



600 NE Grand Ave.
Portland, OR 97232-2736

Council work session agenda

Tuesday, July 27, 2021

2:00 PM

**<https://zoom.us/j/471155552> or
877-853-5257 (toll free)**

Please note: To limit the spread of COVID-19, Metro Regional Center is now closed to the public. This work session will be held electronically.

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2:00 Call to Order and Roll Call

Work Session Topics:

2:05 Willamette Cove Engagement Plan Work Session

[21-5578](https://www.oregonmetro.gov/21-5578)

Presenter(s): Paul Slyman (he/him), Metro
Matan Gold (he/him), Metro

Attachments: [Staff Report](#)
[Attachment 1 to Staff Report](#)
[Attachment 2 to Staff Report](#)
[Attachment 3 to Staff Report](#)

2:50 Chief Operating Officer Communication

2:55 Councilor Communication

3:00 Adjourn

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សេចក្តីជូនដំណឹងអំពីការមិនរើសអើងរបស់ Metro

ការការពារសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬស្នើសុំទទួលបានកាតបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ www.oregonmetro.gov/civilrights។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំស្នើសុំអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក។

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Willamette Cove Engagement Plan
Work Session Topic

Metro Council Work Session
Tuesday, July 27, 2021

WILLAMETTE COVE PLAN FOR PUBLIC ENGAGEMENT—STAFF DISCUSSION WITH COUNCIL

Date: July 6, 2021
Department: COO/P&N
Meeting Date: July 27, 2021

Prepared by: Matan Gold, Kelsey Wallace,
Paul Slyman
Presenter(s): Matan Gold, Paul Slyman
Length: 20 minutes (+ 40 Q&A)

ISSUE STATEMENT

Metro Council adopted Resolution 20-5149 on December 10, 2020, directing staff to, among other things, prepare a plan for meaningful public engagement to identify community priorities for future passive recreational opportunities and trail development consistent with protection and restoration of natural resources at Willamette Cove, and submit this plan to Metro Council within four months of the date DEQ issues its record of decision on remedial action. DEQ issued its Record of Decision on March 31, 2021. This presentation will describe the plan staff have prepared and share staff's direction to lead with racial equity and broaden the conversation around important decisions at Willamette Cove.

The DEQ Record of Decision selected a remedial action for the responsible party to implement to address upland soil contamination at the site in accordance with state statutes and DEQ administrative rules. Following implementation of the remedy, people can safely engage in passive recreation across the entire upland area, on and off trails, without restricted areas or fencing. Site conditions will also be safe for wildlife.

The inherent purpose of community engagement is to address these injustices by redistributing decision-making power to Black, indigenous and other people of color and other historically marginalized communities. For community engagement to live up to this purpose, racial equity needs to be embedded throughout each phase of the cycle to ensure that the voices of impacted communities have the power to substantially change the final outcome of a project.

This presentation describes the plan for Community Engagement that staff would implement following analysis of the Contingency Remedy and leadership direction or funding for development of the North Portland Greenway Trail or a passive recreation nature park at Willamette Cove.

Additional information and background on the site is included in the Strategic Context section of this staff report.

ACTION REQUESTED

Seeking Council direction on implementation of Community Engagement Plan or additional studies Council would like to see performed.

Timeline:

March 31, 2021	DEQ Record of Decision Issued
April 27, 2021	Work Session discussion of Record of Decision and additional or voluntary actions (Contingency Remedy Analysis)
July 31, 2021	Staff submittal of plan for meaningful public engagement to identify community priorities for future passive recreational opportunities and trail development consistent with protection and restoration of natural resources at Willamette Cove due
November 2021	Staff update on analysis of Contingency Remedy or other project features
Spring 2024	Remedial Design for Inwater (shoreline) and Upland Actions

IDENTIFIED POLICY OUTCOMES

Policy Outcomes for Willamette Cove are driven primarily by three governing documents.

Metro's Six Desired Regional Outcomes—Vibrant Communities, Economic Prosperity, Safe and Reliable Transportation, Environmental Leadership, Clean Air and Water, Fairness and Equity—direct Metro staff in evaluating programs, budgets, and decisions. It is staff's desire that decisions on the remediation of Willamette Cove further several of these desired outcomes, specifically Vibrant Communities, Environmental Leadership, Clean Air and Water, and Fairness and Equity.

Metro's Strategic Plan to Advance Racial Equity, Diversity, and Inclusion, adopted by Metro Council in June 2016, aims to remove barriers for communities of color through a series of recommendations and actions to create equitable outcomes for all residents of the region. It does this through sharp focus on five goals outlining how we support regional partners; engage with communities of color; hire, train and promote our workforce; create safe and welcoming services and destinations; and allocate resources to advance racial equity. It is staff's desire that decisions on the remediation of Willamette Cove further several of these goals, specifically creating safe and welcoming services and destinations.

Metro's 2019 Parks and Nature bond will invest \$475 million to protect clean water, restore fish and wildlife habitat and provide opportunities for people to connect with nature close to home. The bond provides funding across six program areas—Protect and restore land; Local parks and nature projects; Nature in Neighborhoods capital grants; Metro parks improvements (this is the portion of the bond identified in Resolution 20-5149); Walking and biking trails; and Large-scale community visions—and centers decision-making around racial equity. It prioritizes outcomes that benefit people of color, Indigenous people, people with low incomes, people with varying abilities and other historically marginalized groups who have not benefited equitably from past investments.

The bond measure also prioritizes work to make the region more resilient to climate change.

POLICY QUESTION(S)

What guidance does Metro Council want to provide staff in when and how it should implement this plan for meaningful public engagement?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

Metro Council could direct staff to proceed with implementing this Community Engagement Plan.

Conversely, Metro Council could direct staff to await site funding decisions related to passive recreation and trail development and implement the plan when it is clear that the site will be developed for greater public use.

STAFF RECOMMENDATIONS

Staff recommends Metro Council accept this community engagement plan and direct staff to implement it once site funding decisions have been made through bond refinement.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

Background: Metro purchased the 27-acre Willamette Cove property in 1996 pursuant to the Open Spaces, Parks, and Streams Bond Measure 26-26 and has held the property for purposes of creating a green space and extension of the multi-use North Willamette Greenway trail. Habitat restoration plans include a natural area to support native aquatic, riparian, bird and vegetation species. The North Willamette Greenway trail is shown on the City of Portland's comprehensive plan and is part of the regional trail plan.

In November 2000, Metro and the Port of Portland entered into a Voluntary Agreement with Oregon Department of Environmental Quality to perform a remedial investigation/feasibility study (RI/FS) and implement any needed source control measure to prevent releases to Portland Harbor.

In December 2000, the US Environmental Protection Agency (USEPA) identified the Portland Harbor area of the lower Willamette River as a Superfund Site and placed it on the National Priorities List, primarily due to concerns of contamination in the Willamette River sediments and the potential risks to human health and the environment from consuming the fish.

Metro's agreement with the Port of Portland has supported a significant investment in environmental studies and testing to ensure the site is eventually cleaned up to support our region's desires for healthy, sustainable natural areas. In addition to the many studies and samples taken at the site, Metro and the Port of Portland have ensured interim actions were taken to stabilize and secure the site.

Metro is committed to meaningfully engaging the public to identify community priorities for future passive recreational opportunities and trail development consistent with protection and restoration of natural resources at Willamette Cove. In order to fulfill the criteria of meaningful engagement, racial equity and justice will be at the center of all engagement efforts.

Often, when Metro invokes the verb restoration it is in the context of conservation and ecology. With the history of Willamette Cove, with consideration to who has been on this land since time immemorial, with consideration to how the river came to be polluted—with particular thought to the Kaiser Shipyards and the Black and Brown folks who migrated for those jobs—we have an opportunity, through meaningful public engagement, to address the inequities of history, to attempt something that reaches towards restorative justice.

Metro Council Past Actions and Direction: In February 2020, the Portland Harbor Community Coalition (PHCC), anticipating the DEQ Staff Report about to be released signaling a preference for remedy selection, sent a letter to Metro Council with requests regarding Willamette Cove.

A Council business meeting was conducted in December 10, 2020, which attracted nearly 30 written comments in advance. Nineteen people provided verbal testimony during the meeting. Council also received a letter from the Yakama Nation regarding concerns of a proposed onsite containment cell at Willamette Cove.

Council adopted Resolution 20-5149 as amended, and directed:

1. Metro Council authorizes and directs Metro Chief Operating Officer to include Willamette Cove as a Metro parks and nature destination listed in Exhibit E to Resolution No. 19-4988 eligible for 2019 Bond Measure funds; and
2. Metro Council affirms its support of and commitment to explore trail development, habitat restoration, and a broad range of passive recreational activities at Willamette Cove consistent with its use as a natural area, for example but not limited to, walking, hiking, bicycling, beach access, wildlife viewing, picnicking, and cultural interpretation; and
3. Metro Council shall convene a work session within 30 days of the issuance of the DEQ record of decision for Willamette Cove to discuss additional and voluntary actions that Metro could take at the site to further improve its environmental condition.
4. Metro staff shall prepare a plan for meaningful public engagement to identify community priorities for future passive recreational opportunities and trail development consistent with protection and restoration of natural resources at Willamette Cove, and submit this plan to Metro Council within four months of the date DEQ issues its record of decision on remedial action.

At the work session conducted April 27, 2021, Metro Council directed staff to analyze the DEQ-offered Contingency Remedy. That analysis will be conducted separate from this Community Engagement Plan, which is specific to community

priorities for future passive recreational opportunities and trail development consistent with protection and restoration of natural resources at Willamette Cove

Financial Implications: A Council Budget Note reserves \$10M of Parks and Nature Bond Funds for possible site futures related to the contingency remedy. The availability of any 2019 Parks and Nature bond money for this aspect of the Willamette Cove project is yet to be determined.

Staff do not have information at this time of the possible financial costs or implications of implementing this Community Engagement Plan. Staff can research and develop that information should Council desire.

ATTACHMENTS

- A. Council Resolution 20-5149 for reference
- B. Community Engagement Factsheet
- C. Community Engagement Plan--DRAFT

For work session:

- Is legislation required for Council action? ☐ Yes ☒ No
- If yes, is draft legislation attached? ☐ Yes ☒ No

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF DIRECTING THAT)	RESOLUTION NO. 20-5149
WILLAMETTE COVE BE INCLUDED IN THE)	
LIST OF METRO PARKS AND NATURAL)	Introduced by Council President Lynn
AREAS ELIGIBLE FOR 2019 BOND FUNDING)	Peterson
AND DEVELOPMENT OF A PLAN FOR)	
PUBLIC ENGAGEMENT)	

WHEREAS, in July, 1992, Metro completed the Metropolitan Greenspaces Master Plan which identified a desired system of natural areas interconnected with greenways and trails and designated Willamette Cove as a greenspace of regional significance; and

WHEREAS, in 1995 Metro Area voters approved an Open Spaces, Parks and Streams Bond Measure ("1995 Open Spaces Bond Measure") with a stated goal of acquiring land in 14 regional natural areas and six of the regional trails and greenways identified in the Greenspaces Master Plan; and

WHEREAS, in 1996, by Resolution No. 96-2266, Metro authorized the purchase of Willamette Cove with 1995 Open Spaces Bond Measure funding; and

WHEREAS, in 1996, by Resolutions No. 96-2340 and 96-2350, Metro approved a refinement plan and adoption of target area boundaries and objectives for Willamette Cove Target Area used to guide implementation of the 1995 Open Spaces Bond Measure, acknowledging community support for natural resource restoration and passive recreation at the site; and

WHEREAS, since its purchase, Willamette Cove has been the subject of an Oregon Department of Environmental Quality (DEQ) remedial action for hazardous waste clean-up on the Willamette Cove uplands (ECVC-NWR-00-26), extending from top of riverbank landward, east and away from the Willamette River; and

WHEREAS, Oregon DEQ intends to issue a remedial action clean-up remedy, following which Metro can begin engaging the community to establish objectives for passive recreation, equitable access, and natural area protection at the site; and

WHEREAS, the Willamette River provides a critical migratory corridor and rearing habitat for salmon and steelhead; and

WHEREAS, Willamette Cove has the potential to provide important fish and wildlife habitat; and

WHEREAS, the Willamette River holds great importance to several tribes as a natural and cultural resource; and

WHEREAS, Metro has heard from a diverse array of advocates, including the Portland Harbor Community Coalition, Portland African American Leadership Forum, American Indian Movement-Portland Chapter, Audubon Society of Portland, Portland Harbor Community Advisory Group, neighborhood representatives, Willamette Riverkeeper, and University of Portland, that there is community support for public access, natural resource restoration, and passive recreation at Willamette Cove, and desire to begin a broad community engagement process; and

WHEREAS, in 2019, by Resolution No. 19-4988, voters in the Metro area approved a Parks and Nature Bond Measure (“2019 Bond Measure”) with a stated goal to fund natural area and water quality protection and to connect people to nature close to home; and

WHEREAS, the 2019 Bond Measure includes six program investment areas and program criteria to guide project prioritization and selection; and

WHEREAS, the 2019 Bond Measure “Taking Care of Metro Parks” investment area intends to use bond funds to provide safe, welcoming places to connect with nature, and includes a list of Metro parks and natural areas that are eligible for bond funding; and

WHEREAS, Willamette Cove is not included in the list of Metro parks and natural areas eligible for 2019 Bond Measure funding; however, Resolution No. 19-4988 provides that Metro Council may identify new locations that are eligible for capital investments using bond funding provided they meet the program requirements described in the 2019 Bond Measure; and

WHEREAS, Metro Council has determined that Willamette Cove meets the program requirements described in the 2019 Bond Measure and should be included in the list of Metro parks and natural areas that may be eligible for bond funds; and

WHEREAS, the 2019 Bond Measure was crafted to ensure that people of color are part of the decision-making and benefit from public investments in parks and nature, in accordance with Metro’s Strategic Plan to Advance Racial Equity, Diversity, and Inclusion; and

WHEREAS, the 2019 Bond Measure centered racial equity, community engagement, and climate resiliency as necessary criteria for all bond projects; and

WHEREAS, Metro recognizes that Willamette Cove represents a unique and important opportunity to restore ecological health and reconnect the community to the Willamette River; and

WHEREAS, to further the goal and objective for which Willamette Cove was acquired, now therefore,

BE IT RESOLVED:

1. Metro Council authorizes and directs Metro Chief Operating Officer to include Willamette Cove as a Metro parks and nature destination listed in Exhibit E to Resolution No. 19-4988 eligible for 2019 Bond Measure funds; and

2. Metro Council affirms its support of and commitment to explore trail development, habitat restoration, and a broad range of passive recreational activities at Willamette Cove consistent with its use as a natural area, for example but not limited to, walking, hiking, bicycling, beach access, wildlife viewing, picnicking, and cultural interpretation; and

3. Metro Council shall convene a work session within 30 days of the issuance of the DEQ record of decision for Willamette Cove to discuss additional and voluntary actions that Metro could take at the site to further improve its environmental condition.

4. Metro staff shall prepare a plan for meaningful public engagement to identify community priorities for future passive recreational opportunities and trail development consistent with protection and restoration of natural resources at Willamette Cove, and submit this plan to Metro Council within four months of the date DEQ issues its record of decision on remedial action.

ADOPTED by the Metro Council this 10th day of December, 2020.



Lynn Peterson, Council President

Approved as to Form:



Carrie MacLaren, Metro Attorney

Exhibit E to Resolution No. 19-4988

Exhibit E

Take Care of Metro Parks

In this Metro program area, Metro will use bond funds to provide safe, welcoming places to connect with nature by completing newer nature parks and maintaining water systems, trails, bathrooms and other amenities at older parks like Oxbow and Blue Lake. All projects must satisfy required bond program community engagement, racial equity and climate resilience criteria set forth in Exhibit A, in addition to the requirements below.

Program activities

- Address capital maintenance, repair and improvement needs at Metro facilities
- Complete nature parks with adopted master plans
- Create new nature parks and access opportunities

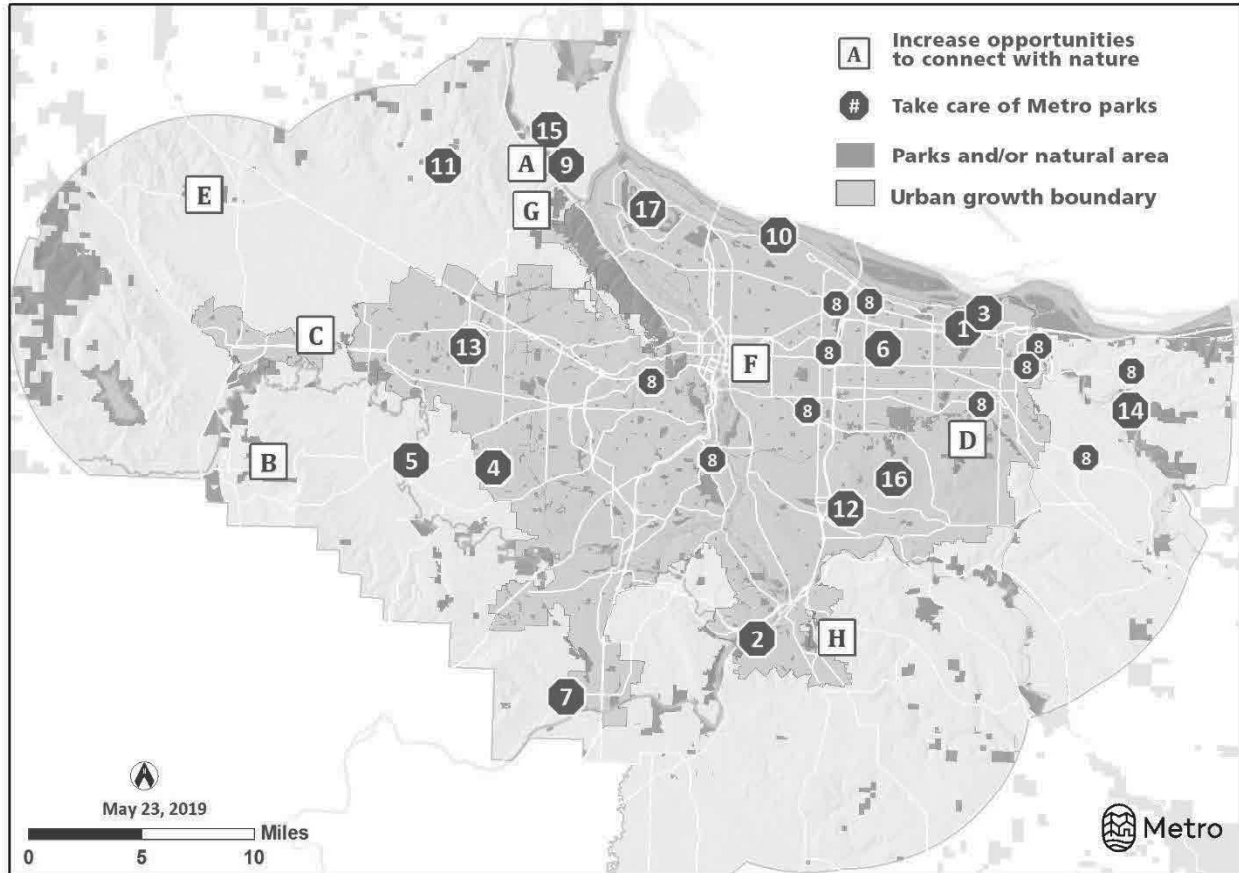
Program criteria

Program investments must satisfy at least one of the following criteria.

- Maintain critical infrastructure and improve visitor experience to ensure that parks are safe and welcoming, particularly those with high visitation and use by communities of color, or places/projects identified by communities of color.
- Improve visitor experience through investing in new or existing park amenities.
- Improve the efficiency and effectiveness of operations and maintenance of developed parks.
- Provide new or expanded access to nature for people, particularly in proximity to neighborhoods, centers, corridors or transit.
- Provide people with access to water with scenic and/or recreational opportunities.
- Increase access for those living with disabilities through investments in projects using universal design principles and Americans with Disability Act compliance.
- Provide opportunities for culturally responsive public improvements identified by communities of color and/or greater Portland's Indigenous community.
- Provide natural history and site interpretation including compelling and accurate representations of historical individuals, communities and populations.

Metro parks and nature destinations

The following Metro parks and natural areas are eligible for capital maintenance infrastructure and accessibility improvements with bond funding. See map for location information.



1. Blue Lake Regional Park
2. Canemah Bluff Nature Park
3. Chinook Landing Marine Park
4. Cooper Mountain Nature Park
5. Farmington Paddle Launch
6. Glendoveer Golf Course and Nature Trail
7. Graham Oaks Nature Park
8. Historic cemeteries, including Lone Fir Cemetery
9. Howell Territorial Park
10. M. James Gleason Memorial Boat Ramp
11. Mason Hill Park
12. Mount Talbert Nature Park
13. Orenco Woods Nature Park
14. Oxbow Regional Park
15. Sauvie Island Boat Ramp
16. Scouters Mountain Nature Park
17. Smith and Bybee Wetlands Natural Area

Increasing opportunities for people to connect with nature

The following Metro parks and natural areas have current adopted master plans. Projects in those plans are eligible for bond investments. See map for location detail.

- A. Burlington Creek Forest Natural Area
- B. Chehalem Ridge Natural Area
- C. East Council Creek Natural Area
- D. Gabbert Butte Natural Area
- E. Killin Wetlands Nature Park
- F. Lone Fir Cemetery
- G. McCarthy Creek Forest Natural Area
- H. Newell Creek Canyon Natural Area

The Metro Council may identify new locations for Metro capital investments using bond funding that meet the program requirements described above including capital maintenance, infrastructure and accessibility improvements.

STAFF REPORT FOR COUNCIL MEETING

IN CONSIDERATION OF RESOLUTION NO. 20-5149, FOR THE PURPOSE OF
DIRECTING THAT WILLAMETTE COVE BE INCLUDED IN THE LIST OF METRO
PARKS AND NATURAL AREAS ELIGIBLE FOR 2019 BOND FUNDING AND
DEVELOPMENT OF A PLAN FOR PUBLIC ENGAGEMENT

Date: November 13, 2010
Department: Parks and Nature
Meeting Date: December 10, 2020
Prepared by: Parks and Nature
Department

Presenter: Marissa Madrigal, Chief
Operating Officer; Jon Blasher, Director,
Parks and Nature
Length: 15 minutes

ISSUE STATEMENT

The 2019 Parks and Nature Bond includes six program areas and program criteria to guide project prioritization and selection. One such program area – “Taking Care of Metro Parks” – uses bond funds to provide safe, welcoming places to connect with nature, and includes a list of Metro parks and natural areas that are eligible for bond funding. This resolution would add Willamette Cove to the list of Metro parks and nature destinations listed in Exhibit E to Resolution No. 19-4988 (attached as Exhibit A to staff report) and eligible for bond funding.

In addition, the resolution affirms Metro Council’s commitment to passive use recreation opportunities, as well as trail development and habitat restoration, the specifics of which would be determined in a later planning process.

Finally, the resolution directs staff to develop a plan for engaging the public to identify community priorities at Willamette Cove.

ACTION REQUESTED

Approval of Resolution No. 20-5149 to add Willamette Cove to the list of Metro parks and nature destinations eligible for funding under the “Taking Care of Metro Parks” program area and to direct the development of a public engagement plan.

IDENTIFIED POLICY OUTCOMES

Willamette Cove would be considered in the 2019 Parks and Nature refinement process and considered for bond funding under the “Taking Care of Metro Parks” program area. In addition, the development of a public engagement plan would insure the community is aware of the anticipated engagement process.

POLICY QUESTION(S)

Only those properties identified in Exhibit E to Resolution No. 19-4988 are eligible for “Taking Care of Metro Parks” bond funding. Those properties currently eligible for bond funding are the subject of a bond refinement process, where competing properties and projects are discussed, analyzed, prioritized and scheduled.

Willamette Cove is currently not identified in Exhibit E and therefore not a part of the refinement process. Adding Willamette Cove to Exhibit E to Resolution No. 19-4988 is required for it to be included in the refinement process for consideration of bond funds. The question presented to Metro Council is: Does Metro Council desire to include Willamette Cove in the 2019 Bond refinement process and begin the process of community engagement?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

There are two options for the Council to consider: not approving the resolution or approving the resolution as presented.

Option 1 – Not approving the resolution:

Not approving the resolution would maintain the status quo. Willamette Cove would not be eligible for “Taking Care of Metro Parks” bond funding.

Only those properties currently identified in Exhibit E to Resolution No. 19-4988 would be eligible for “Taking Care of Metro Parks” bond funding and included in the refinement process. Bond funded improvements and community priorities at other listed properties would not be impacted.

Option 2 – Approving the resolution as presented:

Approving the resolution would make Willamette Cove eligible for “Taking Care of Metro Parks” bond funding. Willamette Cove would be included in the bond refinement process, where competing properties and projects are discussed, analyzed, prioritized, and scheduled pursuant to bond criteria. Being eligible does not guarantee prioritization or funding. Approving the resolution would also result in Metro staff providing a plan for meaningful community engagement to identify community priorities for the property.

“Taking Care of Metro Parks” bond funding is a finite financial resource. Therefore, approving this resolution would result in Willamette Cove competing with and potentially reducing bond funding from the other properties and projects identified in Exhibit A to Resolution No. 19-4988.

Approving the resolution would also require Metro staff to provide and plan for meaningful community engagement by a date certain. That work effort is not currently planned for or budgeted and would require additional financial and staff resources, or displace other work.

STAFF RECOMMENDATIONS

N/A

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

- How is this related to Metro’s Strategic Plan (to be developed in 2019) or Core Mission?
- How does this advance Metro’s racial equity goals?
 - Pursuant to the 2019 Parks and Nature Bond
- How does this advance Metro’s climate action goals?
 - Pursuant to the 2019 Parks and Nature Bond
- Known Opposition/Support/Community Feedback: Metro has not discussed this matter with or otherwise sought regional community input. Community support and feedback has been localized to date.
- Explicit list of stakeholder groups and individuals who have been involved in policy development: N/A
- Legal Antecedents: Resolution 19-498, 2019 Parks and Nature Bond
- Anticipated Effects: This resolution would add Willamette Cove to the list of Metro parks and nature destinations listed in Exhibit E to Resolution No. 19-4988 and eligible for bond funding; affirms Metro Council’s commitment to passive use recreation opportunities, as well as trail development and habitat restoration; and directs staff to develop a plan for engaging the public to identify community priorities at Willamette Cove.
- Financial Implications (current year and ongoing): Approving the resolution would make Willamette Cove eligible for “Taking Care of Metro Parks” bond funding and include Willamette Cove in the refinement process for consideration of bond funds. Approving the resolution would require additional staff resources to comply with resolution directives, which are not currently budgeted. The amount is not currently known.

BACKGROUND

The 2019 Parks and Nature Bond includes six program areas and program criteria to guide project prioritization and selection. One such program area – “Taking Care of Metro Parks” – uses bond funds to provide safe, welcoming places to connect with nature, and includes a list of Metro parks and natural areas that are eligible for bond funding. This resolution would add Willamette Cove to the list of Metro parks and nature destinations listed in Exhibit E to Resolution No. 19-4988 and eligible for bond funding.

At the time this list was developed, it was unknown when the Oregon Department of Environmental Quality (DEQ) would issue a record of decision for cleanup of the Willamette Cove property. In March 2020, DEQ issued its Staff Report for Recommended Remedial Action for Willamette Cove Update Site. Metro expects DEQ will issue a record of decision selecting a remedial action, following which Metro can begin engaging the

community to establish objectives for passive recreation, equitable access, and natural area protection at the site.

The 2019 Parks and Nature Bond provides that Metro Council may identify new locations that are eligible for capital investments using bond funding provided they meet the racial equity, community engagement, and climate resiliency program requirements described in the 2019 Bond Measure. Willamette Cove meets these program requirements, and as a result Metro Council may elect to add Willamette Cove to the list of Metro parks and nature destinations listed in Exhibit E to Resolution No. 19-4988. The effect of this action is to add Willamette Cove to the list of Metro properties that will be considered in the bond refinement plan, through which Metro staff will meaningfully engage the community and prioritize projects and needs among and between those listed properties. It does not guarantee priority of funding.

ATTACHMENTS

Exhibit A to Staff Report, "Exhibit E to Resolution No. 19-4988"

Written Testimony for Resolution 20-5149

12/8/2020

Willamette Cove should not be used as a contaminated waste dump. Metro Council should amend the resolution to explicitly support a cleanup alternative which removes all contaminated soils that exceed human health risk levels from Willamette Cove.

Cleanup of public sites should not be governed by secret agreements. Metro should be completely transparent about all aspects of the Willamette Cove Cleanup.

The commitments in the resolution to engage in a robust public process regarding the future of Willamette Cove and making Willamette Cove eligible for 2019 greenspace bond measure funding are positive steps forward but they are not enough—Metro must also commit to a full cleanup of the site.

-John Marshall

To whom it may concern at Metro Council:

I am writing to express my concern about toxic waste dumping in Willamette Cove.

1. Willamette Cove should not be used as a contaminated waste dump. Metro Council should amend the resolution to explicitly support a cleanup alternative which removes all contaminated soils that exceed human health risk levels from Willamette Cove.
2. Cleanup of public sites should not be governed by secret agreements. Metro should be completely transparent about all aspects of the Willamette Cove Cleanup.
3. The commitments in the resolution to engage in a robust public process regarding the future of Willamette Cove and making Willamette Cove eligible for 2019 greenspace bond measure funding are positive steps forward but they are not enough—Metro must also commit to a full cleanup of the site.

Thank you for your consideration.

Sincerely,
Julie Talcott-Fuller

Thank you for your leadership on the purchase of Willamette Cove following the public bond measure.

Given the small amount of public land along the (Portland area) Lower Willamette River, please continue to be visionary and move to fund the complete removal of toxic material from the full site.

Thank you for your consideration and public service.

Sincerely,
Gail Curtis

To the Portland Metro Council

1. Willamette Cove should not be used as a contaminated waste dump. Metro Council should amend the resolution to explicitly support a cleanup alternative which removes all contaminated soils that exceed human health risk levels from Willamette Cove.
2. Cleanup of public sites should not be governed by secret agreements. Metro should be completely transparent about all aspects of the Willamette Cove Cleanup.
3. The commitments in the resolution to engage in a robust public process regarding the future of Willamette Cove and making Willamette Cove eligible for 2019 greenspace bond measure funding are positive steps forward but they are not enough—Metro must also commit to a full cleanup of the site.

Thank you for your consideration,
K. Anne Conrad Antoville & Anthony Antoville

Hi there,

I am writing to share my comments on Willamette Cove.

Willamette Cove should not be used as a contaminated waste dump. Metro Council should amend the resolution to explicitly support a cleanup alternative which removes all contaminated soils that exceed human health risk levels from Willamette Cove.

Cleanup of public sites should not be governed by secret agreements. Metro should be completely transparent about all aspects of the Willamette Cove Cleanup.

The commitments in the resolution to engage in a robust public process regarding the future of Willamette Cove and making Willamette Cove eligible for 2019 greenspace bond measure funding are positive steps forward but they are not enough—Metro must also commit to a full cleanup of the site.

Thank you,
Stephan Nance
they/them

This is supposed to be a green space. No toxic waste dump!!!

Cristy Murray

1. Willamette Cove should not be used as a contaminated waste dump. Metro Council should amend the resolution to explicitly support a cleanup alternative which removes all contaminated soils that exceed human health risk levels from Willamette Cove.

2. Cleanup of public sites should not be governed by secret agreements. Metro should be completely transparent about all aspects of the Willamette Cove Cleanup.
3. The commitments in the resolution to engage in a robust public process regarding the future of Willamette Cove and making Willamette Cove eligible for 2019 greenspace bond measure funding are positive steps forward but they are not enough—Metro must also commit to a full cleanup of the site.

These are my opinions concerning Willamette Cove

Sandra Siegner

1. Willamette Cove should not be used as a contaminated waste dump because of its proximity to the Willamette River. Metro Council should amend the resolution to explicitly support a cleanup alternative which removes all contaminated soils that exceed human health risk levels from Willamette Cove.
2. Cleanup of public sites should not be governed by secret agreements. Metro should be completely transparent about all aspects of the Willamette Cove Cleanup.

Diane Howieson
Portland resident

Re: RESOLUTION 20-5149

I am writing to urge the Metro Council to amend Resolution 20-5149 and commit to a full cleanup of Willamette Cove as an important step in realizing the highest standards of the Portland Harbor Superfund Site initiative.

Willamette Cove was one of only a few areas in the project that was expected to have public access as a Metro Natural Area after the Superfund clean-up is completed.

Metro's commitment to a proactive public process and green space funding are commendable but not enough, since leaving contaminated soil onsite could undermine human and wildlife health and possibly restrict future use of the area.

That said, I urge the Council to support a complete cleanup alternative that will be well worth the investment for generations to come.

Thank you.

Lloyd Vivola

Dear Metro Councilors,

Please support a serious clean up of the 27 acres of Willamette Cove and avoid setting an example of "let's don't and say we did". Just capping the waste is insufficient. This site should become fully safe from toxins and fully open to the public. That's what we expected when Metro bought the property 25 years ago and that's still what's needed. Please also keep the agreements and discussions around these

decisions open and transparent. A lot of us care about cleaning up the Willamette and want to be informed.

Thank you for your consideration.

Ann Littlewood
Portland, Oregon

To the Metro Council:

As part of your commitment to the public trust that elected you and accordingly to the fiduciary use of public dollars with your purchase Willamette Cove, the 27-acre site along the Willamette River,

it's now been over 25 years since the 1996 purchase with Greenspace Bond measure dollars, and because the site is still not open to the public because of contamination issues, I implore you to do

the right thing to create a public natural area and remove all contaminated soils that exceed human health risk levels.

A partial cleanup is totally unsatisfactory. Do not leave 23,000 cubic yards of contaminated waste on the site by burying it underground beneath permanent caps. Leaching can occur!

Metro should be completely transparent about all aspects of the Willamette Cove Cleanup and commit to a full cleanup of the site.

For a clean Willamette River,

Lynn Herring

Good morning, these comments are pertaining to the hearing on the resolution for cleaning up Willamette Cove. As a citizen, I'm concerned that the resolution will not clean up toxic soil. We would like to be able to use the greenspace and will not be able to do so unless fully cleaned up. I'm requesting these comments submitted as written testimony.

1. Willamette Cove should not be used as a contaminated waste dump. Metro Council should amend the resolution to explicitly support a cleanup alternative which removes all contaminated soils that exceed human health risk levels from Willamette Cove.
2. Cleanup of public sites should not be governed by secret agreements. Metro should be completely transparent about all aspects of the Willamette Cove Cleanup.
3. The commitments in the resolution to engage in a robust public process regarding the future of Willamette Cove and making Willamette Cove eligible for 2019 greenspace bond measure funding are positive steps forward but they are not enough—Metro must also commit to a full cleanup of the site.

Thank you,
Hope Lobkowicz

Dear Legislative Coordinator:

I am writing to insist that Willamette Cove should not be used as a waste dump. This contamination is a threat to humans, shorebirds, waterfowl, wildlife, and vegetation.

Pollutants in ground water and fresh surface waters that flow into wetlands are toxic to plants and animals and accumulate in wetland sediments encouraging invasive species. These threats along with climate change add additional stressors to the environment.

The pollution in Willamette Cove has not been resolved for 25 years and yet it was supposed to be available for public use. It is still not open due to contamination issues.

Willamette Cove deserves a future as a public green space that is fully cleaned, therefore Metro should add an amendment to the resolution to support a thorough cleanup to remove all contaminated soils.

Respectfully submitted,

June Stephens

To Metro:

It is so simple to understand that it is not ok to leave toxic soil contamination at Willamette Cove. You got left holding the ball, and are representing all of us in whatever (so far secret) agreements you have with previous polluters/owners.

We all have to live with the same general cleanup rules: if I buy land with polluted soils, I have to clean it up if I can't get the previous owner to do it. We as a society no longer tolerate this type of pollution, legally or morally, and especially in such a scale!!!

Capping is totally unacceptable for this public, waterfront, 'green space'. It must be cleaned up to human health standards for our use.

Do the right thing! Serve the people, not the polluters. Insist on cleanup, not cap and hide! It will be that much harder if you don't get on it. The seeping and leaking will never end. You are responsible to do this right.

Humans count more than corporate dollars. Quit protecting polluters, open up the process, and create a piece of riverfront we can truly fully use and is restored.

Thank you,
Catherine Arp

Dear Metro Council Decision Makers,

Willamette Cove should not be used as a contaminated waste dump. Metro bought Willamette Cove, the 27-acre site along the Willamette River in 1996 with "green space bond measure dollars" to be used as a public natural area. 25 years later, the site still is not open to the public because of contamination issues.

The proposed solution of burying some of the contaminated soil underground beneath permanent caps is insufficient and would leave 23,000 cubic yards of contaminated waste on the site, which would mean the area could still not be opened to the public.

Metro has been hiding behind confidential cleanup agreements and its attorneys in explaining why it cannot support a more aggressive cleanup of this site.

Metro Council should amend the resolution to explicitly support a cleanup alternative which removes all contaminated soils that exceed human health risk levels from Willamette Cove. Leaving contaminated waste on this site will increase public risk and limit public use. Metro should not allow a public natural area to be used as a permanent contaminated waste dump.

Cleanup of PUBLIC sights should not be decided behind closed doors. Metro needs to be transparent regarding what was supposed to be a PUBLIC natural area, but is still not open because of its avoidance of doing the right thing by the people of Portland and anyone visiting our river.

Most Sincerely,

Anna Nicholas
Portland

Please support a complete cleanup of waste in a transparent manner rather than capping and hiding toxic materials. We deserve better from our Metro. Thanks, Marshall C. Goldberg, MD, MPH.

1. Willamette Cove should not be used as a contaminated waste dump. Metro Council should amend the resolution to explicitly support a cleanup alternative which removes all contaminated soils that exceed human health risk levels from Willamette Cove.
2. Cleanup of public sites should not be governed by secret agreements. Metro should be completely transparent about all aspects of the Willamette Cove Cleanup.
3. The commitments in the resolution to engage in a robust public process regarding the future of Willamette Cove and making Willamette Cove eligible for 2019 greenspace bond measure funding are positive steps forward but they are not enough—Metro must also commit to a full cleanup of the site.

Thank you for your time,
Stephanie Sandmeyer

Metro should commit to complete cleanup of the Willamette Cove removing all contaminated soils that exceed human health risk levels.

Then too, the cleanup of these public sites should not be governed by secret agreements. All aspects of the Willamette Cove cleanup must be completely transparent.

Concerned citizen,
Kathryn Sheibley

Dear Madame/Sir,

I am writing to demand that Metro take appropriate steps to clean-up the toxic waste dump at Willamette Cove. This public natural area needs to be contaminate free so that citizens and wildlife can safely enjoy the space.

- Willamette Cove should not be used as a contaminated waste dump. Metro Council should amend the resolution to explicitly support a cleanup alternative which removes all contaminated soils that exceed human health risk levels from Willamette Cove.
- Cleanup of public sites should not be governed by secret agreements. Metro should be completely transparent about all aspects of the Willamette Cove Cleanup.
- The commitments in the resolution to engage in a robust public process regarding the future of Willamette Cove and making Willamette Cove eligible for 2019 greenspace bond measure funding are positive steps forward but they are not enough—Metro must also commit to a full cleanup of the site.

Sincerely,

Trine Beach
SE Portland Resident

Dear Metro Council:

Please accept this Testimony on the Future of Willamette Cove from the Cathedral Park Neighborhood Association (CPNA), the neighborhood which encompasses the Willamette Cove property.

Thank you for taking into consideration feedback from the community in drafting the resolution that you will be considering on Thursday, December 10, regarding the future of Willamette Cove. We appreciate the efforts of the Council to make the Cove eligible for Parks and Nature Bond Funding, to commit to considering development of the area for trails, beach access, and passive recreation, and to commit to seek out meaningful engagement with the community to determine how best to utilize the property known as Willamette Cove.

We would also like to take the opportunity to restate that CPNA is in favor of a full clean up of the site so that the residents of our neighborhood specifically, and the citizens of Portland in general, can enjoy the entirety of Willamette Cove without having to worry about contaminants resurfacing at some time in the future. CPNA believes that a full removal of the contaminated soil will provide a safer environment for the neighbors who live there now and for the people who will discover Willamette Cove in the future.

In light of this stance, we would ask that you consider including language in Resolution No. 20-5149 that would indicate a commitment to discuss further actions Metro could take to improve the environmental

conditions of the property should a determination be made by DEQ and the Port of Portland that toxins will remain on the site as part of their plan for clean-up. An amendment that addressed the concerns of the community and expressed this commitment was proposed by Metro Councilor Sam Chase but it has not been included with the draft being considered on December 10. Please consider including this amendment in the final resolution in some form so the community has confidence that a full clean-up is still a possibility at Willamette Cove.

Thank you for your time and consideration.

Very Best Regards,

Jon Smart
Chair, Cathedral Park Neighborhood Association

Please do not use Willamette Cove as a contaminated waste dump. Metro Council should amend the resolution to explicitly support a cleanup alternative which removes all contaminated soils that exceed human health risk levels from Willamette Cove.

Cleanup of public sites should not be governed by secret agreements. Metro should be completely transparent about all aspects of the Willamette Cove Cleanup.

The commitments in the resolution to engage in a robust public process regarding the future of Willamette Cove and making Willamette Cove eligible for 2019 greenspace bond measure funding are positive steps forward but they are not enough—Metro must also commit to a full cleanup of the site.

Thank you for your time,

Terrie Burdette

To whom it may concern,

I believe the following and want to see our nature areas available to the public and maintained so as to be clean and safe.

1. Willamette Cove should not be used as a contaminated waste dump. Metro Council should amend the resolution to explicitly support a cleanup alternative which removes all contaminated soils that exceed human health risk levels from Willamette Cove.
2. Cleanup of public sites should not be governed by secret agreements. Metro should be completely transparent about all aspects of the Willamette Cove Cleanup.
3. The commitments in the resolution to engage in a robust public process regarding the future of Willamette Cove and making Willamette Cove eligible for 2019 greenspace bond measure funding are positive steps forward but they are not enough—Metro must also commit to a full cleanup of the site.

Sincerely,

Carissa Campos

Testimony for the public meeting
Willamette Cove cleanup responsibility
Irina Phillips, a citizen living in NE Portland

Metro (a public organization) purchased the 27-acre property in the St. Johns and Cathedral Park neighborhoods of North Portland in 1996 using public money from the 1995 natural areas bond measure. The original owner of the site was Port of Portland. Initial plans to redevelop Willamette Cove into an urban natural area and extend the North Portland Greenway Trail were stalled when high levels of contamination were found throughout the site. The current focus is on cleanup efforts.

In 2015, soils with the highest levels of contamination were removed from the upland areas and trucked to a landfill south of The Dalles. But contamination still remains throughout the site and in the river that pose risks to human health and the environment. We are not at the stage of urban natural area for sure. And it is not safe to extend the trail.

Cleanup options range from a maximum of removing all of the contaminated soil to a more reasonable/hybrid approach, where the worst of the contamination would be removed and the rest of the site would be capped with clean soil and monitored to protect the public and wildlife from pollution. The recent experience in other Superfund areas signals that capping does not stay on as designed during severe flooding & earthquake events.

Willamette Cove is one of the few sections of the Portland Harbor Superfund site that is in public ownership, which means that everyone has a stake, and people (citizens of nearby neighborhoods, more broader Portland, but also potential users of the suggested trail) have to define what level of access is safe and consistent with Metro's role in the region. I advocate for the Metro council to release communication with the administration of Port of Portland where they discuss the seriousness of toxic pollution & agree on sharing the cleanup costs. And I also advocate for taking a pause (at least 30 days) after DEQ's record of decision release to listen to the public & decide what is the best for the area, river & the City.

Dear Portland Metro:

Metro Council should amend the resolution to explicitly support a cleanup alternative which removes all contaminated soils that exceed human health risk levels from Willamette Cove.

Thank you for making Willamette Cove eligible for the 2019 greenspace bond measure. Please take the resolution a step further and fund a complete cleanup of the site to make it a riverside park that Portland residents can visit safely. There is precious little (almost no) access to the River in metro Portland and any public access is a huge boon. Private, often-contaminated lands, make the banks of the Willamette almost completely off limits south of Linnton. This is a great shame and a huge detriment to the community. A public park at Willamette Cove would be hugely popular and welcome.

Also, as an active member of Portland's birdwatching community, I have noted that it is next to impossible to view the birds in the river between the Fremont Bridge and Sauvie Island. I have heard fellow birdwatchers complain about this fact numerous times. Portland has a thriving birdwatching

community and many members would welcome a public place to view the birds of the river and river edges. Willamette Cove would be a wonderful start to begin reopening the river to the community and reclaiming at least some of it from decades of industrial use and contamination. I understand that industrial uses are vital to the Portland economy, but some balance with public access and recreation is necessary. Industry and the Port of Portland have both feet on one side of the scale currently. So please help to at least put one finger on the other side.

Thank you so much for your time and consideration. Many Portland constituents are crossing their fingers and counting on you to make the right decision.

Philip Kline

To the Metro Council:

Back in 1996, Metro purchased Willamette Cove with public bond money to be a public nature area. I want access to the shore of this section of the Willamette River for myself and for future generations. To allow for this, ALL the toxic waste health in this area that is hazardous to humans must be removed.

Also, the plans a agreements that Metro makes should be public and open, so I can trust that I am informed of how this area will be handled.

Thanks for working on this,

Linda Leyva

Willamette Cove and the residents of Portland deserve a clean and ecologically healthy shoreline. Metro can and should commit to a full clean-up of the site instead of kicking this can of contaminants further down the road. Permanent solutions are cheaper in the long run and better for all. My husband and I moved to St. Johns six years ago because this working-class port neighborhood has a beautiful shoreline on the Willamette, lovely parks--including Kelley Point at the confluence of the Willamette and Columbia, and a cohesive sense of community. We walk our dogs along the cliffs above Willamette Cove, just three blocks from our house, and wish we dared to walk along the the river where we see many others jogging or strolling or walking THEIR dogs despite the warning signs. We drive across the bridge to Vancouver sometimes to walk along THEIR shoreline on the Columbia and always envy them the progress they've made in establishing trails and parks where we have superfund sites. If they can do it, so can we. It would pay us back many times over and contribute mightily to Portland's appeal to both residents and visitors. The delays have dragged on long enough. Put some people to work and establish greenbelts on both sides of the Willamette AND our side of the Columbia. Willamette Cove is a sweet place to start.

Most sincerely,
Sue and Jim Tarjan

I have been looking over the plan for the Superfund cleanup and am left with the conclusion that this plan will not recover the health of the site. Throwing a few feet of fill on top of toxic waste is like...putting a bandaid on a boil. It looks better but the problem remains. It is likely to emerge again in the future and will require constant monitoring, updating and maintenance.

Many Oregonians who once relied upon fish from the Willamette and the from the confluence with the Columbia won't fish here now. Some do anyway. Children living nearby need healthy areas in which to

recreate close to home. (Many, when I taught school in St. Johns, had never been to a natural area even as far from home as Forest Park. They will use this area whether or not it is safe. Isn't that their birthright?) Of interest to me personally is the contention that the groundwater will be safe because Portland citizens have safe water piped from Bull Run to drink. Nope. There are residents on the NW side of the city, many within view of the river who are not provided with Bull Run water. They (we, I'm one of them) depend upon getting clean drinking water from wells, some as deep as 600-700 feet. I am not convinced that the plan you are considering includes adequate science to protect against the contaminated groundwater migrating to create a dangerous water crisis for users. Add to that the fact that we are in an earthquake zone.

Finally, Portland has, over many decades, built a reputation for respecting and preserving the rights of our native animals, insects, plants... the complete array of natural organisms. This plan is not in the spirit of our city or our state.

Paula Sauvageau

Willamette Cove should not be used as a contaminated waste dump. Metro Council should amend the resolution to explicitly support a cleanup alternative which removes all contaminated soils that exceed human health risk levels from Willamette Cove.

Cleanup of public sites should not be governed by secret agreements. Metro should be completely transparent about all aspects of the Willamette Cove Cleanup.

The commitments in the resolution to engage in a robust public process regarding the future of Willamette Cove and making Willamette Cove eligible for 2019 greenspace bond measure funding are positive steps forward but they are not enough—Metro must also commit to a full cleanup of the site.

Thank you.

Andrew Frank

I recently moved to North Portland from Minnesota, and was walking my dog around the University Park area----and then I stumbled upon Willamette Cove. "What a beautiful area!" I thought.....trees...water...what could be better for a nice walk?

But then I saw the WARNING signs posted, and quickly retreated--doing research, it seems that the area has been abused and neglected for decades, and that the Metro Council isn't sure if it should all be cleaned up!!

Of course it should all be cleaned up! You and I both know that those "permanent cap" proposals are inevitably gonna start leaking somewhere down the line. The two of us might be dead by then, but for our children, or our children's children, it matters!

Let's do the right thing NOW and clean up the whole thing....and DEFINITELY not add more toxic waste there!

My regards,

Quinn Rivenburgh

Portsmouth Neighborhood homeowner

To Whom it May Concern,

Please let the Metro Council know:

1. Willamette Cove should not be used as a contaminated waste dump. Metro Council should amend the resolution to explicitly support a cleanup alternative which removes all contaminated soils that exceed human health risk levels from Willamette Cove.
2. Cleanup of public sites should not be governed by secret agreements. Metro should be completely transparent about all aspects of the Willamette Cove Cleanup.
3. The commitments in the resolution to engage in a robust public process regarding the future of Willamette Cove and making Willamette Cove eligible for 2019 greenspace bond measure funding are positive steps forward but they are not enough—Metro must also commit to a full cleanup of the site.

Thank You, Brett Davis, MPH, CBME

Written Testimony Received after the cutoff for Resolution 20-5149

12/10/20

TO: Lynn Peterson, Metro Council President
Metro Council
FROM: Charles Ciecko
SUBJECT: Resolution 20-5149
DATE: December 9, 2020

Thank you for the opportunity to submit comments supporting Resolution 20-5149. If approved, this resolution will allow Willamette Cove to be included in the list of Metro Parks and Natural Areas eligible for 2019 bond funds.

As director of Metro's Regional Parks and Greenspaces Dept. during the development and implementation of Metro's first open space, parks and streams bond measure, I had direct involvement with the acquisition of Willamette Cove. An option to purchase this site was secured prior to the election and presented to voters as a specific example of a property to be acquired with bond proceeds upon voter approval. Willamette Cove was always intended to provide an array of recreational opportunities and access to the Willamette River for an historically underserved community.

The delay in moving forward with cleaning this site and making it available for a variety of public uses has been disappointing but finally the time to move forward with plan development and implementation is appropriate and timely.

A partial cleanup which limits future public use of Willamette Cove should be rejected and removal of all contaminants should be pursued at the earliest possible time. This is the only option that will result in realization of the full potential of this important site.

Thank you for your consideration.

Respectfully,

Charles Ciecko

This resolution does not evaluate a full cleanup of Willamette Cove and is therefore insufficient.

Any cleanup decision that allows hazardous soils to be left consolidated onsite is doomed to failure due to the volatile and unpredictable nature of river flooding and the likelihood of a major future earthquake. That option would be unacceptable. Past flood events have exceeded both the current 100 and 500 year flood boundaries.

Because Willamette Cove is a unique site that has great potential to serve both residents and wildlife, it is worth the funding needed to do a full cleanup. That is the only way to create long term safe access.

I urge Council members to reconsider the ordinance and pursue a full cleanup of Willamette Cove hazardous soils.

Thank you,

Barbara Quinn

As an avid birder who spends most of my free time exploring the greenspaces of the Portland area, I strongly believe there would be no better use of the amazing bond measure that we passed in support of greenspaces than to fund the cleanup of toxic waste from Willamette Cove and convert that space into a vibrant neighborhood nature park. This year has shown the need for community greenspaces more than any other. And as Portlanders, we would be doing our community and our future generations a grave disservice if we did not take this opportunity to fully remediate this beautiful area and help it live up to its huge potential.

I also believe that the decision making process on what to do with this piece of land should be transparent to all, so that we are fully invested in the process of a public asset. I appreciate the opportunity to submit testimonial on this important issue and have faith that Metro will do the right thing, honor their commitment to environmental stewardship on behalf of all Portlanders.

Signed,

Brodie Cass Talbott

NE Portland

To whom it may concern,

Willamette Cove should not be used as a contaminated waste dump. Metro Council should amend the resolution to explicitly support a cleanup alternative which removes all contaminated soils that exceed human health risk levels from Willamette Cove.

Cleanup of public sites should not be governed by secret agreements. Metro should be completely transparent about all aspects of the Willamette Cove Cleanup.

The commitments in the resolution to engage in a robust public process regarding the future of Willamette Cove and making Willamette Cove eligible for 2019 greenspace bond measure funding are positive steps forward but they are not enough—Metro must also commit to a full cleanup of the cove!

Dear Metro Commissioners,

Thank you for taking 3 steps forward in Willamette Cove Resolution No. 20-5149.

- Making Willamette Cove eligible for Parks & Nature Bond funding
- Agreeing to a future public involvement process to determine the future use of Willamette Cove
- Expanding Metro's vision beyond only the North Portland Greenway Trail on the outer edge of the property

Unfortunately, the resolution does not commit Metro to evaluate how to achieve a FULL cleanup of Willamette Cove. Instead, the resolution suggests that Metro supports a consolidation facility and capping over the majority of the contaminated sediment at Willamette Cove. This ignores community priorities and the Confederated Tribes of the Yakima Nation, asking to remove as much of the contaminated sediment from the site as possible. It also sends a clear message to youth that instead of taking responsibility to clean up our mess, we will leave it to them, the next generation, to deal with the toxic waste that Metro and the Port refused to remove. This is irresponsible and far from the mission of Metro.

I urge the council to support Metro Councilor Sam Chase's amendment to add a FULL cleanup conversation back into the resolution. *" Metro Council shall, within 30 days of the release of Oregon DEQ's remedial cleanup action record of decision on Willamette Cove, convene a work session to discuss additional and voluntary actions that Metro could take at the site to further improve its environmental condition; and "*

In addition, Council needs to make transparent the confidential agreement between Metro and the Port related to Willamette Cove to the public.

The communities that live in the north reach of the Willamette River have been displaced, and sacrificed for far too long. Why can't we enjoy the benefits of clean land, water and equitable access to the river without the fear of contamination. We do not want a half-assed job – we want what is fair and just. We want Metro and the Port of Portland to take responsibility for fully cleaning Willamette Cove. To do otherwise is unethical and repugnant.

As a retired teacher who spent over 20 years working with families from north Portland and St. John's and as a youth mentor who understands the desperation of youth who are sick and tired of waiting for our leaders to take bold action, I urge you to commit to a FULL clean up the cove and go down in history as having the foresight to do the right thing.

Thank you,

Jan Zuckerman

To whom it may concern,

I have lived in St Johns for the last 13 years and have spent a lot of time exploring Willamette Cove and it has become one of my favorite places to walk. It is a treasure in the rough. I never take my dogs or my children down there however because of the possibilities of toxic waste exposure. I think it is absolutely imperative that Metro remove all toxic waste detrimental to humans. It is not a sustainable solution to bury the waste. It is only a bandaid. We need to make this a green space for all of Portland to enjoy!

Thank you,
Heidi Scott

Hello,

I am a concerned Oregon citizen writing to you about the resolution for Willamette Cove. I strongly believe that Willamette Cove should not be used as a contaminated waste dump, and that the resolution coming before the Metro Council should be amended to explicitly support a cleanup alternative which removes all contaminated soils that exceed human health risk levels. Cleanup of public sites should not be governed by secret agreements; Metro needs to be completely transparent about all aspects of the Willamette Cove Cleanup. The commitments to engaging in a robust public process regarding the future of Willamette Cove and making Willamette Cove eligible for 2019 greenspace bond measure funding are amazing steps forward - but they're not enough! Metro must also commit to a full cleanup of the site, for the site's future and safety.

I was alerted to what was going on at Willamette Cove by Portland Audubon. I would strongly suggest Metro contact Portland Audubon and include their input while considering this resolution.

Thank you for your time,

DeForest Rolnick-Wihtol

A thorough cleanup of the Willamette Cove will be an inspiring new story of this River. Heretofore Metro's nature parks

have not had the distinction of being as dangerously contaminated as this one. The Cove provides Metro with some unique opportunities for outdoor education, for example, a demonstration bioremediation project which could involve community members as stewards caring for this site far into the future, long after caps have degraded or detached and containment cells have started to leak.

I urge Metro to rise to this watershed moment, and put Councilor Chase's resolution amendment for a full cleanup effort back into the resolution. Metro, unlike the city or state, is uniquely poised to actually increase the health of this River, this community. We will not regret it!

Respectfully,

Laura Feldman

Willamette River Advocacy Group

Hello LC,

I live in the cathedral park neighborhood and I'm writing to implore you and those involved to vote for a full cleanup of the toxic chemicals in and around willamette cove. Oregon prides itself as being a green and naturally beautiful state. Let's not take a half measure here.

Thank you.

Josef Liebhardt

Re: Res 20-5149, and Willamette Cove Generally

Dear Metro President Petersen and Metro Councilors -

On behalf of Willamette Riverkeeper and our hundreds of members in the Portland Metro area, I'm sending this short note encouraging you to approve Resolution 20-5149. It makes a lot of sense to enable Metro to spend bond funds on a portion of the Willamette Cove cleanup, especially since Metro's responsibility represents a small share of the cleanup at this site. Willamette Riverkeeper has worked on the Portland Harbor Cleanup since the 1990s, and personally I've worked on it since December of 2000. We've gotten many hundreds of people on the river in Portland Harbor over the years. While there are many cleanup sites on the 11-mile stretch of the Superfund site, Willamette Cove stands out given it is a site owned by the public, and may provide some level of public access. We believe that Metro must advocate for the most stringent cleanup (see our comments to Oregon DEQ). Removal of contaminants from the site is paramount, and not leaving legacy contaminants based on cost is the right course. This is a basic element of *Environmental Justice*. While the Port of Portland has agreed to do the majority of the cleanup, Metro should be more forceful, and vocal about doing the best cleanup for this site. *The tepid public messaging by Metro regarding a robust cleanup to date is problematic.*

I'd also point out that this site was originally purchased for habitat and open space, and over the last 20 years it has been regularly discussed in regard to the restoration of healthy habitat - which is sorely lacking in Portland Harbor. While some public access is needed, it must be carefully balanced with the original intent of the purchase.

Thank you for your consideration. If you would like an opportunity to see the area from the river at some point, WR is happy to help enable that.

Sincerely,

Travis Williams

Riverkeeper & Executive Director

My daughter and I live not far from Willamette Cove and I am writing to say that it should NOT be used as a contaminated waste dump. This is our beautiful river that we're talking about and Metro Council should be working towards making it a place where our community, our city can enjoy nature, not be confronted with more toxins. I urge Metro Council to unequivocally support a cleanup alternative that will remove all contaminated soil from Willamette Cove.

The clean up of our public spaces should never be covered by secret agreements. The clean up of Willamette Cove should be completely transparent in all aspects.

Your commitments in the resolution to engage the public in the process regarding Willamette Cove's future was a great step, but they aren't enough. Metro must commit to a full clean up of Willamette Cove and to its continued use as a public space.

Thank you!

-Angel O'Brien

North Portland resident

I would like to participate in the meeting today. It is wrong in so many ways to expose toxic sediments and to rivet the soils on site in rain country.

The sediments need to be removed during the river cleanup and transported east - out of rain country.

Hello,

I would like to provide this as testimony regarding the Willamette Cove resolution. I encourage Metro to do everything within their power to set a good example and conduct a full and thorough cleanup of Willamette Cove. Though the three steps outlined in the current resolution are good and should be pursued, they do not go far enough in terms of achieving a full clean up of the Cove. Both the local community and the Yakama Nation have called for removal of as much contaminated sediment as possible. I support the amendment proposed by Metro Councilor Sam Chase to add full clean up language back into the resolution. Finally, the council need to make the confidential agreement between Metro and the Port transparent to the public.

Portland and Metro should be leading the way on environmental stewardship, responsibility, and clean up, not just doing the bare minimum.

Thank you for considering these comments,

--

Ryan Rittenhouse

To Metro Council:

I live on the bluff above Willamette Cove.

Now that Metro is finally taking steps to clean up the cove and the uplands, I strongly urge you to amend this resolution by supporting a cleanup that completely removes all toxic contaminants from the site. Anything short of a full cleanup and removal of all pollutants would be a betrayal of the public's trust and would simply kick the can down the road for another generation to clean up. Please do the right thing. Clean it completely.

Thank you.

Kevin O'Sullivan

Dear Metro,

We have lived in St John's since 1975 and love the river. We have swum in it, boated, and fished as well. My husband and I still go out in our little boat.

We need our regional government to do a full cleanup of Willamette Cove! My husband and I support Metro Councilor Sam Chase's amendment to add a full cleanup discussion back into the Metro resolution. Do not ignore community priorities and especially those of the Confederated Tribes of Yakima Nation which are to remove as much of the contaminated sediments as possible from the site.

All of the deliberations need to be transparent.

Don't do this cleanup on the cheap. Our beautiful neighborhood contains the trash of many decades and counting. It's time for that to stop!!!

Thank you,

Laurie and Dave King

Thank you, Metro, for taking 3 steps forward in the [resolution](#):

- Making Willamette Cove eligible for Parks & Nature Bond funding
- Agreeing to a future public involvement process to determine the future use of Willamette Cove
- Expanding Metro's vision beyond only the North Portland Greenway Trail on the outer edge of the property

2. The Resolution is insufficient, because it DOES NOT commit Metro to evaluate how to achieve a full cleanup of Willamette Cove. The resolution suggests that Metro supports a consolidation facility and capping over the majority of the contaminated sediment at Willamette Cove, ignoring the majority of the community priorities and the Confederated Tribes of Yakama Nation, which are to remove as much contaminated sediment from the site as possible.

3. Council should support Metro Councilor Sam Chase's amendment to add a full cleanup conversation back into the resolution:

Amendment On page 2 of the resolution, following BE IT RESOLVED 2, insert:

"3. Metro Council shall convene a work session within 30 days of the issuance of the DEQ record of decision for Willamette Cove to discuss additional and voluntary actions that Metro could take at the site to further improve its environmental condition."

Please please please thoroughly clean up the toxic pollutants!!

Jeff Reznikoff

North Portland resident

Dear Metro Council,

I want to thank you for taking steps to ensure that Willamette Cove is being considered for future funding from the Natural Areas bond. As someone who has direct experience with your agency and the bond measure- I always hoped that the bond measure could benefit a site like this.

Please continue to ensure public engagement on this topic is continuous and in line with some of this agency's already established extensions of outreach and advancing equity.

If Metro has not had the opportunity to do so yet- think about how this site and the engagement on this topic should be extended to the communities of color Metro already engages with, including the Natural Areas Equity workgroup and work done with Indigenous/ Tribal communities, through those established groups and positions as well.

This way the engagement is thoughtful, supported with funds that are earmarked for diverse engagement and inclusive of the community leaders in that work you are already engaging in. This is an opportunity to build on that and bring more people into this collective work.

Someday, hopefully in my lifetime, this site remediated, contamination removed and the process supported.

As someone who has been involved in many rooms that Metro convenes- I will say occasionally we are siloed. This is an opportunity for this agency to be a convener by extending the already established

supported pathways and pathfinders, dedicated to working with impacted communities- and bring this topic before those entities.

Thankyou for your leadership, consideration and support,

Jessica Rojas

Natural Areas Equity workgroup member

Northeast Coalition of Neighborhoods

I am submitting written testimony to request full removal of contaminated soil and all contaminants in Willamette Cove.

First, I want to thank Metro, for taking 3 steps forward in the resolution. Those being:

- Making Willamette Cove eligible for Parks & Nature Bond funding
- Agreeing to a future public involvement process to determine the future use of Willamette Cove
- Expanding Metro's vision beyond only the North Portland Greenway Trail on the outer edge of the property

Second, I want to make the point that the Resolution is insufficient, because it DOES NOT commit Metro to evaluate how to achieve a full cleanup of Willamette Cove. The resolution suggests that Metro supports a consolidation facility and capping over the majority of the contaminated sediment at Willamette Cove, ignoring the majority of the community priorities and the Confederated Tribes of Yakama Nation, which are to remove as much contaminated sediment from the site as possible.

Third, I want to express my opinion that the Council should support Metro Councilor Sam Chase's amendment to add a full cleanup conversation back into the resolution:

Amendment On page 2 of the resolution, following BE IT RESOLVED 2, insert:

"3. Metro Council shall convene a work session within 30 days of the issuance of the DEQ record of decision for Willamette Cove to discuss additional and voluntary actions that Metro could take at the site to further improve its environmental condition."

Thank you for your attention.

Laura G Turnbull

I am unable to attend today's meeting, but I want to relay my testimony about the future of Willamette Cove. I am an avid recreational user of the Willamette River and care deeply for the river and the people and ecosystems that depend on it.

First, I applaud Metro's expansion of its vision for the area beyond the North Portland Greenway Trail to include a more expansive green area, its action to make the cove eligible for Parks & Nature Bond funding, and its commitment to a public involvement process that will help shape the future use of the Cove.

However, Metro's current resolution on the Cove does not address the priority from the community and the Confederated Tribes of Yakama Nation to remove as much contaminated sediment from the site as possible. As written, the resolution suggests that Metro supports consolidation and capping, which are not in line with the demands of most impacted communities. As an organization that claims to prioritize equity, Metro must prioritize these voices of the Confederated Tribes, those represented by the Portland Harbor Community Coalition, and other marginalized communities in decisionmaking.

There is more work to be done. I ask that the council support Metro Councilor Sam Chase's amendment to convene a work session within 30 days of the issuance of the DEQ record of decision to discuss additional and voluntary actions that Metro could take at the site to further improve its environmental condition." A full process is critically important to responsible stewardship of the land and representation of the community.

Thank you for your attention to this matter,

Maggie Starr

The Resolution is insufficient, because it DOES NOT commit Metro to evaluate how to achieve a full cleanup of Willamette Cove. The resolution suggests that Metro supports a consolidation facility and capping over the majority of the contaminated sediment at Willamette Cove, ignoring the majority of the community priorities and the Confederated Tribes of Yakama Nation, which are to remove as much contaminated sediment from the site as possible.

3. Council should support Metro Councilor Sam Chase's amendment to add a full cleanup conversation back into the resolution:

(draft amendment language)

" Metro Council shall, within 30 days of the release of Oregon DEQ's remedial cleanup action record of decision on Willamette Cove, convene a work session to discuss additional and voluntary actions that Metro could take at the site to further improve its environmental condition; and "

4. Council needs to make transparent the confidential agreement between Metro and the Port related to Willamette Cove to the public

In Solidarity,

Charlie

Hello Metro Council,

"Mni Wiconi" Lakota for "Water is Life," water is life for all beings. Clean water is essential for all habitats. Willamette Cove is no exception - it is essential for the biosphere of the North Portland community.

Metro must act in support of the people and environment. Thank you for taking the steps of making the Cove eligible for Parks & Nature Bond funding. This is good use of the people's tax dollars. Making any and all agreements between the Port and Metro as transparent as possible to the Public aka the People, your constituents who pay tax dollars - is good governance, and cost effective.

The Council must support Metro Councilor Sam Chase's amendment to add a full cleanup conversation back into the resolution as follows: Amendment On page 2 of the resolution, following BE IT RESOLVED 2, insert:

"3. Metro Council shall convene a work session within 30 days of the issuance of the DEQ record of decision for Willamette Cove to discuss additional and voluntary actions that Metro could take at the site to further improve its environmental condition."

"Mni Wiconi" Lakota for "Water is Life," you must do this for the health and well-being of your children, your children's children and seven generations. Metro's mission is to safeguard green spaces and liveability by reducing and/or correcting environmental harm(s) either current or past, for the viability of our most precious resources water, land and air - Willamette Cove.

Please be a total champion for Willamette Cove and its biosphere. Step up, stand tall for the children of future generations. My Indigenous elders were stewards of and champions for Willamette Cove. This is your chance, your turn to be a good steward and champion for Willamette Cove. Mni Wiconi!

Thank you for your time, help and support. Much appreciated.

Dear Metro Council,

Everyone in the Metro service area needs equitable access to nature. Where tribes have a strong connection to a place, Metro needs to be especially attentive.

Thank you for making sure that Willamette Cove is eligible for Parks and Nature Bond funding, agreeing to a public involvement process, and expanding Metro's vision beyond the North Portland Greenway Trail on the outer edge of the property. These are very important provisions of Resolution 20-5149. However, the resolution lacks something very important--a commitment to evaluate how to achieve a full cleanup of Willamette Cove. Capping the contaminated sediment does not align with community priorities and the wishes of the Confederated Tribes of Yakima Nation who are calling for the removal of most of the contaminated sediment from the site.

I strongly urge the Council to support Metro Councilor Sam Chase's amendment to add a conversation about a full cleanup into the resolution. The Amendment should be inserted on page 2 of the resolution, following BE IT RESOLVED 2, as follows

"3. Metro Council shall convene a work session within 30 days of the issuance of the DEQ record of decision for Willamette Cove to discuss additional and voluntary actions that Metro could take at the site to further improve its environmental condition."

All people of the Metro area should be able to get close to the water bodies near where they live for recreation and spiritual and cultural reasons. A full clean-up of Willamette Cove is the only way to provide equitable access to a vital natural resource area for diverse populations. I look forward to hearing what you decide.

Sincerely,

Jenny Holmes

I support the talking points from the PHCC and statements from other Willamette River Advocacy Group members.

Among the other issues, Council needs to make transparent the confidential agreement between Metro and the Port related to Willamette Cove to the public.

Thank you,

Mark Whitcomb

Willamette River Advocacy Group

Clean the Willamette

Hello Metro Legislative Coordinator and Metro Council:

I am writing to you because of my concern about a proposed toxic waste dump at Willamette Cove. This is a public natural area which must not be used to store contaminated waste.

I request that the Metro Council amend its resolution to explicitly support a cleanup alternative, including removal of all contaminated soils that exceed human health risk levels from Willamette Cove.

Cleanup of public sites should not be governed by secret agreements and Metro should be transparent in all aspects of overseeing Willamette Cove.

Metro should also commit to a robust public process regarding the future of Willamette Cove in which Willamette Cove would be made eligible for 2019 greenspace bond funding.

Thank you for advocating for the health of the Willamette River.

Dena Turner

Greetings,

My name is Elijah Cetas. I grew up in North Portland, and I'm an organizer with Portland Harbor Community Coalition and the Sunrise Movement.

I want to thank you for making Willamette Cove eligible for Parks & Nature Bond funding, and committing to work with the public to determine the future use of this site.

Water is life.

It is imperative you listen to North Portlanders and the Yakima Nation and commit to a full clean up of Willamette Cove.

North Portlanders lack access to natural areas and parks that other river communities cherish. At the same time, we are overburdened with harm from industrial lands. Living adjacent to hundreds of fossil fuel tanks and the devastating pollution of the Superfund Site, our communities- housed and unhoused - are hurting. Impacted people have the right to access the water, to a health community, and to encounters with thriving ecosystems, fish and wildlife.

Consolidation and monitoring are not true solutions. It means hills of contaminated soil, time bombs waiting to spill back into the watershed. We know that climate change will raise seawaters and bring more extreme flooding that will in time erode and destroy these impermanent caps. The cascadia earthquake - a magnitude 9.0 earthquake - has a one in three chance of striking in the next 50 years.

Without a full cleanup, Metro leaves an enormous debt for future generations.

For only 2 million dollars more in cleanup costs, we can restore this landscape, make it safe for people and wildlife, resilient to floods and disasters, into perpetuity.

As a public agency, Metro is responsible for upholding its treaty obligations to the Treaty Tribes of the Willamette River. The Confederated Tribes of Yakama Nation are calling for a full cleanup of this site in accordance with their rights to harvest from usual and accustomed places, which they have held on the Willamette River since time immemorial.

It is unacceptable for this agency to ignore tribal sovereignty and public demands for a full cleanup by brokering a private agreement with another agency, the Port of Portland. These confidential communications must be made public.

Restore the resolution language submitted by Councilor Chase, and commit to a full clean up.

Thank you,

Elijah Cetas



Metro

Willamette Cove: Resolution No. 20-5149



Metro Council meeting
December 10, 2020

Willamette Cove Upland Site



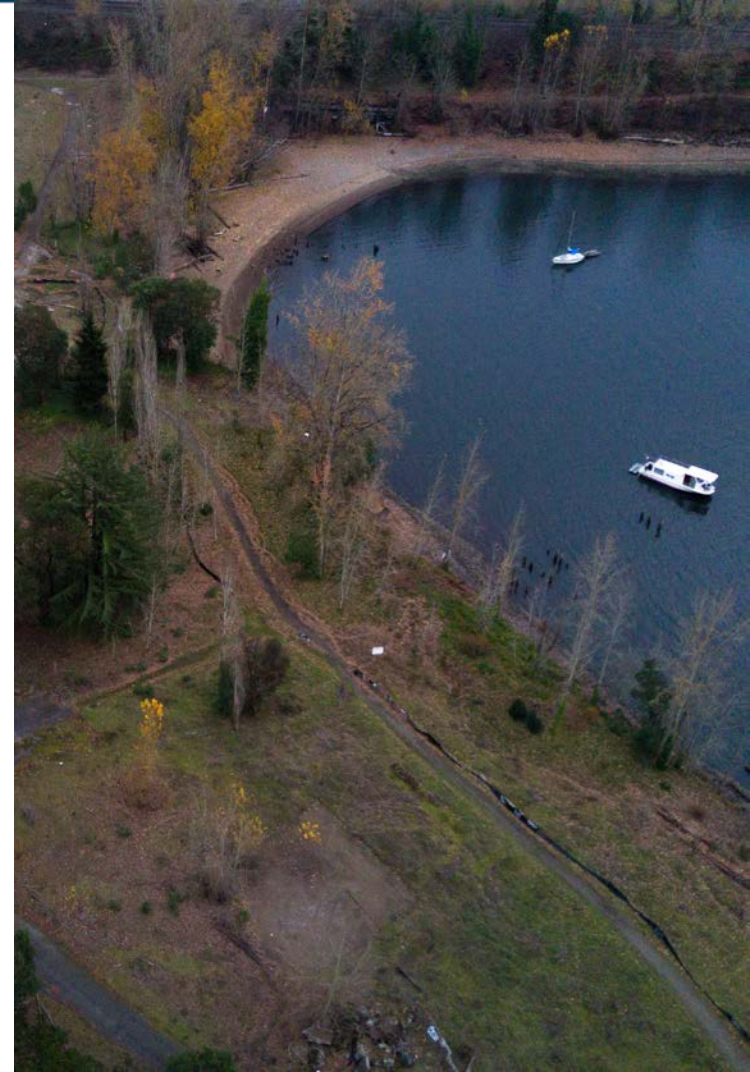
2019 bond program areas

- Land investments and restoration, \$155 million
- Metro park improvements, \$98 million
- Nature in Neighborhoods capital grants, \$40 million
- Local parks and nature projects, \$92 million
- Walking and biking trails, \$40 million
- Complex community projects, \$50 million



Resolution No. 20-5149

- Include Willamette Cove property to Exhibit E of 2019 parks and nature bond resolution
- Affirm support to explore passive recreation, trail development, habitat restoration
- Direct staff to create engagement plan to identify community priorities



oregonmetro.gov





May 2021

Willamette Cove 101: Community engagement

Background: In December 2020, Metro Council passed a resolution to make Willamette Cove eligible for funding through 2019 Parks and Nature bond. Included in the resolution was a plan for meaningful public engagement to identify community priorities for future passive recreational opportunities and trail development at Willamette Cove. This is separate from but linked to the plan for tribal engagement at Willamette Cove.

What is meaningful community engagement? Meaningful community engagement is a response to historical and contemporary racial and other oppressions perpetuated by institutions and individuals with political, social and economic power. The inherent purpose of community engagement is to address these injustices by redistributing decision-making power to Black, indigenous and other people of color and other historically marginalized communities. For community engagement to live up to this purpose, racial equity needs to be embedded throughout each phase of the cycle to ensure that the voices of impacted communities will substantially change the final outcome of a project.

Where are we now? Metro staff members are currently working on a plan to collaborate with community members in the Willamette Cove decision-making process. Effective community engagement requires clear sideboards so all participants know what is and isn't possible in a project — because of the complicated nature of the Willamette Cove site, including the separate upland and in-water cleanup plans, it will likely be years before those sideboards are in place and the community engagement process can begin.

What happens next? Staff will present a plan for meaningful community engagement to Metro Council in July of 2021. In the meantime, project team members are available to discuss Willamette Cove with community members, listen to concerns and answer any questions they may have.

How can I learn more? Individuals or groups interested in community engagement can contact Matan Gold (matan.gold@oregonmetro.gov), Metro's Willamette Cove community engagement specialist, or Kelsey Wallace (kelsey.wallace@oregonmetro.gov), Metro's Willamette Cove communications coordinator, for additional information.

Willamette Cove Engagement Plan | Draft | V 1.3

Please record revisions to your Project Plan document in the table below.

Version Number	Brief Description of Change	Author(s)	Date
1.0		Matan, Kelsey	4/13/21
1.1	Input from YZ, Humberto, and Cory	Matan	5/3/21
1.2	Feedback from project team	Matan	5/21/21
1.3	Feedback from steering committee	Matan	6/8/21

Willamette Cove Overview

Metro's Willamette Cove property comprises approximately 27 acres and approximately 3000 feet of Willamette River shoreline. The low-lying riverfront property is on the northern bank of the Willamette River between the Burlington Northern Santa Fe Railway Bridge and the St. Johns Bridge, north of downtown Portland.

The Willamette River and its natural resources are of significant historic, cultural and ongoing importance to many tribes in our region who have maintained strong ties to and relied upon the river, its resources and lands for traditional and cultural practices, sustenance and subsistence, trade and travel since time immemorial.

Bridge construction, lumber and plywood mill operations, barrel manufacturing, dry-dock and ship repair at the site in the 1900s left contamination including heavy metals, diesel fuel, polychlorinated biphenyls (PCBs), and dioxins in soil in most of the Willamette Cove property.

Using money from the 1995 natural areas bond measure, Metro purchased the land in 1996 after receiving a report that there were no unacceptable risks to human or ecological health. Since that time, Metro has managed the site.

Many agencies and organizations are involved in the cleanup of Willamette Cove. DEQ has oversight from the top of the riverbank into the upland. The Port of Portland, as a responsible party for some of the contamination, joined with Metro to participate in the Oregon Department of Environmental Quality's Voluntary Cleanup Program. The U.S. Environmental Protection Agency has oversight from the top of the riverbank and into the river. Landowners of this portion include Metro and the Oregon Department of State Lands. The City of Portland and partners have started a separate community engagement process, which will help determine the design for the cleanup of the in-water area of Willamette Cove.

Metro has worked with partners over the years on several cleanup efforts, including in summer 2004 when a cap was constructed in a portion of Willamette Cove. In 2008, soils with high metal concentrations were removed from the central portion of the site. In 2015 and 2016, Metro partnered with the Port of Portland to remove soils throughout the site with the highest levels of contamination. The areas with removed soil were replanted with native vegetation. However, contamination remains throughout the site, which is why Willamette Cove remains closed.

In December 2020, Metro Council passed a resolution to make Willamette Cove eligible for funding through the Taking Care of Metro Parks program area of the 2019 Parks and Nature bond. Part of the resolution included a plan for meaningful public engagement to identify community priorities for future passive recreational opportunities and trail development consistent with protection and restoration of natural resources at Willamette Cove.

Engagement Overview

Metro will engage with community members, tribal governments and stakeholder groups to identify community priorities for passive recreational opportunities and trails in line with the protection and restoration of natural resources at Willamette Cove.

In December 2020, Metro Council passed a resolution to make Willamette Cove eligible for funding through the Taking Care of Metro Parks program area of the 2019 Parks and Nature bond. Through the bond's investments, Metro is working to ensure that parks and nature across greater Portland benefit communities who have not benefited equitably from past investments by prioritizing community engagement, racial equity, and climate resilience.

To ensure that the bond lives up to its principles and priorities, Metro is committed to establishing meaningful partnerships that drive the engagement of the diverse communities across the region, especially BIPOC, immigrant, low-income, people with disabilities and other systematically oppressed communities. We believe that collaborating on the design and implementation of engagement strategies with partners from diverse lived and professional experiences will ensure that we reach communities that have historically been excluded. This approach is grounded in racial equity and in our commitment to meaningful and transparent community engagement.

This framework aims to ensure that voices outside of dominant groups are at the table to influence decisions made about Willamette Cove. In this process partners will collaborate with program staff at different touch points and will inform how and when we engage with communities.

Engagement Ethos

- The engagement will center those who have been most harmed by white supremacy and neocolonialism
- The engagement will have clear and transparent sideboards
- Communities will have clarity as to what they do and do not have decision making power over
- We will place the least amount of burden upon community members

Engagement Goals

Before developing a community engagement plan, it is critical to have a shared understanding of why community engagement is a significant component of our project and to identify our **objectives** and **outcomes** for community engagement. Well-defined **objectives** and **outcomes** for the project will help identify the engagement tools and activities that we will need to have an effective process with mutual-benefit.

Questions/statements to be answered*:

Why is it important to engage communities in this project?

What will community engagement accomplish and deliver for this project?

What project outcomes will demonstrate that we've achieved the intended community engagement objectives?

The project will be successful if...

*Do to the ever-changing nature of this project, these questions will have to be revisited prior to the master-planning stage.

Engagement Scope

The scope of work outlined below is meant to be a guide for the engagement process. The scope will be evaluated throughout the process and will be modified based on the input of collaborators and as conditions change, programs evolve, and feedback from community is collected.

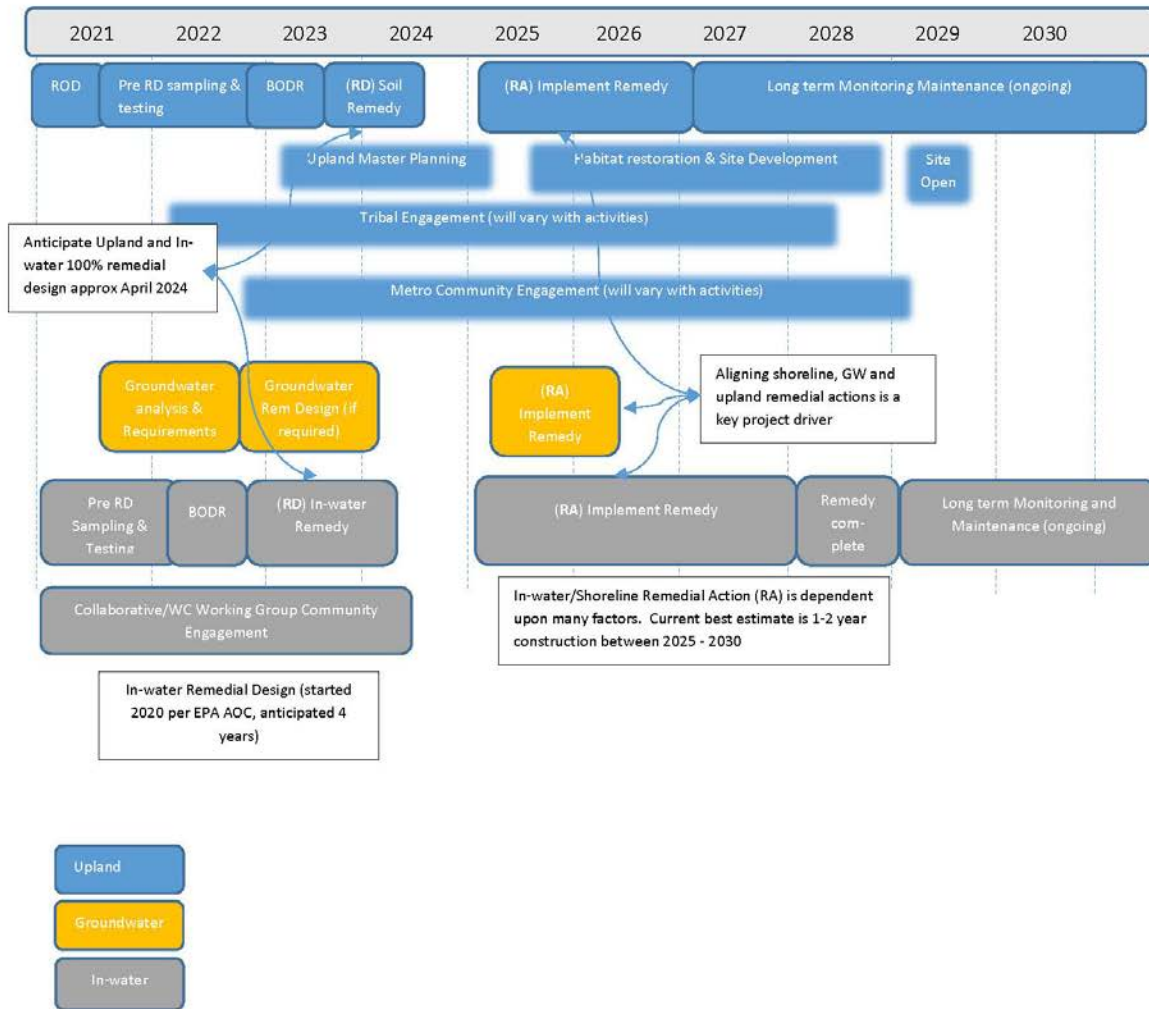
- Support the planning and facilitation of engagement events
- Lead culturally-specific events
- Support the recruitment and participation for engagement events prioritizing BIPOC, immigrant, low-income, people with disabilities and other systematically oppressed communities
- Support the development of communications resources related to the community engagement efforts and other materials related to Willamette Cove

Willamette Cove Draft Timing – July 2021--information known today; subject to frequent changes

Boxes with blurred borders are subject to Metro funding, bond priority, community input and other factors

Willamette Cove Draft Timing – July 2021--information known today; subject to frequent changes

Boxes with blurred borders are subject to Metro funding, bond priority, community input and other factors



Distinguishing different types of engagement

Throughout this plan, there are distinctions between community engagement, stakeholder engagement and tribal engagement. This framework centers community engagement. Although engagement opportunities will overlap, relationship management will be different (more details in stakeholder engagement section). Tribal government engagement will be led by Katie McDonald.

Community engagement

Community engagement within project decision-making and policy development processes focuses on involving community members and community representatives in shaping decisions that directly and indirectly impact their lives and the lives of their constituents. This includes those who are direct, self-identified stakeholders (e.g., neighbors near a potential park, waste management site or transit line).

It also requires effort to discover how prior projects or policies have impacted communities – especially systematically oppressed communities – and explain and discuss goals, objectives and options and how those might affect people who may not historically have been involved or have been actively excluded from governmental decision-making and policy development. Outreach strategies focus on both direct engagement and partnerships with community organizations, such as culturally-specific organizations, service organizations and neighborhood associations/CPOs.

Facilitating Power developed a [Spectrum of Community Engagement to Ownership](#) that breaks down the stages of engagement. These stages allow us to identify where Metro is at with engagement and where we can go if we restructure systems and processes. This community engagement framework strives to create opportunities that go beyond stage 3 (involve), into stage 4 (collaborate) and ideally land at stage 5 (defer to community). We want to engage with communities and partners in a way that defers ownership and decision-making power to those most impacted by our programs and policies, specifically BIPOC and other systematically groups. Community engagement is held by Matan Gold and could be implemented in collaboration with community partners.

Community organizations are key partners to leading meaningful community engagement. However, merely consulting (stage 2) and informing (stage 1) staff from community organizations or the general public is not meaningful community engagement.

Intended outcomes for community engagement:

- Collaborate with community members in designing and implementing community engagement strategies to inform Willamette Cove decision-making process
- Provide clear sideboards for community members so all participants know what is possible at Willamette Cove (and what isn't)
- Ensure that there is reciprocity in engagement strategies – meaning that the information and opportunities for engagement are of value to participants and provide valuable feedback for WC community engagement staff

- Ensure that BIPOC, immigrant, low-income, people with disabilities and other systematically oppressed communities participate in discussions and influence decisions throughout the engagement process
- Establish partnerships and processes that are transparent and accountable to the communities Metro is prioritizing

Stakeholder engagement

Stakeholder engagement focuses on involving stakeholders who have traditionally held political power within project decision-making and policy development, including jurisdictional and agency partners, business groups, and, often, established interest groups such as environmental, labor or industry-specific organizations.

Stakeholder engagement alone does not equate to meaningful engagement.

Intended outcomes for stakeholder engagement:

- Cultivate these long-held relationships
- Ensure transparency and open communication
- Leverage the expertise of various stakeholders
- Seek guidance from committees when appropriate

Tribal engagement

Tribal engagement or tribal consultation focuses on involving tribal governments with interest in the land and natural resources and who might have treaty rights to properties of interest to Metro and might be potentially impacted by projects or policies.

Tribal engagement is held by Katie McDonald.

Katie is currently building Metro's Tribal Affairs Program. It should be stated: tribal government engagement is not part of Metro's work to advance racial equity; it is Metro's recognition of the tribes as sovereign nations and co-managers of natural resources across the region. Metro is committed to consulting and engaging tribal government partners.

Collaborating with tribal governments is a new endeavor for Metro, thus it will take time to build relationships and to brief tribes on previous and current work on Willamette Cove. This engagement plan will adapt to the needs and requests of the tribes as priorities are identified. The work outlined in this plan will be implemented alongside the tribal government engagement plan and will be iterative as feedback is received.

Intended outcomes of tribal engagement:

- Metro builds positive relationships with tribal leaders, staff and representatives to understand tribal interests, explore opportunities for partnership and collaboration, and create approach to address tribal interests in Metro's work.

- Metro implements actions that promote G2G relations with tribes and support tribal sovereignty, treaty rights, interests and resources.
- Metro builds relationships with tribal governments that extend beyond the Willamette Cove project that provide benefits to our respective governments.
- Metro implements conservation actions with increased environmental, biological and cultural value and impacts at Willamette Cove.
- Metro natural areas/properties have increased use by tribal partners, tribal communities and urban Indigenous community members.
 - Increased use, access to nature and opportunities contribute positively to the pursuit of traditional life-ways for tribal partners, tribal communities and urban Indigenous community members.
- Metro is an informed decision maker and improves its ability to make decisions which guide the expenditure of public funds in support of the Willamette Cove project.
- Tribes are provided an opportunity to participate in processes to foster effective collaboration, informed decision-making and relationship building.
- Tribal interests, priorities and concerns are considered in Metro actions and decisions regarding the Willamette Cove site.
- Tribal expertise and traditional knowledge are considered and inform Metro actions and decisions regarding the Willamette Cove site.

Racial Equity

As recommended by the Willamette Cove Steering Committee, the Willamette Cove Community Engagement Strategy will be informed and guided by [Metro's Racial Equity Framework: Aligning decision-making practices to advance the values of diversity, equity and inclusion](#) tool. The Willamette Cove project team, prior to the engagement process, will as a team, complete the Racial Equity Worksheet found in Appendix A.

The values laid out in the framework will help guide the engagement process.

- An understanding that, due to structural racism, Black, Indigenous and other people of color (BIPOC), experience inequitable health, education, criminal justice and economic outcomes.
- A commitment to advance strategies to support and invest in Black Lives and transform systems that create or perpetuate harm.
- A commitment to redesigning and centering new programs, policies or planning efforts to benefit and support BIPOC communities so that they may thrive in our region.
- • An understanding that a traditional approach to decision-making without a racial equity considerations will result in communities of color bearing the disproportionate impacts.

The engagement process will also be guided by [Metro's Strategic plan to advance racial equity, diversity and inclusion](#) adopted in 2016.

Special attention will be paid to **Goal B: Metro meaningfully engages communities of color** and its three objectives:

Objective 1: Establish and strengthen relationships with communities of color.

Objective 2: Increase accountability by ensuring community involvement in the evaluation and implementation efforts.

Objective 3: Increase participation of communities of color in Metro decision-making

Another strategy to ensure that our racial equity goals are through engagement is to model our engagement

Criteria for meaningful engagement

Meaningfully engage with communities of color, Indigenous communities, people with low incomes and other systematically oppressed communities in planning, development and selection of projects.

- Desired outcomes
 - **Everyone benefits:** When parks and nature projects are selected/built/maintained in a way that seeks to lift up and give power to community members that have been systematically suppressed, decisions are ultimately made that benefit everyone. When everyone can enjoy Metro parks, it becomes an essential piece to creating vibrant communities (a desired regional outcome at Metro).
 - **Ownership:** Through shared power in decision-making, communities of color, Indigenous communities, people with low incomes and other systematically oppressed communities feel that they have a stake in the wellbeing of the place/project/investment. This public investment results in a feeling of personal ownership.
 - **Representation:** Communities of color, Indigenous communities, people with low incomes, and other systemically oppressed communities feel that the parks were built for them. Communities not only feel welcome but they see themselves in how parks and nature projects were selected/designed/maintained.
 - **Building trust and long-term relationships:** Investment decisions result in greater community confidence that systems can change when working with government, and will have cumulative impacts on Metro and jurisdictional partner relationships and reputation with community.
- Examples of practice
 - **Center and prioritize:** The needs and values of systematically oppressed communities are centered and prioritized so that they have power to influence decisions.

Prioritize projects and needs identified by communities of color, Indigenous communities, low-income and other systematically oppressed groups.

- Desired outcomes
 - **Everyone benefits:** When Parks and Nature projects are selected/built/maintained in a way that lifts up and gives power to community members that have been systematically oppressed, decisions are ultimately made that benefit everyone.

- **Ownership:** Through shared power in decision-making, communities of color, Indigenous communities, people with low incomes and other systematically oppressed communities feel that they have a stake in the wellbeing of the place/project/investment. This public investment results in a feeling of personal ownership.
- **Personal and systemic impacts:** When parks are selected/built/maintained in a way that gives power to community members that have been systematically oppressed, it impacts people on a personal level (giving more ownership) while also breaking down systemic barriers marginalized folks continue to face.
- **Representation:** Communities of color, Indigenous communities, people with low incomes, and other systematically oppressed communities feel that the parks were built for them. Communities not only feel welcome but they see themselves in how the park was selected/designed/maintained.
- Examples of practice
 - **Center and prioritize:** The needs and values of systematically oppressed communities are centered and prioritized so that they have power to influence decisions.
 - **Shared power:** We commit to sharing decision-making with communities who have been systematically oppressed during the engagement process. Where we fall short of that, we'll show our work to demonstrate why.
 - **Equitable process leads to equitable results**

Cycle of community engagement

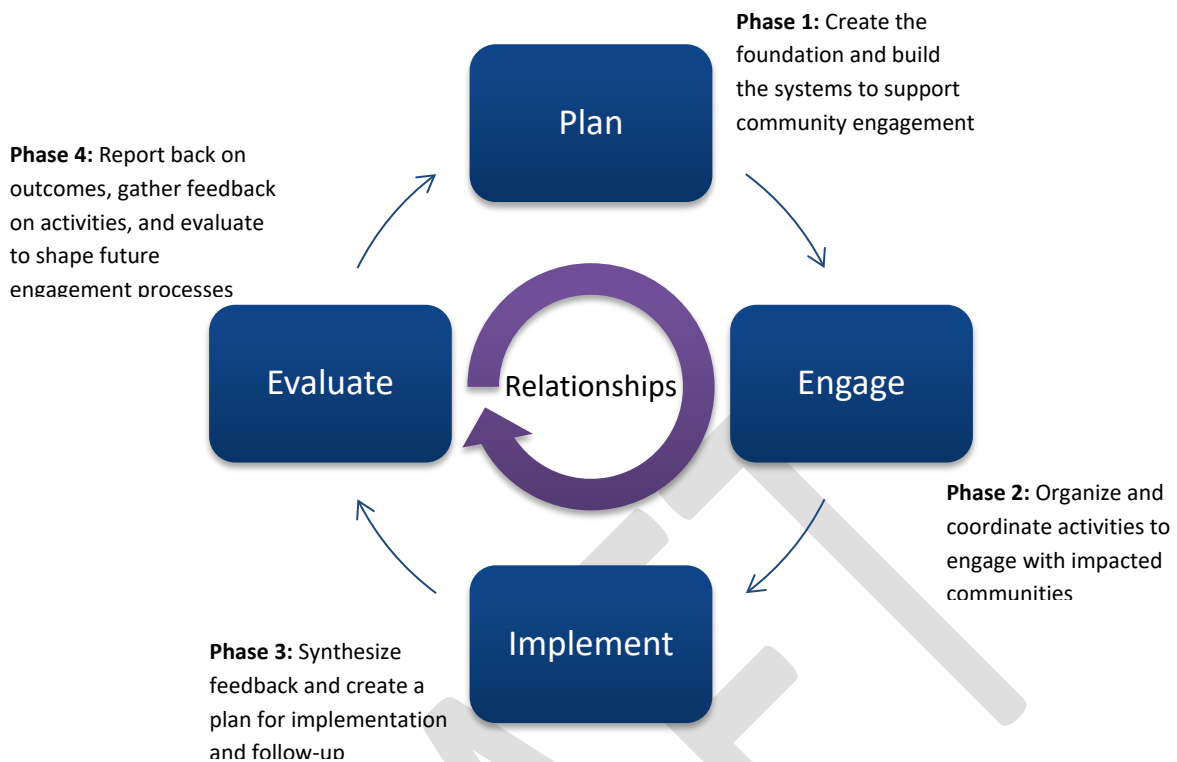
Overview

Meaningful community engagement requires transparent and trusting relationships that guide the planning of all phases of the cycle of engagement, including what happens before and after staff engage with community members. Community engagement must be approached holistically, with equal focus given to what is happening when staff are not collecting input as when they are. It is best understood as a cyclical and iterative process that will change based on relationships and community feedback and will shape future engagement opportunities.

One way to understand the cycle of community engagement is a phased approach, with relationship building at the core. The four phases are

- Phase 1: Plan
- Phase 2: Engage
- Phase 3: Implement
- Phase 4: Evaluate

The purpose of this document is to create a shared understanding of community engagement as an ongoing cycle and to provide a framework to guide our planning and implementation. As we use this tool to support our work, it will be important keep in mind that while these phases are sequential, they are also malleable and will inevitably overlap with each other throughout the cycle.



Racial equity and redistribution of decision-making power

The goal of establishing a framework for meaningful community engagement is driven by the goals of the Parks and Nature [Racial Equity, Diversity and Inclusion Action Plan](#) and, as the foundation, Metro's [Strategic Plan to Advance Racial Equity, Diversity and Inclusion](#). The strategic plan focuses on removing barriers for Black, Indigenous, and people of color (BIPOC) by improving how Metro works internally and with partners across the region. Meaningful community engagement, as outlined in this framework, is one way to advance Metro's work in the strategic plan. In order to effectively use this tool it is necessary to understand its relationship to racial equity and the many forms of systemic oppression.

Meaningful community engagement is a response to historical and contemporary racial and other oppressions perpetuated by institutions and individuals with political, social and economic power. The inherent purpose of community engagement is to address these injustices by redistributing decision-making power to BIPOC and other systemically oppressed communities. For community engagement to live up to this purpose, racial equity needs to be embedded throughout each phase of the cycle to ensure that impacted communities will substantially change the final outcome of a project.

Committing to thoughtful and meaningful community engagement is a commitment to racial equity and to redistributing power. It is a commitment to recognize the power and knowledge that exist in the communities we serve and to give them the time and information needed for them to contribute to decisions on their behalf.

Building and maintaining relationships

Relationships are central to community engagement.

Building transparent and trusting relationships with communities before an engagement activity is as important as sustaining them beyond that event or project. Relationships take time and care, and should be prioritized at every phase. Individual relationships and community partnerships contribute to the growth of individuals and institutions, support the development of new models of thinking and doing and increase trust among and between communities and institutions. Additionally, they allow for consistent sharing of resources and opportunities across partnerships.

Whether they are supporting the creation of responsive processes that incorporate multiple perspectives, helping identify a community priority that should be a future project or increasing participation in an upcoming event, relationships and thoughtful relationship management are critical to our community engagement plan and to the sustainability and effectiveness of Metro as a whole.

Phase 1: Plan

Project teams develop the foundations of a project and internal structures that prepare them for successful and meaningful community engagement. This planning sets the groundwork for the rest of the process and, just like every phase of the cycle, needs to be guided with a racial equity lens and with multiple perspectives involved.

- Alongside a community engagement plan, project teams should also initiate tribal government engagement as early as possible to ensure tribes who might be impacted by the project are consulted prior to broader community engagement. Community engagement is not a substitute for tribal government engagement. Teams should create a plan in alignment to their agencies' recommended best practices for engaging tribal governments.
- Planning starts with subject-area experts (project staff) identifying decision-making points and areas of influence for external engagement as well as constraints within decision-making such as legal or financial obligations. This information is essential to ensure that engagement opportunities can actually impact project outcomes and that it will be clear to communities what the team is asking of them. Allow input from community members to shape as many of the decision points as possible
- This planning becomes a collaboration between project staff and community engagement staff to flag all critical decision-making points and to identify communities who are impacted and will be prioritized. Teams need to identify where in the [Spectrum of Community Engagement to Ownership](#) these decision-making points land. Community engagement opportunities should strive to be a level 5 (community ownership) and at a minimum a level 3 (involve). If these decisions are not at a level 3 or higher they need to be re-examined to allow for level 3 engagement.
- In creating a community engagement plan, teams need to identify overall objectives for engagement, specific objectives for each touch point depending on the level of engagement, process for evaluation, potential challenges and strategies to address them and a clear framework for how input from communities will be weighed and implemented.

- Apply a racial equity lens throughout the planning process to ensure that power will be redistributed through engagement, the most impacted communities are involved, biases are addressed and that engagement is starting as early as possible.

Phase 2: Engage

Engagement staff begin to organize and coordinate engagement activities guided by project objectives.

- It is essential that this process is led by individuals who reflect and/or have connections to communities who are highly impacted and will be prioritized in these efforts. When this is not possible, allocate resources to ensure that staff leading this work receive the education and support needed to do this work effectively. This could include training on racial equity, trauma informed practices, facilitation, an expanded budget for additional staff and contractor support, etc.
- Outreach and engagement strategies are coordinated with internal and external partners who provide the necessary level of experience and knowledge – partners such as program staff, community engagement staff, culturally specific organizations, community leaders and partners, etc.
- Events are planned with universal accessibility at the forefront and sufficient resources allocated for community members to fully participate in the process as intended (i.e. stipends, food, transportation, interpretation, translation, close-captioning, childcare, date/time of event, etc.).
- Activities are planned centering the communities prioritized in this process which could mean creating language-specific, community-specific or other formats that will create a more welcoming space for these communities.
- Engagement activities include a plan for meaningful and accessible engagement, translated materials and interpretation if necessary, facilitation (including culturally specific facilitation if needed), a process for evaluation and a plan for reporting back on outcomes to participants.

Phase 3: Implement

The engagement team synthesizes and reports back to the project team to collaborate on next steps for implementation of the feedback received. During this phase, the team also evaluates whether engagement objectives were met and if further engagement is needed. A plan for evaluation and reporting back to the participants will need to be developed before proceeding.

- Reports to project team contain demographic information of the participants, recognition of successes and challenges, and reflect the multiple perspectives, questions and concerns that were raised.
- Project and engagement staff use power maps completed in the initial planning phase to weigh input from community members and groups to ensure that input from the most impacted communities has the greatest influence.
- Project and engagement staff create a plan for implementation, gaps to be filled with further engagement and a plan for reporting back to participants involved in the process (including which feedback will be implemented, which will not and the reasoning behind those decisions).
- Evaluate if further engagement is needed (go back to Phase 2) and if initial plan needs to shift in order to meet project objectives – report back on this decision to participants.

Phase 4: Evaluate

Project team shares the timeline for implementation and reports back to participants on the outcome of their engagement and the overall project. Phase 4 is about accountability and transparency with communities who invested time and energy into our project. This phase deepens relationships with community members and groups and builds public trust in the long run. It is also about evaluating our community engagement process to continue improving and to listen to feedback that can and should inform future projects and engagement opportunities.

- Community engagement team organizes communications and event strategies to share this update with participants and the broader community. This communication includes how and why feedback was implemented.
- Reporting back also includes the logic behind feedback that was not implemented, and, if possible, a plan of action for ways that feedback will be addressed in the future.
- Ask for feedback on the overall engagement process to improve how organization continues to lead engagement across other projects and programs.
- If possible, listen to other goals and challenges from communities to inform how Metro prioritizes future projects.

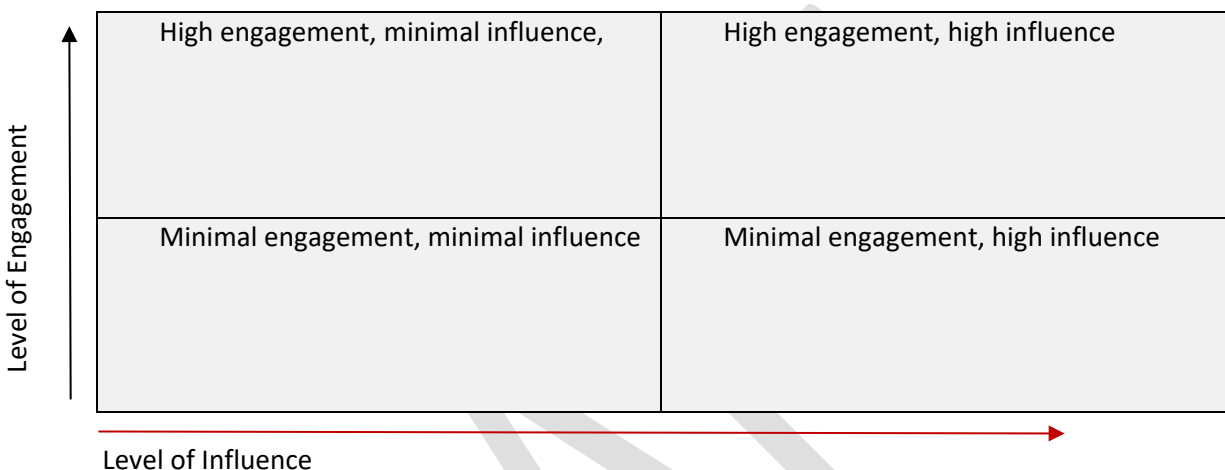
Community Impact

In order center racial equity for the Willamette Cove engagement process, strategies must be enacted to disrupt traditional forms of public engagement that, whether they be intentional or not, exclude and silence BIPOC, low-income, immigrant and refugees, and people with disabilities, and other communities most impacted by white supremacy and (neo)colonialism. This exercise will help scope what the intentional and unintentional impacts could be and with whom.

Intended Impacts	Unintended Impacts	Impacted external communities/stakeholders

Power Analysis

Once we identify the impacted external stakeholder and communities, we will use the following power analysis exercise to identify what groups we plan to engage and what level of influence they will have, in order to assure equitable engagement.



Redistribution of Power

Effective and meaningful community engagement **redistributes power** to communities whose power has not been recognized by government institutions. To truly implement meaningful engagement opportunities requires institutions to let go of decision-making power. This demands that we identify critical decision points that impact our project outcome and create engagement opportunities for communities to make those decisions. This next step is critical in ensuring that community engagement is not just a “listening session” or “open house” but an actual opportunity for communities to have **decision-making power** and **impact** the final outcome of our project.

Use the following matrix to identify the decisions that have been made and need to be made throughout the development of our project, the constraints around each decision (if any), who is the decision-maker, and how they impact the final outcome. For decisions that will be made by external community members, using the [Spectrum of Community Engagement](#), identify what level of engagement will be needed. *Expect this section to change based on feedback from community engagement staff and other partners involved in this process.*

Decision	Constraints	Decision-maker	How does it impact the final outcome?	Level of engagement needed

Scope of Work/Project Elements

The scope of work outlined below is meant to be a guide for the engagement process.

The scope will be evaluated throughout the process and will be modified based on the input of collaborators and as conditions change, programs evolve, and feedback from community is collected.

- Support the planning and facilitation of engagement events
- Lead culturally-specific events
- Support the recruitment and participation for engagement events prioritizing BIPOC, immigrant, low-income, people with disabilities and other systematically oppressed communities
- Support the development of communications resources related to the community engagement efforts and other materials relevant to Willamette Cove

Strategies for engagement

We recognize that planning for community engagement under COVID-19 brings forth unforeseen challenges to connecting with communities, particularly communities that have been under resourced and have historically (and continually) been left out of public engagement processes. The following strategies are intended to be a starting guide and will be updated as opportunities for engagement around Willamette Cove arise.

- Use universally accessible engagement tools and processes to facilitate online engagement opportunities that people with diverse identities and abilities can participate in
- Organize culturally-specific and language-specific events to center and reach BIPOC and immigrant communities
- Coordinate with different departments across Metro and the Regional investment strategy (RIS) team to implement cohesive engagement events that do not overburden our partners or the communities we are prioritizing
- Use Metro's website and social media platforms to inform and create alternative opportunities for participation in the refinement process on an ongoing basis
- Provide stipends, technical assistance, interpretation, accessibility assistance and other support services to ensure participation of all community members

Engagement Sequencing

It is the recommendation of the community engagement specialists that the engagement be phased, with each engagement built off the preceding input. It is our recommendation that the Tribes be engaged first, followed by Urban Indigenous engagement, and finally the greater public.

Tribal Engagement

Tribal Engagement for the Willamette Cove project will be led by Metro's Tribal Liason Katie McDonald. With respect to sequencing, this strategy will defer to her Tribal Engagement Plan.

Urban Indigenous Engagement

Urban Indigenous engagement for the Willamette Cove project will be led by Metro's Indigenous Liason Isabel LaCourse. With respect to sequencing, this strategy will defer to their Urban Indigenous Engagement Plan.

Budget & Staffing

Community engagement involves reaching out to communities outside of dominant groups and asking for their time, energy, and experience. More often than not, institutions expect this to be done for free, further perpetuating inequities. When seeking out this knowledge, especially as a government institution, we must allocate money within our overall budget to **compensate** community members for sharing their expertise. Furthermore, engagement needs to be led by individuals who have **shared lived experience** with the communities we are prioritizing and have knowledge and experience with **racial equity**. Although budget restrictions present real limitations around this part of the planning, consider the following questions and ways we can address them.

What is the budget necessary to effectively and equitably complete this community engagement plan?

Who are the staff involved in this engagement process? Are there capacity needs that need to be addressed? What training or support will they receive to ensure that they lead engagement processes in an equitable and, if needed, a culturally-responsive way?

What external or internal partnerships can we build to ensure that we lead an engagement process with a team that is reflective of the communities we are prioritizing?

Evaluation

A plan for evaluation is key to ensuring that engagement strategies are effective and meeting the needs of communities. Participants engaged in the process should have opportunities to provide **honest feedback** in order to evaluate and improve engagement plans. Steps for evaluation should be built into every component of our engagement plan and feedback should be implemented as it is collected.

How will we seek out **feedback** from participants on their experience engaging in the engagement process? Include opportunities throughout and at the end of the process.

What are steps our team and agency can commit to in order to implement this **feedback** throughout this plan as well as for future engagement processes?

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