

Section 6

Plan Implementation, Maintenance and Public Participation

The plan maintenance section of this document details the formal process that will ensure that the City of Portland Natural Hazards Mitigation Plan remains an active and relevant document. The plan maintenance process includes a schedule for monitoring and evaluating the Plan annually and producing an updated plan every five years. This section also describes how the City will integrate public participation throughout the plan maintenance and implementation process. Finally, this section includes an explanation of how the City intends to incorporate the mitigation strategies outlined in this Plan into existing planning mechanisms and programs such as the City comprehensive land use planning process, capital improvement planning process, and building codes enforcement and implementation.

The plan's format allows the City to review and update sections when new data becomes available. New data can be easily incorporated, resulting in a natural hazards mitigation plan that remains current and relevant to the City of Portland.

Implementing the Plan

After the plan is adopted via resolution by the City Council, the Director of POEM will be responsible for submitting it to the State Hazard Mitigation Officer at Oregon Emergency Management. Oregon Emergency Management will then submit the plan to the Federal Emergency Management Agency (FEMA–Region X) for review. This review will address the federal criteria outlined in FEMA Interim Final Rule 44 CFR Part 201. Upon acceptance by FEMA, the City of Portland will gain eligibility for the Pre-Disaster Mitigation Grant Program, the Hazard Mitigation Grant Program funds, and Flood Mitigation Assistance program funds. After the plan is formally adopted and FEMA recognized, the Hazard Mitigation Steering Committee will disband and reform as the Disaster Policy Council. The steering committee members who were not representatives of city bureaus (external partners) will become the External Review Board and will be called upon for comment, review, and advice as needed. The Disaster Policy Council will act as the coordinating body for implementation and plan update. This council's role is described in detail later in this document. The Portland Office of Emergency Management (POEM) will serve as the convener of this body.

The effectiveness of the City of Portland's non-regulatory Natural Hazard Mitigation Plan will be contingent on the implementation of the plan and incorporation of the outlined action items into existing City

plans, policies, and programs. The Natural Hazard Mitigation Plan includes a range of action items that, if implemented, would reduce loss from hazard events in the City of Portland. Together, the action items in Portland's Natural Hazard Mitigation Plan provide the framework for activities that city bureaus can choose to implement over the next five years. The Hazard Mitigation Steering Committee has prioritized the plan's goals and identified actions, which will be implemented, as resources permit, through existing plans, policies, and programs.

Coordinating Body

The Disaster Policy Council (DPC) will be the coordinating body for the mitigation plan. The DPC has been established by ordinance (178616 effective July 21, 2004); it includes representatives from applicable city bureaus, including, but not limited to, the current Hazard Mitigation Steering Committee members. One of the DPC's roles will be to review the mitigation plan annually and to oversee the up-date process. The DPC consists of the following members:

The Mayor, Chair

Commissioner serving as President of the Council, vice chair

City Attorney

Chief of Portland Police Bureau

Chief of Bureau of Fire & Rescue

Director, Portland Office of Emergency Management

Director, Bureau of Emergency Communications

Director, Portland Office of Transportation

Director, Bureau of Maintenance

Chief Administrative Officer

Director of Human Resources

Director, Bureau of Technology Services

Director, Bureau of Development Services

Director, Bureau of Environmental Services

Director of General Services

Director, Bureau of Parks & Recreation

Director, Bureau of Water Works

To make the coordination and review of Portland's Hazard Mitigation Plan as broad and useful as possible, the DPC will engage additional stakeholders and other relevant hazard mitigation organizations and agencies to implement the identified action items. The members of this review board are (but not limited to):

A Neighborhood Coalition representative

An insurance industry representative

A professional organization representative such as the Home Builders, architect affiliate, or property management organization

A business community or major industry representative

Subject matter experts for specific hazards

State agency representatives such as Department of Geology and Mineral Industries

Representatives from environmental organizations, such as the Audubon Society of Portland

Representative from Tri-Met

The Disaster Policy Council will review the Portland Hazard Mitigation Plan once each year, after the plan is certified by FEMA and adopted by the Portland City Council. These meetings will provide an opportunity to discuss the progress of the action items in the plan, and maintain the partnerships that are essential for the sustainability of the City of Portland's Natural Hazard Mitigation Plan.

Convener

The City's Office of Emergency Management (POEM) and the Bureau of Planning will be jointly responsible for overseeing the plan's implementation and maintenance through the City's existing programs. The Emergency Management Director will work with the Disaster Policy Council Chair to facilitate Natural Hazard Mitigation Plan implementation and maintenance meetings. Plan implementation and evaluation will be a shared responsibility among all of the assigned Disaster Policy Council members. Upon advisement of the Disaster Policy Council and the Directors of the Bureau of Planning and POEM, the Portland Office of Emergency Management will be the main instigator of review, coordination, and promotion.

Implementation through Existing Programs

The Natural Hazard Mitigation Plan includes a range of action items that, when implemented, will reduce loss from hazard events in the City of Portland. Within the framework of the plan, FEMA requires the identification of existing programs that might be used to implement these action items. The City of Portland currently addresses statewide planning goals and legislative requirements through its comprehensive land use plan, capital improvement plans, mandated standards and building codes. To the extent possible, the City of Portland will work to incorporate the recommended mitigation action items into existing programs and procedures.

Portland's Comprehensive Plan is one possible venue for action item implementation. One component of the Comprehensive Plan addresses natural hazards. During the next Comprehensive Plan update, planners might consider the action items and detailed risk assessment (Appendix C) in the NHMP and evaluate them as they would any other potential

issues to determine if they are appropriate for inclusion. However, because the NHMP is non-regulatory, there is no reason to expect that its action items will be included in the next Comprehensive Plan update.

The goals and action items in the Natural Hazard Mitigation Plan will help the City of Portland address statewide land-use planning Goal 7, developed to protect life and property from natural disasters and hazards through planning strategies that restrict development in areas of known hazards. Goal 7 requires that local governments base development plans on inventories of known areas of natural disasters and hazards and that the intensity of development should be limited by the degree to which the natural hazard occurs within the areas of proposed development.

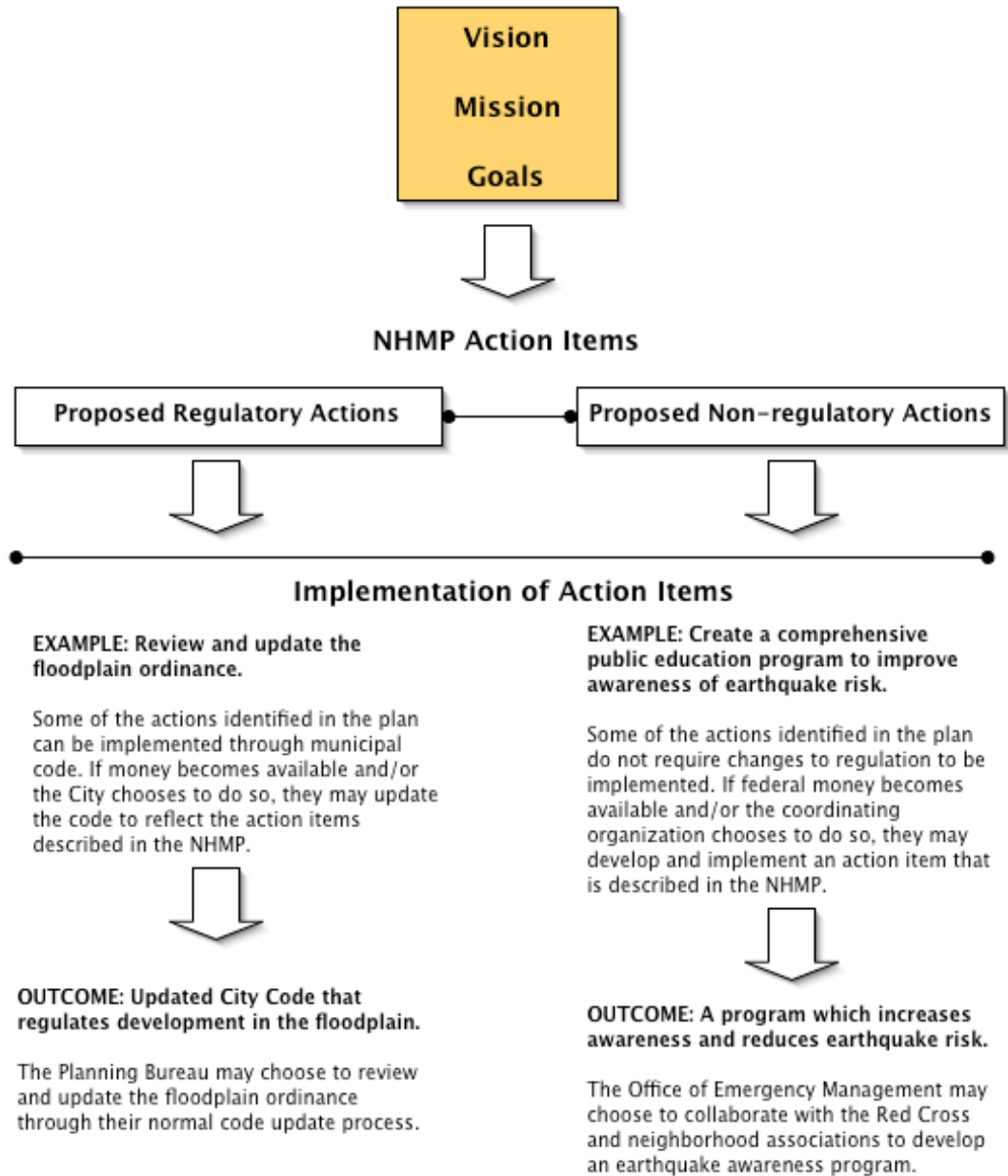
Future capital improvement planning will also contribute to the goals in the Natural Hazard Mitigation Plan. Most City Bureaus develop Capital Improvement Programs (CIPs) and review them on an annual basis. The Disaster Policy Council will work with these bureaus to identify any relevant action items from the Natural Hazard Mitigation Plan and work to incorporate such actions into the appropriate sections of the City's CIPs.

After formal adoption of the City's Mitigation Plan, the policies listed above will be incorporated into the process of existing planning mechanisms at the City level as opportunities arise. The meetings of the Disaster Policy Council will provide an opportunity for committee members to report back on the progress made on the integration of mitigation planning elements into City planning documents, policies, procedures, and programs.

Some action items do not need to be implemented through regulation. Instead, these can be implemented through the creation of new educational programs, through continued interagency coordination, or through improved public participation.

The following graphic provides an example of the types of action items that are included in Portland's Natural Hazard Mitigation Plan, and describes how each of these types of plans might be implemented.

Creation of Action Items through a Natural Hazard Mitigation Plan (NHMP)



Economic Analysis of Mitigation Projects

FEMA’s methods of identifying the costs and benefits associated with natural hazard mitigation strategies, measures, or projects fall into two general categories: benefit/cost analysis and cost-effectiveness analysis. Conducting benefit/cost analysis for a mitigation activity can assist communities in determining whether a project is worth

undertaking now, in order to avoid disaster-related damages later. Cost-effectiveness analysis evaluates how best to spend a given amount of money to achieve a specific goal. Determining the economic feasibility of mitigating natural hazards provides decision-makers with an understanding of the potential benefits and costs of an activity, as well as a basis upon which to compare alternative projects.

The Disaster Policy Council (DPC) and Portland Office of Emergency Management (POEM) will use FEMA-approved cost benefit methodology as a tool for identifying and prioritizing mitigation action items when applying for federal mitigation funding. For other projects and funding sources, DPC and POEM will use other approaches to understand the costs and benefits of each action item and develop a prioritized list. For more information regarding economic analysis of mitigation action items, please see Appendix A.

Methodology for Prioritizing Plan Action Items

To initially prioritize the plan's action items the City of Portland utilized a multi-tiered approach. First the plan goals were prioritized. Second, the natural hazards identified in the community were prioritized based on the hazard risk assessments used in the City of Portland HAZUS-MH project. Using the outcome of these two activities each action item was tallied according to a point system in a third step in order to determine its relative priority within the plan. The prioritized list of action items serves simply as a starting point for the implementation of mitigation activities; it does not dictate the order of implementation.

The Hazard Mitigation Steering Committee and the leadership of the City of Portland have the option to implement any of the action items at any time, (regardless or the prioritized order). This allows the committee to consider mitigation strategies as new opportunities arise, such as funding for action items that may not be of highest priority. This methodology used by the Hazard Mitigation Steering Committee to initially prioritize the plan's goals and action items will also be used by the Disaster Policy Council (DPC) and the Portland Office of Emergency Management (POEM) to maintain the list.

POEM will convene a committee to review the issues surrounding grant applications and shared knowledge and or resources. This process will afford greater coordination and less competition for limited funds.

Step 1: Prioritizing Plan Goals

To accomplish this task the Hazard Mitigation Steering Committee examined and voted on the importance of each of the plan's five goals. The steering committee was led through a "dot prioritization" activity to determine the relative priority of each goal. Steering committee members were given 5 different colored adhesive "dots". Each "dot" had a number assigned to it ranging from 1 to 5 points (five being the highest value). They were asked to place a single "dot" on each of the

plan goals, whereby ranking the importance of each goal in making Portland more disaster resilient.

The steering committee was reminded that goals are designed to drive actions and that they are intended to represent the general end toward which the City’s efforts are directed. They do not specify how the City is to achieve the level of performance. They are the guiding principles for the specific recommendations that are outlined in the action items. The steering committee was asked to rank the goals regardless of how easy each goal would be to accomplish. After the vote, their priorities, the “dots” and their associated points were tallied and the results are as follows:

1. Identify risk level and evaluate Portland’s vulnerability to natural hazards
2. Implement activities to protect human life, property, and natural systems
3. Promote public awareness, engage public participation, and enhance partnerships through education, outreach, and coordination of a diverse and representative group of the City’s population
4. Establish a disaster resilient economy
5. Build and support the capacity and commitment to continuously become less vulnerable to hazards

Each action item in the plan is associated with one or more of these goals.

Step 2: Prioritizing Community Hazards

The second step in prioritizing the plan’s action items was to examine which hazards they are associated with and where these hazards rank in terms of community risk.

To rank the hazards, City of Portland’s natural hazard risk assessment and its methodology was utilized. This risk assessment identified various hazards that may threaten Portland city facilities in a range from:

- No/Low
- Limited
- Moderate
- High
- Severe

The rank ordering of hazards by risk follows:

1. Earthquake
2. Landslide
3. Wildfire



4. Flood
5. Severe Weather

Each of the action items in the plan will address risk from one or more of these hazards.

A copy of the full risk assessment and its methodology can be found in Appendix C.

Step 3: Prioritizing and Implementing Action Items

Portland's Risk Assessment contains specific information about what infrastructure is most at risk from each hazard. This information is crucial to prioritizing the Natural Hazard Mitigation Plan's action items for implementation. The Disaster Policy Council will consider action items for implementation based on the following information:

1. *The prioritized Natural Hazard Mitigation Plan goals.* Does the action item address a highly prioritized goal? Does it address multiple goals?
2. *The degree of risk from the hazard.* Does the action item address a high-risk hazard? Does it address multiple hazards?
3. *The information in Portland's Risk Assessment.* Would the action item mitigate a high-risk area or piece of infrastructure?
4. *The Capability Assessment Matrix included in the plan.* This Capability Assessment is designed to assess the operations, readiness, and capabilities of those organizations associated with the plan's action items to assess which items in the prioritized list can be implemented using existing resources and which items require outside funding. It can be used to help the DPC answer the question, "Does the coordinating agency have the capability needed to implement the action item?" This matrix is intended to be used as part of the prioritization process. It is provided in Appendix D.

Portland's DPC and POEM will review, guide and promote the implementation of action items.

In examining the feasibility of the plan's prioritized action items benefit-cost analysis will be encouraged for all structural mitigation projects. See Appendix A for more information on this process.

Evaluating and Updating the Plan

Formal Review Process

The City of Portland has developed a method to ensure that a regular review and update of the Natural Hazard Mitigation Plan occurs. All

Disaster Policy Council (DPC) members will be responsible for monitoring and evaluating the progress of the mitigation strategies in the Plan and the Director of Portland Office of Emergency Management (POEM) is responsible for contacting the Committee members and organizing a plan review meeting at least annually.

The DPC will review the mission and each goal to determine their relevance to changing situations in the City, as well as changes in State or Federal policy, and to ensure they continue to address current and expected conditions. DPC will also review the risk assessment portion of the Plan to determine if this information should be updated or modified. The designated parties responsible for the various implementation actions will report on the status of their projects and will include which implementation process worked well, any difficulties encountered, how coordination efforts are proceeding, and which strategies should be revised.

The POEM will be responsible for incorporating the changes and updates to the plan before submitting the final document to the DPC members, and presenting it to the City Council for approval. The updated Plan will then be submitted to the State Hazard Mitigation Officer for review. If no changes are necessary, the State Hazard Mitigation Officer will be given a justification for this determination.

Additionally, the DPC will convene following any declared disaster in Portland to consider the mitigation plan in light of the impacts of the event and to strategize mitigation efforts.

Continued Public Involvement & Participation

The City of Portland is dedicated to involving the public directly in the continual reshaping and updating of the Natural Hazard Mitigation Plan. Although members of the Steering Committee represent the public to some extent, the public will have the opportunity to provide feedback about the Plan.

During plan development, public participation was incorporated into every stage of the plan development process. Representatives from key stakeholder organizations, including non-profits, industry, insurance, and state organizations served as members of the Steering Committee. While on the sub-committees, key community members reviewed and participated in discussions about needed City mitigation actions. Such experts represented utilities, universities, the Army Corp of Engineers, and Multnomah County Drainage District.

The subcommittees also suggested many potential reviewers. These experts, who are not affiliated with city bureaus, were invited to form an External Review Board meeting. This broad based board includes neighborhood, watershed, development, environmental, business, school and non-profit representation. Some of the specific organizations involved include:

- African American Chamber of Commerce
- Asian Chamber of Commerce

- Hispanic Chamber of Commerce
- Bonneville Power Administration
- Citizen Crime Commission
- Home builders Association
- Nature Conservancy
- Neighborhood business associations
- Rotary Club of Portland

POEM will convene a meeting of this group once the Steering Committee reviews a draft of the plan and approved it. POEM incorporated comments into the final version of the plan.

Public participation was also invited through a series of presentations to community organizations, such as neighborhood associations, the Business Continuity Planners, and watershed councils. POEM attended multiple meetings to describe the plan and invite comment. These comments were also incorporated into the plan.

Copies of the plan were also posted on the POEM website, and will be available there during update cycles. This website also contains an email address and phone number to which people can direct their comments and concerns. The web address is www.portlandonline.com/oem.