriers to marginalized communities who may not have access to the necessary technology. However, the value of community engagement, even within a virtual environment, outweighed the challenges.

Project staff leaned into this challenge by creating a supportive virtual environment and developing thought provoking programming. Simultaneous interpretation, access to technology and training, breakout rooms, interactive applications, screen sharing capabilities, and chat features, allowed for more inclusivity and participation.

Community Advisory Group members received stipends for every meeting attended to reduce barriers for their honest and consistent participation during the pandemic. This was an essential incentive for sustained engagement with community members who might be highly impacted by decisions of this government decision-making process.

Community Advisory Group Demographics		
Gender identity and sexual orientation Women: 9 Men: 6 No answer: 0 LGBTQ2: 3	Income Less than \$29,000: 3 \$30,000 to \$49,999: 5 \$50,000 to \$74,999: 4 \$100,000+: 0 no answer: 2	Location Portland: 1 Clackamas: 1 Happy Valley: 2 Oregon City: 4 West Linn: 1 Canby: 2 Milwaukie: 2 Oak Grove: 1 Beaverton: 1
Age Groups (16-80) Under 18: 1 18-24: 3 25-34: 4 35-44: 1 45-54: 1 55-64: 3 65+: 2 n/a: 1	Metro TS customer? Yes (2+ trips): 13 No: 1 Other: 1	Race/Ethnicity White : 4 Asian or Asian American: 4 Hispanic, Latino/a/x, or Afro-Latino : 4 Native American or American Indian: 2 Black/African American : 1
	Disability Self-identified as a person living with disability : 1	

Community Advisory Group meetings

Meeting	Date
Orientation	July 28, 2020
Meeting #1	August 13, 2020
Meeting #2	August 27, 2020
Meeting #3	October 1, 2020
Meeting #4	October 22, 2020
Meeting #5	November 12, 2020
Meeting #6	December 3, 2020
Meeting #7	February 10, 2021
Meeting #8	March 10, 2021
Meeting #9	April 14, 2021
Meeting #10	May 12, 2021

Feedback Received

The group created a document for the Metro project management team to use as a way to assess any site that might be considered for locating a new garbage and recycling transfer facility. This information will also help inform future planning of the project, including design, construction, selection of services and programming. This document, the [FutureSouth Community Lens](#), is included in *Appendix A*.

After several months discussing the proposed project, the local garbage and recycling system, modern transfer station features, environmental justice principles, community demographics and the group member's concerns and desires about the project, the Community Advisory Group expressed the following values they would like to see demonstrated in the siting process and beyond:

- An equitable, fair, accountable decision-making process and appropriate project timeline to ensure inclusive public participation.
- Mutual respect of all people and culturally significant areas.
- Demonstrate respect for the natural environment promoting environmental justice and protecting wildlife, plants, air and water.
- Honor the history of the original inhabitants of the land and those now living on tribal lands.
- Accessibility to place, language, services and opportunities. Prioritization of vulnerable populations like youth, the elderly, people with limited English proficiency and people living with low incomes.
- Encourage community asset-building: Create a beautiful focal point for the host community.
- Self-determination of communities: the project provides services that the community needs and wants.
- Transparency throughout the process about politics and business interests.
- Collaborate with city, state, tribal and federal governments, K12 schools, and colleges to provide the most equitable strategies for inclusion in planning for employees and customers.
- Provide ongoing education opportunities: Create opportunities for students of all levels (K-12, college, trades) to learn about garbage and recycling, sustainability and other related topics.

Survey

Survey Reach and Demographics

Metro conducted an online survey with the intent to supplement the feedback received through meetings and other direct engagements. The survey was available to the general public from May 18, 2021 to June 16, 2021 through the project website at www.oregonmetro.gov/public-projects/future-metro-south-recycling-and-transfer-center.

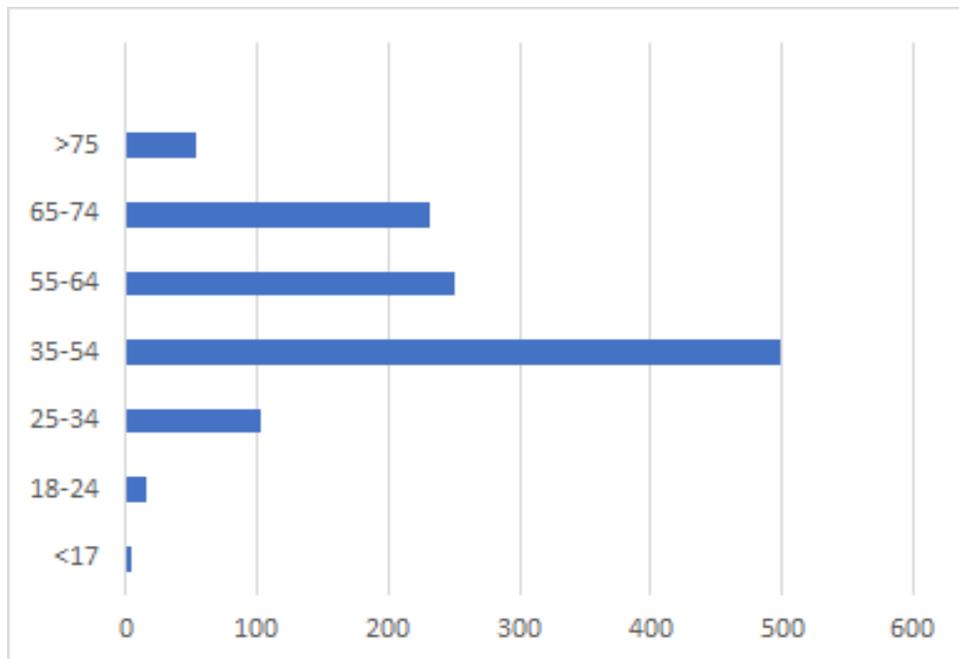
The survey was available in Spanish, English, Russian, Vietnamese and Cambodian and was verbally translated to Burmese by a Community Advisory Group member. It was advertised through Facebook, Instagram, and Twitter and promoted through an audience based on targeted ZIP codes, interests and languages. CAG members and Unite Oregon shared the survey information through word of mouth and

their social media networks. Unite Oregon, bilingual CAG members and Metro staff hosted 3 multilingual survey informational sessions for community members who are not fluent in English.

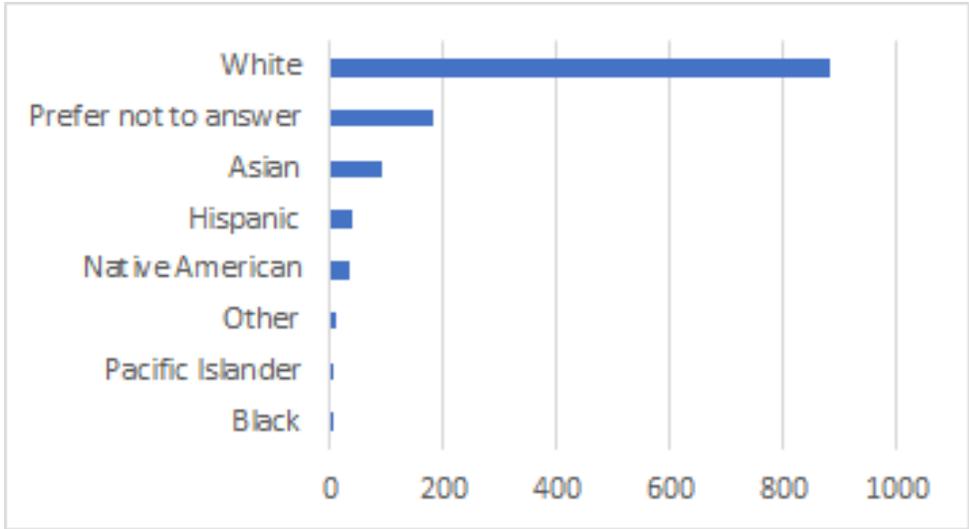
Survey respondents self-selected their participation and survey results are not intended to be statistically valid.

A total of 1,229 people answered at least one survey question for this survey. The number of responses to individual questions varied because survey participants were able to answer as many or as few questions as they chose. All graphs reflect the total number of responses to each individual question.

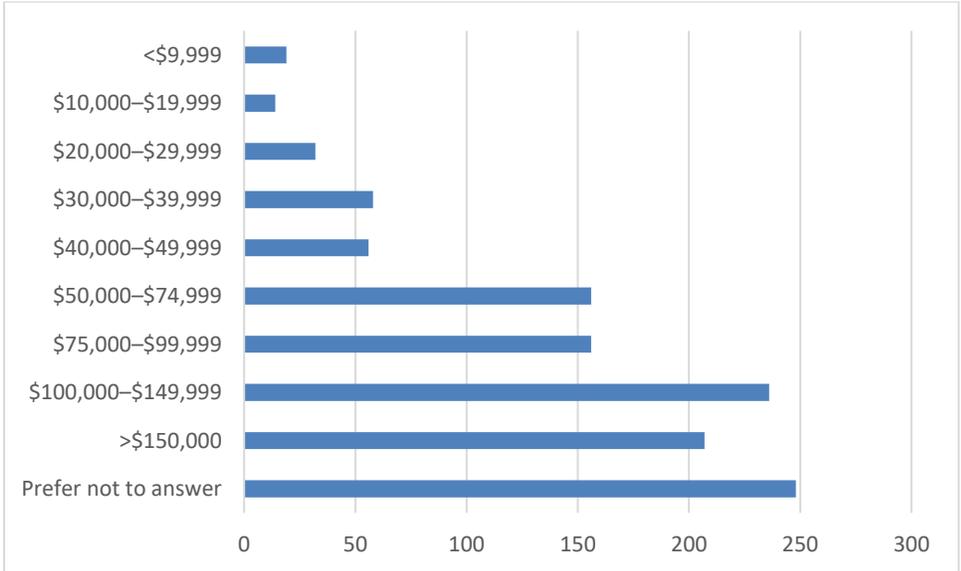
Respondent's Age (n=1,225)



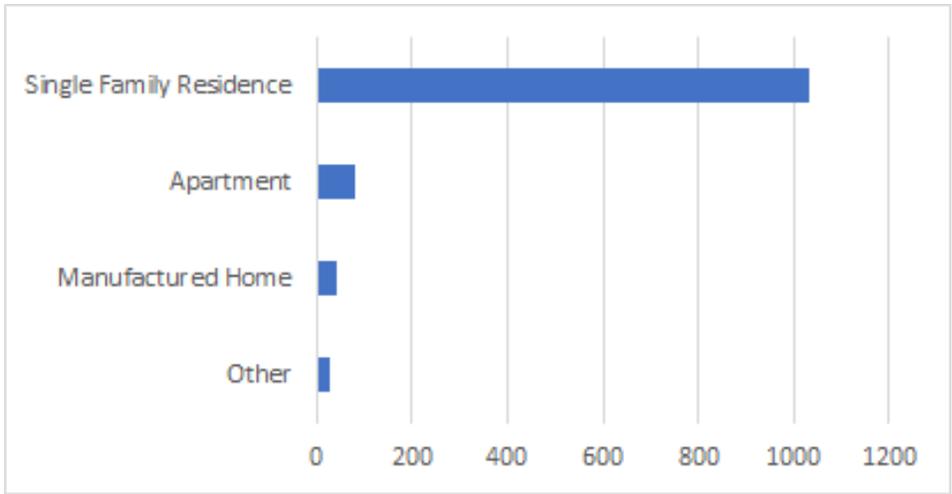
Respondent's Race/Ethnicity(n=1,224)



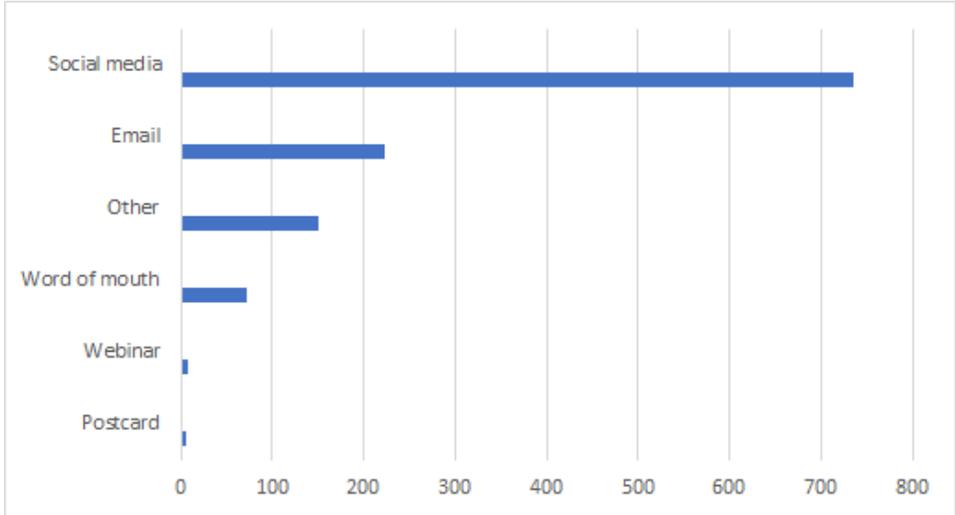
Respondent's Annual Income (n=1,216)



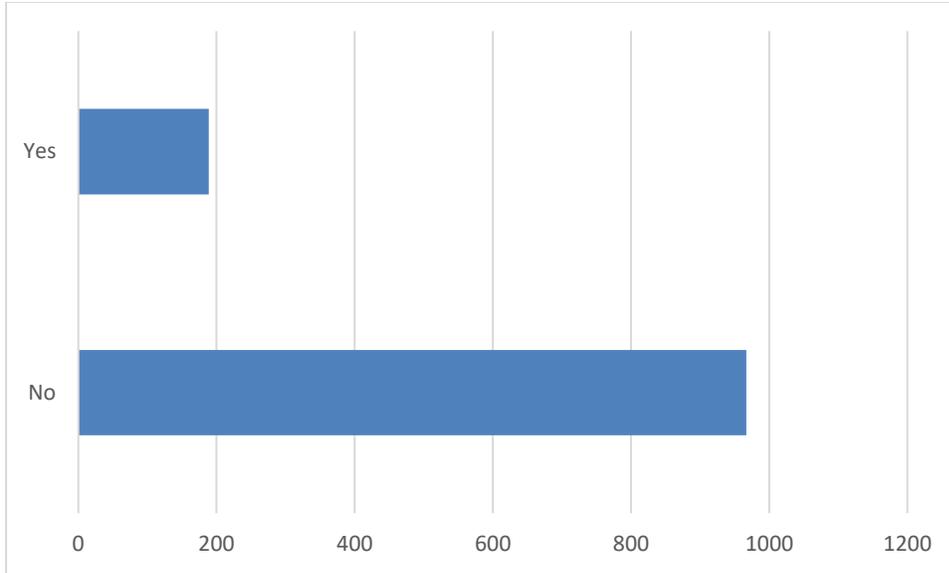
Respondent's Housing (n=12,21)



How did you hear about this survey? (n=1,230)

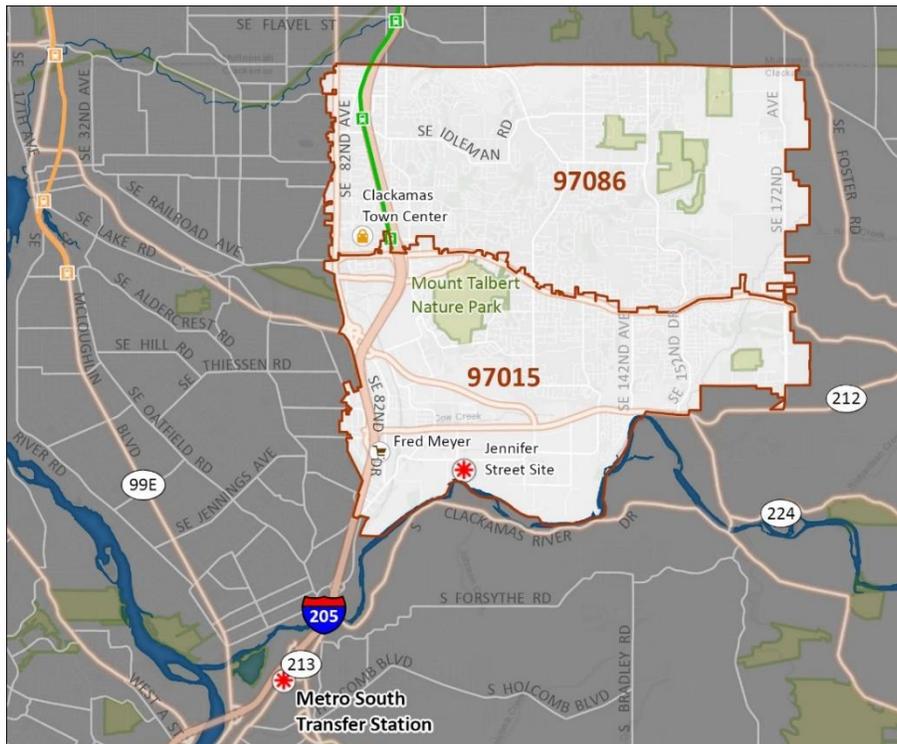


Do you or someone you live with have a disability? (n=1,191)

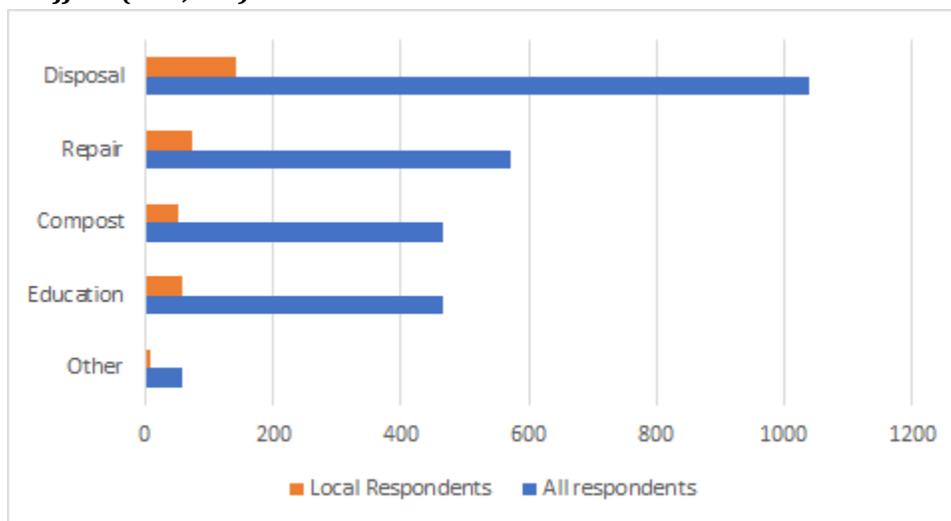


Survey Results

Results for all non-demographic questions are summarized below. Responses from residents, business owners and workers in ZIP codes 97086 and 97015 are identified as "local respondents." These zip codes largely encompass the closest communities to the proposed site, including the city of Happy Valley and the nearby unincorporated Clackamas County area. Local respondents are highlighted as a priority audience who would be highly impacted by the potential transfer center.



Question 1: What, if any, expanded services would you like a new recycling and transfer center to offer? (n=1,219)



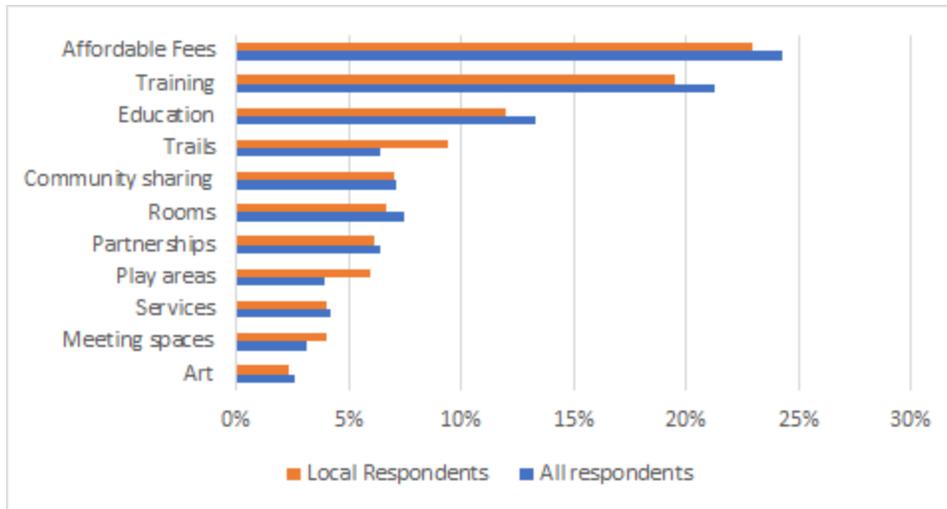
More than 80% of the 1,219 responses in the multiple-choice question about desired services selected disposal of things that are difficult to dispose of or recycle such as appliances, mattresses or medical sharps. This question allowed respondents to select as many options as they wanted. The other closest options selected were repair or reuse/resale facilities (45% or 571 answers), compost and education (36% or 467 answers each).

56 respondents (almost 5%) wrote-in an expanded service not listed. The common themes were:

- Disposal or recycling of other types of materials, including hazardous and industrial waste (asbestos, chemicals/paint, batteries, light bulbs) as well as construction scraps.
- Recycling of plastics not currently offered, such as styrofoam and other types of plastics including bags or packaging.
- Compost, food waste, yard debris

Four write-in responses included concerns regarding siting the center near or next to a river.

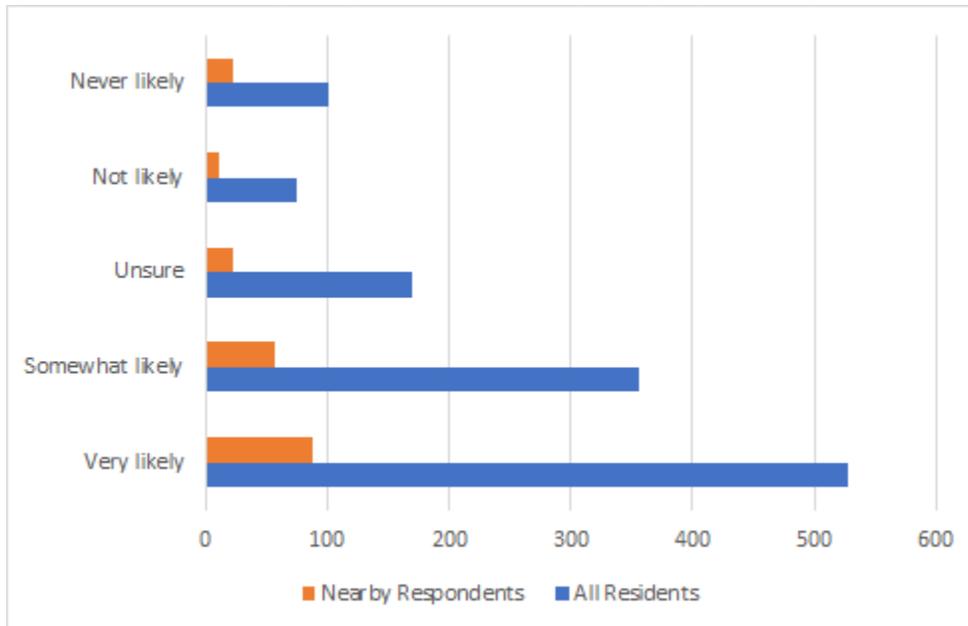
Question 2: What potential community benefits do you value most? (n=1,215)



Respondents were asked to rank 10 potential community benefits from most to least important. The chart shows the items ranked among the top three by each respondent.

Input from respondents highlighted affordable fees and job training opportunities as the most valued benefits by a very wide margin. Education was also valued as highest by almost 100 survey participants.

Question 3: How likely are you to use such a facility? (n=1,229)



72% (884) of 1,229 respondents who answered the question said they would either be very likely or likely to use the facility. 14% (176) answered they would not likely or not at all likely use the facility.

When looking only at Clackamas and Happy Valley residents (199 responses), the results are almost identical (72% and 14%).

Question 4: Do you have concerns about this potential new transfer center in Clackamas County?

Of the total comments (722) received for this question, about 70% of respondents indicated specific concerns for the proposed facility location. The most common concern was the transfer station's proximity to the Clackamas River and the potential for water contamination from either regular operations or an emergency event like flooding or an earthquake. Respondents commonly cited downstream drinking water facilities, recreation activities on the river and wildlife habitat.

Many respondents expressed concern about the cost of the new station increasing taxes or recycling fees. For this reason, many respondents felt added community benefits such as meeting rooms, public viewing rooms, playgrounds and trails are unnecessary. Some respondents also questioned whether the existing transfer station needed to be replaced at all or could be updated.

Other responses included:

- Concerns about increased traffic in the area.
- Concerns about odor, noise, dust and pests.
- Economic and aesthetic impacts to the nearby golf course, businesses, the real estate market and residential areas.
- The importance of having a transfer station that is accessible by active transportation.
- The convenience of the location compared to the existing transfer station.
- Concerns about fairness where a facility in Clackamas County accepts materials generated in Portland.

Respondents from nearby residents and businesses made up 28% of comments received.

Question 5: Are there specific neighborhoods, businesses or communities that you are concerned might be impacted by this project at this location?

Of the total comments (542) received for this question, about 70% indicated specific concerns. The majority of these responses were concerned about the transfer station's proximity to the Clackamas River and the potential for water contamination. Other concerns included:

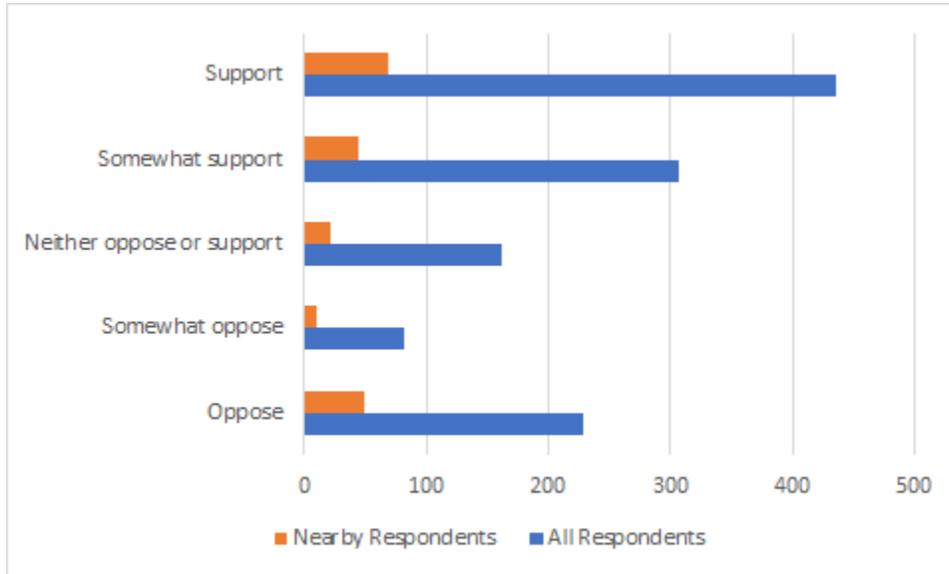
- Impact to recreation activities on the river.
- Increased local traffic.
- Impacts on nearby businesses, including the numerous food processing and distribution centers.
- Property values and closeness to the Sa Hah Lee golf course.

A few other specific communities of concern mentioned by some respondents were:

- Clackamas County, Damascus, Happy Valley, Oregon City and West Linn
- Veterans Village: Transitional Housing

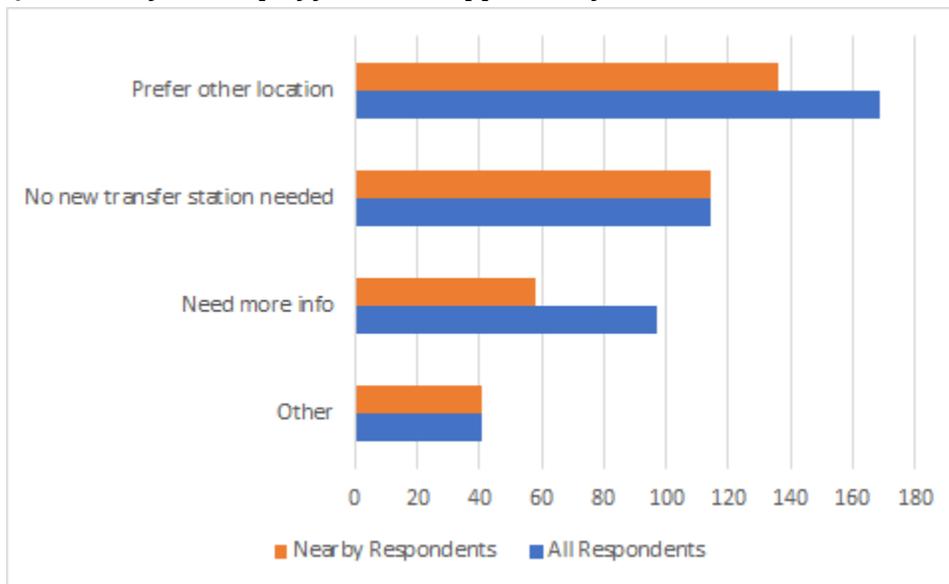
- Nearby manufactured home parks
- Fish and bird populations

Question 6: How much do you support or oppose a recycling and transfer center being built at that location? (n=1,215)



59% (714) of 1,215 respondents who answered the question said they support or somewhat support a transfer station being built at this location. 26% (306) of respondents said they oppose or somewhat oppose the location. When looking only at Clackamas County data (1,030 responses), the results are very similar with a slight decrease in support (57% and 27%).

Question 6 follow-up: If you chose oppose, why?



Question 6 included a follow-up question for those who answered *Oppose* or *Somewhat Oppose* asking the reason they oppose the location. Of the 421 respondents who opposed the Jennifer Street site,

40% (169) of respondents said they preferred another location, 27% (114) said they didn't agree with needing a new transfer station at all and 23% (97) said they needed more information.

Question 7: Where do you think a new transfer center should be located? Why is that a good location for a new transfer center?

Of the total comments (117) received for this question, 62% of respondents said that a new transfer station should not be located close to the Clackamas River or any sensitive environmental site. Many respondents also said the transfer station should be in an area easily accessible to highways and transit lines for better traffic management. Some respondents also suggested that the garbage be transported by rail rather than trucks to decrease greenhouse gases.

3% of respondents also suggested a new transfer station should be in a more centralized location, while some others felt it should be in rural areas away from businesses and residences.

Many respondents suggested specific locations for a new transfer station. Specific site suggestions were:

- Near Boring, Estacada, Damascus, Happy Valley, Molalla, Wilsonville
- Milwaukie near Highway 212 and Highway 224
- Near the transmission towers east of Interstate 205 near Lawnfield Road
- Camp Whitcombe
- Existing brownfield sites like an abandoned pipe manufacturing site
- North of the new Highway 224 bypass
- At SE 172nd Avenue and Highway 224
- The Eagle Creek area
- Rock quarries near Barlow Road
- Old landfills like the Oregon City landfill or Rossman landfill
- At the site of old farm worker housing on the north side of Highway 224
- Remain in Oregon City at the current Metro South location

Question 8 & 9: What questions do you have about this project? And do you have any other feedback or questions related to this project for Metro?

Respondents shared feedback similar to previous questions such as concern for the nearby Clackamas River and increased traffic in the area.

Other comments and questions included:

- Concern for increased taxes and fees
- Questions about the need for a new facility versus expanding/enhancing the existing transfer station in Oregon City
- Concern about the location of the facility and closeness to residential areas
- General feeling that the transfer station is needed and would provide a benefit to the community
- Concerns about cost and that the project should be as cost-effective as possible

- Belief that community spaces with art and playgrounds are not needed
- Complaints about roadside litter at current transfer stations
- Suggestions to include local garbage collection groups in unincorporated areas near Milwaukie
- Questions about transfer station operations like what will be accepted and if an identification will be required for service

Internal Engagement

Regional Waste Advisory Committee (RWAC)

The [Regional Waste Advisory Committee \(RWAC\)](#) is a group of community members that advise Metro Council about activities related to the [2030 Regional Waste Plan](#). Their responsibilities include:

1. Providing input on legislative and administrative actions related to implementing the 2030 Regional Waste Plan.
2. Providing input to Metro staff on the development of policies, programs and projects.
3. Reviewing and providing input on the region's effectiveness in implementing the plan.

RWAC was informed and consulted on the Future Metro South project on four occasions between 2019 and 2021. On December 09, 2019, RWAC received an overview of the project concept and reasons why Metro needed to invest in a new recycling and transfer facility. Metro staff described examples of modern transfer stations and showed images of facilities that have been built throughout the Pacific Northwest outside of Oregon.

On January 09, 2021, RWAC provided feedback to the project team about their proposed engagement strategy:

- There were concerns that the engagement timeline was ambitious
- Using an equity lens is appreciated
- Appreciate the transparency of the process and involvement of the community
- That community engagement should address waste reduction
- Metro should plan on measuring outcomes of the engagement process
- Metro should discuss how the facilities will impact the community with the community advisory group
- Community involvement should continue after the facility is built
- Metro should engage with the solid waste haulers and private sector in this process.

On Feb. 18, 2021, after months of engaging with the Metro South community advisory group, the project team brought a draft version of the Community Lens (See *Appendix A*) and plans for community outreach with multiple audiences. Metro staff also informed the committee that the Jennifer Street property was being evaluated and considered for purchase to move some or all current garbage and recycling services from the existing Metro South transfer station.

The committee provided feedback about the project decisions, community engagement, the draft Community Lens and had an opportunity to discuss the Jennifer Street property. Below is a summary of questions and feedback received from committee members:

- Community representatives (non-governmental or private sector committee members) had not used Metro South transfer station services before, but were familiar with its location.
- Appreciation for the Community Lens with curiosity about how it would be applied within the decision-making process; how will conflicting community criteria and the land's cultural history regarding the first inhabitants of the land be applied to decision-making?
- Metro should consider keeping self-haul services at the existing Oregon City location due to its easy access to multiple major highways.
- Need for clarification about Metro's decision to move existing services to a new site permanently; if past design options, created by a consultant, for potential adaptations of the current site did not meet the needs to address the issues at the current site.
- A Department of Environmental Quality (DEQ) representative reminded Metro staff that a new facility would require a DEQ permit to operate, which would require an environmental impact report, an economic feasibility study and other criteria as part of their application.
- Metro should involve Native Americans, water providers and members of the Veteran's Village and current customers in the engagement process.
- What additional services might be available in a new facility?
- What will Metro do about a Community Neighbor Agreement?

The members of RWAC also discussed the Future Metro South project in relation to greater Portland's garbage and recycling system. This feedback included:

- Desire to discuss the cost to build two brand new facilities in the region in the future.
- Questions if Metro is also considering building smaller collection sites throughout the region?
- And questions on how this project and engagement work align with a larger region-wide system plan?

On Sept. 17, 2021, Metro staff returned to RWAC at a regular meeting to report that the Jennifer Street site was no longer being considered for purchase and to share the final version of the Community Lens. Metro staff posed two major questions to the committee for their feedback:

- Does RWAC have any additional guidance on the property acquisition approach?
- Does RWAC have any input on the Community Lens Worksheet?

Committee members acknowledged the hard work that went into the evaluation of the Jennifer Street site. A DEQ representative on the committee appreciated the work of staff and consultants to evaluate Jennifer Street for potential environmental impacts, and offered to continue to partner with Metro.

Moving forward, RWAC suggested that Metro debrief to uncover the lessons learned from this process. A representative of the Oregon Refuse & Recycling Association offered to discuss potential temporary solutions for the existing transfer station from a hauler's perspective.

The committee also asked questions regarding the Community Advisory Group's involvement in the process. Questions included:

- If the Community Advisory Group was involved in looking for sites?
- Will the CAG be engaged further in this process?
- What was the age range of the members?
- How was an equity lens applied to the Community Lens Document?
- Are community members part of the project team that will apply the lens?

Wrapping up, the group asked what Metro can do at the existing Metro South transfer station while the search for a new location continues. There were also concerns about the project timeline and if future development costs would be higher than originally thought.

Committee On Racial Equity

The Committee on Racial Equity (CORE) is an ongoing, standing Metro committee, whose main purpose is to:

- Provide input and advice for the successful implementation of the strategic plan
- Provide community oversight and opportunities for Metro to have greater Accountability to the community on the implementation of the strategic plan
- Communicate Metro's progress in implementing the strategic plan
- Assist Metro staff in the creation and implementation of the strategic plan evaluation.

In November 2019, Metro staff presented an overview of the basic needs and vision for the Future Metro South recycling and transfer center project. Most of this session focused on the Future Metro West recycling and transfer center proposed in Washington County because of a possible site that was under consideration for purchase there.

CORE members learned about the garbage and recycling system, the vision for the proposed investments and the challenges of the existing Metro South transfer station. The team also shared a list of expected community benefits that could result from investment in the project including jobs, environmental protection, education and community amenities.

Their questions and feedback are summarized below:

- How are community members educated about the garbage and recycling system?

- Concerns about future costs increases to garbage and recycling customers being passed on to and burdening people living in apartments and condominiums or people who cannot afford increased service fees.
- Will the community engagement include Native American community members? And what will be the ecological impact of the project?
- How will the level of support for the project on behalf of the general community be measured?

Metro staff plans to return to CORE to share an update on the Future South project and receive their feedback on the final Community Lens and engagement activities completed through the fall of 2021.

Additional Outreach and Engagement

Focus Groups

Two Spanish language focus groups were held by Unite Oregon and Metro with Clackamas County residents who identified as Spanish speakers. Their ages ranged from 25-64 years old, and the majority identified as female. The focus groups aimed to inform the group about the project, hear their reactions to the proposed location and potential amenities, to learn about what they've heard in their community, and to help build relationships between community members and Metro.

November 20, 2020 focus group

There were a total of 11 people in attendance. The focus group discussion was framed by two main discussion questions:

1. What are your major concerns and/or what challenges do you foresee in regard to a transfer site being relocated or expanded in Clackamas County?
2. What specific designs, amenities, and services would you like to see at the potential transfer site?

The group shared concerns about the production of more waste because of the potential relocation or expansion of the site, decreased pedestrian safety, and increased odor, pollution and noise. Overall, participants were intrigued by examples of transfer stations across the world and the potential amenities, services, and designs surrounding a transfer station. A poll was conducted asking, *What types of spaces do you currently value in your neighborhood or would like to see more of.* The majority of participants selected space for youth to play as a priority, and over half of the group selected access to parks, nature and safe pedestrian amenities.

March 31, 2021 focus group

There were a total of 6 people in attendance. The focus group discussion was framed by two main discussion questions:

1. What concerns or opportunities do you see with the proposed Jennifer Street relocation site?
2. What should Metro consider about the surrounding community?

The group shared concerns about closeness to the Clackamas River and if this could result in contamination. The group hoped that the river would remain accessible to the public for recreation if the site remained clean enough to enjoy. They also shared concern for traffic, noise, odor and pollution affecting nearby residents. Some participants were happy with the potential job opportunities from the project and to have a nice, modern building in a convenient location. Overall, the group was excited by the idea of a viewing area for education purposes.

Urban Indigenous Outreach

Metro also gave a brief presentation of the project to the [Portland Indian Leaders Roundtable](#), which includes representatives from tribal-led and tribal-serving organizations in the greater Portland area and select tribal representatives, at their monthly roundtable meeting. Metro asked for an opportunity to attend again in the future to establish ongoing engagement with the group. A follow up presentation did not occur but can be explored further in the future as well as with the greater Portland Native American Community Advisory Committee.

Jurisdictional Partners

Over the last two years, staff has worked to build and strengthen relationships and project understanding with local government partners (aka “jurisdictional partners”) in the project siting area.

Tour of existing Metro South Transfer Station for Partners

In November 2019, staff organized a tour of the existing Metro South Transfer Station (“MSTS”) for Oregon City and Clackamas County elected officials. Three board members attended from Oregon City and four from Clackamas County, in addition to 10 staff from these jurisdictions and Water Environment Services (WES).

The goal of the tour was for elected officials and staff to walk MSTS, understand its operations and services, and understand the site and operational challenges that exist there, which necessitate the need for a new, modern facility to better address our garbage and recycling needs.

The tour included a presentation about the project and time for questions and discussion with attendees. There were a number of questions around food waste, asking if food waste is currently or planned to be collected at Metro South and concern about how odors would be controlled. Commissioners supported the idea of partnering with a wastewater facility (WES) to feed food waste collected at the existing or future facility into their anaerobic digesters to create energy.

There was interest expressed in incorporating other sustainable building elements at a new facility, like co-generation of electricity and strategies to reduce the carbon footprint of the facility by ensuring it remains close to the I-205 corridor.

Oregon city staff suggested locating the facility on a portion of the Rossman landfill, however Oregon City then-Mayor Dan Holladay indicated that is not in keeping with the Oregon City's vision for that site, which he sees as the gateway into downtown.

Commissioners and staff were curious about what services might stay or leave from the current Metro South facility, asking if Metro is looking to eventually operate one or two facilities in this part of the region. There were concerns about moving any new facility too far away from I-205 because of the facility's high number of visitors (self-haul, especially, draws hundreds of customers each day to the site).

Monthly Project Meetings with Partners

Since fall of 2019, Metro has organized and led monthly project meetings for local government staff (primarily those in the garbage and recycling, communications and development departments) from Clackamas County, Oregon City and Water Environment Services (WES) to keep them apprised of project goals and progress.

Staff from these jurisdictions learned about the project to inform their elected officials. Participants offered insight and direction on possible sites for locating the facility, and informed Metro on key projects in their areas that might have an intersection or connection with this project. These monthly meetings also helped build and strengthen relationships and ongoing communication pathways between Metro and jurisdictional partners.

Metro also attended meetings with elected boards and appointed committees in the project siting area, including Clackamas County, Oregon City, and Happy Valley, and Clackamas County to inform them of the project's purpose and need, the siting process, and to hear their questions and concerns. These meetings are summarized below, along with the key themes and input staff heard from attendees.

Clackamas County Board of Commissioners

Metro staff attended a Clackamas County Board meeting in February 2021 to present an overview of the project and progress on evaluating the Jennifer Street site for purchase for a new facility. Metro was interested in hearing the Board's questions and thoughts as well as finding out how the Board wanted to engage with the project going forward.

Commissioners expressed a number of concerns about the proposed site for the project, including concerns about traffic impacts on Jennifer Street from the high number of customers the facility would serve and how this would impact existing businesses and truck traffic already present in the corridor. They also asked questions about how the proposed transfer station facility would be financed and if it were financed through construction bonds, how much this would increase residential garbage rates.

A few of the commissioners raised concerns about the closeness of the proposed site to the Clackamas River, an important waterway and source of drinking water to over 300,000 residents. Concerns were also raised regarding the limited amount of industrial land in the region and the need for high density

job development on the remaining industrial land. Commissioners had questions about what services might move to this site, and what happens to the current Metro South facility in Oregon City.

Clackamas County Coordinating Committee (C4) - Metro Subcommittee

Metro presented project information to this group – made up of government representatives, elected officials and staff throughout the Metro region – and listened to the group’s questions and concerns at over three meetings in spring 2020.

The group shared concerns about the region’s future needs due to growth, the safety of drinking water intakes on the Clackamas River, odor affecting nearby food distribution centers and the emissions used to transport solid waste. The group was also concerned about traffic planning for the new location and expressed hope that it will be positioned where current roads could accommodate the additional traffic.

They asked how this new facility plan would be affected by DEQ’s work to revamp the recycling policy at the state level, what will happen to the existing Metro South transfer station site, if there will be a rate increase to support the construction, and why an anaerobic digester isn’t currently in the regional garbage system plans.

Oregon City Board of Commissioners

Metro staff attended the Oregon City Board of Commissioners meeting in March 2021 to present an overview of the project and progress on evaluating the Jennifer Street site. Metro was interested in hearing the board’s questions and thoughts as well as finding out how the board wanted to engage with the project going forward.

Commissioners said they think the Metro South transfer station is an asset to Oregon City in many ways and don’t necessarily want to see it relocated, as it provides a needed service as well as the Community Enhancement Grant program which provides valuable funding to the local community.

One commissioner stated that if the proposed site doesn’t work, she would recommend reengaging with Metro to see what could be done to make the current location work better for Metro and its customers. The commissioners said they understand that much of the challenge at the current facility is around the site size and that self-haul customer cars have to cross paths with commercial trucks, which impacts safety and efficiency of running the facility.

An Oregon City staff member commended Metro staff that work at the current Metro South transfer station, as they have been keeping the facility clean and addressing traffic and parking issues when they arise.

Happy Valley City Council

Metro staff attended the Happy Valley City Council meeting in April 2021 to present an overview of the project, the Jennifer Street site evaluation, and seek input on concerns or alignment with plans and priorities.

One reason that staff presented to Happy Valley was because if Metro were to acquire and develop the Jennifer Street site, it would be annexed into Happy Valley (from unincorporated Clackamas County) as part of their urban growth management plan.

Council members had questions about the features of modern transfer stations that mitigate customer queuing and wait times, as well as how they are built to mitigate odors. They expressed concerns about traffic impacts on Jennifer Street and protecting the Clackamas River.

They were supportive of possible living wage job creation associated with a new facility, and the fact that the site is not close to a residential area. They asked to be kept up-to-date on project progress and welcomed a visit to the proposed site in the near future.

Tribal Government Outreach

Representatives from the Confederated Tribes of Grand Ronde, the Confederated Tribes and Bands of the Yakama Nation, the Confederated Tribes of Siletz Indians, the Confederated Tribes of the Umatilla Indian Reservation, and Confederated Tribes of the Warm Springs Reservation of Oregon were contacted by Katie McDonald, Metro's Tribal Policy Advisor, to introduce the general goals of the project and the need for siting a new facility to replace some or all of the services currently provided at Metro South.

They were provided background on the site under consideration at Jennifer Street, and invited to participate in fieldwork that was being planned at the site as part of a cultural resource survey, by a consultant, HRA. HRA invited the Tribes to be part of a pedestrian survey which included investigation of the undisturbed areas of the site.

None of the Tribes responded with interest to take part in the fieldwork, however a representative from the Confederated Tribes of Siletz Indians agreed that the riparian area of the site seemed like an area worth investigating and asked if there has been a botanical inventory of the extant plants on the property. A representative from the Confederated Tribes of the Umatilla Indian Reservation asked to be kept apprised of the findings of the investigation.

Neighboring businesses of Jennifer Street

Neighboring business owners and managers of the Jennifer Street property were a priority audience due to the high potential impact to their businesses and employees if Metro were to purchase the property. Metro reached out to 14 neighboring businesses or organizations and invited them to a virtual listening session about the project. Precision Truss & Lumber, Marks Metal Technology, CalPortland, Bob's Red Mill, Peerless Chain Co, Universal Recycling Technologies, LLC, QB Fabrication &

Welding, Bunzl Distribution, Dogood Multnomah, VR Auto, Burns Brothers, Clackamas River Water Providers, and Leah Johanson as a Clackamas County staff.

In April of 2021 representatives from four of these local businesses attended the listening session: Precision Truss, Marks Metal Technology, CalPortland and Bob's Red Mill. Attendees shared their questions, ideas and concerns with Metro Staff. Attendees shared concerns about:

- Increased small car traffic on Jennifer street - due to self-haul customers and any recreational activities connected to the Clackamas River. They said the area is already congested on a regular basis.
- Delayed business operations for neighboring businesses due to increased traffic.
- Safety issues for truck drivers moving goods to and from their businesses.
- Safety issues for pedestrians or single cars unfamiliar with driving in the area.
- Metro added a traffic light in front of the property, further slowing down traffic.
- The site's nearness to the Clackamas River, an important water source.

Attendees were supportive about:

- Metro as a potential neighbor.
- On-site traffic queuing to keep customer cars on Metro property while waiting in line.
- Metro moving only commercially hauled waste services to the Jennifer Street site since large truck traffic would fit well into the area's current industrial use.

On April 5, Metro presented to the North Clackamas Chamber of Commerce at a regularly scheduled Chamber meeting. Fifteen members representing businesses or local governments based in the North Clackamas area were present. Members of the group collectively had concerns about the existing traffic along Highway 212, Highway 224 and along Jennifer Street. They noted concerns particularly for any future self-haul traffic which is estimated to reach between 800-1200 individual cars per day.

Private garbage and recycling industry

On February 10, 2021, Metro staff presented to and spoke with members of the Clackamas County Refuse & Recycling Association. This group includes members of multiple privately owned hauling, recycling, or transfer businesses serving the greater Portland region.

The discussion included a review of the reasons behind the project, the vision for the project, and potential services that could be offered in a modern recycling and transfer center. Members of the group were especially interested in the decisions about what services might be moved to a new site and wanted to understand the larger financial plan around the project.

A member of this group shared their perspective that moving all services to a new site would be the best option considering that a new facility could improve site access for large commercial hauling trucks using the transfer center.

Water conservation and protection

Clackamas River Water Providers

The Clackamas River Water Providers (CRWP) is a coalition of representatives from multiple municipalities where approximately 300,000 residents receive drinking water from the Clackamas River.

The organization is made up of representatives from Clackamas River Water (District), the City of Estacada, the City of Lake Oswego, the City of Tigard, the North Clackamas County Water Commission (serving the City of Gladstone and Oak Lodge Water Services), the South Fork Water Board (serving Oregon City and West Linn), and Sunrise Water Authority (serving Happy Valley and Damascus).

On May 14, 2021, Metro staff presented to and spoke with members of the Clackamas River Water Providers after a brief introduction on April 24th where it was decided that a special meeting would be appropriate and necessary to discuss this project with the board.

In May, the board learned about the history of the project, how Metro could mitigate concerns for potential spills and contamination of the groundwater, and some brief information about modern transfer stations.

The group was especially concerned about how Metro would monitor and protect the Clackamas River from potential contamination from waste materials brought to the site for transfer. Other concerns included potential impacts to local property values, emergency preparedness, internal storage processes for household hazardous waste. One member pointed out that the existing site is in a flood plain.

Other points made by this group included:

- A desire to learn more after the traffic impact study and how the project would mitigate common nuisances.
- Acknowledgement that some industrial businesses that neighbor Jennifer Street would be resistant to the increase of recreational access to the area by community members given the potential education or reuse amenities of the modern transfer station.
- Members committed to engage their networks to participate in the community survey.

Clackamas River Basin Council

On May 20, 2021, Metro staff met with members of the Clackamas River Basin Council (CRBC) to introduce the project history and vision, and to show modern transfer station features. Metro staff shared that a decision was coming up regarding the potential purchase of Jennifer Street property. This group provided verbal feedback and also wrote a letter to Metro staff with their formal feedback (see *Appendix D*)

Below is a summary of the verbal feedback we heard during the meeting:

- Appreciation for potential LEED certification features.
- Curiosity about potential development of jobs.

- Reduced concerns about potential nuisances or presence of waste materials on the site after Metro staff presented examples of modern transfer stations and explained typical daily operation practices and options for protecting the environment.
- Concerns about increased traffic to an already congested area.
- Concern about potential contamination of the Clackamas River as a result of run-off from cars traveling on roads leading up to the transfer center.

Community emails

As a result of different outreach efforts, Metro received four email messages from community members who have reached out seeking answers or requesting additional information after hearing details about the project.

One sender was a community advisory group member who advocated for additional recycling assistance for elderly customers and focused outreach to youth organizations about recycling education.

Other senders were from businesses and residents near the Jennifer Street location expressing concerns about the potential increased traffic to the street, asking what services will be moved from the existing transfer station, and inquiring about general project updates.

RECOMMENDED NEXT STEPS

Recommended next steps for the project will continue to be assessed after there is more clarity on the status of the siting process.

- The facility siting team intends to share lessons learned from Jennifer Street property due diligence process, findings from the community engagement process, and to seek additional site search guidance from Metro Council in late 2021 or early 2022.
 - It is recommended that the Community Lens be filled out using the information gathered about the Jennifer street site as a practice exercise in preparation for using it for other possible sites under consideration for purchase for this project in the future. The community advisory group could provide feedback about the way the tool is being used as an exercise and to provide further input to staff.
- As the facility siting team continues to search for a site or sites for moving some or all of the services currently provided at Metro South Station, the Community Lens should be applied for any properties being considered for purchase to evaluate how they measure up to the Community Criteria and questions on pages 2-3.
- It is recommended that the project planning team use feedback received from the 2019 customer intercept survey as well as the 2021 community survey and other input heard during 2020-2021 outreach to identify top 3 potential community amenities that should be further evaluated for feasibility and relevance to the advancement of 2030 Regional Waste Plan Goals.
- When a new property is evaluated for potential purchase, it is recommended that the project team develop a local community profile of demographics and key audiences, conduct an equity stakeholder analysis, and then do community outreach prioritizing the communities within .5 miles of the site.

- The project timeline should allow for enough time to develop and implement an outreach strategy that prioritizes the input from people who might be most highly impacted by the siting of a modern transfer station near them.
 - Existing customers, youth, local governments, immigrants, refugees and communities of color should also be meaningfully engaged.
- Continue to partner with Unite Oregon in Clackamas County to continue to build their capacity and assist Metro in reaching community members in Clackamas County who have been excluded from government decision-making and could be impacted or benefit from investments in the garbage and recycling system.
- When a site is purchased, it is recommended that Metro staff works towards the development of a:
 - Good Neighbor Agreement and a Community Benefits Agreement with local community members
 - Strategy to meaningfully involve community members, customers, and Metro operated transfer station staff in the future design process in partnership with a team of designers and engineers.

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APPENDIX A

CAG Community Lens



Future South Community Lens

A vision for site selection and project decisions

Staff responses on this document are for the property located at:

Introduction

This Community Lens represents the feedback received from the Future Metro South Community Advisory Group. This group met August 2020 through April 2021 to inform Metro's future decisions about the proposal to move some or all of the garbage and recycling services currently provided at the Metro South Transfer Station in Oregon City to a new location in Clackamas County.

The advisory group is composed of fifteen people of diverse backgrounds representing local communities of Clackamas County including Oregon City, Milwaukie, Happy Valley, West Linn, and Canby as well as the currently unincorporated areas of Oak Grove and Clackamas. The group includes people between the ages of 16 and 74, of different genders, race, ethnicities and professional backgrounds.

The Community Lens incorporates the advisory group's values, aspirations, concerns and priorities for the future Metro South recycling and transfer center and for their community.

Purpose

The **primary purpose** of this Community Lens is for the Metro Project Management Team to use as one piece of information in assessing any site that might be considered for purchase (secured in a purchase and sale agreement) for locating a new garbage and recycling transfer facility. A **secondary purpose** of this Community Lens is to help inform future planning of the project, including design, construction, selection of services and programming (Section IV).

Section I. Guiding principles

The advisory group is passionate about protecting people and the environment. The following represents the values expressed by the group in relation to this project:

- **Equitable, fair, accountable decision-making process** and appropriate project timeline to ensure inclusive public participation.
- **Mutual respect** of all people and culturally significant areas.
- **Demonstrate respect for the natural environment promoting environmental justice** and protecting wildlife, plants, air, and water.
- **Honor the history** of the original inhabitants of the land and Tribal lands
- **Accessibility to place, language, services, and opportunities.** Prioritization of vulnerable populations like youth, the elderly, people with limited English proficiency, and people living with low incomes.
- **Encourage community asset-building:** Create a beautiful focal point for the host community.
- **Self-determination of communities:** the project provides services that the community needs and wants.
- **Transparency throughout the process** about politics and business interests.
- **Collaborate** with city, state, Tribal and federal governments and K12 schools, and colleges to provide the most equitable strategies for inclusion in planning for employees and customers.
- **Provide ongoing education opportunities:** Create opportunities for students of all levels (K-12, college, trades) to learn about garbage and recycling, sustainability, and other related topics.

Section II. Community criteria for property evaluation

Property under consideration: _____

Today's date: _____ Date submitted to Metro Council: _____

The primary purpose of this section is to help Metro's Project Management Team evaluate any site that might be considered for purchase. This information will be considered by Metro Council along with Metro's Base/Functional Criteria and property investigation work (due-diligence) to determine the feasibility of building a modern recycling and transfer center there. *Note: services to be moved from or remain at the existing Metro South Transfer Station will be decided after a site is purchased.*

Instructions for use: Project Team shall assess the likelihood that the property under consideration for purchase can meet each community criteria for site evaluation. If needed, project team will provide relevant explanations or further details in Section III. The advisory group voted to identify their priority for each criteria as a *must-have, prefer-to-have, or nice-to-have* item.

	Community criteria for site evaluation	Does the site meet the criteria?
Must-have	An environmental assessment shows minimal negative impacts to human health and natural resources. Potential impacts can be mitigated through design, technology or operations practices.	<input type="checkbox"/> No/very minimal impact expected <input type="checkbox"/> Little mitigation needed <input type="checkbox"/> Significant mitigation needed <input type="checkbox"/> Unlikely / or No assessment done
	The new site avoids close proximity to residential areas, sensitive populations, and culturally significant areas that might experience negative impact from noise, smells, pests, pollution from increased traffic, etc. (<i>Close proximity = 500-1,000 ft. from site</i>)	<input type="checkbox"/> None within 500-1,000 ft. <input type="checkbox"/> 1+ found w/in 500-1,000 ft. <input type="checkbox"/> 1+ found w/in 0-500 ft. <input type="checkbox"/> Multiple areas found nearby
Prefer-to-have	The new site is accessible to urban and rural customers by multiple modes of transportation like cars (C) and public transit (PT). (<i>by Cars = near major roadways, easy to find. By public transit = bus stop exists within 1/4 mile</i>)	<input type="checkbox"/> Yes by C, PT within 1/4 miles <input type="checkbox"/> Yes by C, PT within 1/2 to 1 miles <input type="checkbox"/> Only cars, no PT available <input type="checkbox"/> Not accessible by either
	Accessibility by walking (W) and biking (B) should be available - especially for sites where community facing amenities are to be built. (<i>Walking= sidewalks, traffic signals, lighting, trails. Biking= paved roadways, bike lanes, narrow roads, signals, protective elements like trees, trails</i>)	<input type="checkbox"/> Yes by W, and B <input type="checkbox"/> Yes by W, B within 1/2 to 1 miles <input type="checkbox"/> Some by W, Not by bikes <input type="checkbox"/> Not accessible by either W or B
	The new site is large enough to accommodate community facing amenities beyond basic garbage and recycling services. <i>For example: education space, viewing room, reuse/repair space, or others.</i>	<input type="checkbox"/> Yes, flexible/large site <input type="checkbox"/> Likely, some space available <input type="checkbox"/> Unlikely, little space available <input type="checkbox"/> Not likely at all
	The new site allows for flexible use of space to accommodate for growth and changing service needs for several generations to come.	<input type="checkbox"/> Yes, flexible site <input type="checkbox"/> Likely, some space available <input type="checkbox"/> Unlikely, little space available <input type="checkbox"/> Not likely at all
	A traffic assessment reveals minimal negative traffic impacts to neighboring businesses and residences, or a	<input type="checkbox"/> No, or minimal impact expected <input type="checkbox"/> Little mitigation needed

	way to mitigate traffic impacts (<i>Consider Transportation Demand Management strategies</i>).	<input type="checkbox"/> Significant mitigation needed Mitigation unlikely, or Not assessed
Nice-to-have	Sites under consideration for purchase that have the potential of connecting to parks, trails and natural areas should be prioritized. (<i>Could help encourage the use as a community resource beyond basic services.</i>)	<input type="checkbox"/> Yes, site is adjacent <input type="checkbox"/> Yes, proximity within 1/2 mile <input type="checkbox"/> Yes, proximity within 1.5 miles <input type="checkbox"/> Not near natural area, trail, park

Section III. Questions for property evaluation

When a site is considered for purchase, the Project Management Team should answer these questions to the best of their ability in writing and include answers – along with Section II – in their final staff report to Metro Council. The answers to these questions should inform the purchase and development decisions of the site and address any relevant community criteria.

- 1) How has community input informed the decision about the feasibility of this location for the future project? If the site is purchased, how will communities inform future decisions about the project?
- 2) What services currently provided at the Metro South Transfer Station appear to be best suited to move to this potential site? Why? (*i.e. - all, commercial, self-haul, etc.*)
- 3) Are there potential negative impacts to people or the natural environment (*to water, air, soil or plants*) on this site? If yes, what are the ways Metro will mitigate and prevent negative impacts?
- 4) What could be the economic impacts to residents (*changes in taxes, rates, fees, job opportunities, future development*) of building a new facility on this site?
- 5) If this site is selected for purchase, how is Metro going to promote sustainability through this project?
- 6) What is the sites' history as it relates to the surrounding land, water and its natural features? (*inventory the resources as defined in Oregon Statewide Land Use Planning [Goal 5](#)*)
- 7) How will the development of this site impact traffic?
- 8) (*Optional*) Please include relevant information or further responses about Section II Community Criteria that are not yet addressed in questions 1-7.

Section IV. Beyond site selection criteria

This section will be used by the Future Metro South recycling and transfer center Project Management Team and Project Steering Team for consideration if and after a site has been approved for purchase and plans for design, construction, and programming begin. The advisory group voted to identify their priority for each criteria as a *must-have, prefer-to-have, or nice-to-have*.

Instructions: Please write a summary to describe how the project’s design and construction can or cannot address the priorities expressed by the Community Advisory Group. Results from the beyond site selection criteria should be shared with the project Steering Team and Metro Council after a property is purchased and before the project is submitted for land-use approval.

Property address: _____ Date of purchase: _____
 Today’s date: _____

Priority	Community criteria for future planning of construction, services and programming
Must-have	Construction and operations minimize harmful impacts to the environment.
	Development on the site includes road safety improvements as well as accessibility features and designs to assist with safety/access for those with mobility, hearing or vision needs to avoid potential dangers to pedestrians, small vehicles and employees during construction and future operations (<i>provides pathways, sidewalks, vehicle speed control, etc.</i>)
	The site development plans should incorporate space to acknowledge the history of First Nations and the original inhabitants of the land the facility will be located on.
	Site should be well marked with signs in multiple languages so that all of the community knows of its services and benefits.
	Project promotes the reduction of toxic waste and avoids increasing environmental toxicity. (<i>Consider incorporating Greenguard certification guidelines for products used or ways to measure toxicity</i>)
Prefer-to-have	Site development maximizes resiliency in case of natural disasters or emergencies (i.e. floods, earthquakes, community emergency, etc.)
	Project identifies options for ongoing air quality monitoring or other tools that help gather data to protect local communities from negative environmental impacts during regular facility operations.
	Staff has investigated how Community Enhancement Grant funds can be shared among impacted communities surrounding the site.
	Collaborate with K-12 schools, colleges, work force development programs and universities to implement programs, educational certificates, or other activities that encourage education about waste reduction, environmental protection, or reuse/recycling.
	Explore ways to provide discounted fees for disposal for people in vulnerable communities like seniors and people living with disabilities.

Metro appreciates the Metro South community advisory group members and our partner Unite Oregon for their support in the creation of this Community Lens.

APPENDIX B

Goals

The engagement planning and activities are based on the goals and objectives outlined in [Metro's Strategic plan to advance equity, diversity and inclusion](#), the [Waste Prevention and Environmental Services' Diversity, Racial Equity and Inclusion Work Plan](#), and the [2030 Regional Waste Plan](#).

Metro's Strategic Plan to Advance Racial Equity, Diversity, Inclusion Goals

- **GOAL A:** Convene and support regional partners to advance racial equity
- **GOAL B:** Meaningfully engage communities of color
- **GOAL C:** Hire, train and promote racially diverse workforce
- **GOAL D:** Create safe and welcoming services, programs and destinations
- **GOAL E:** Allocate resources to advance racial equity

2030 Regional Waste Plan Goals

- Community Investment Principle: Make investment decisions in partnership with communities
- Goal 1: Increase engagement of youth and adults historically marginalized from garbage and recycling decision making by enhancing civic engagement and leadership opportunities.
- Goal 9: Increase knowledge among community members about garbage, recyclables, and other priority materials that meet the needs of all
- Goal 10: Provide regionally consistent services for garbage, recyclables and other priority materials that meet the needs of all users.
- Goal 12: Manage all garbage and recycling operations to reduce their nuisance, safety and environmental impacts on workers and the public.
- Goal 13: Invest in communities that receive garbage and recyclables from Metro regions so that those communities regard solid waste facilities as assets.
 - Action 13.3: Require each solid waste facility to work towards a good neighbor agreement with host community.
 - Action 13.4: Evaluate Community Benefit Agreements as potential tool.
- Action 16.3: Improve interagency and community collaboration on siting and authorizing proposed solid waste facilities to reduce potential impacts on neighboring communities.
- Action 16.6: Expand and improve access to services provided at Metro South Transfer Station.

PES Diversity, Racial Equity and Inclusion Work Plan

- Strategy 2: Meaningfully engage communities of color and partner with community-based organizations (CBOs) to advance racial equity
- Strategy 3: Provide services equitably, with a priority on communities of color (including Indigenous communities, Latino community, PAN African communities,)
- Action 3.1.5: Utilize racial equity tools for siting a Metro transfer station in the south region

APPENDIX C

Stakeholder Engagements

1. Tour of Metro South Transfer Station for Clackamas County and Oregon City Commissioners and Staff (9/16/19 and 9/23/19)
2. Monthly Partner Meeting with Oregon City and Clackamas County Staff (10/3/19)
3. Water Environment Services meeting and site tour (10/29/19)
4. Monthly Partner Meeting with Oregon City and Clackamas County Staff (11/7/19)
5. Monthly Partner Meeting with Oregon City and Clackamas County Staff (12/5/19)
6. Monthly Partner Meeting with Oregon City and Clackamas County Staff (1/16/20)
7. Leaders for Equity, Diversity and Inclusion Council (LEDIC) (1/28/20)
8. Monthly Partner Meeting with Oregon City and Clackamas County Staff (3/12/20)
9. C4 (Clackamas County Coordinating Committee) Metro Subcommittee (4/15/20)
10. Monthly Partner Meeting with Oregon City and Clackamas County Staff (5/7/20)
11. Monthly Partner Meeting with Oregon City and Clackamas County Staff (8/13/20)
12. Monthly Partner Meeting with Oregon City and Clackamas County Staff (10/8/20)
13. Monthly Partner Meeting with Oregon City and Clackamas County Staff (12/10/20)
14. Spanish Speaking Focus Group #1 (11/20/20)
15. Regional Waste Advisory Committee (01/09/21)
16. Monthly Partner Meeting with Oregon City and Clackamas County Staff (1/14/21)
17. Portland Indian Leaders Roundtable (2/8/21)
18. Monthly Partner Meeting with Oregon City and Clackamas County Staff (2/11/21)
19. Relationship Building with Vahid Brown regarding Veterans Village (2/9/21)
20. Community Advisory Group Meeting (2/10/21)
21. Regional Waste Advisory Committee (2/18/21)
22. Clackamas County Board of Commissioners (2/23/21)
23. Oregon City Board of Commissioners (3/1/21)
24. Relationship Building with Abraham Moland regarding Health Research (3/3/21)
25. Community Advisory Group Meeting (3/10/21)
26. Monthly Partner Meeting with Oregon City and Clackamas County Staff (3/11/21)
27. Veterans Village/Do Good Multnomah with Jeremiah Kelton (3/11/21)
28. Relationship Building - Clackamas Sunrise Corridor Conversation with Jamie Stasny (3/12/21)
29. Relationship Building with City of Happy Valley staff (3/17/21)
30. Community Planning Organizations (CPO) (3/30/21)
31. Spanish Speaking Focus Group #2 (3/31/21)
32. North Clackamas Business Chamber meeting (4/5/21)
33. Relationship Building with Ellen Rogalin, Clackamas County (4/6/21)
34. Monthly Partner Meeting with Oregon City and Clackamas County Staff (4/8/21)
35. Relationship Building with Karen Buehrig, Clackamas Land Use and Transportation (4/7/21)
36. Briefing with Clackamas River Water Providers (4/14/21)
37. Community Advisory Group (4/14/21)

38. Happy Valley City Council (4/20/21)
39. Neighboring Business Listening Session (4/29/21)
40. Clackamas River Water District site tour (5/11/21)
41. Community Advisory Group Meeting (5/12/21)
42. Clackamas River Water Providers (5/14/21)
43. Clackamas River Basin Council (5/20/21)
44. Multilingual Information session 1 (6/05/21)
45. Monthly Partner Meeting with Oregon City and Clackamas County Staff (6/10/21)
46. Multilingual Information session 2 (6/10/21)
47. Multilingual Information session 3 (6/14/21)
48. C4 (Clackamas County Coordinating Committee) (7/1/21)
49. Monthly Partner Meeting with Oregon City and Clackamas County Staff (9/9/21)
50. Regional Waste Advisory Committee (9/17/21)
51. Community Advisory Group (10/11/21)

APPENDIX D

Clackamas River Basin Council letter



Clackamas River Basin Council

P.O. Box 1869 • Clackamas, OR 97015 • www.clackamasriver.org • Email: info@clackamasriver.org
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June 22, 2021

Dan Blue, Estee Segel, and Gloria Pinzon
Metro
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Portland, OR 97232
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RE: Comments on the Future Metro South Recycling and Transfer Center -potential Jennifer Street site

Dear Dan, Estee, and Gloria,

On May 20, 2021, Metro staff presented to the Clackamas River Basin Council's (CRBC) Board of Directors and staff about the proposed transfer station located adjacent to Jennifer Street in Clackamas County. Thank you for your presentation and we appreciate the efforts your staff has already taken investigating best practices to minimize the environmental impacts from a potential new transfer station.

Given the anticipated population growth within Clackamas County, we recognize the need to address the additional solid waste that such growth produces, and thus, the need for additional solid waste handling infrastructure.

While we feel this project can be executed responsibly, we have two global concerns we ask Metro to consider:

1. Comments regarding the proposed transfer station site in particular, and
2. Comments regarding overarching policy goals, both within Metro and statewide about the magnitude of solid waste products disposed of by the public

Elaborating further on these two main points:

1. Comments regarding the proposed transfer station site:
 - a. Traffic
 - i. Metro should work with Clackamas County to reduce traffic impacts near this site where such a main transportation corridor may affect the water quality within the Clackamas River basin.
 - ii. Concerns were expressed about the recently-discovered toxic effects of some chemicals from tires and their effects on aquatic life. Given the increased road traffic to the area as a result of the proposed transfer station, are those toxins being addressed so they do not impair water quality for human or aquatic life?
 - iii. The soot from diesel exhaust resulting from the increased traffic settling onto the river was expressed as a concern. Has this been studied, and if so, is it a concern?
 - b. If Metro selects this site, during project design CRBC would like to ensure that spill control measures and contingency planning (SPCC plan) are developed.
 - c. If Metro selects this site, during project design CRBC requests a review of measures that are developed to ensure that contamination does not seep through the ground to Carli Creek or the Clackamas River.
 - d. If this site is selected, Metro should develop emergency spill control training and practice schedules, including coordination with local entities that conduct periodic drills on the river.

- e. As you know from coordination with your Science and Stewardship group, significant work has been done, and continues to improve habitat for Clackamas River basin fish populations. CRBC underscores the need to protect this extremely valuable and well-loved resource while also providing needed services to the community.
 - f. What efforts has Metro expended to fully vet existing sites, or sites not in such close proximity to a sensitive waterway? For example, has Metro evaluated the feasibility of retaining and modifying or expanding the existing Oregon City transfer station site to minimize future development at a new site. What are the relative cost-benefits between the retention of existing facilities versus building on a new site, or using both sites to minimize impacts at the new location?
 - g. The new infrastructure likely will require an increase in solid waste disposal handling rates. As rates go up, it is becoming increasingly cost prohibitive for many to pay; the increased rates will increase the dumping of garbage on properties, especially in rural areas. What public policy is being created in tandem with the infrastructure development to address this?
 - h. How urgent is the need for a new transfer station? This site was ranked sixth on Metro's opportunity list. Why not wait for one of the other sites that ranked higher to become available that may have less initial development and construction costs and be farther away from the river.
 - i. What plans are there for naturescaping around the grounds of the new facility?
2. Comments regarding overarching policy goals, both within Metro and statewide about the production of solid waste products and their disposal:
- a. As the population within our region grows, there is an increase in the solid waste produced. There are three methods employed to deal with this: 1) increase solid waste handling infrastructure to address the issue, 2) institute public policy incentives to increase the public's use of waste reduction measures, reuse and recycling programs or 3) a combination of the above two methods. Therefore, we recommend that in addition to conventional solid waste infrastructure buildout, Metro work to:
 - i. Focus more effort on improved recyclability and reductions in waste generation
 - ii. Increase efforts to create incentives, though broader educational outreach to the entire Metro region and through targeted public policy development to get the general public to increase their rates of recycling. The involvement of appropriate state agencies and the legislature may also be required to completely address this.
 - iii. Given the reduction in the international market for many recyclable materials, what is the feasibility of developing the industries for a more comprehensive recycling program, either intra or interstate?
 - iv. Incentivize the public and industry to minimize one-time-use plastic packaging products.

In summary, we request that Metro keep CRBC informed about the design details of the proposed transfer facility adjacent to Jennifer Street if and when you move forward to ensure that measures are in place to protect the surrounding water quality and habitat. The Clackamas River must be protected as a drinking water source, for threatened and endangered salmon habitat, and for human contact as it is a heavily used recreational amenity. Secondly, we would like to initiate a discussion with Metro and any other pertinent state and local agencies and our elected representatives to begin the process of developing effective public policy to further reduce our solid waste throughout Oregon. Thank you for taking our comments into consideration.

Sincerely,

Gail Shaloun

Chair, Clackamas River Basin Council

July 22, 2021

Clackamas River Basin Council
PO Box 1869
Clackamas, OR 97015
July 22, 2021

RE: Response to CRBC letter re: potential Jennifer St. Site, dated 6/22/21

Dear Gail,

Thank you for your letter of June 22nd, 2021 outlining the Clackamas River Basin Council's (CRBC) concerns related to the potential purchase of the Jennifer St quarry property for a potential future transfer facility in the Clackamas industrial area. I really appreciate you taking the time to summarize CRBC comments and concerns expressed during and after our presentation to your group on May 20th, 2021. I apologize for taking some time to respond to your letter. The team has been incredibly busy these last few weeks conducting additional due diligence and engagement related to the potential site.

I want to acknowledge that we both hear and understand the concerns your membership has expressed about both the particular site on Jennifer Street, and the broader Metro policy goals related to garbage, recycling, and waste reduction practices within the region. Your letter clearly articulates concerns about future traffic impacts, pollution associated with increased vehicle traffic on public roads leading to and from the potential site, and potential risks associated with siting such a facility in close proximity to the Clackamas River. It further expressed the need –should Metro acquire the property and develop a facility at the site – to implement a variety of design and operational controls and systems to protect the Clackamas River from any potential harm associated with the operation of a solid waste transfer facility.

Some of your specific comments/questions related to the site and Metro policy are addressed below:

1.a – Metro understands that increased traffic in the Clackamas industrial area would result from relocating traffic from our existing Metro South Station (MSS) in Oregon to Jennifer St. We also know that there will be continued population growth in that part of the region which will translate to increased demand for garbage and recycling transfer services. Our team, including our contracted environmental, engineering, and design consultants, will make sure that any new facility sited at the Jennifer St site will meet and exceed all required stormwater management and natural resource protection standards through the design and construction of a “best in class” garbage and recycling transfer facility. All on site paved areas, and vehicle travel ways, which could be a source of vehicle and tire associated toxins, will be subject to extensive stormwater treatment practices to reduce any potential harm to groundwater and the Clackamas River.

Our team is aware of recent research on contaminants from tire additives such as 6PPD-quinone that are detrimental to fish species, specifically Coho salmon. While Metro has not researched vehicle related pollutants as part of our due diligence on the Jennifer St. site, Metro acknowledges that it is a concern in the Clackamas industrial area, and indeed, on all public roadways proximate to waterways. If this site is selected, Metro will review this issue in detail to address this concern.

You might also be interested in knowing that Metro has taken a number of steps recently to reduce vehicle pollutants including: 1) switching to the use of renewable diesel for regional waste hauling (see article: [Metro's waste hauler switch to renewable diesel](#)) which we expect to reduce greenhouse gas pollutants associated with our transfer operations by 65%, including a 30% reduction of particulate matter; 2) Metro's contracted operator of our current transfer stations, Recology, switched to using renewable diesel for operations of these facilities in June 2021; and 3) Metro recently adopted a [Clean Air Construction Standard](#) which requires the use of cleaner vehicles and equipment on Metro construction projects to reduce diesel pollution. In addition, we believe that shifting traffic from our existing MSS station, which is entirely in the flood plain at its current location, would allow Metro to implement modern design and operational practices that would help reduce the overall impact of pollution on nearby roads and waterways.

1.b/c/d/e – Metro is happy to work with CRBC on spill control measures and contingency planning (SPCC) – as well as emergency spill control training and practice - if this site is selected and when we move forward with design. We know that you are experienced and coordinated on these issues and we would value your guidance and partnership in developing these plans and practices for a future facility. Metro would also value a representative from CRBC to review conceptual and design engineering plans, as well as permitting requirements, to ensure protection of Carli Creek and the Clackamas River. We have and will continue to work closely with Metro's Parks and Nature/Science and Stewardship group to guide us on how we could protect and improve habitat on the south side of the site, close to the river, for fish and wildlife.

1.f/h - Metro did an extensive and exhaustive search for possible sites in 2019 and 2020 using a set of base and functional criteria, explained in the [Future Metro South – Siting Criteria Summary Overview](#). As your letter noted, the Jennifer St. site ranked 6th out of 160 possible sites that staff identified in the established siting area. It is important to note that *none of the possible sites were listed on the market, for-sale*, so staff has reached out to many owners to see of their possible interest in selling for the project use. While we continue to scour the area for potential sites, and have been looking aggressively for the last 24 months, at this point in time no other potential sites have been identified that are available and feasible for purchase. It is worth mentioning that the Jennifer street site is zoned general industrial and Clackamas County code allows for a solid waste transfer facility in this zone, along with other more potentially harmful industrial uses. For more information on the reasons Metro is not currently considering retaining and modifying the existing MSS facility, please see the "[Basis of Need for a New Metro South Facility](#)" now up on our project website.

1.g - You state that development of this new facility will lead to an increase in rates, which is correct, but the exact impact and financing mechanism has not yet been determined. We expect that the cost will likely be a combination of a slight rate increase at our facilities, along with a

modest increase to the Regional System Fee, spreading the impact across regional system users. While you point out that increased rates may in turn cause an increase in the illegal dumping of garbage on properties, we also believe that there is some evidence that higher disposal costs can effectively send economic and pricing signals that promote increased waste reduction, minimization, recycling and recovery by consumers (and our customers). The 2030 Regional Waste Plan Goal 14 calls for Metro to “Adopt rates for all services that are reasonable, responsive to user economic needs, regionally consistent and well understood.” The plan includes 8 actions to advance this goal including implementation of a low-income rate assistance program. Area local governments are currently assessing how best to structure and implement rate assistance programs.

Metro and local governments are also working to improve services for the collection and recycling or reuse of bulky waste, such as mattresses and couches that are a big share of illegally dumped waste. The Metro Council recently adopted new requirements for local governments to establish bulky waste collection programs. In addition, Metro is part of coalition working to advance product stewardship for mattress recycling and disposal at the state level. Metro supported SB 570 in the recent legislative session. The legislation passed out its policy committee in the 2021 session and is expected to be re-introduced in the 2022 session.

1.i – Buffers and nature scaping will work to protect natural areas proximate to this site. WES requirements will guide sanitary, storm, erosion control and water quality buffer requirements at the site, which we understand to be a minimum 100ft. buffer from the centerline of Carli Creek. Metro understands the importance of protecting Carli Creek and the Clackamas River and will aim to exceed minimum buffer requirements and work with WES on their goals for further enhancing the Carli Creek stormwater project, such as working in partnership on the removal of invasive species that are present, bank repairs and other preservation and enhancement opportunities in this riparian area, if the project moves forward.

2.a – The [2030 Regional Waste Plan](#), adopted by the Metro Council in 2019, guides Metro and local governments work to manage the garbage and recycling system and includes goals and actions that are consistent with and advance CRBC’s recommendations. These range from adopting overarching policies that support improved recyclability and reductions in waste generation, to waste prevention and recycling education, to strengthening the recycling system and addressing single use plastics.

The 2030 Regional Waste Plan directs Metro and local governments to:

- Reduce the environmental and human health impacts of products and packaging that are made, used or disposed in Oregon (Goal 5, includes six actions to advance the goal);
- Reduce product environmental impacts and waste through educational and behavioral practices related to prevention and better purchasing choices (Goal 6, includes seven actions to advance the goal);`
- Reduce product environmental impacts and waste through policies that support prevention practices and better purchasing choices (Goal 7, includes four actions to advance the goal);
- Increase the reuse, repair and donation of materials and consumer products (Goals 8, includes six actions to advance the goal); and

- Improve systems for recovering recyclables, food scraps and yard debris to make them resilient to changing markets and evolving community needs (Goal 15, includes 10 actions to advance the goal).

In addition, Metro played a significant role in the development and passage of [The Plastics Pollution and Recycling Modernization Act, SB 582](#), which was recently adopted by the Oregon Legislature. SB 582 will overhaul Oregon's outdated recycling system by building on local community programs and leveraging the resources of producers to create an innovative system that works for everyone in the state. SB 582 creates a shared responsibility recycling system. Producers of packaging, paper products and food service-ware will fund necessary upgrades and perform specific functions that will make Oregon's recycling programs convenient, accessible and responsible. Local governments will maintain their role overseeing collection in their communities. Additional key elements of the legislation include measures to prevent plastic pollution and ensure collected materials are recycled in a responsible manner as well as imposing higher producer fees for non-recyclable products to incentivize innovation. Metro intends to participate in rule making activities associated with the bill to help ensure the details are consistent with the goals and intent of the legislation.

In sum, we appreciate the time and care you have taken to convey your concerns and comments. The project team is tracking these concerns as part of our overall due diligence efforts related to this particular site, and will share them with internal and external stakeholders and the Metro Council in the lead up to any property acquisition decision. We are currently working on an extension of the due diligence period in the purchase and sale agreement for the site, which previously expired the end of August 2021, but which we are hoping to extend to late fall. We will be sure to keep you in the loop on this timeline and when we are planning to take a summary of all the site investigation work and a recommendation to Metro Council on acquisition, which we expect would be late fall/early winter 2021 at this point.

Please reach out if you have further concerns, ideas or questions. The team is more than happy to work with you, in partnership, as we move forward on this important regional project.

Sincerely,

E. Segal

Estee Segal

Project Manager/Principal Planner

Waste Prevention and Environmental Services

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