

# Al Burns

**#332198 | January 18, 2023**

Testimony to **Portland City Council** on the **Planning Commission Code Amendments, Recommended Draft**

See video

Testimony is presented without formatting.

# Mark Linehan

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# Al Burns

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## Testimony to **Portland City Council** on the **Planning Commission Code Amendments, Recommended Draft**

January 17, 2023 To: Portland City Council From: Al Burns Subject: Testimony on Agenda Item 64, Ordinance to “Amend the Comprehensive Plan and the Planning and Zoning Code to create the Planning Commission and dissolve the Planning and Sustainability Commission (amend Code Title 33)” Dear Mayor Wheeler and Members of The City Council: I agree with the purpose of the proposed ordinance. State law requires that the future development and redevelopment of our city be guided by a comprehensive land use plan, and the sometime mundane but always important tasks of maintaining, updating and carrying out this plan is best carried out through the oversight of a dedicated commission. The scope of the present Planning and Sustainability Commission has proven too broad to afford comprehensive planning the attention it deserves. I testify in favor of the reestablishment of a planning commission. On December 26, 1918, the Portland City Council adopted Ordinance No 34870. This is the ordinance that first established a “City Planning Commission.” I propose returning to the original name rather than just “Planning Commission.” Unlike other municipal boards, committees, and commissions, which may advise only one department or bureau, Oregon land use law requires planning commissions to advise councils on a wide variety of matters. When a planning commission makes recommendations to council on housing needs, economic opportunities, or public facilities it is not meddling in some other bureau’s business, it is carrying out its mandate. These elements are necessary to make a comprehensive plan “comprehensive.” So, to emphasize that the commission exercises city-wide competence, is not an appendage to just one bureau, and its job is not limited to just fiddling with the zoning code, I recommend the name “City Planning Commission.” My other points are more specific. Statewide Planning Goal 2 requires the consideration of the environmental, economic, social and energy consequences of proposed planning decisions. 33.710.040 A omits “energy.” It should be added. The Portland Comprehensive Plan already contains five guiding principles quoted below. Economic Prosperity. Support a low-carbon economy and foster employment growth, competitiveness, and equitably-distributed household prosperity. Human Health. Avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy, active lives. Environmental Health. Weave nature into the city and foster a healthy environment that sustains people, neighborhoods, and fish and wildlife. Recognize the intrinsic value of nature and sustain the ecosystem services of Portland’s air, water, and land. Equity. Promote equity and environmental justice by reducing disparities, minimizing burdens, extending community benefits, increasing the amount of affordable housing, affirmatively furthering fair housing, proactively fighting

displacement, and improving socio-economic opportunities for under-served and under-represented populations. Intentionally engage under-served and under-represented populations in decisions that affect them. Specifically recognize, address, and prevent repetition of the injustices suffered by communities of color throughout Portland's history. Resilience. Reduce risk and improve the ability of individuals, communities, economic systems, and the natural and built environments to withstand, recover from, and adapt to changes from natural hazards, human-made disasters climate change, and economic shifts. However, 33.710.040 A either limits the commission's deliberation to two of these principles, or elevates two over the other three. To avoid this unintended consequence the last sentence of 33.710.040 A should either be deleted or amended to include all five guiding principles. Maintaining a primary residence within the City of Portland should be a qualification for membership on the commission. 33.710.040 B should be amended to make this requirement explicit. Yes, there has been at least one example where a resident of another city was appointed to Portland's commission. The Community Involvement Program for the Portland Comprehensive Plan was adopted by Ordinance No. 188177. This program, which is a requirement of Statewide Planning Goal 1, contains 12 references to the "Planning and Sustainability Commission." The proposed ordinance should contain a directive amending ordinance 188177 to rename the commission. Again, thank you for the opportunity to provide this testimony.

Testimony is presented without formatting.

# Community Engagement Manual

## Introduction

The following manual is a guide for implementing the goals and policies established in *Chapter 2, Community Involvement* of the Comprehensive Plan. Community involvement is integral to achieving all of the long-term goals of the Comprehensive Plan. It is also foundational to achieve equity and environmental justice throughout planning and investment projects.

The Comprehensive Plan makes clear that the City should work toward public processes and related outcomes that are equitable and help to correct past disparities. Benefits and burdens of decisions are expected to be shared equitably across our communities. Those who are both most impacted and have had the least power to influence decisions must be engaged. It must be clear how people can influence the priorities, processes, and outcomes of projects.

This manual, as called for by *Policy 2.17*, provides guidance on how to achieve this from project selection to design to implementation and evaluation of outcomes. It helps staff and partners see what resources are needed to have transparent, equitable engagement.

This manual does not include rigid prescriptions. Every project is different; community involvement practices need to be flexible and responsive, and there are many excellent resources already available that provide a “menu” of tools for community involvement and examples of how to use them effectively. This manual is intended to establish the baseline expectations for all relevant projects. It also supplies a framework that staff, community members, the Community Involvement Committee, and others can use to design and evaluate projects to help keep community involvement on track.

This manual, while intended to support project-specific work, can also be used to guide ongoing involvement work as directed by *Chapter 2*.

## Comprehensive Plan Chapter 2

### Goal 2.A: Community involvement as a partnership

*The City of Portland works together as a genuine partner with all Portland communities and interests. The City promotes, builds, and maintains relationships, and communicates with individuals, communities, neighborhoods, businesses, organizations, institutions, and other governments to ensure meaningful community involvement in planning and investment decisions.*

### Goal 2.B: Social justice and equity

*The City of Portland seeks social justice by expanding choice and opportunity for all community members, recognizing a special responsibility to identify and engage, as genuine partners, under-served and under-represented communities in planning, investment, implementation, and enforcement processes, particularly those with potential to be adversely affected by the results of decisions. The City actively works to improve its planning and investment-related decisions to achieve equitable distribution of burdens and benefits and address past injustices.*

Goal 2.C: Value community wisdom and participation

*Portland values and encourages community and civic participation. The City seeks and considers community wisdom and diverse cultural perspectives, and integrates them with technical analysis, to strengthen land use decisions.*

Goal 2.D: Transparency and accountability

*City planning and investment decision-making processes are clear, open, and documented. Through these processes a diverse range of community interests are heard and balanced. The City makes it clear to the community who is responsible for making decisions and how community input is taken into account. Accountability includes monitoring and reporting outcomes.*

Goal 2.E: Meaningful participation

*Community members have meaningful opportunities to participate in and influence all stages of planning and decision making. Public processes engage the full diversity of affected community members, including under-served and under-represented individuals and communities. The City will seek and facilitate the involvement of those potentially affected by planning and decision making.*

Community Engagement Equity Framework

The following framework serves to provide key strategies for equitable community engagement processes. It is a staff responsibility to seek out the voices and interests of under-served and under-represented communities who may be negatively impacted by a decision, and to mitigate for these impacts. Throughout the life of a project, an equity lens must be continuously used to:

- Identify disproportionate adverse effects the project may have on any community, but particularly low-income populations and communities of color.
- Identify ways in which the communities' needs inform planning, investment, implementation and enforcement processes.

The strategies below are not linear, but should be utilized on an ongoing and iterative basis. The performance measures are intended to evaluate how a project was impacted by integrating these strategies. Each strategy is accompanied by a list of examples of what the strategy looks like in practice, to guide staff in their use.

- **Know the community** - Working to understand under-served and under-represented communities is essential to foster greater understanding and informed decision-making in a manner that will maximize benefits and minimize burdens for those communities. Different communities (e.g. geographic, racial, socio-economic class) experience different outcomes, and what works for one group will not work for everyone, due to cultural factors and existing disparities.
  - **Performance Measure:** What methods were used to gain insight into the experience of under-served and under-represented communities? How did the information that was gathered affect the design of the community engagement process?
  - **What does this look like in practice?**
    - Listen to community members.

- Research community history and current events, using methods such as interviews, community mapping, or review of documentation.
  - Perform demographic analysis of under-served and under-represented communities to understand current and historic trends.
  - Assess vulnerability to socio-economic and environmental factors (involuntary displacement/gentrification, hazard risk, etc.).
  - Become familiar with government initiatives and community-generated reports, such as plans or investment strategies, to identify potential cumulative impacts and/or opportunities for collaborative policy development.
  - Use focus groups and surveys designed and/or administered by the community.
  
- **Be accessible and responsive to diverse communities** – Effective policies need to be designed with a culturally responsive and community needs or community assets-based approach. This requires that engagement practices with diverse groups correct for inherent barriers to participation.
  - **Performance Measure:** Did efforts result in increased participation from targeted communities, and did participants feel that their participation was worth the time and effort?
  - **What does this look like in practice?**
    - Use people-friendly and culturally responsive strategies such as providing translated materials, on-site interpretation, childcare, food, etc.
    - Partner with and support cultural liaisons and community leaders.
    - Adapt to meet a community where it is, based on its needs for support, capacity building, information sharing, and also physically where community members live or organize.
  
- **Appropriately support staff and community capacity** – We must intentionally allocate resources to overcome the cumulative impacts of institutional racism on historically under-served and under-represented. Investing resources into quality engagement can prevent costly course corrections in the long-run. Because community engagement with communities of color and low-income populations is highly relational, one of the best investments that can be made is ample staff time to develop relationships with under-served and under-represented community members. Navigating across cultures and addressing previous negative experiences with government requires both cultural competency skills and time. It is also important to note this work does not begin and end with a project timeline, but should be viewed as an ongoing investment that is connected across projects over time.
  - **Performance Measure:** How much staff time and/or funding was allocated to support building capacity for communities of color or low-income populations? What steps were taken to prepare staff to work with communities of color and or low-income populations?
  - **What does this look like in practice?**
    - Provide orientation or training on subject matter to community members.
    - Coordinate administrative processes to simplify community interaction.
    - Pay for community expertise that may be difficult to incorporate otherwise.

- Train staff on cultural competency.
  - Allocate staff time to develop relationships with community members
  - Support staff participation in community based initiatives.
- **Build effective partnerships** - Effective partnerships and collaborations are essential to achieve equitable outcomes. Built on trust and accountability, they should also openly acknowledge and work to balance inherent power dynamics. They require clear and purposeful roles, consistency and honest communication to foster mutual respect and build power.
  - **Performance Measure:** How do partners and collaborators who represent communities of color and low-income communities evaluate the quality of the relationship with staff and the project?
  - **What does this look like in practice?**
    - Listen, learn, reflect, share.
    - Support staff participation in community-based initiatives.
    - Clarify roles and expectations at the start.
    - Institutionalize representation from impacted communities in decision-making and processes leading to decisions.
    - Train staff on power, privilege and institutional racism and bias.
    - Use transparent and proactive communication to impacted communities.
    - Report back to the community on how feedback was used.
    - Evaluate the relationship.
- **Scope the project with the community** - Ideally, the input of impacted communities should be sought in the project scoping process. Meaningful engagement with the public as partners requires clarity in roles and purpose.
  - **Performance Measure:** Do stakeholders understand the goal, the size, and the engagement roles and opportunities of the project? Do stakeholders have a say in the setting of goals and benchmarks?
  - **What does this look like in practice?**
    - Have an honest and transparent conversation with the project team and the community about the resources available for engagement and the decision-making process.
    - Establish mutually agreed-upon goals and benchmarks for the project or process, including criteria for a successful process and successful outcomes.
    - Clearly identify how public input will be used in decision-making.
- **Continuously apply an equity lens** – Staff are responsible for seeking out the voices and interests of under-served and under-represented communities who may be negatively impacted by a decision and mitigating for these impacts.
  - **What does this look like in practice?**
    - Identify disproportionate adverse effects the project may have on any community, but particularly on low-income populations and communities of color.
    - Identify ways in which the communities’ needs can inform planning, investment, implementation and enforcement processes.
    - Build in time throughout the project to re-assess who is engaged in the planning, implementation, and evaluation.



- Build in time to check in with process participants about how the process is working for them.
- Follow through to track how the process includes activities to mitigate for impacts.

## Steps to Community Engagement

Every community is different, and every project is different, so the community involvement processes for each project will look different. However, the following steps are a necessary part of any project.

[Step 1: Identify Stakeholders and do a Power Analysis](#)

[Step 2: Scope the Level of Community Engagement](#)

[Step 3: Plan the Community Engagement Process](#)

[Step 4: Implement the Community Engagement Process](#)

[Step 5: Report Results of the Community Engagement Process](#)

[Step 6: Evaluate the Community Engagement Process](#)

For each step, this manual includes:

- baseline expectations
- questions that it may be helpful to ask along the way
- examples of tools that may be helpful

### Step 1: Identify Stakeholders and do a Power Analysis

*Comprehensive Plan Policies: 2.2, 2.9, 2.21, 2.24, 2.25, 2.26, 2.27, 2.31*

The first step once a project has been scoped is to identify who the stakeholders are, how they may be impacted by the project and how they are able to influence the outcome. Knowing who has a stake and who will be impacted by a policy or plan is important in understanding the political landscape that will need to be addressed during the project in order to achieve equity goals. Power in this step is defined as the ability to influence planning processes and is often tied to class, race, gender and educational status. Some examples of types of influence include having:

- Mandated or perceived authority in the decision making process
- Experience or participation in similar processes
- Shared traits with decision-makers (such as appearance or communication style)
- Property ownership
- Existing relationships with decision-makers and/or staff
- Access to information that can affect analysis of existing and future conditions
- Access to resources that can affect implementation

Power is an effective means for advancing one's interests. It is therefore the responsibility of staff to ensure that impacted parties are empowered through community involvement so that decisions can be made with the best interests of all in mind.

#### Expectations:

- Do this assessment during the scoping phase of your project.
- Take the time to identify under-represented and under-served communities and how they may be impacted by the policy.
- Discuss what power means for different stakeholders in the process, including the power you have as staff.

- Break out clusters of stakeholders that have differing types of power (e.g. instead of breaking out based on neighborhood, break out into renters and homeowners)
- Identify specific strategies to address the involvement needs for those who may be very impacted by the decisions that will be made, but are under-represented in decision-making.
- Do not do this assessment as an individual. Seek out diverse perspectives to contribute to the analysis.

#### Guiding Questions

- What is the purpose of this project? Or, what problem is this project solving? Who shares this definition of the problem?
- Who are the stakeholders for this initiative?
- Who is the end user for this plan?
- Who is likely to be most impacted by the project?
- What has this stakeholder group experienced that might be relevant to this project?
- Does one stakeholder group carry more influence/access than another in regards to your initiative? Why?
- What community engagement strategies will you use to ensure under-represented/under-served stakeholders have more equitable influence/access?

#### Examples of Tools

- Whiteboard exercise mapping out impacts and power.
- Discuss previously gathered data.

## Step 2: Scope the Level of Community Engagement

*Comprehensive Plan Policies: 2.26, 2.27, 2.15, 2.17, 2.19*

Assessing the degree of community concern, capacity and/or readiness will help to determine the appropriate level of community participation. The community will become involved based on its perception of the seriousness of the issue, but also based on its historic relationship with government. Therefore, it is important to both anticipate the community's level of interest, concern and institutional influence regarding a project or program as well as develop appropriate community engagement strategies to ensure equitable access and involvement in the process.

#### Expectations:

- Perform this assessment in consultation with community involvement and/or communications staff and management.
- Consider past experiences with similar work.
- Consider the political landscape over the anticipated lifetime of the project
- Determine whether and when the project will be reviewed by the Community Involvement Committee.
- Allocate staff resources to engage with community members in a meaningful way. Including, but not exclusive to: attendance at community-driven meetings, follow-up after feedback has been given, and evaluation.

- Plan ahead, and communicate clearly about how public input will be considered in decision-making. Determine how the influence of public input on the final decision will be reported, and make that clear to stakeholders at the beginning of the project.

#### Guiding Questions

- What is the legally required level of participation?
- What is the anticipated level of conflict, opportunity, controversy or concern on this or related issues?
- What is the possibility of broad community interest?
- How significant are the potential impacts to the community?
- How much do the major stakeholders care about this issue, project or program?
- Why do they care or not care?
- What degree of involvement does the community appear to desire or expect?
- What is the potential for community impact on the final decision or project?
- How significant are the possible benefits of involving the community?
- How serious are the potential ramifications of NOT involving the community?
- What level of community participation do Council and/or bureau directors desire or expect?
- What is the probable level of difficulty in solving the problem or advancing the project?
- What level of media interest do you anticipate?

### Step 3: Plan the Community Engagement Process

*Comprehensive Plan Policies: 2.11, 2.12*

It is essential to create a Community Engagement Plan. It will probably be necessary to revisit and update this plan at multiple points over the course of the project, particularly if significant changes are made to the scope, schedule or budget. Be sure to save an original draft and each subsequent version in case a reference is needed them later in reporting.

Note that this is also a good time to review evaluations from previous community engagement plans and feedback from the Community Involvement Committee on past projects so that you can implement the changes and advice you and others have provided.

#### Expectations:

- Establish goals for the community involvement process.
- Identify federal, state, and city requirements for community involvement that must be met. (See list at end of this document.)
- Identify strategies to address the needs of under-represented, under-served communities.
- Develop a reasonable and meaningful budget. Prioritize resources for engagement with under-served and under-represented communities. When needed, include: translation, interpretation, food, child care, print materials, meeting facilitation, contractors and consultants.
- Establish a reasonable timeline.
- Plan sufficient time for effective techniques and compilation of community input at each step in the decision-making process.

- Create a strategy for evaluation and accountability

Questions:

- What is the political and legal context of the project?
- How does this community involvement process advance the guiding principles in *Chapter 2* of the comprehensive plan?
- What equity (racial, ethnic, income, geographic) issues (disparate impacts, access) will be important to consider throughout this project?
- What tools will be necessary to accomplish the community involvement goals?
- Is there sufficient flexibility in the schedule to achieve the community involvement goals?
- Will staff be able to respond to the community in a timely manner during the process?
- How much time is required at each decision point?
- What will a successful process look and feel like for the affected communities?
- What will a successful process look and feel like for City staff?
- What mechanism is in place to let community members know how their feedback will be and has been used?
- How would the communities describe this project?
- How will performance be tracked?

#### Step 4: Implement the Community Engagement Process

*Comprehensive Plan Policies: 2.32, 2.33*

Now that the work of planning is complete, the job of implementation begins. The process of community engagement is dynamic. Expect to make process changes and adaptations from the original Community Engagement Plan.

Expectations:

- Review the community engagement plan regularly and document what adaptations have been made and why they were made.
- For multi-year projects, build in resources to do a substantial evaluation at major milestones to guide any necessary course corrections.

Questions:

- Does the schedule need to be adjusted?
- Are new concerns developing?
- Does stakeholder identification and analysis need to be revisited?
- Is the political/legal context changing?

#### Step 5: Report Results of the Community Engagement Process

*Comprehensive Plan Policies: 2.14, 2.32*

Whether your purpose is to educate, consult, involve, collaborate, or support shared decision-making, you will need to report the results of your community engagement process. It's likely that you will begin reporting about the community engagement process during the implementation phase, but you will certainly be asked to summarize once the project wraps up. Remember that it's much easier to summarize the community engagement process if you did a good job of tracking it during implementation.

Reporting back demonstrates that stakeholders' time and effort have been well invested. It also shows the community how their input has influenced the project, policy or program. The participants will appreciate their comments and concerns have been understood and accurately communicated to decision-makers.

#### Expectations:

- Summarize the community involvement activities for the project. This should include a plan and documentation of how it was implemented, including any measures of success. (For smaller projects, this may be very brief.)
- Provide documentation of feedback that was collected, and indicate how it was used.

#### Questions

- Have you described all of the community involvement elements of your project?
- What are the lessons learned from this process?
- What worked well and what did not work well, and why?
- What community involvement practices would you recommend for staff working on future projects that are similar?
- What changes did you make along the way to your initial Community Engagement Plan, and why?

### Step 6: Evaluate the Community Engagement Plan

*Comprehensive Plan Policies: 2.14, 2.34*

Every project should include an evaluation of the effectiveness of the community involvement process. The evaluation is an opportunity to reflect and share insight about opportunities and challenges. It also enables recommendations to be incorporated into future community engagement processes.

#### Expectations:

- Tie the final evaluation to the plan's goals and objectives.
- Include observations and recommendations from the public as well as the project staff.
- Report the findings of the evaluation, and lessons learned. For larger projects, findings, highlights, and lessons learned should be shared with the CIC, project team, advisory committee and the public. Smaller projects should wrap up at the end with a project team debrief on what worked well, what didn't work well, and what should be changed in the future.

### Questions

- What was your greatest challenge? How did you overcome it?
- What was your greatest success? What are you most proud of?
- What do you wish you had known going into the process?
- What would you have done differently if you could do it over?
- What advice do you have for yourself or others working on future projects?

### Examples of Tools

- Informal feedback from stakeholders on a routine basis
- Short questionnaires following events
- Peer evaluations as strategic points for professional feedback
- Team debriefs following meetings and events to discuss needed adjustments
- Community telephone or web-based surveys

## Legislative Touchpoints and Resources

All community involvement activities should comply with federal, state, and city laws. This is not a complete list, and should be considered a starting point. Many of these laws require action at many levels of the project, not just a single action. There are resources available at the City to help you navigate the requirements and make your project better along the way.

## City Requirements and Guidance

The [Financial Impact and Public Involvement Statement](#) is required to be submitted with all City Council resolutions, ordinances and reports. The statement is a synopsis of the public input that was considered in the development of the legislation.

Portland's [Public Involvement Principles](#) guide City officials and staff in establishing consistent, effective, and high quality community involvement.

The [Public Involvement Advisory Council](#) (PIAC) works to:

- Develop guidelines and policy recommendations for citywide public involvement, to be presented to City Council for approval.
- Provide support and advice to City Council and City bureaus with implementation of shared public involvement guidelines and best practices.
- Encourage ongoing collaboration between the community, City bureaus and City Council in the development of shared public involvement guidelines

Portland's [Public Involvement Best Practices Program](#) is dedicated to supporting the City's community involvement activities.

Portland's [Citywide Racial Equity Goals and Policies](#) are binding City Policy, providing a guidepost for City employees and leadership to follow, to achieve the racial equity goals.

## State Requirements

Oregon's Statewide Planning [Goal 1: Citizen Involvement](#) OAR 660-015-0000(1) lays out state requirements for public involvement in planning.

Oregon's [Public Record and Meetings laws](#) requires transparency in all public meetings.

## Federal Requirements and Guidance

The City's [Office of Equity and Human Rights](#) provides support to City staff in working to meet and exceed the requirements of federal civil rights laws. There are City plans and programs in place to support the ADA and Title VI requirements.

The [Americans with Disabilities Act \(ADA\)](#) requires that all city activities be made accessible to persons with disabilities.

[Title VI of the Civil Rights Act of 1964](#) declares that no person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance. As Portland receives Federal financial assistance, discrimination is prohibited for all City activities. In public involvement activities, the City must provide interpretation and language assistance, avoid or mitigate environmental injustice, and ensure that all people are able to participate in meaningful public involvement. Title VI also requires



robust collection, analysis, and use of data about demographics, needs assessments, burdens and benefits, and more.

Other Guiding Documents

American Institute of Certified Planners (AICP) [Code of Ethics and Professional Conduct](#)

[Federal Plain Writing Guidelines](#)

## Selected Terms from the 2035 Comprehensive Plan Glossary

**Community:** A group of people with a shared sense of identity or belonging.

**Environmental justice:** The fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies.

**Equity:** When everyone has access to the opportunities necessary to satisfy their essential needs, advance their well-being, and achieve their full potential.

**Transparency:** Reliable, relevant, and timely publicly available information about government activities and decision making.

**Under-represented:** People and communities that historically and currently do not have an equal voice in institutions and policy-making, and have not been served equitably by programs and services.

**Under-served:** People and places that historically and currently do not have equitable resources, access to infrastructure, healthy environments, housing choice, etc. Disparities may exist both in services and outcomes.

# Community Involvement Program

EARLY IMPLEMENTATION OF THE 2035 COMPREHENSIVE PLAN

AS-ADOPTED REPORT – ORDINANCE #188177



Discussion Draft



Proposed Draft



Recommended Draft



Adopted Plan

Adopted: December 21, 2016  
 Effective: January 1, 2018  
[www.portlandoregon.gov/bps](http://www.portlandoregon.gov/bps)



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 Innovation. Collaboration. Practical Solutions.  
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# Acknowledgements

## **Portland City Council**

Charlie Hales, *Mayor*

Nick Fish, *Commissioner*

Amanda Fritz, *Commissioner*

Steve Novick, *Commissioner*

Dan Saltzman, *Commissioner*

## **Portland Planning and Sustainability Commission**

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# Section I: Introduction

## Project Summary

Policy 2.16 of the new 2035 Comprehensive Plan directs the City to *Maintain a Community Involvement Program that supports community involvement as an integral and meaningful part of the planning and investment decision-making process.* Policies 2.17 through 2.22 direct the City to:

- Create, maintain and actively implement a community engagement manual
- Utilize best practices in engagement
- Establish a Community Involvement Committee and maintain other review bodies to provide opportunities for involvement
- Periodically evaluate the effectiveness of community involvement practices and advocate for continuous improvement
- Share methods, tools and technologies

This program, described in this report, will serve as a framework to carry out these policies. The new Community Involvement Program will apply to legislative land use and transportation projects initiated by the City of Portland. The program is not intended to be the final word on how community involvement activities will be performed for the next twenty years. Instead, this project provides a structure and guidance for staff and community members to continuously learn, adapt and refine practices for meaningful, inclusive involvement.

## Why is this important?

The Bureau of Planning and Sustainability's experience is that inclusive community participation improves land use and transportation decision making. It makes plans and investments more durable, equitable, and accountable.

The legal context is that this project implements policies in *Chapter 2, Community Involvement*, of the Comprehensive Plan Goals and Policies. It also meets Oregon Statewide Land Use Goal #1, which requires municipalities to "develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process."

## What activities are affected by this project?

The Community Involvement Program will apply to projects that make a change to the Comprehensive Plan that require legislative decisions and action. Legislative land use and transportation actions include adoption of land use plans, major investments, goals and policies (including street classifications), master street plans or regulations that can affect large parts of the city and many people. These decisions may change any element of the Comprehensive Plan. They may also change or create new related codes and area plans intended to implement the Plan. These changes are accomplished through adoption of an ordinance by City Council. Part of this process is the review and adoption of findings that the proposal is consistent with the goals and policies of the Comprehensive Plan or with State and Metro rules.

Legislative projects typically are:

- Initiated by City Council or City agencies.
- Reviewed and voted on by the Planning and Sustainability Commission, which transmits its recommendation to City Council.

Examples of legislative projects:

- Changes to the zoning code and map
- Major changes to the Transportation System Plan to add or remove a project from the list and major modifications to the financial plan
- Updates to the Comprehensive Plan goals, policies and map
- Changes to transportation goals and policies that are part of the Comprehensive Plan
- Changes or additions to street classification policies and maps or master street plans
- Change to the boundaries of an Urban Renewal Area

Examples of projects that are NOT legislative:

- A development that is built by right (following the current zoning rules)
- Implementation of TSP projects
- Modifications to City Wide Programs List

## **Note on Terminology**

The terminology in this document was chosen deliberately, based on years of discussion and revision. Some of the terms are defined in the glossary of the 2035 Comprehensive Plan (Appendix C). The following two terms, however, were chosen over other terms, for the following reasons.

- “Involvement”: This word is used throughout in order to be consistent with language used in state and city documents, including the City’s Public Involvement Principles. It should be considered to refer to the full spectrum of engagement and involvement, but it should be noted that not all projects will include full involvement. Some projects, because of their scope and/or context, will be limited to notification/education.
- “Community”: This word is used to reflect the fact that there are many communities, and individuals may consider themselves members of many communities. Use of this term is not intended to indicate that there is no role for individuals. The word “citizen” is not used because it can suggest that legal citizenship is a prerequisite for civic involvement, which is not the case. The choice to replace “citizen” with “community” is intended to open the doors and welcome engagement with everyone. The choice to use “community” rather than “public” is intended to reflect a less formal approach to involvement.



# Section II: Relationship to 2035 Comprehensive Plan

The Community Involvement Program is one of the early implementation projects of the Comprehensive Plan Update. These projects are tasks that the City of Portland is required to complete as part of a 20-year Comprehensive Plan update (also called “periodic review”) under Oregon’s statewide planning program. Other early implementation projects, such as the Mixed Use Zones Project, propose changes to the zoning code and zoning map.

This project addresses *Chapter 2* of the Comprehensive Plan, specifically the “Community Involvement Program” section which directs “City staff and elected officials to assess current practices and develop new tools through ongoing process evaluation and improvement, and direct the City to develop, maintain, and update a manual that details current best practices for community involvement.”

## Guiding Principles of the Comprehensive Plan

The Comprehensive Plan sets five Guiding Principles, which encourage balanced integrated multi-disciplinary approaches to plans and investments that must comply with the Plan. The Community Involvement Program provides structure to support staff as they work to engage communities to learn more about, inform, and direct legislative projects related to all the Guiding Principles.

***Economic Prosperity.*** Support a low-carbon economy and foster employment growth, competitiveness, and equitably-distributed household prosperity.

***Human Health.*** Avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy, active lives.

***Environmental Health.*** Weave nature into the city and foster a healthy environment that sustains people, neighborhoods, and fish and wildlife. Recognize the intrinsic value of nature and sustain the ecosystem services of Portland’s air, water, and land.

***Equity.*** Promote equity and environmental justice by reducing disparities, minimizing burdens, extending community benefits, increasing the amount of affordable housing, affirmatively furthering fair housing, proactively fighting displacement, and improving socio-economic opportunities for under-served and under-represented populations. Intentionally engage under-served and under-represented populations in decisions that affect them. Specifically recognize, address, and prevent repetition of the injustices suffered by communities of color throughout Portland’s history.

***Resilience.*** Reduce risk and improve the ability of individuals, communities, economic systems, and the natural and built environments to withstand, recover from, and adapt to changes from natural hazards, human-made disasters climate change, and economic shifts.

## **Goals Specifically Implemented in This Project**

The proposed Community Involvement Program is intended to begin to implement the goals in *Chapter 2* of the Recommended Comprehensive Plan, and all of the corresponding policies.

### **Goal 2.A: Community involvement as a partnership**

*The City of Portland works together as a genuine partner with all Portland communities and interests. The City promotes, builds, and maintains relationships, and communicates with individuals, communities, neighborhoods, businesses, organizations, institutions, and other governments to ensure meaningful community involvement in planning and investment decisions.*

### **Goal 2.B: Social justice and equity**

*The City of Portland seeks social justice by expanding choice and opportunity for all community members, recognizing a special responsibility to identify and engage, as genuine partners, under-served and under-represented communities in planning, investment, implementation, and enforcement processes, particularly those with potential to be adversely affected by the results of decisions. The City actively works to improve its planning and investment-related decisions to achieve equitable distribution of burdens and benefits and address past injustices.*

### **Goal 2.C Value community wisdom and participation**

*Portland values and encourages community and civic participation. The City seeks and considers community wisdom and diverse cultural perspectives, and integrates them with technical analysis, to strengthen land use decisions.*

### **Goal 2.D Transparency and accountability**

*City planning and investment decision-making processes are clear, open, and documented. Through these processes a diverse range of community interests are heard and balanced. The City makes it clear to the community who is responsible for making decisions and how community input is taken into account. Accountability includes monitoring and reporting outcomes.*

### **Goal 2.E Meaningful participation**

*Community members have meaningful opportunities to participate in and influence all stages of planning and decision making. Public processes engage the full diversity of affected community members, including under-served and under-represented individuals and communities. The City will seek and facilitate the involvement of those potentially affected by planning and decision making.*

### **Goal 2.F. Accessible and effective participation**

*City planning and investment decision-making processes are designed to be culturally accessible and effective. The City draws from acknowledged best practices and uses a wide variety of tools, including those developed and recommended by under-served and under-represented communities, to promote inclusive, collaborative, culturally-specific, and robust community involvement.*

### **Goal 2.G Strong civic infrastructure**

*Civic institutions, organizations, and processes encourage active and meaningful community involvement and strengthen the capacity of individuals and communities to participate in planning processes and civic life.*

## **Policies Specifically Implemented in This Project**

- Policy 1.17** ***Community Involvement Committee.** Establish a Community Involvement Committee to oversee the Community Involvement Program for land use decisions as recognized by Oregon Statewide Planning Goal 1 – Community Involvement and policies 2.15-2.18 of this Comprehensive Plan.*
- Policy 2.16** ***Community Involvement Program.** Maintain a Community Involvement Program that supports community involvement as an integral and meaningful part of the planning and investment decision-making process.*
- Policy 2.17** ***Community engagement manual.** Create, maintain, and actively implement a community engagement manual that details how to conduct community involvement for planning and investment projects and decisions.*
- Policy 2.19** ***Community Involvement Committee.** The Community Involvement Committee (CIC), an independent advisory body, will evaluate and provide feedback to City staff on community involvement processes for individual planning and associated investment projects, before, during, and at the conclusion of these processes.*
- Policy 2.21** ***Program evaluation.** Periodically evaluate the effectiveness of the Community Involvement Program and recommend and advocate for program and policy improvements. The Community Involvement Committee (CIC) will advise City staff regarding this evaluation.*

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# Section III: How the Public Has Helped Shape This Project

This section summarizes community involvement activities that have helped shape and inform this project. This Community Involvement Program integrates and builds on feedback and expressed desires of the community members who engaged in several preceding processes.

## **Comprehensive Plan Policy**

The development of the Comprehensive Plan goals and policies entailed several phases of community involvement. This included public input on guidelines for future community involvement.

Early involvement in Policy Expert Groups (PEGs) focused on specific topics and allowed people with deep knowledge and interest to collaboratively develop recommendations. The Policy Expert Group for Community Involvement met between June 2012 and June 2013, developing a set of recommendations for *Chapter 2* of the Comprehensive Plan. Several members of the PEG were also members of the Public Involvement Advisory Council (PIAC), which continued to work with staff on development of *Chapter 2* and the Community Involvement Program after the PEG process ended.

The Working Draft Part One of the Comprehensive Plan goals and policies was released in January 2013. Outreach activities between January 2012 and May 2013 included presentations to existing meetings, eight workshops, online and paper surveys, and tabling at community events. Two hundred and ninety comments were collected on the Working Draft Part One. In general, comments related to community involvement focused on accountability, transparency, broad and effective outreach, communities, improving accessibility of information, and notice and review of by-right development projects.

The Proposed Draft of the Comprehensive Plan was released in July 2014. Outreach for this draft consisted of presentations at existing meetings and tabling at community events. In addition, notification was sent to all property owners affected by proposed map changes. Over 4000 pieces of testimony were submitted to the Planning and Sustainability Commission. Seventy-one of those were related to community involvement. An additional 124 pieces of testimony were submitted about the process of the Comprehensive Plan Update, many of which related to community involvement during the process. These pieces of testimony were also considered in the development of this document, as the lessons learned are directly relevant to improving community involvement in projects that affect the Comprehensive Plan. The Planning and Sustainability Commission voted to approve the Recommended Draft of the Comprehensive Plan in July 2015.

## **Other Input**

The Community Involvement Program is built on a foundation of community involvement best practices that have been developed by the Public Involvement Advisory Council (PIAC), Office of Neighborhood Involvement staff and advisory groups, and many other contributing groups and individuals. A PIAC subcommittee has acted as an informal advisory group in the development of this document, and provided invaluable feedback from their perspectives not only as PIAC members, but also as community members who have engaged in community involvement processes, community involvement professionals, and City staff.

## **Feedback on the Discussion Draft**

The Discussion Draft of this document was open for public comment for a month. During that time, five organizations and 20 individuals submitted comments. This proposed draft reflects many suggested changes and responds to many issues raised by commenters. Many of the commenters raised issues that are beyond the scope of this project, and some of the comments directly conflicted each other.

### **Clarity**

A number of comments on the Discussion Draft identified confusion about the purpose and context of the Community Involvement Program and its relationship to other bodies such as the Planning and Sustainability Commission and the Public Involvement Advisory Council. Changes were made to the document to clarify why the Program is being created and its relationship with the Comprehensive Plan.

### **Community Involvement Committee**

Many comments focused on the Community Involvement Committee (CIC). Expectations for the breadth and depth of the committee's charge and authority vary widely. Questions were asked about the specific composition of the CIC's membership. The details of membership are not being settled at this stage, and there will be community involvement in the development of the charter and membership of the Committee. Other commenters expressed concern that the Committee did not have a well-defined role and did not have any power to make change to community involvement practices. In this draft, the Committee is assigned the responsibility of making changes directly to the Community Engagement Manual, rather than simply recommending changes.

### **Language**

Some of the comments suggested changes to text that is part of the Comprehensive Plan document or the Statewide Planning Goals.

Several comments call for use of different terms (see Note on Terminology, above), or for more consistent use of terms. This draft was edited to make language choice more consistent.

### **Metrics**

Many commenters expressed a desire for metrics to be included in the Community Involvement Program report and the Community Engagement Manual. This draft does not include metrics, because the Program is intended to operate at a high level and allow flexibility in measuring success and improvement, and choosing appropriate metrics is complex and project-specific. The Community Involvement Committee may choose to begin with a focus on metrics.

### **Detailed requirements**

Some comments called for specific elements to be required in community involvement activities. For example, the East Columbia Neighborhood Association called for a summary report after every public involvement opportunity. One individual called for the addition of code language stipulating that legislative notices be posted online in one place. The Community Involvement Program is intended to emphasize the importance of goals, establish baselines and encourage flexibility and iterative learning in the constant improvement of practices. Prescriptive requirements such as those suggested in comments may be considered in the future in the evolution of "best practices" but are not proposed at this time.

## **Testimony and Planning and Sustainability Commission Recommendations on the Proposed Draft**

The Planning and Sustainability Commission hearing was held on June 14, 2016. Eleven pieces of testimony were submitted. Testimony was generally supportive of the Community Involvement Program, but called for clarification of, additions to and deletions from the text. The Planning and Sustainability Commission voted to recommend the Community Involvement Program to City Council, emphasizing 1) the need to provide appropriate resources for the Community Involvement Program and 2) the need for the new program to address early some of the community involvement-related issues raised in testimony.

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# Section IV: The Community Involvement Program

## Introduction

This Community Involvement Program builds on existing community involvement activities and begins to implement the goals and policies established in *Chapter 2 – Community Involvement* of the Comprehensive Plan. The implementation of these goals and policies in the City's activities will be accomplished over time with the objective of robust and transparent engagement of all communities.

Among the commitments that the City is asked to make in *Chapter 2* of the draft Comprehensive Plan are the following:

- To provide a wide range of opportunities for involvement in planning and investment decisions.
- To achieve greater equity in land use actions through setting priorities and making decisions with meaningful involvement of under-served and under-represented communities.
- To meaningfully involve, in decision making, those who potentially will be adversely affected by the results of those decisions.
- To provide this meaningful involvement throughout the phases of planning and investment projects - issue identification and project design through implementation, monitoring, evaluation and enforcement.
- To provide well-designed, relevant, responsive and culturally-responsive public involvement.
- To build community capacity for meaningful participation and leadership in planning and investment decisions.

Two topics in *Chapter 2* have been identified as more immediate priorities for action. They were identified through the community involvement during the Comprehensive Plan process; testimony at public hearings; and comments from the Public Involvement Advisory Committee (PIAC) and the Comprehensive Plan Community Involvement Committee (CIC). These two priorities are 1) equity and environmental justice and 2) transparency of process.

## Equity and Environmental Justice

Community involvement is not only critical to achieving all of the long-term goals of the Comprehensive Plan, but a foundational tool to achieve equity and environmental justice throughout. Effective implementation of the Comprehensive Plan requires that community involvement be deliberately and proactively inclusive. Processes must be designed to involve and build relationships with people who may have been left out of planning and investment decision-making in the past. This also requires ongoing commitment to improve community involvement practices to address equity.

*"One of the key components in environmental justice is getting people to the table to speak for themselves ... they need to be in the room where policy is being made." Robert Bullard, Dean of the Barbara Jordan-Mickey Leland School of Public Affairs at Texas Southern University in Houston, Texas*

Equity is achieved when everyone has access to the opportunities necessary to satisfy their essential needs, advance their well-being and achieve their full potential. In working toward equity, the Community Involvement Program must lead with addressing racial equity, because so many outcomes are determined by race. Equity is achieved when outcomes such as economic status, educational attainment, access to health care and other social determinants for success cannot be predicted by identity (e.g., race, ethnicity, ability, sexual orientation, gender, etc).

Like many American cities, Portland has a history of many land use actions that have been detrimental to communities of color and low-income populations. These decisions have reduced these communities' opportunities for better economic, education, housing, and health outcomes. Land use decisions impact affordability, desirability, stability and safety of neighborhoods and communities.

Portland also has a long history of strong community involvement through a system of recognition and support for neighborhood associations. This history is valuable and important, and this work must continue. In addition to this work, community involvement must also be improved to expand the networks of relationships, variety of practices, and the depth of engagement with all communities.

Through the Comprehensive Plan, Portland takes responsibility to work toward correcting disparities. That begins by striving to engage those who are most impacted, and who have had the least power historically to influence decision-making processes. Benefits and burdens should be shared equitably across our communities. A focus on equity in any community involvement process is essential to improve outcomes for under-represented and under-served communities.

The American Institute of Certified Planners (AICP) Code of Ethics and Professional Conduct describes an overall responsibility to the public that includes the following principle: "We shall seek social justice by working to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of the disadvantaged and to promote racial and economic integration. We shall urge the alteration of policies, institutions, and decisions that oppose such needs." Even when the constraints of a project mean that it is not possible for marginalized populations to be at the table, planners must take responsibility to act in a socially just way, using the information available to them.

Overcoming years of institutional racism and bias will require resources to provide more access and meaningful involvement for under-served and under-represented communities. This may require redirecting involvement resources toward these communities. What is just is not always equal. What is equal is not always just.

## **Transparency in Processes**

Effective implementation of the Comprehensive Plan requires that public processes and decision making are more transparent about how community input and involvement affects plans and investment decisions. Concern about transparency in process and decision-making has been expressed by a wide variety of participants in the Comprehensive Plan update process. Transparency is defined in the Recommended Draft of the Comprehensive Plan as "Reliable, relevant, and timely publicly available information about government activities and decision making."

Moving toward greater transparency means giving the public the ability to see how input will be used, how it can affect the project, who will make the decisions at each stage of the project, and how the process will be recorded and made available to the public. This requires good systems and clear

communication to record, organize, and preserve that feedback. Making the work more transparent will also increase accountability.

Transparency can also serve equity. Clear, sound technical work must be combined with commitment to giving a voice to the people historically not at the table. These processes must become more easily understandable even as outreach is extended to a wider range of people and groups.

## **Elements of the Community Involvement Program**

There are four parts to this Community Involvement Program.

- Legislative process requirements
- Community Engagement Manual
- Community Involvement Committee
- Programmatic commitments

### **A. Legislative Requirements**

All community engagement activities must, of course, follow the legislative requirements established in City code and State law. For example, legislative process requirements for land use and transportation decisions require notification of recognized organizations and surrounding property owners. This project proposes minor changes in the legislative hearing notice requirements, but there are many other legislative requirements that staff must meet. A partial list of legislative touchpoints is included in the Community Engagement Manual (Appendix A).

### **B. Community Engagement Manual**

The Community Engagement Manual (see Appendix A) is a practical guide to help City staff put *Chapter 2* policies into practice. The Manual addresses the requirement in Policy 2.17 to “Create, maintain, and actively implement a community engagement manual that details how to conduct community involvement for planning and investment projects and decisions.”

The Manual is intended to be used in legislative land use and transportation processes. It addresses all phases of these projects from scoping through evaluation after the project is completed. The Manual is intended to be a dynamic document, and it will be updated regularly based on lessons learned. The Community Involvement Committee (see below) will be charged with the authority to make future amendments to the Manual.

### **C. Community Involvement Committee**

A Community Involvement Committee (CIC) will be created by City Council to advise staff on community involvement practices for Comprehensive Plan related projects. The CIC, guided by the policies of *Chapter 2*, will advise staff on the design, implementation and evaluation of community involvement in these projects and ongoing community involvement activities, and will review and amend the Community Engagement Manual.

The charge and scope of this committee is shaped by Oregon Statewide Planning Goal 1, and Policy 2.19 of the Recommended Draft of the Comprehensive Plan.

- *Oregon Statewide Planning Goal 1* requires that “(T)he committee for citizen involvement shall be responsible for assisting the governing body with the development of a program that promotes and enhances citizen involvement in land-use planning, assisting in the implementation of the citizen involvement program, and evaluating the process being used for citizen involvement.”
- *Policy 2.19 of the Recommended Draft of the Comprehensive Plan* requires that “(T)he Community Involvement Committee (CIC), an independent advisory body, will evaluate and provide feedback to City staff on community involvement processes for individual planning and investment projects, before, during, and at the conclusion of these processes.”

The CIC will act as a consultative body to review and support the ongoing and project-specific community engagement work done by City staff. (See Section V for amendments to Title 3.)

The CIC’s primary task will be to identify improvements for community involvement practices in alignment with the goals and policies of *Chapter 2*. The CIC periodically will select the active and upcoming projects that will be the focus of their work on monitoring and “lessons learned”. Based on this work with staff, the CIC may amend the Community Involvement Manual and community involvement practice. Evaluation will be a key role of the CIC. The CIC may also periodically report to the Planning and Sustainability Commission on their observations about community involvement practice and its effectiveness in meeting the goals of *Chapter 2* of the Comprehensive Plan. The CIC is intended to provide value to the public as well, improving practices to ensure transparency and accountability in the planning process. Members of the CIC will act as liaisons to the Planning and Sustainability Commission, the Bureau of Planning and Sustainability budget committee, and the Public Involvement Advisory Council (PIAC).

***Will all planning projects report to the CIC?***

No. Projects related to the Comprehensive Plan that are large in scope or that have potentially significant benefits and/or burdens will be expected to include CIC review and feedback as early in the project as possible. These projects will also check in with the CIC during the project, and will report back with evaluation after the project is over. Other projects related to the Comprehensive Plan may come to the CIC for review if the CIC requests it or if staff so choose, and the CIC will be kept updated about the status of all Comprehensive Plan-related projects. Planning projects that do not amend the Comprehensive Plan may also ask the CIC for review and feedback if staff so choose.

***Will the CIC act as a watchdog?***

The CIC will not take on an ombudsman role or a policing role, but will be sensitive to concerns rising up from individuals and organizations. Community members with concerns or suggestions about community involvement in projects related to the Comprehensive Plan should first contact project staff. This direction will allow concerns to be addressed more efficiently and allow the CIC to focus on the main body of their work. However, if these concerns are not addressed at the staff level, community members may bring their concerns to the CIC. The objective of the CIC in these situations is to identify what can be improved, and to support staff to make those improvements.

***When and how will the CIC be established?***

The process of chartering the committee and selecting members will begin after the Comprehensive Plan is adopted. The committee will be chartered, recruited and selected through a process guided by the Office of Neighborhood Involvement, with consultation with the Office of Equity and Human Rights and the Public Involvement Advisory Council. The committee's composition should represent the racial, cultural, and socioeconomic diversity of the people of Portland.

***How is this different than PIAC?***

The Public Involvement Advisory Council (PIAC) is charged with providing citywide support and guidance on public involvement guidelines, policies, and practices. In this role, PIAC works on specific issues with citywide application, and occasionally provides input to individual bureaus on efforts to engage the public. Based on its charter and the capacity of volunteer members, PIAC does not work on individual projects within a single bureau, nor does it have any monitoring or oversight responsibilities. By contrast, the CIC's role is limited to oversight of projects related to the Comprehensive Plan. The CIC does work on individual projects and does have oversight and evaluation responsibilities. Both the CIC and PIAC are charged with improving the City's involvement of the public in government planning and decision-making. Both do their work by setting standards (the City's Public Involvement Principles and the goals and policies of Chapter Two) and supporting staff to meet those standards. While their roles are different, they are complementary. The CIC will benefit from ongoing communication with PIAC to share lessons learned and to inform each other's work. The CIC will benefit from ongoing communication with PIAC to share lessons learned and inform each other's work.

## D. Programmatic Commitments

The Bureau of Planning and Sustainability and Bureau of Transportation will rely on the Community Involvement Program for Comprehensive Plan-related legislative land use and transportation processes. Both Bureaus acknowledge that sufficient resources will be needed. The Bureaus commit to pursuing and prioritizing these resources over several years to meet the goals and objectives behind the program. These commitments include:

- **Staff time to develop, monitor, support and evaluate community involvement processes.**
- **Staff time to support the Community Involvement Committee.** To do its work effectively, this body requires staffing to support organization, communications and evaluation of results.
- **Process improvements and staff time to better and more efficiently track public inquiries, contacts and follow-up.** This is needed for transparency and ongoing process improvement.
- **Resources to institutionalize regular monitoring and evaluation of project and policy outcomes.** Evaluation of outcomes is essential to improve not only community involvement activities, but also of planning processes in general.
- **Ongoing community involvement training for staff and committee members.** These professional development opportunities are necessary so City staff and volunteer advisors have the skills needed to design and implement processes that successfully engage the full range of communities, individuals and groups affected by land use and transportation planning.
- **Resources to reduce barriers to participation.** These include the need for interpretation, translation, childcare, food, transit fare, and other support that allows people to participate who otherwise would not be able to. This also includes contracts or stipends to community organizations that are well-positioned to partner with the City to engage targeted communities.
- **Resources to support transparency around how products of community involvement activities are used in decision-making.**

## What This Means

The elements of the Community Involvement Program are intended to implement the goals and policies of *Chapter 2* of the Comprehensive Plan. However, they are not sufficient to make the processes and outcomes of all projects better, stronger, and more equitable. Achieving this will require the commitment and hard work of leadership, staff, advisory body members and members of the public.

# Section V: Amendments to Code

Code changes include:

- changes to notification rules in Title 33 Planning and Zoning (see full Task 5 code/commentary section)
- changes to Title 3 Administration necessary to establish the Community Involvement Committee and assign it to the Bureau of Planning and Sustainability as a new responsibility.

A commentary section is included to provide the context of each proposed change.

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## **Commentary**

This change to Title 3 establishes the Community Involvement Committee. This is included in Title 3 rather than Title 33 because the Community Involvement Committee will not make decisions about land use issues.

As described above, the process of chartering the committee and selecting members will begin after the Comprehensive Plan is adopted. The Bureau of Planning and Sustainability will work in collaboration with the Office of Neighborhood Involvement, the Office of Equity and Human Rights and the Public Involvement Advisory Council to charter, recruit and select members for the Community Involvement Committee.



a. City Code Chapter 3 is amended by **adding** a new section as follows:

3.132 Community Involvement Committee for legislative projects under the Comprehensive Plan.

**3.132.010 Purpose.** The Community Involvement Committee (CIC), an independent advisory body, is charged with reviewing, commenting and advising City staff on the community involvement elements of legislative projects that implement Portland’s Comprehensive Plan. The Committee will:

- A. Recommend changes to and assessments of ongoing and project-specific community involvement practices to bring them closer into alignment with the Comprehensive Plan Community Involvement goals and policies.
- B. Approve and update the Community Engagement Manual over time to reflect emerging best practices.

**3.132.020 Membership, Meetings, and Organization.** The Community Involvement Committee members shall be appointed by the Commissioner-in-Charge of the Bureau of Planning and Sustainability and confirmed by the City Council. The Committee will consist of at least 5 and no more than 12 members. The appointed membership shall be broadly representative of geographic areas and interests and from a reasonably broad spectrum of lived experience, particularly in under-served and under-represented communities. Members must live, work, worship or be enrolled in school within the city of Portland and/or volunteer for a nonprofit within the City of Portland.

- A. Appointments and Terms.** The Commissioner-in-Charge of the Bureau of Planning and Sustainability shall appoint members of the Community Involvement Committee. Appointment to the Community Involvement Committee shall be for a three-year term, renewable for a second term. If a position is vacated during a term, the Commissioner-in-Charge of the Bureau shall appoint a member to serve for the unexpired term. Members appointed to the Community Involvement Committee serve at the pleasure of the Commissioner-in-Charge of the Bureau of Planning and Sustainability. Members of the Committee may be dismissed at the discretion of the Commissioner-in-Charge.
- B. Meetings, Officers, and Subcommittees.**
  - 1. The Community Involvement Committee shall meet at least five times yearly and as otherwise necessary to conduct its business. Meetings shall be conducted in accordance with bylaws adopted by the Director of the Bureau of Planning and Sustainability.
  - 2. The Community Involvement Committee may divide its members into subcommittees which are authorized to act on behalf of the committee for an assigned purpose, such as gathering information.
- C. Attendance.** Members of the Community Involvement Committee are expected to attend each meeting of the committee. The Commissioner-in-Charge may replace any member who accrues unexcused absences from two or more consecutive meetings or more than 50 percent of the meetings in any year.
- D. Compensation.** Community Involvement Committee members shall serve without compensation.

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## Commentary

This change to Title 3 adds the Community Involvement Committee as a responsibility of the Bureau of Planning and Sustainability.

## 3.33.030 Functions

(Amended by Ordinance No. 184046, effective September 10, 2010.) The Bureau of Planning and Sustainability is responsible for planning, implementing, and managing complex programs and projects related to sustainability, urban design, land use, and long range planning.

The Bureau of Planning and Sustainability:

- A) Works with the City Council, Planning and Sustainability Commission, and the community to define shared values and develop a cohesive vision for the future of Portland;
- B) Maintains, modifies, and updates a Comprehensive Plan to guide the development and redevelopment of the city;
- C) Ensures that City policies, implementation tools, and zoning designations are consistent with the Comprehensive Plan, the Metro Functional Plan, Statewide Planning Goals, and other requirements. Implementation tools include Title 33, Planning and Zoning, portions of other City Titles, and a range of programs and policies;
- D) Maintains, modifies, and updates Title 33, Planning and Zoning, and the City Zoning Map;
- E) Develops, modifies and updates city sustainability principles, climate protection strategies, and green building and other sustainability policies and programs including sustainable government, renewable energy, energy efficiency, sustainable industries, and sustainable food systems; and evaluates the implementation and effectiveness of these policies and programs;
- F) Develops, modifies and updates economic, environmental, housing, historic preservation, and community development policies and programs; updates demographic data; advocates for and advances quality sustainable urban design; works to ensure natural resource enhancement; and supports thriving neighborhoods and business communities; and evaluates the implementation and effectiveness of these policies and programs;
- G) Convenes meetings of the Planning and Development Directors to coordinate planning and development activities of the City of Portland;
- H) Provides City input into and coordination with regional and statewide planning and development activities;
- I) Administers the City's solid waste and recycling rules and programs;
- J) Provides support for:
  - 1. The activities of the Planning and Sustainability Commission;
  - 2. The legislative activities of the Portland Historic Landmarks Commission and the Portland Design Commission.
  - 3. The activities of the Community Involvement Committee.
- K) Carries out other tasks and functions as required by the City Council or Commissioner in Charge.

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# Section VI: Appendices

- A. Community Engagement Manual
- B. Selected Terms from the 2035 Comprehensive Plan Glossary
- C. PBOT Tier Recommendations

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# Appendix A: Community Engagement Manual

## Introduction

The following manual is a guide for implementing the goals and policies established in *Chapter 2, Community Involvement* of the Comprehensive Plan. Community involvement is integral to achieving all of the long-term goals of the Comprehensive Plan. It is also foundational to achieve equity and environmental justice throughout planning and investment projects.

The Comprehensive Plan makes clear that the City should work toward public processes and related outcomes that are equitable and help to correct past disparities. Benefits and burdens of decisions are expected to be shared equitably across our communities. Those who are both most impacted and have had the least power to influence decisions must be engaged. It must be clear how people can influence the priorities, processes, and outcomes of projects.

This manual, as called for by *Policy 2.17*, provides guidance on how to achieve this from project selection to design to implementation and evaluation of outcomes. It helps staff and partners see what resources are needed to have transparent, equitable engagement.

This manual does not include rigid prescriptions. Every project is different; community involvement practices need to be flexible and responsive, and there are many excellent resources already available that provide a “menu” of tools for community involvement and examples of how to use them effectively. This manual is intended to establish the baseline expectations for all relevant projects. It also supplies a framework that staff, community members, the Community Involvement Committee, and others can use to design and evaluate projects to help keep community involvement on track.

This manual, while intended to support project-specific work, can also be used to guide ongoing involvement work as directed by *Chapter 2*.

## Comprehensive Plan Chapter 2

### **Goal 2.A: Community involvement as a partnership**

*The City of Portland works together as a genuine partner with all Portland communities and interests. The City promotes, builds, and maintains relationships, and communicates with individuals, communities, neighborhoods, businesses, organizations, institutions, and other governments to ensure meaningful community involvement in planning and investment decisions.*

### **Goal 2.B: Social justice and equity**

*The City of Portland seeks social justice by expanding choice and opportunity for all community members, recognizing a special responsibility to identify and engage, as genuine partners, under-served and under-represented communities in planning, investment, implementation, and enforcement processes, particularly those with potential to be adversely affected by the results of decisions. The City actively works to improve its planning and investment-related decisions to achieve equitable distribution of burdens and benefits and address past injustices.*

### **Goal 2.C: Value community wisdom and participation**

*Portland values and encourages community and civic participation. The City seeks and considers community wisdom and diverse cultural perspectives, and integrates them with technical analysis, to strengthen land use decisions.*

**Goal 2.D: Transparency and accountability**

*City planning and investment decision-making processes are clear, open, and documented. Through these processes a diverse range of community interests are heard and balanced. The City makes it clear to the community who is responsible for making decisions and how community input is taken into account. Accountability includes monitoring and reporting outcomes.*

**Goal 2.E: Meaningful participation**

*Community members have meaningful opportunities to participate in and influence all stages of planning and decision making. Public processes engage the full diversity of affected community members, including under-served and under-represented individuals and communities. The City will seek and facilitate the involvement of those potentially affected by planning and decision making.*

**Community Engagement Equity Framework**

The following framework serves to provide key strategies for equitable community engagement processes. It is a staff responsibility to seek out the voices and interests of under-served and under-represented communities who may be negatively impacted by a decision, and to mitigate for these impacts. Throughout the life of a project, an equity lens must be continuously used to:

- Identify disproportionate adverse effects the project may have on any community, but particularly low-income populations and communities of color.
- Identify ways in which the communities’ needs inform planning, investment, implementation and enforcement processes.

The strategies below are not linear, but should be utilized on an ongoing and iterative basis. The performance measures are intended to evaluate how a project was impacted by integrating these strategies. Each strategy is accompanied by a list of examples of what the strategy looks like in practice, to guide staff in their use.

- **Know the community** - Working to understand under-served and under-represented communities is essential to foster greater understanding and informed decision-making in a manner that will maximize benefits and minimize burdens for those communities. Different communities (e.g. geographic, racial, socio-economic class) experience different outcomes, and what works for one group will not work for everyone, due to cultural factors and existing disparities.
  - **Performance Measure:** What methods were used to gain insight into the experience of under-served and under-represented communities? How did the information that was gathered affect the design of the community engagement process?
  - **What does this look like in practice?**
    - Listen to community members.
    - Research community history and current events, using methods such as interviews, community mapping, or review of documentation.
    - Perform demographic analysis of under-served and under-represented communities to understand current and historic trends.
    - Assess vulnerability to socio-economic and environmental factors (involuntary displacement/gentrification, hazard risk, etc.).



- Become familiar with government initiatives and community-generated reports, such as plans or investment strategies, to identify potential cumulative impacts and/or opportunities for collaborative policy development.
    - Use focus groups and surveys designed and/or administered by the community.
- **Be accessible and responsive to diverse communities** – Effective policies need to be designed with a culturally responsive and community needs or community assets-based approach. This requires that engagement practices with diverse groups correct for inherent barriers to participation.
  - **Performance Measure:** Did efforts result in increased participation from targeted communities, and did participants feel that their participation was worth the time and effort?
  - **What does this look like in practice?**
    - Use people-friendly and culturally responsive strategies such as providing translated materials, on-site interpretation, childcare, food, etc.
    - Partner with and support cultural liaisons and community leaders.
    - Adapt to meet a community where it is, based on its needs for support, capacity building, information sharing, and also physically where community members live or organize.
- **Appropriately support staff and community capacity** – We must intentionally allocate resources to overcome the cumulative impacts of institutional racism on historically under-served and under-represented. Investing resources into quality engagement can prevent costly course corrections in the long-run. Because community engagement with communities of color and low-income populations is highly relational, one of the best investments that can be made is ample staff time to develop relationships with under-served and under-represented community members. Navigating across cultures and addressing previous negative experiences with government requires both cultural competency skills and time. It is also important to note this work does not begin and end with a project timeline, but should be viewed as an ongoing investment that is connected across projects over time.
  - **Performance Measure:** How much staff time and/or funding was allocated to support building capacity for communities of color or low-income populations? What steps were taken to prepare staff to work with communities of color and low-income populations?
  - **What does this look like in practice?**
    - Provide orientation or training on subject matter to community members.
    - Coordinate administrative processes to simplify community interaction.
    - Pay for community expertise that may be difficult to incorporate otherwise.
    - Train staff on cultural competency.
    - Allocate staff time to develop relationships with community members
    - Support staff participation in community based initiatives.

- **Build effective partnerships** - Effective partnerships and collaborations are essential to achieve equitable outcomes. Built on trust and accountability, they should also openly acknowledge and work to balance inherent power dynamics. They require clear and purposeful roles, consistency and honest communication to foster mutual respect and build power.
  - **Performance Measure:** How do partners and collaborators who represent communities of color and low-income communities evaluate the quality of the relationship with staff and the project?
  - **What does this look like in practice?**
    - Listen, learn, reflect, share.
    - Support staff participation in community-based initiatives.
    - Clarify roles and expectations at the start.
    - Institutionalize representation from impacted communities in decision-making and processes leading to decisions.
    - Train staff on power, privilege and institutional racism and bias.
    - Use transparent and proactive communication to impacted communities.
    - Report back to the community on how feedback was used.
    - Evaluate the relationship.
  
- **Scope the project with the community** - Ideally, the input of impacted communities should be sought in the project scoping process. Meaningful engagement with the public as partners requires clarity in roles and purpose.
  - **Performance Measure:** Do stakeholders understand the goal, the size, and the engagement roles and opportunities of the project? Do stakeholders have a say in the setting of goals and benchmarks?
  - **What does this look like in practice?**
    - Have an honest and transparent conversation with the project team and the community about the resources available for engagement and the decision-making process.
    - Establish mutually agreed-upon goals and benchmarks for the project or process, including criteria for a successful process and successful outcomes.
    - Clearly identify how public input will be used in decision-making.
  
- **Continuously apply an equity lens** – Staff are responsible for seeking out the voices and interests of under-served and under-represented communities who may be negatively impacted by a decision and mitigating for these impacts.
  - **What does this look like in practice?**
    - Identify disproportionate adverse effects the project may have on any community, but particularly on low-income populations and communities of color.
    - Identify ways in which the communities’ needs can inform planning, investment, implementation and enforcement processes.
    - Build in time throughout the project to re-assess who is engaged in the planning, implementation, and evaluation.
    - Build in time to check in with process participants about how the process is working for them.
    - Follow through to track how the process includes activities to mitigate for impacts.

## Steps to Community Engagement

Every community is different, and every project is different, so the community involvement processes for each project will look different. However, the following steps are a necessary part of any project.

- Step 1: Identify Stakeholders and do a Power Analysis
- Step 2: Scope the Level of Community Engagement
- Step 3: Plan the Community Engagement Process
- Step 4: Implement the Community Engagement Process
- Step 5: Report Results of the Community Engagement Process
- Step 6: Evaluate the Community Engagement Process

For each step, this manual includes:

- baseline expectations
- questions that it may be helpful to ask along the way
- examples of tools that may be helpful

### Step 1: Identify Stakeholders and do a Power Analysis

*Comprehensive Plan Policies: 2.2, 2.9, 2.21, 2.24, 2.25, 2.26, 2.27, 2.31*

The first step once a project has been scoped is to identify who the stakeholders are, how they may be impacted by the project and how they are able to influence the outcome. Knowing who has a stake and who will be impacted by a policy or plan is important in understanding the political landscape that will need to be addressed during the project in order to achieve equity goals. Power in this step is defined as the ability to influence planning processes and is often tied to class, race, gender and educational status. Some examples of types of influence include having:

- Mandated or perceived authority in the decision making process
- Experience or participation in similar processes
- Shared traits with decision-makers (such as appearance or communication style)
- Property ownership
- Existing relationships with decision-makers and/or staff
- Access to information that can affect analysis of existing and future conditions
- Access to resources that can affect implementation

Power is an effective means for advancing one's interests. It is therefore the responsibility of staff to ensure that impacted parties are empowered through community involvement so that decisions can be made with the best interests of all in mind.

Expectations:

- Do this assessment during the scoping phase of your project.
- Take the time to identify under-represented and under-served communities and how they may be impacted by the policy.
- Discuss what power means for different stakeholders in the process, including the power you have as staff.
- Break out clusters of stakeholders that have differing types of power (e.g. instead of breaking out based on neighborhood, break out into renters and homeowners)

- Identify specific strategies to address the involvement needs for those who may be very impacted by the decisions that will be made, but are under-represented in decision-making.
- Do not do this assessment as an individual. Seek out diverse perspectives to contribute to the analysis.

#### Guiding Questions

- What is the purpose of this project? Or, what problem is this project solving? Who shares this definition of the problem?
- Who are the stakeholders for this initiative?
- Who is the end user for this plan?
- Who is likely to be most impacted by the project?
- What has this stakeholder group experienced that might be relevant to this project?
- Does one stakeholder group carry more influence/access than another in regards to your initiative? Why?
- What community engagement strategies will you use to ensure under-represented/under-served stakeholders have more equitable influence/access?

#### Examples of Tools

- Whiteboard exercise mapping out impacts and power.
- Discuss previously gathered data.

### **Step 2: Scope the Level of Community Engagement**

*Comprehensive Plan Policies: 2.26, 2.27, 2.15, 2.17, 2.19*

Assessing the degree of community concern, capacity and/or readiness will help to determine the appropriate level of community participation. The community will become involved based on its perception of the seriousness of the issue, but also based on its historic relationship with government. Therefore, it is important to both anticipate the community's level of interest, concern and institutional influence regarding a project or program as well as develop appropriate community engagement strategies to ensure equitable access and involvement in the process.

#### Expectations:

- Perform this assessment in consultation with community involvement and/or communications staff and management.
- Consider past experiences with similar work.
- Consider the political landscape over the anticipated lifetime of the project
- Determine whether and when the project will be reviewed by the Community Involvement Committee.
- Allocate staff resources to engage with community members in a meaningful way. Including, but not exclusive to: attendance at community-driven meetings, follow-up after feedback has been given, and evaluation.
- Plan ahead, and communicate clearly about how public input will be considered in decision-making. Determine how the influence of public input on the final decision will be reported, and make that clear to stakeholders at the beginning of the project.

## Guiding Questions

- What is the legally required level of participation?
- What is the anticipated level of conflict, opportunity, controversy or concern on this or related issues?
- What is the possibility of broad community interest?
- How significant are the potential impacts to the community?
- How much do the major stakeholders care about this issue, project or program?
- Why do they care or not care?
- What degree of involvement does the community appear to desire or expect?
- What is the potential for community impact on the final decision or project?
- How significant are the possible benefits of involving the community?
- How serious are the potential ramifications of NOT involving the community?
- What level of community participation do Council and/or bureau directors desire or expect?
- What is the probable level of difficulty in solving the problem or advancing the project?
- What level of media interest do you anticipate?

### **Step 3: Plan the Community Engagement Process**

*Comprehensive Plan Policies: 2.11, 2.12*

It is essential to create a Community Engagement Plan. It will probably be necessary to revisit and update this plan at multiple points over the course of the project, particularly if significant changes are made to the scope, schedule or budget. Be sure to save an original draft and each subsequent version in case a reference is needed them later in reporting.

Note that this is also a good time to review evaluations from previous community engagement plans and feedback from the Community Involvement Committee on past projects so that you can implement the changes and advice you and others have provided.

#### Expectations:

- Establish goals for the community involvement process.
- Identify federal, state, and city requirements for community involvement that must be met. (See list at end of this document.)
- Identify strategies to address the needs of under-represented, under-served communities.
- Develop a reasonable and meaningful budget. Prioritize resources for engagement with under-served and under-represented communities. When needed, include: translation, interpretation, food, child care, print materials, meeting facilitation, contractors and consultants.
- Establish a reasonable timeline.
- Plan sufficient time for effective techniques and compilation of community input at each step in the decision-making process.
- Create a strategy for evaluation and accountability

#### Guiding Questions:

- What is the political and legal context of the project?

- How does this community involvement process advance the guiding principles in *Chapter 2* of the comprehensive plan?
- What equity (racial, ethnic, income, geographic) issues (disparate impacts, access) will be important to consider throughout this project?
- What tools will be necessary to accomplish the community involvement goals?
- Is there sufficient flexibility in the schedule to achieve the community involvement goals?
- Will staff be able to respond to the community in a timely manner during the process?
- How much time is required at each decision point?
- What will a successful process look and feel like for the affected communities?
- What will a successful process look and feel like for City staff?
- What mechanism is in place to let community members know how their feedback will be and has been used?
- How would the communities describe this project?
- How will performance be tracked?

#### **Step 4: Implement the Community Engagement Process**

*Comprehensive Plan Policies: 2.32, 2.33*

Now that the work of planning is complete, the job of implementation begins. The process of community engagement is dynamic. Expect to make process changes and adaptations from the original Community Engagement Plan.

##### Expectations:

- Review the community engagement plan regularly and document what adaptations have been made and why they were made.
- For multi-year projects, build in resources to do a substantial evaluation at major milestones to guide any necessary course corrections.

##### Guiding Questions:

- Does the schedule need to be adjusted?
- Are new concerns developing?
- Does stakeholder identification and analysis need to be revisited?
- Is the political/legal context changing?

## **Step 5: Report Results of the Community Engagement Process**

*Comprehensive Plan Policies: 2.14, 2.32*

Whether your purpose is to educate, consult, involve, collaborate, or support shared decision-making, you will need to report the results of your community engagement process. It's likely that you will begin reporting about the community engagement process during the implementation phase, but you will certainly be asked to summarize once the project wraps up. Remember that it's much easier to summarize the community engagement process if you did a good job of tracking it during implementation.

Reporting back demonstrates that stakeholders' time and effort have been well invested. It also shows the community how their input has influenced the project, policy or program. The participants will appreciate their comments and concerns have been understood and accurately communicated to decision-makers.

### Expectations:

- Summarize the community involvement activities for the project. This should include a plan and documentation of how it was implemented, including any measures of success. (For smaller projects, this may be very brief.)
- Provide documentation of feedback that was collected, and indicate how it was used.

### Guiding Questions:

- Have you described all of the community involvement elements of your project?
- What are the lessons learned from this process?
- What worked well and what did not work well, and why?
- What community involvement practices would you recommend for staff working on future projects that are similar?
- What changes did you make along the way to your initial Community Engagement Plan, and why?

## **Step 6: Evaluate the Community Engagement Plan**

*Comprehensive Plan Policies: 2.14, 2.34*

Every project should include an evaluation of the effectiveness of the community involvement process. The evaluation is an opportunity to reflect and share insight about opportunities and challenges. It also enables recommendations to be incorporated into future community engagement processes.

### Expectations:

- Tie the final evaluation to the plan's goals and objectives.
- Include observations and recommendations from the public as well as the project staff.
- Report the findings of the evaluation, and lessons learned. For larger projects, findings, highlights, and lessons learned should be shared with the CIC, project team, advisory committee and the public. Smaller projects should wrap up at the end with a project team debrief on what worked well, what didn't work well, and what should be changed in the future.

### Guiding Questions:

- What was your greatest challenge? How did you overcome it?
- What was your greatest success? What are you most proud of?
- What do you wish you had known going into the process?
- What would you have done differently if you could do it over?
- What advice do you have for yourself or others working on future projects?

### Examples of Tools:

- Informal feedback from stakeholders on a routine basis
- Short questionnaires following events
- Peer evaluations as strategic points for professional feedback
- Team debriefs following meetings and events to discuss needed adjustments
- Community telephone or web-based surveys



## Legislative Touchpoints and Resources

All community involvement activities should comply with federal, state, and city laws. This is not a complete list, and should be considered a starting point. Many of these laws require action at many levels of the project, not just a single action. There are resources available at the City to help you navigate the requirements and make your project better along the way.

### City Requirements and Guidance

The [Financial Impact and Public Involvement Statement](#) is required to be submitted with all City Council resolutions, ordinances and reports. The statement is a synopsis of the public input that was considered in the development of the legislation.

Portland's [Public Involvement Principles](#) guide City officials and staff in establishing consistent, effective, and high quality community involvement.

The [Public Involvement Advisory Council](#) (PIAC) works to:

- Develop guidelines and policy recommendations for citywide public involvement, to be presented to City Council for approval.
- Provide support and advice to City Council and City bureaus with implementation of shared public involvement guidelines and best practices.
- Encourage ongoing collaboration between the community, City bureaus and City Council in the development of shared public involvement guidelines

Portland's [Public Involvement Best Practices Program](#) is dedicated to supporting the City's community involvement activities.

Portland's [Citywide Racial Equity Goals and Policies](#) are binding City Policy, providing a guidepost for City employees and leadership to follow, to achieve the racial equity goals.

### State Requirements

Oregon's Statewide Planning [Goal 1: Citizen Involvement](#) OAR 660-015-0000(1) lays out state requirements for public involvement in planning.

Oregon's [Public Record and Meetings laws](#) requires transparency in all public meetings.

### Federal Requirements and Guidance

The City's [Office of Equity and Human Rights](#) provides support to City staff in working to meet and exceed the requirements of federal civil rights laws. There are City plans and programs in place to support the ADA and Title VI requirements.

The [Americans with Disabilities Act \(ADA\)](#) requires that all city activities be made accessible to persons with disabilities.

[Title VI of the Civil Rights Act of 1964](#) declares that no person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance. As Portland receives Federal financial assistance, discrimination is prohibited for all City activities. In public involvement activities, the City must provide interpretation and language assistance, avoid or mitigate environmental injustice, and ensure that all people are able to participate in meaningful public involvement. Title VI also requires robust collection, analysis, and use of data about demographics, needs assessments, burdens and benefits, and more.

### **Other Guiding Documents**

American Institute of Certified Planners (AICP) [Code of Ethics and Professional Conduct](#)

[Federal Plain Writing Guidelines](#)

## Appendix B: Selected Terms from the 2035 Comprehensive Plan Glossary

**Community:** A group of people with a shared sense of identity or belonging.

**Environmental justice:** The fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies.

**Equity:** When everyone has access to the opportunities necessary to satisfy their essential needs, advance their well-being, and achieve their full potential.

**Transparency:** Reliable, relevant, and timely publicly available information about government activities and decision making.

**Under-represented:** People and communities that historically and currently do not have an equal voice in institutions and policy-making, and have not been served equitably by programs and services.

**Under-served:** People and places that historically and currently do not have equitable resources, access to infrastructure, healthy environments, housing choice, etc. Disparities may exist both in services and outcomes.

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## Appendix C: PBOT Tier Recommendations

When the Portland Bureau of Transportation (PBOT) is entering into a legislative process, PBOT will follow Tier 1 requirements for community engagement. When implementing non-legislative projects, PBOT will follow Tier 2 community engagement requirements. The difference between the two are that Tier 1, by state law, requires findings against Comprehensive Plan Chapter 2, while Tier 2 does not. Therefore Tier 2 projects will be responsive to PBOT's transportation-specific and in-house community engagement protocol, rather than to the Comprehensive Plan Community Involvement Committee.

### Tier 1: Legislative Projects:

- Follow Comprehensive Plan Chapter 2 and write findings against how the policies have been implemented
- Aim to schedule early consultation, a mid-way check-in, and a follow-up with Comprehensive Plan Community Involvement Committee on community involvement planning, implementation and evaluation.
- Follow *TSP Section 3: Community Involvement*

### Tier 2: Non-legislative projects

- Do not write findings against how the policies of the Comprehensive Plan Chapter 2 have been implemented
- May consult with the Comprehensive Plan Community Involvement Committee on community involvement planning, implementation and evaluation.
- Follow *TSP Section 3: Community Involvement Objectives*



January 17, 2023

**To:** Portland City Council

**From:** Al Burns

**Subject:** Testimony on Agenda Item 64, Ordinance to “Amend the Comprehensive Plan and the Planning and Zoning Code to create the Planning Commission and dissolve the Planning and Sustainability Commission (amend Code Title 33)”

Dear Mayor Wheeler and Members of The City Council:

I agree with the purpose of the proposed ordinance. State law requires that the future development and redevelopment of our city be guided by a comprehensive land use plan, and the sometime mundane but always important tasks of maintaining, updating and carrying out this plan is best carried out through the oversight of a dedicated commission. The scope of the present Planning and Sustainability Commission has proven too broad to afford comprehensive planning the attention it deserves.

I testify in favor of the reestablishment of a planning commission. On December 26, 1918, the Portland City Council adopted Ordinance No 34870. This is the ordinance that first established a “City Planning Commission.” I propose returning to the original name rather than just “Planning Commission.” Unlike other municipal boards, committees, and commissions, which may advise only one department or bureau, Oregon land use law requires planning commissions to advise councils on a wide variety of matters. When a planning commission makes recommendations to council on housing needs, economic opportunities, or public facilities it is not meddling in some other bureau’s business, it is carrying out its mandate. These elements are necessary to make a comprehensive plan “comprehensive.” So, to

emphasize that the commission exercises city-wide competence, is not an appendage to just one bureau, and its job is not limited to just fiddling with the zoning code, I recommend the name “City Planning Commission.”

My other points are more specific.

Statewide Planning Goal 2 requires the consideration of the environmental, economic, social and energy consequences of proposed planning decisions. 33.710.040 A omits “energy.” It should be added.

The Portland Comprehensive Plan already contains five guiding principles quoted below.

**Economic Prosperity.** Support a low-carbon economy and foster employment growth, competitiveness, and equitably-distributed household prosperity. **Human Health.** Avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy, active lives.

**Environmental Health.** Weave nature into the city and foster a healthy environment that sustains people, neighborhoods, and fish and wildlife. Recognize the intrinsic value of nature and sustain the ecosystem services of Portland’s air, water, and land.

**Equity.** Promote equity and environmental justice by reducing disparities, minimizing burdens, extending community benefits, increasing the amount of affordable housing, affirmatively furthering fair housing, proactively fighting displacement, and improving socio-economic opportunities for under-served and under-represented populations. Intentionally engage under-served and under-represented populations in decisions that affect them. Specifically recognize, address, and prevent repetition of the injustices suffered by communities of color throughout Portland’s history.



**Resilience.** Reduce risk and improve the ability of individuals, communities, economic systems, and the natural and built environments to withstand, recover from, and adapt to changes from natural hazards, human-made disasters climate change, and economic shifts.

However, 33.710.040 A either limits the commission’s deliberation to two of these principles, or elevates two over the other three. To avoid this unintended consequence the last sentence of 33.710.040 A should either be deleted or amended to include all five guiding principles.

Maintaining a primary residence within the City of Portland should be a qualification for membership on the commission. 33.710.040 B should be amended to make this requirement explicit. Yes, there has been at least one example where a resident of another city was appointed to Portland’s commission.

The Community Involvement Program for the Portland Comprehensive Plan was adopted by Ordinance No. 188177. This program, which is a requirement of Statewide Planning Goal 1, contains 12 references to the “Planning and Sustainability Commission.” The proposed ordinance should contain a directive amending ordinance 188177 to rename the commission.

Again, thank you for the opportunity to provide this testimony.