

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Policy Session Worksheet

Presentation Date: 02/23/21 **Approx. Start Time:** **Approx. Length:** min

Presentation Title: Metro South Transfer Station Project Update

Department: Transportation & Development

Presenters: Dan Johnson / Cheryl Bell, Eben Polk

Other Invitees: Metro Councilor Christine Lewis; Metro Chief Operating Officer Marissa Madrigal; Staff from Metro's Waste Prevention & Environmental Services Department: Roy Brower – Director, Estee Segal –South Transfer Station Project Manager, Dan Blue –Systems Planning Manager, Gloria Pinzon – Sr. Public Affairs Specialist; Rick Winterhalter (Clackamas County DTD); Chris Storey (WES); Ellen Rogalin (PGA)

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD? This is an opportunity to be briefed on the Metro South capital project during an important due diligence phase, to ask questions of Metro staff regarding the project, and to provide input for future conversations and engagement.

EXECUTIVE SUMMARY: The Metro South Transfer Station is a critical part of our community's garbage and recycling infrastructure. It serves about 250,000 customers per year, including 800-1,200 self-haul customers a day as a convenient location to drop off garbage, construction waste, household hazardous materials, yard debris, and recycling. Metro South serves customers from across Clackamas County, from Wilsonville to Estacada, and from Molalla to Milwaukie. Metro South is also a primary destination for our franchised garbage and recycling collection companies disposing of residential and commercial garbage and yard debris—approximately 50 trucks bring in 600 tons per day. The facility is aging and is exceeding its capacity.

Due to the age, limitations, and vulnerabilities of the existing location, summarized in Metro's presentation materials, Metro has been pursuing a project to move *all* or *some* of the services to a new location. This project is prioritized in the 2030 Regional Waste Plan, along with a project to establish a transfer station in Washington County, where Metro Council recently approved a purchase of land in Cornelius. Metro adopted several criteria to identify and screen suitable sites. The search has screened 166 properties in an area extending from Oregon City in the South, along the I-205 corridor north to Foster Road including the Milwaukie and Clackamas industrial areas. Metro acquired an option at 10960 SE Jennifer St. in the Clackamas industrial area, and embarked on due diligence and community engagement through August 2021. Both the potential site and the existing station bring opportunities and risks.

Community Engagement: A community stakeholder group has been established in collaboration with Unite Oregon. As part of project scoping Metro has also surveyed current customers and community members at large. Survey results were reported in detail in early 2020 by DHM Research. Current self-haul customers indicate that the top factors in deciding where to take their waste are: ability to dispose of different kinds of materials; ability to recycle materials; distance to travel; and proximity to major road or highway. Both current customers and

community members at large indicate that expanded recycling options are the top item of interest for future service improvements. Current customers indicate a high overall satisfaction with service.

Staff concurs that the status quo is not a viable option for the long term.

FINANCIAL IMPLICATIONS (current year and ongoing):

Is this item in your current budget? YES NO

What is the cost? *TBD – As a Metro project the County would incur minimal if any direct costs.*

What is the funding source? *Potentially bonds financed by disposal fees paid throughout the region.*

STRATEGIC PLAN ALIGNMENT:

- How does this item align with your Department's Strategic Business Plan goals?

The long-term provision of self-haul and commercial garbage disposal is critical to our Department's oversight and administration of the local solid waste system, services used directly and indirectly across our entire community.

- How does this item align with the County's Performance Clackamas goals?

Expanded opportunities to recycle or reuse materials would support the County's goal to honor our natural resources. The County's engagement in the project supports the County's goal to build public trust.

LEGAL/POLICY REQUIREMENTS: To date the County has engaged as an interested party and stakeholder to the project. If a project is sited in unincorporated Clackamas County, the County Code and Zoning and Development Ordinance will apply.

PUBLIC/GOVERNMENTAL PARTICIPATION: As part of the scoping process, Metro has engaged with the Board of County Commissioners through on-site tours of Metro South and presentations and facilitated discussion hosted at the End of the Oregon Trail, and through C4. Metro staff have also provided regular updates to County staff and Oregon City staff. A key theme County staff have conveyed to Metro is the convenience (and thus excellent value and service) of the existing self-haul location, which is easily accessible from Highways 99E, 43, 213, and 212/224, as well as I-205, and Redland Road.

OPTIONS: Metro is considering moving all services from the South Transfer Station to a new site, or moving just self-haul or commercial services to a new site, and renovating the existing site.

RECOMMENDATION: Staff respectfully recommends that the Board of Commissioners outline their questions, level of interest in ongoing engagement in the project, and provide feedback to Metro.

ATTACHMENTS:

- December 2020 Metro Briefing Document for the Metro South Recycling and Transfer Project
- Slides to be presented by Metro's Project Team

SUBMITTED BY:

Division Director/Head Approval _____

Department Director/Head Approval *Dan Johnson*

County Administrator Approval _____

For information on this issue or copies of attachments, please contact Eben Polk @ 503-250-2678 or
epolk@clackamas.us.



Metro South Recycling and Transfer Center Project

Briefing on Jennifer Street Site Purchase and Sale Agreement

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 take some or all of the recycling and garbage services currently provided at Metro South. In late November 2020, Metro signed a purchase and sale agreement ("purchase option") to acquire a property in northern Clackamas County. This agreement allows Metro a nine month evaluation period to consider the property from both a technical and a community standpoint. The evaluation period will provide Metro Council information about the feasibility of building and operating a new facility on this site and what customers and those who will be impacted have to say about the project at this particular location.

Site details

- Location: 10500 and 10960 SE Jennifer St. in the Clackamas Industrial District
- Size: 25.93 acres (3 separate tax lots) in unincorporated Clackamas County
- Zoning: General Industrial (transfer stations are an allowed use by code)

The site has been used as an aggregate mine and rock quarry for the last 40+ years, but it is no longer being mined. Raw material removal has ended, but the site is still taking in fill material.



Aerial view of site, 3 tax lots



View of site with fill piles and equipment

Community engagement to date

Since early 2019, Metro has been working with Oregon City and Clackamas County staff and elected officials to inform and engage them on the property search and goals of this project. Through tours, regular meetings, presentations and discussions, Metro has worked to build and maintain relationships with these partners, seek their input, and discuss how the project aligns with current local planning efforts.

Metro formed the Metro South Community Advisory Group in August 2020 after extensive recruitment and outreach to local non-profits, businesses and service organizations. The advisory group consists of a diverse group of community members – customers, residents and small business owners - from northern Clackamas County, many of whom have not typically participated in government planning projects. Metro partnered with [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. The first phase of the advisory group’s work will be complete in January 2021.

Evaluating the property and next steps

Over the next nine months, Metro will undertake extensive property investigation work, including environmental testing, soil sampling, geotechnical investigations, surveying, and land-use research.

At the same time, Metro will begin a new phase of community engagement, reaching out to a wide range of stakeholders and community members to gather input on the project and hear about opportunities and challenges related to the site. At the end of the site evaluation period in summer 2021, Metro Council will determine whether to purchase the site. If the site is purchased, Metro will subsequently begin a new phase of the project focused on site programming and design, continuing outreach and involvement of community members and stakeholders.

For more information, please see the [project website \(www.oregonmetro.gov/future-metro-south-station\)](http://www.oregonmetro.gov/future-metro-south-station) and [subscribe](#) to receive project updates and ways to engage. You may also contact Estee Segal, Metro South New Facility Project Manager at 503/753-9231 or estee.segal@oregonmetro.gov.

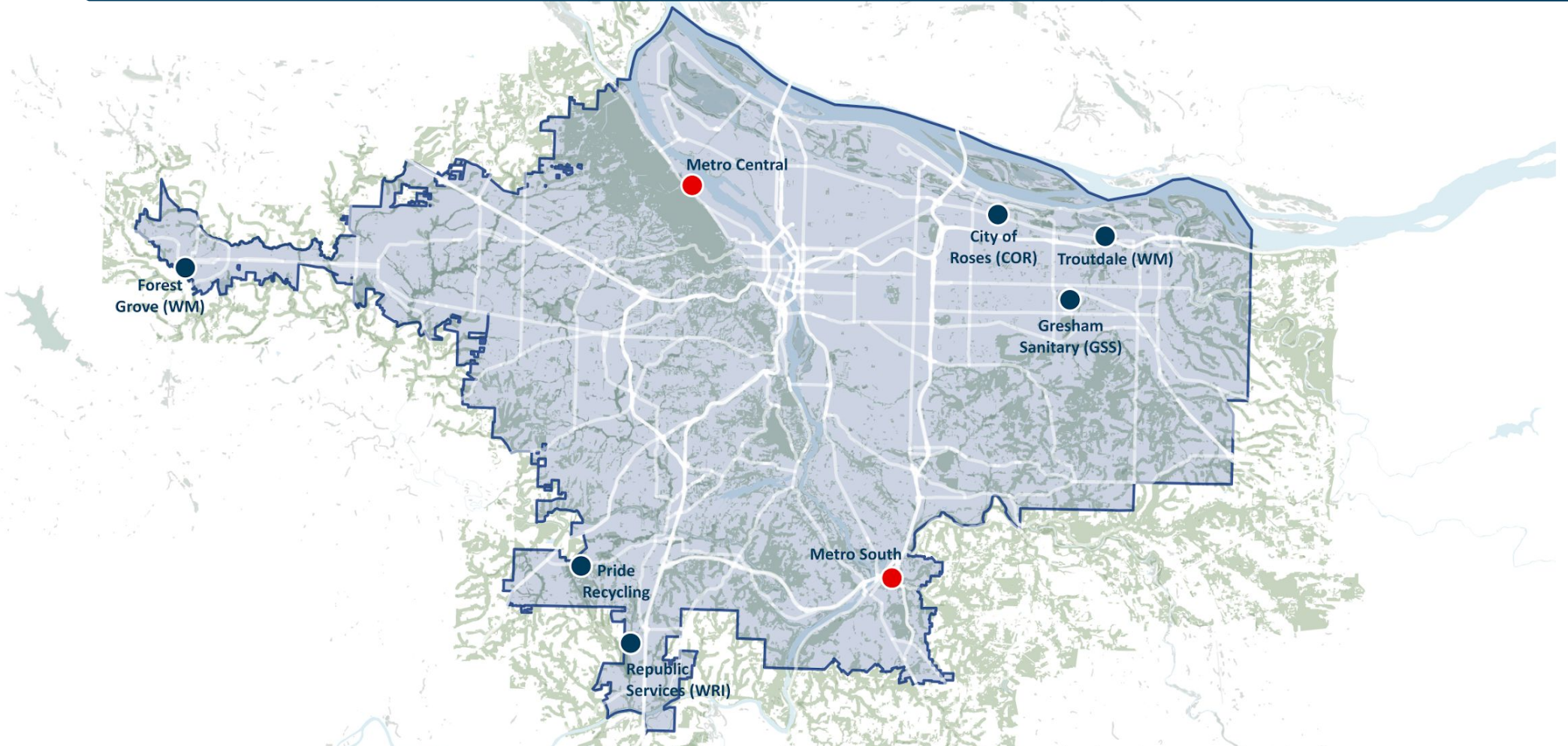


Metro South Recycling and Transfer Center

Expanding services to meet community needs

Project overview for Clackamas County Board - 2/23/21

Regional solid waste system



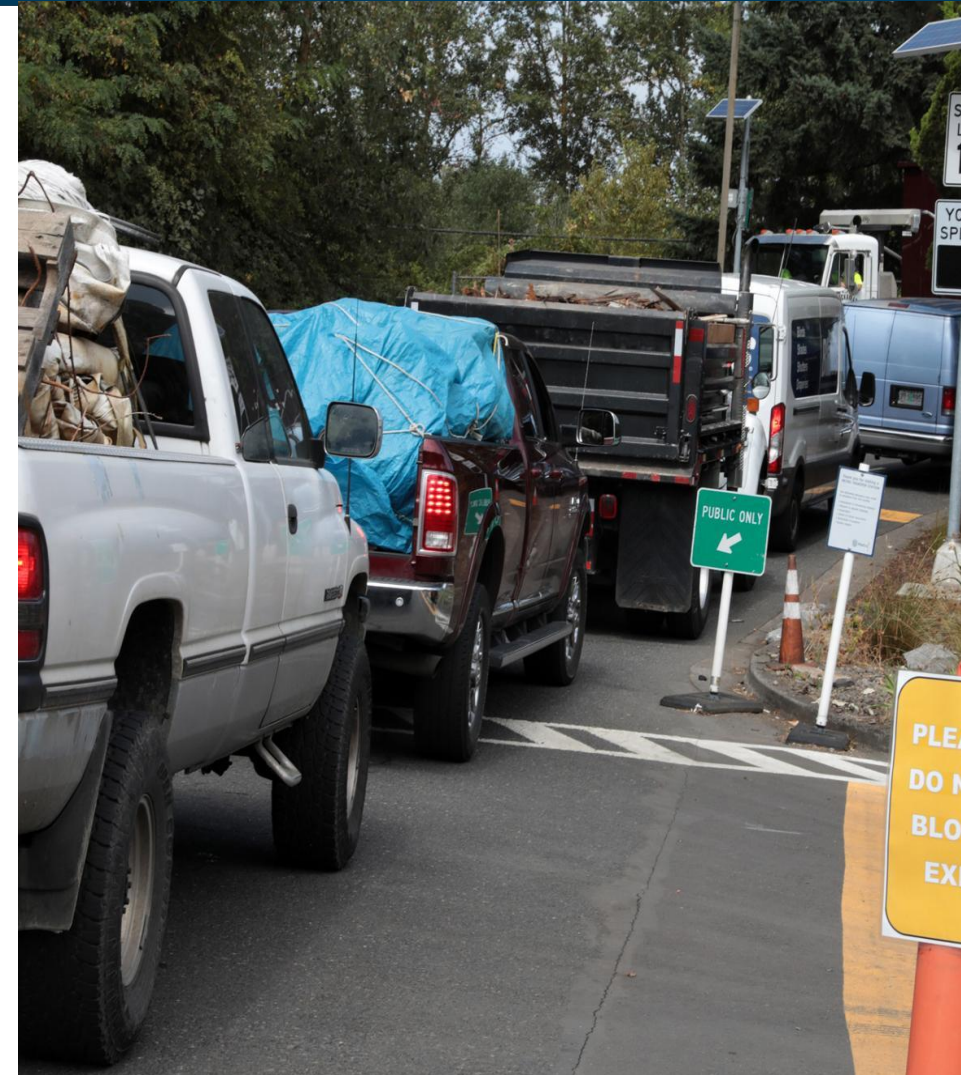
Eight transfer stations currently operate in the region. Two of these stations are publicly owned by Metro and are the only ones that offer a full suite of services for commercial and residential customers, including recycling and hazardous waste disposal.

Metro South Transfer Station today

- Provides public self-haul, recycling, household hazardous waste disposal and commercial garbage and yard debris services
- Serves 800-1,200 self-haul customers a day
- Receives about 600 tons of commercial waste a day, on average
- Serves about 250,000 customers a year
- Jan. 2021 saw a 42% increase in transactions compared to Jan. 2020

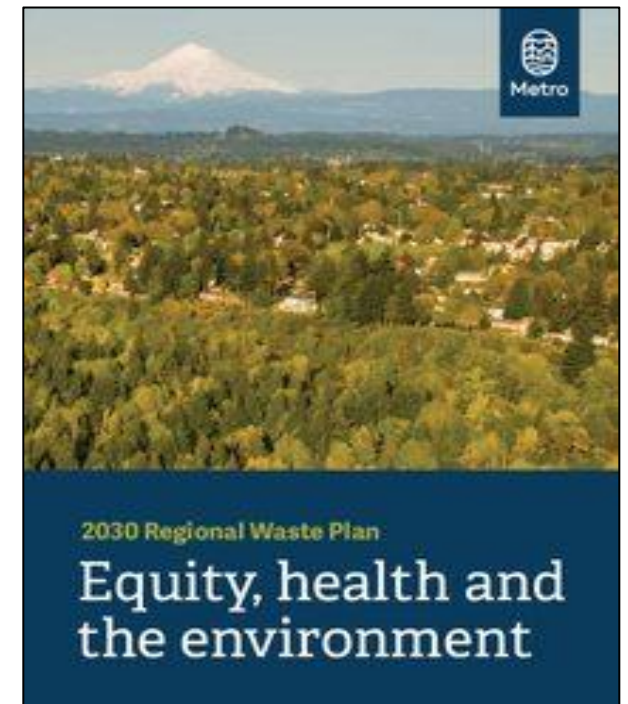
Current conditions at Metro South

- Nearly 40-year-old facility
- Building deficiencies
- Customers wait in long lines
- On-site safety challenges
- Limited ability to recycle materials
- No space to collect or transfer commercial food scraps



Looking forward: 2030 Regional Waste Plan

- Protect and restore the environment and promote health for all
- Conserve natural resources
- Advance environmental literacy
- Foster economic well-being
- Ensure operational resilience and adaptability
- **Provide excellent service and equitable system access**



Planning for the future

- Searching for sites to move some or all services currently provided at Metro South Transfer Station
- Search was guided by the Regional Waste Plan
- Team was also inspired by modern facilities in Seattle and King County

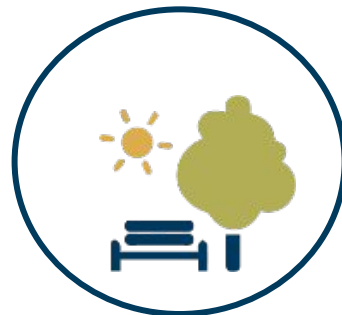




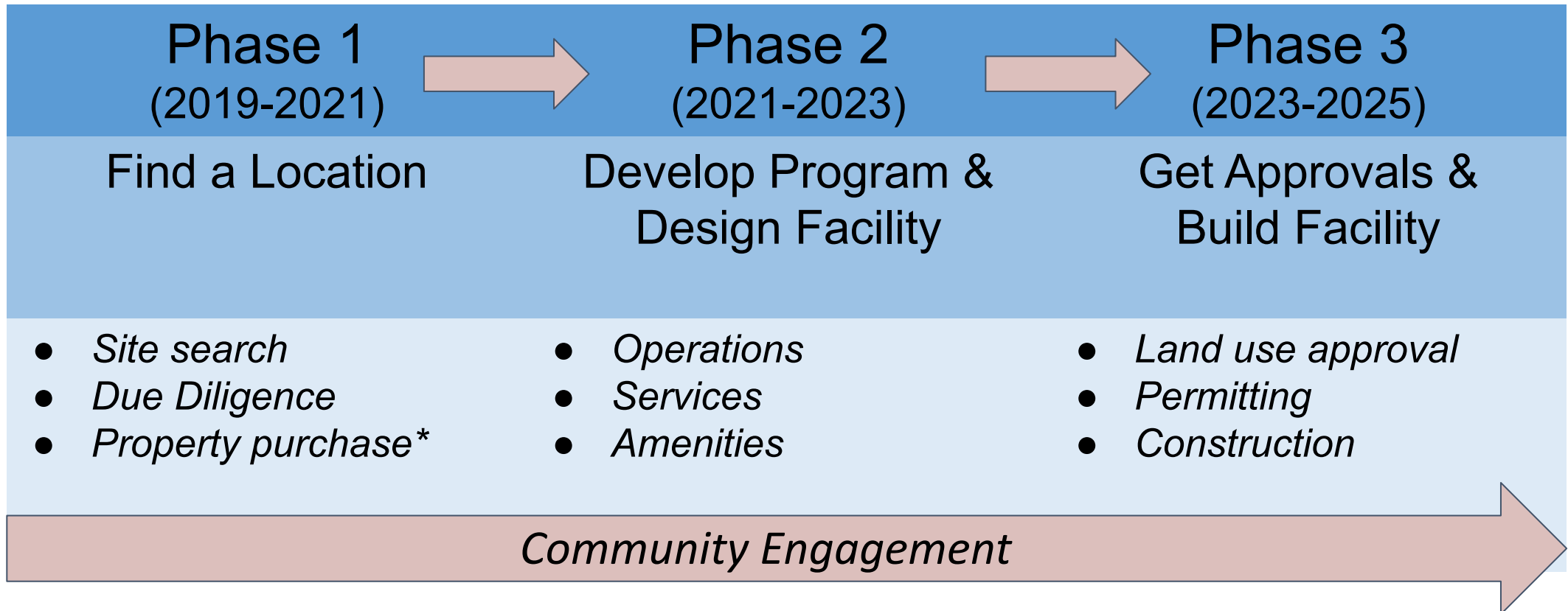
Seattle North is a LEED Platinum certified facility providing a full suite of services, sustainable features and community education.

Expected project elements and benefits

- Modern design based on operational efficiency
- On-site jobs, workforce training, apprenticeships
- Community partnerships for recovery, reuse, repair, education
- Features could include public art, landscaping, recreation
- Enhancement grants for host community



Planned project phases

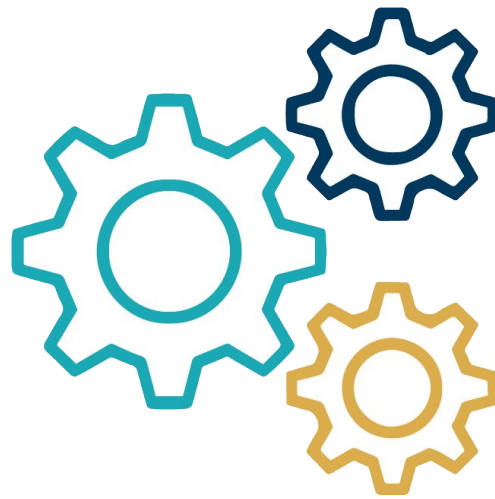


* Requires Metro Council approval

Site search criteria



Base

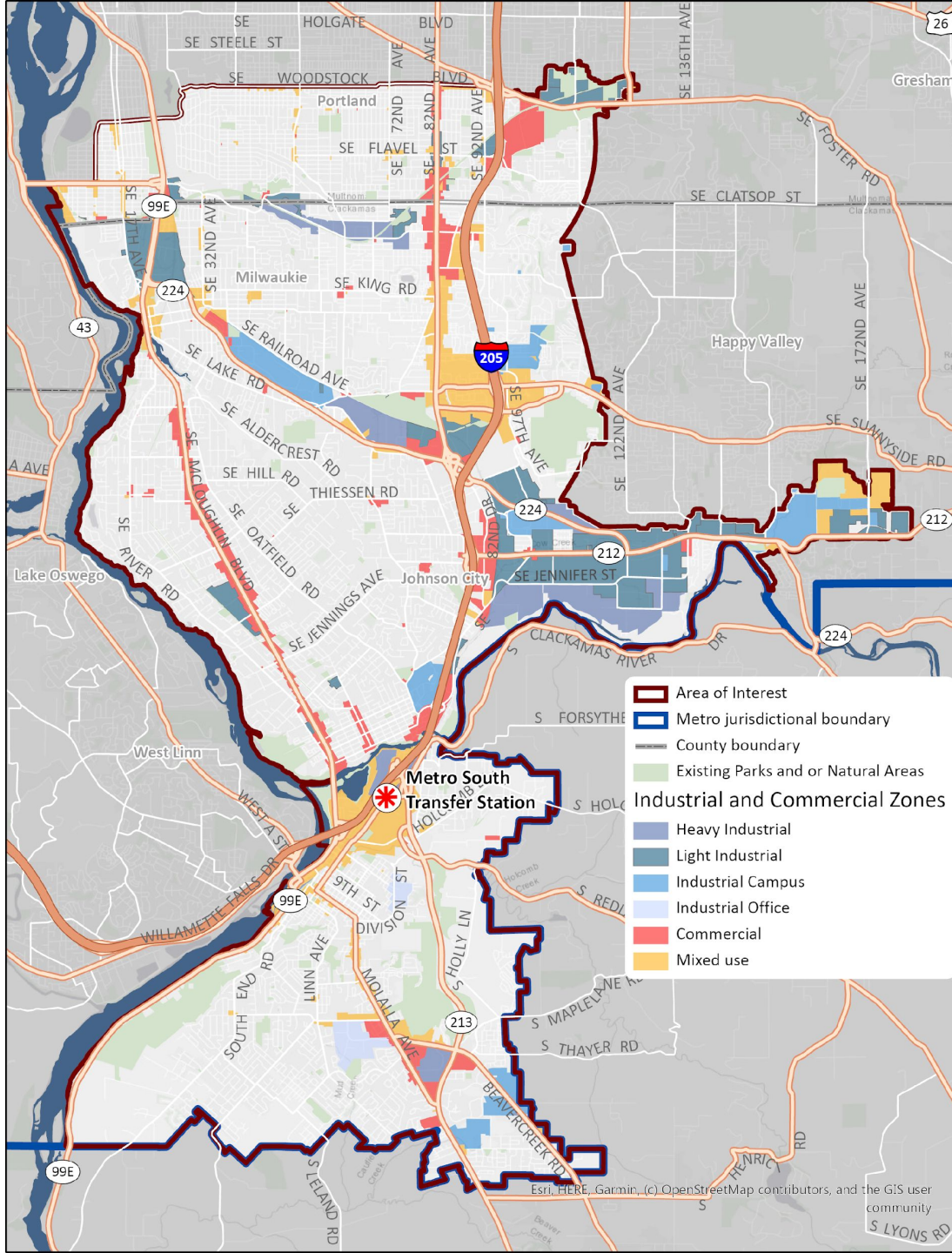


Functional



**Community
Considerations**

A set of criteria was used to identify sites that meet the basic needs of the project. The base and functional criteria will be paired with community considerations to inform the final site selection.

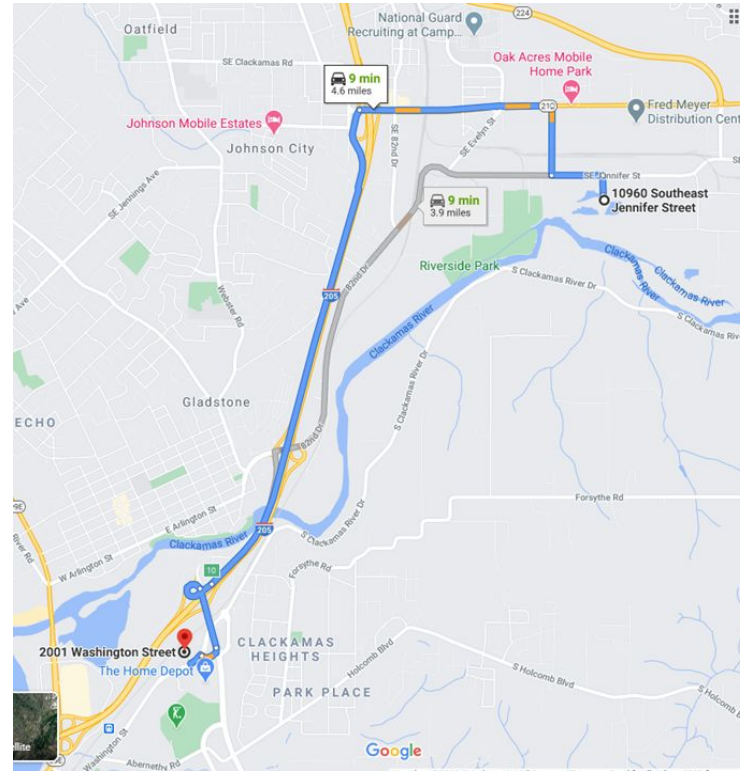


Site search area and zoning



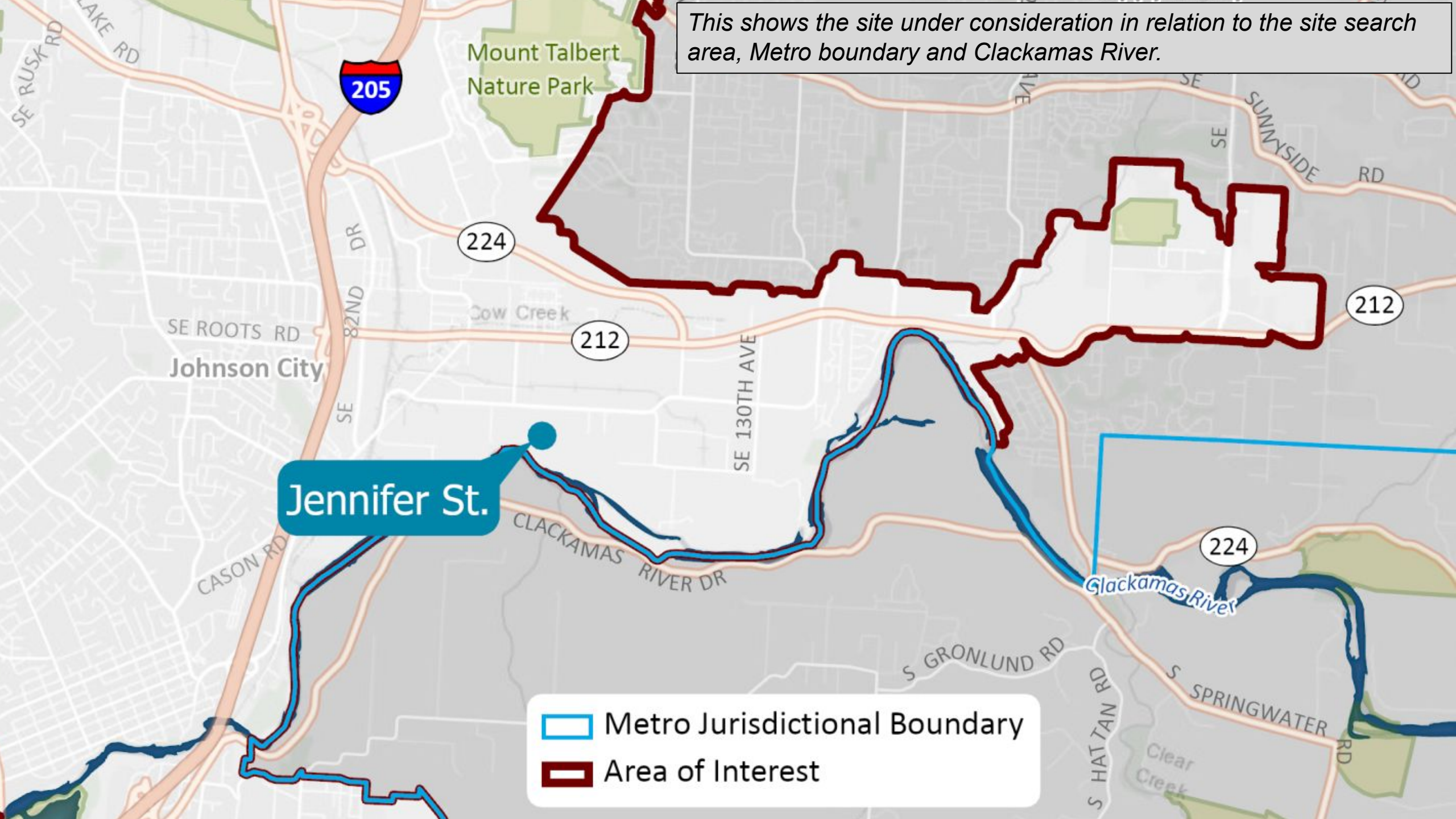
This is a map of the established site search area and zoning that allows for the development of a transfer station.

Site under consideration - Jennifer Street





- **Ranked #6**
- **Signed PSA in Nov 2020**
- 10960 SE Jennifer St
- Site is ~ 26 acres, 3 tax lots
- Zoning is Heavy industrial
- In Clackamas Industrial District
- Historic use is a rock quarry
- 4.6 miles from existing Metro South Transfer Station

This shows the site under consideration in relation to the site search area, Metro boundary and Clackamas River.



Jennifer St.

-  Metro Jurisdictional Boundary
-  Area of Interest

Scouters Mountain

Mt. Hood

Clackamas
Veterans
Village

Pioneer
Recycling

Fred Meyer Dist.

Bob's Red Mill

Bunzl Dist.

CalPortland

Precision Glass
VR AUTO

Leninger St.

Carli Creek



Evaluating opportunities and potential risks

Opportunities	Potential risks
Large site, 26 acres	Historic use of site could make it difficult or costly
Zoning supports land-use	Liquefaction risk if earthquake
Accessible location	Flooding risk is being evaluated
Connections to Clackamas River and natural areas	Traffic impacts in industrial corridor
Land restoration	Portions of site might have restrictions

Next steps and timeline

Purchase and sale agreement period: Nov. 2020 – Aug. 2021

- Site investigation and due diligence **Jan. – June 2021**
- South Business Case Report **Jan. – April 2021**
- Outreach and engagement on site **Jan. – June 2021**
- Findings to Regional Waste Advisory Council **June 2021**
- Report Findings to Metro Council **July 2021 (early)**
- Metro Council decision **July 2021 (late)**

* PSA could terminate before August if due diligence uncovers significant risks

** Staff continues to search for and consider other possible sites for the project

PROPERTY DUE DILIGENCE TASKS	
+	Appraisal
+	Pre-Conceptual Design
+	Phase I ESA
+	Phase II ESA
+	Geotech Study
+	Alta Survey
+	Title Report/Exceptions Review
+	Land Use Research
+	Site Imaging
+	Traffic Study
+	Water Protection/Connection Research
+	Indigenous Lands Research
+	Veterans Village/Housing Research
+	Metro South "Business Case" Report
	Due Diligence Summary Report

Plans for site-specific engagement



Partnering with Unite Oregon to engage:

- Proximate businesses, residents
- Community Advisory Group
- Indigenous people and First Nations
- Local government partners, elected officials
- Solid waste industry
- Customers

Questions

- Do you have questions about the project?
- How do you see the project aligning with County plans?
- When would you next like an update on the project?

Project contacts

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