



Floodplain Resilience Plan

Community Engagement Plan

July 2022



THE BUREAU OF
**PLANNING &
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Community Engagement Plan

1. Introduction

This Community Engagement Plan will guide outreach for the planning process of the Floodplain Resilience Plan. Public involvement efforts will include a variety of opportunities for stakeholders to understand the project proposals and provide meaningful input on them. The plan provides a description of the project and related efforts, establishes the project team's equity and engagement goals and considerations, characterizes those that live and work in the floodplain, and identifies key stakeholders and how public outreach efforts will engage them throughout the process.

2. Project Overview

The Floodplain Resilience Plan implements recommendations of the 2016 FEMA National Flood Insurance Program (NFIP) Biological Opinion (FEMA BiOp) to bring floodplain regulations into compliance with the Endangered Species Act to protect threatened runs of salmon and steelhead. The Floodplain Resilience Plan will implement a wide range of City floodplain-focused goals, objectives and policies, which include directives to reduce hazards, address environmental equity, enhance the natural environment and to make Portland's urban environment more resilient. Figure 1 shows the City's six watersheds and their associated floodplains.

The Floodplain Resilience Plan is Phase 2 of the City's floodplain management work plan and addresses floodplains in different parts of the city. Additional areas will be addressed in future projects due to their unique characteristics that warrant area-specific approaches. These areas, which include the North Reach of the Willamette River, the Columbia Slough and Columbia River, and the Johnson Creek floodplain, will be addressed in Phase 3.

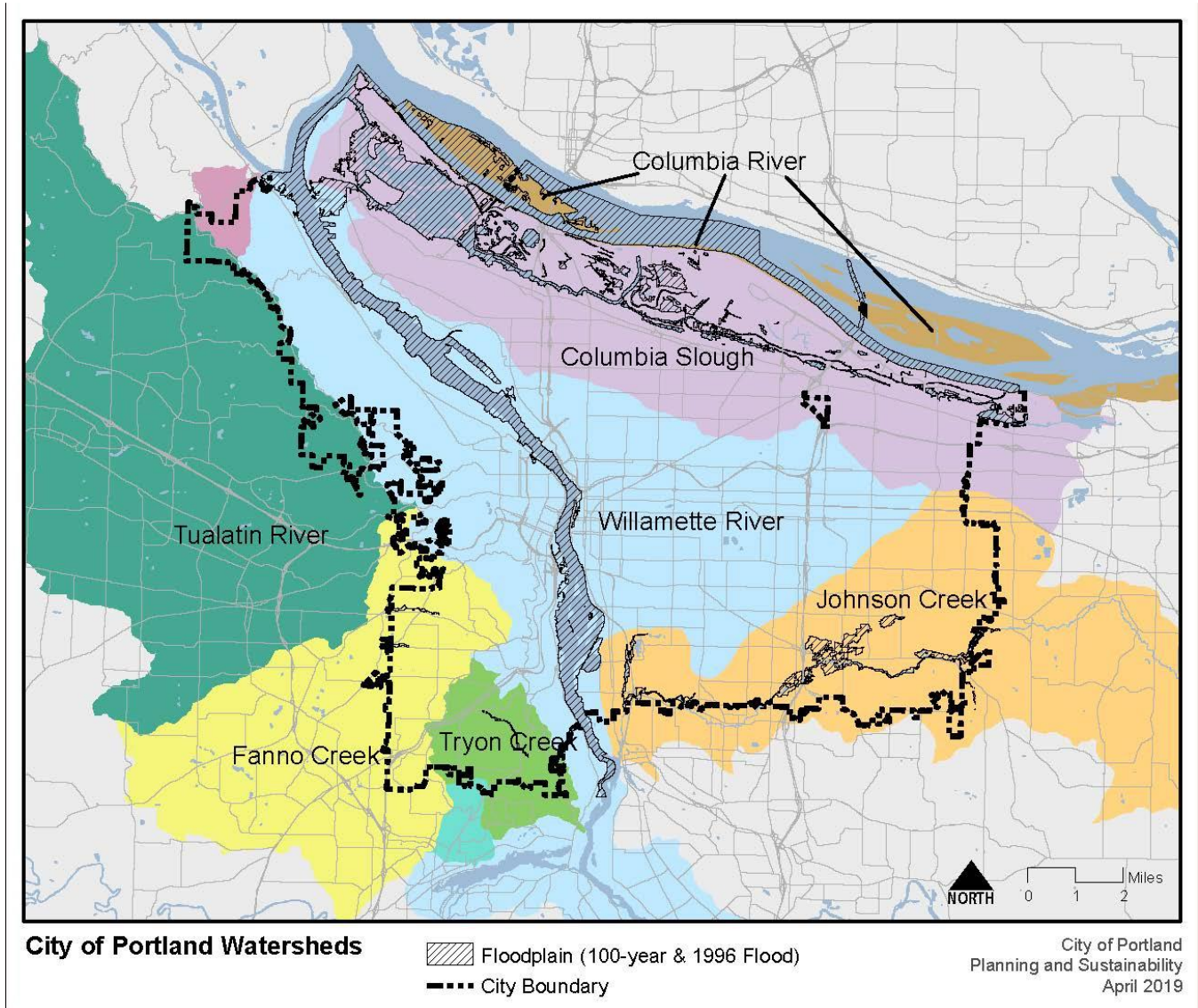


Figure 1. City of Portland Watersheds and Floodplains

The Floodplain Resilience Plan will update sections of Portland’s Zoning Code that apply to floodplains, including the following:

1. Update the City’s zoning maps to apply floodplain regulations as follows:
 - Replace the existing 1996 Flood Inundation Area (defined by Metro) in the City’s combined flood hazard area map with the Modeled Willamette River 1996 Flood Extent along the Willamette River, Lower Columbia Slough and a portion of the Columbia River.
 - Apply the River Environmental (e) overlay zone along the Willamette River Central Reach in areas identified below. The River Environmental overlay zone requires that development impacts are avoided to the extent possible and, when impacts can’t be avoided, mitigation is

required. Mitigation of development impacts can be achieved through meeting established standards or through River Review, a land use review process. Mitigation of actions must fully offset all development impacts, also known as achieving a “no-net-loss” standard.

- Undeveloped and developed portions of the combined flood hazard area within 170 feet of the ordinary high water mark (known as the riparian buffer area) that are not currently in the River Environmental overlay zone.
- Undeveloped floodplains more than 170 feet from the ordinary high water mark that are not in the River Environmental overlay zone.
- Update the application of the River Environmental overlay zone in the Willamette River South Reach to incorporate areas identified in the Modeled Willamette River 1996 Flood Extent. This update will modify the boundaries of the River Environmental overlay zone and the riparian buffer area. Additionally, the River Environmental overlay zone will be removed from developed portions of the combined flood hazard area that are more than 100 feet from top of bank and not in the riparian buffer area.
- Apply the Environmental Conservation (c) overlay zone to undeveloped floodplains along Fanno Creek and Tryon Creek that are not currently in the Environmental Conservation overlay zone.

2. Amend chapters of the Zoning Code to update floodplain regulations as follows:

- Add riparian buffer area requirements to floodplains within 170 feet of ordinary high water in the Willamette River Central Reach (33.475). Development in the riparian buffer area is required to mitigate all impacts on identified natural resources (i.e., meet the existing “no net-loss” standard) and demonstrate an improvement in one of two riparian functions: (1) Bank function, and control of sediments, nutrients and pollution; or (2) Large wood and channel dynamics.
- Update the requirements of the Environmental overlay zones chapter (33.430) to manage tree and vegetation removal and maintenance to achieve no net-loss in floodplain habitat functions, as defined by the FEMA BiOp. This includes limiting tree and vegetation removal that is allowed without City approval and increasing the minimum tree replacement required when a tree is removed in the Environmental overlay zone.
- Add new standards for tree and vegetation removal and maintenance and restructure the South Waterfront Greenway overlay zone (33.510.253) requirements to clarify that the exterior lighting standards apply to all development in the River General overlay zone. Also,

update the code to allow South Waterfront greenway reviews to be processed through a Type II procedure (administrative staff level review), instead of always requiring a Type III procedure (public hearing before the designated review body).

3. Expand and strengthen the Bureau of Environmental Services restoration program to support the long-term recovery of salmon and steelhead while also working to increase the number of private and (potentially) public mitigation banks to provide another option for mitigating floodplain development impacts on natural resources and habitat in the floodplain.

3. Past Efforts and Related Projects

Over the last few years, the Bureau of Planning and Sustainability completed two projects that also played an important role in the protection of the city's floodplains. These plans, adopted by City Council, provide precedent for floodplain management, mitigation, the protection of critical habitat, and the application of Environmental overlay zones. The following describes the concurrent and related City projects that involved public outreach led by BPS that have occurred citywide, in and near the project area.

RIVER PLAN / SOUTH REACH

As stated above, the Floodplain Resilience Plan is phase 2 of the City's floodplain management work plan. Phase 1 of this effort was the River Plan / South Reach, which incorporated many of the same floodplain management regulations in the southern portion of the Willamette River. Updates in the River Plan / South Reach included the application of the River Environmental overlay zone to all floodplains (both undeveloped and developed), an increased river setback for new development, the establishment of a riparian buffer area and its increased mitigation ratios, limitations on riverbank tree and vegetation removal and higher tree replacement ratios. Public engagement included a visioning event, riverfront walks, presentations to neighborhood associations, an online visioning survey, meetings with stakeholder groups, open houses, and mailings.

ENVIRONMENTAL OVERLAY ZONE MAP CORRECTION PROJECT

The Environmental Overlay Zone Map Correction project was adopted in May of 2022 and aims to ensure that the Environmental overlay zones (i.e., Conservation and Protection overlay zones) are applied, consistent with the natural resource protection priorities identified in the relevant adopted resource protection plans, to existing natural resources identified in the citywide Natural Resources Inventory. Because many of the existing Environmental overlay zones were applied before the availability of current analysis tools, such as Geographic Information Systems and Light Detection and Ranging (LiDAR), existing Environmental overlay zones frequently do not follow the actual resources. The project brings the zoning code into compliance with the *2035 Comprehensive Plan* and ensures resources across Portland are mapped accurately and are regulated in a consistent way. Application of

the Environmental overlay zones to some of the city's floodplain, where identified as an important resource, is a part of this correction effort. Public outreach, conducted between June 2018 and June 2020, included community meetings, open house events, site visits with property owners, and mailings sent out to all impacted property owners.

4. Equity Considerations

The City of Portland recognizes that equity is realized when identity – such as race, ethnicity, gender, age, disability, national origin, and sexual orientation – has no detrimental effect on the distribution of resources, opportunities, and project outcomes. The City is committed to the fair treatment and meaningful involvement of all people, regardless of income or identity, with respect to the development, implementation and enforcement of plans, policies and procedures during the bureau's work.

Fair treatment means that no group of people, including a racial, ethnic, or a socioeconomic group, should bear a disproportionate share of the negative environmental consequences resulting from the implementation of federal, state, or local programs and policies. Meaningful involvement means that: (1) potentially affected community residents have an appropriate opportunity to participate in decisions about a proposed activity that will affect their environment or health; (2) the public's contribution can influence the regulatory agency's decision; (3) the concerns of all participants involved will be considered in the decision-making process; and (4) decision makers seek out and facilitate the involvement of those potentially affected.

The City acknowledges historical injustices and discriminatory local decision-making and supports the equitable distribution of the benefits and burdens of decisions to ensure that those most impacted from decisions have an opportunity to meaningfully participate. The City's commitment to non-discriminatory engagement includes supporting special efforts to engage Black, Indigenous, and People of Color (BIPOC) communities, low-income individuals and households, women, people with disabilities, people with Limited English Proficiency, senior and youth populations.

The city's public engagement plans, policies and practices are guided by and in conformance with the City of Portland Title VI Civil Rights Program and Plan.

4.1 Public Involvement Principles

The process will be guided by the City of Portland Public Involvement Principles, adopted by the Portland City Council in August 2010. The principles, listed below, represent a road map to guide government officials and staff in establishing consistent, effective and high-quality community engagement across Portland's City government (<http://www.portlandoregon.gov/oni/article/312804>):

Partnership: Community members have a right to be involved in decisions that affect them. Participants can influence decision-making and receive feedback on how their input was used. The public can recommend projects and issues for government consideration.

Early Involvement: Public involvement is an early and integral part of issue and opportunity identification, concept development, design, and implementation of City policies, programs, and projects.

Building Relationships and Community Capacity: Public involvement processes invest in and develop long-term, collaborative working relationships and learning opportunities with community partners and stakeholders.

Inclusiveness and Equity: Public dialogue and decision-making processes identify, reach out to, and encourage participation of the community in its full diversity. Processes respect a range of values and interests and the knowledge of those involved. Historically excluded individuals and groups are included authentically in processes, activities, and decision- and policy-making. Impacts, including costs and benefits, are identified and distributed fairly.

Good Quality Process Design and Implementation: Public involvement processes and techniques are well-designed to appropriately fit the scope, character, and impact of a policy or project. Processes adapt to changing needs and issues as they move forward.

Transparency: Public decision-making processes are accessible, open, honest, and understandable. Members of the public receive the information they need, and with enough lead time, to participate effectively.

Accountability: City leaders and staff are accountable for ensuring meaningful public involvement in the work of city government.

4.2 Policy Overview

Chapter 2 of Portland's *2035 Comprehensive Plan* outlines the goals and policies for community engagement in planning processes. Promoting social justice and equity through community engagement in planning efforts is a significant emphasis in the *2035 Comprehensive Plan*. Key Community Involvement Goals and Policies of the plan are listed in Appendix B – Applicable City Policy.

4.3 Demographics

Portland's floodplains are home to a diverse population from a variety of different socioeconomic backgrounds who live in a variety of housing typologies. Four percent of Portland's population lives in the floodplain, but the people that live there are more diverse than the city as a whole. The floodplain also plays a key role in Portland's economy. A large proportion of Portland's industrial employers are

located in and around the floodplain. The jobs that are provided by these employers represent a significant percentage of the middle wage jobs that are available to non-college educated adults in the city.

There are many cultural and social components to the definitions of race and ethnicity in the United States due to the widespread nature of racist and discriminatory practices. Individuals from different ethnic and racial backgrounds have significantly different lived experiences, and it is important to note that the use of the term BIPOC is not to group all people of non-white racial and ethnic backgrounds together, but rather to provide space and consideration to the experiences of the Black, Indigenous, and People of Color communities in the United States. For the purposes of this planning effort, we will defer to the categories of race and ethnicity defined by the US Census, though there are several valid concerns about the definitions of race and ethnicity provided in the census.

The 2020 US Census defines six categories on race: "White," "Black or African American," "American Indian or Alaska Native," "Asian," and "Native Hawaiian or Other Pacific Islander," or "Some Other Race," which includes a write-in area for respondents to fill in details about their racial identity. The census does state that "Hispanic origins are not considered races. Hispanic origin can be viewed as the heritage, nationality, lineage, or country of birth of the person or the person's parents or ancestors before arriving in the United States. People who identify as Hispanic, Latino/Latinx, or Spanish may be any race." As such, the US Census defines Hispanic origin as an ethnicity, rather than a racial category.

When taken as a whole, the racial and ethnic diversity of the floodplains are roughly comparable to Portland overall. Thirty percent of Portlanders identify as people of color. But there is significant variability in the diversity of the populations in the different subareas that will be affected by Floodplain Resilience Plan recommendations. In the Columbia Slough subarea, 36% of the population identifies as being people of color. All the other subarea populations have smaller percentages of people of color than the city as a whole.

In addition to being the most diverse of the Floodplain Resilience Plan subareas, the Columbia Slough and the Columbia River subareas have some of the largest percentages of residents that earn less than 80% of the median household income (55% and 58% respectively). Other Floodplain Resilience Plan subareas have low-income population percentages that are lower than the Portland citywide average, which is 45%.

Diversity in language and ethnic origin of immigrant populations in the Floodplain Resilience Plan subareas also varies widely. The Columbia Slough and Columbia River subareas have significant populations of Spanish and Russian speaking immigrants, as well as immigrants of Laotian and Ethiopian origin. In the Fanno Creek subarea, there are significant Ukrainian and Spanish-speaking immigrant communities. The Tryon Creek subarea is the least diverse of the Floodplain Resilience Plan subareas, but it does have a significant Japanese immigrant community.

4.4 Languages Spoken

A review of data show that several languages are spoken by households in census tracts that are within or intersect the project's floodplains. In addition to English, the languages listed are languages spoken by Limited English Proficiency (LEP) individuals in the study area's census tracts. Languages were found to be significant in census tracts through an analysis involving comparison to other census tracts in the sample and their significance in comparison to other clusters of tracts in the metro area. The following languages represent the significant non-English languages spoken by residents in the Willamette Central Reach, Fanno Creek, and Tyron Creek floodplains.

- 1) Slavic
- 2) Spanish
- 3) Ukranian
- 4) Japanese
- 5) Cantonese

Citywide, Spanish is the only non-English language spoken by 1 percent or more of the population. However certain geographies have a higher percentage of LEP populations, including East Portland, Lents, Powell-Division Corridor, Cully, Brentwood-Darlington, and downtown.

4.5 Benefits and Burdens

Due to generations of institutional racism imbedded in this country since its founding, BIPOC communities have had limited access to resources, quality education, social circles that facilitate high income careers. The result has been a disproportionate amount of BIPOC individuals and communities who do not own their homes, rent, and who live as tenants in multi-dwelling housing.

The Floodplain Resilience Plan public engagement process is structured to evaluate land use and zoning code changes and other public actions, that may have significant impacts that directly and indirectly benefit and burden different stakeholders and communities. These include:

- 1) Changes in the zoning code and/or map that may provide benefit to some parties or potentially create burdens for others, depending on the outcomes. This may include additional development requirements that have variable benefits and burdens.
- 2) Amendments to the zoning code to update floodplain regulations that may include costs and benefits associated with tree and vegetation removal and maintenance.
- 3) Shifting of environmental benefits or flood storage capacity to off-site mitigation locations while potentially concentrating the impacts of floodplain development in other parts of the city.
- 4) Other public actions or improvements that may result in variable effects.

City staff identified the following benefits and burdens that may result from the Floodplain Resilience Plan proposals:

Table 1. Potential Benefits and Burdens

Stakeholders	Needs/Interests	Potential benefits	Potential burdens
Property/ Condo Owners	<ul style="list-style-type: none"> • Ensure continued ability to operate and maintain property, adequate economic use, maintain property value, etc. • Regulations should be appropriate for site characteristics • Cost of flood insurance not a significant burden • Reduced flood risk 	<ul style="list-style-type: none"> • Reduced flood risk • Long-term viability of lot is maintained • Protections may result in increased property values • Reduced insurance costs due to City's improved Community Rating System (CRS) rating 	<ul style="list-style-type: none"> • Maximum development potential could be reduced • City approvals for floodplain development required
Renters	<ul style="list-style-type: none"> • Minimize rent increases/maintain affordability • Reduced flood risk 	<ul style="list-style-type: none"> • Reduced flood risk 	<ul style="list-style-type: none"> • Increased rents due to higher development costs • On-going maintenance/upgrades not completed to avoid new requirements
Neighborhood Associations	<ul style="list-style-type: none"> • Reduced flood risk • Appropriate regulations • Maintain affordability (as relevant) • Cost of flood insurance not a significant burden for constituents 	<ul style="list-style-type: none"> • Reduced flood risk • Reduced insurance costs for constituents due to City's improved CRS rating 	<ul style="list-style-type: none"> • Maximum development potential of some lots within the neighborhood could be reduced
Environmental Organizations	<ul style="list-style-type: none"> • Expand salmon and steelhead habitat • Compliance with the Endangered Species Act (ESA) • Reduce future flood risk by limiting floodplain development and expanding/improving floodplain habitat 	<ul style="list-style-type: none"> • Floodplain development impacts are avoided or mitigated, resulting in expanded floodplain habitat • City demonstrates ESA compliance, contributing to salmon and steelhead recovery 	<ul style="list-style-type: none"> • ESA compliance is not achieved and floodplain development continues to impact threatened and endangered fish species
Native American Tribes	<ul style="list-style-type: none"> • Expand salmon and steelhead habitat • Compliance with the Endangered Species Act (ESA) • Expand/improve floodplain habitat for fish and wildlife 	<ul style="list-style-type: none"> • Floodplain development impacts are avoided or mitigated, resulting in expanded floodplain habitat 	<ul style="list-style-type: none"> • ESA compliance is not achieved and floodplain development continues to impact threatened and endangered fish species

Stakeholders	Needs/Interests	Potential benefits	Potential burdens
	<ul style="list-style-type: none"> • Preserve/improve floodplain function • Maintain access to important traditional resources and continue to practice traditional lifeways 	<ul style="list-style-type: none"> • City demonstrates ESA compliance, contributing to salmon and steelhead recovery • With salmon and steelhead recovery, tribal peoples are able to continue their traditional lifeways 	
Urban Native Community	<ul style="list-style-type: none"> • Expand salmon and steelhead habitat • Compliance with the Endangered Species Act (ESA) • Expand/improve floodplain habitat for fish and wildlife • Preserve/improve floodplain function • Maintain access to important traditional resources and continue to practice traditional lifeways 	<ul style="list-style-type: none"> • Reduced flood risk for those that live and/or work in the floodplain • Floodplain development impacts are avoided or mitigated, resulting in expanded floodplain habitat • City demonstrates ESA compliance, contributing to salmon and steelhead recovery • With salmon and steelhead recovery, tribal peoples are able to continue their traditional lifeways 	<ul style="list-style-type: none"> • ESA compliance is not achieved and floodplain development continues to impact threatened and endangered fish species
Racial/Ethnic Groups and Immigrants	<ul style="list-style-type: none"> • Preserve/expand salmon and steelhead habitat to allow for fishing in Portland’s waterways • Reduce flood risk • Maintain affordability (as relevant) 	<ul style="list-style-type: none"> • Reduced flood risk for those that live and/or work in the floodplain • Floodplain development impacts are avoided or mitigated, resulting in expanded floodplain habitat • City demonstrates ESA compliance, contributing to salmon and steelhead recovery • With salmon and steelhead recovery, members of the BIPOC community are able to safely harvest fish from Portland’s waterways 	<ul style="list-style-type: none"> • Increased housing costs due to higher development costs

Stakeholders	Needs/Interests	Potential benefits	Potential burdens
Houseless Communities	<ul style="list-style-type: none"> Reduced flood risk/increased safety during future floods 	<ul style="list-style-type: none"> Reduced flood risk 	

Power Dynamics

It is the City’s practice to consider power dynamics as part of engagement plans because the stakeholders most affected by a proposal do not always have the most power to shape project outcomes. The Portland City Council exercises the greatest power in this project because City Council has sole authority and discretion to amend the City Code, Comprehensive Plan Map, and Zoning Map.

Second are organizations, agencies and individuals experienced in participating in and influencing the deliberations of City Council. These include:

- Portland Planning and Sustainability Commission
- Bureaus of the City of Portland
- Recognized neighborhood and business Associations
- Large commercial and industrial property owners
- Advocacy organizations
- Funding agencies and organizations
- Political campaign donors

Third are individuals and organizations motivated to participate but less experienced in doing so. These might include:

- Faith-based organizations
- Residential property owners
- Renters
- Community or other organization not benefiting from official City recognition
- Social service organizations
- Small businesses
- Students attending schools in the study area

Least in power are those persons that have no direct or clear stake in the outcomes of the project but may be indirectly impacted by the outcomes. These people may be the least likely to influence a Council decision although their interests may be presented by proxy through advocates and the testimony of other concerned individuals.

4.6 Equity Goals

City staff developed the following key equity goals:

1. Implement a public engagement process that ensures access and input from a diverse group of stakeholders, including racial/ethnic groups, the urban Native population and immigrants. .
2. Engage tribal governments throughout the process to gather input and ideas for ways to improve the proposals.
3. Reduce future flood risk for individuals that live and/or work in the floodplain, including underrepresented communities.
4. Maintain Portlanders' access to the National Flood Insurance Program and the currently available discount resulting from the City of Portland's Community Rating System (CRS) rating. This discount is especially important for low-income floodplain residents.

In addition to the key equity goals, this project will move toward meeting other City, Federal, State, and regional goals and directives pertaining to floodplain functions and habitat:

City

1. 2015 Climate Action Plan
2. 2014 Climate Change Preparation Strategy
3. 2035 Comprehensive Plan
4. 2020 Climate Emergency Declaration
5. City Council Resolution 35715, Declare Support for the Lower Columbia Steelhead Recovery Plan Being Launched by the City of Portland.
6. City Council Resolution 35894, Declare the City of Portland's Intent to Create a Portland Recovery Plan for Salmon and Trout Listed Under the Federal Endangered Species Act Based on a Comprehensive Framework.

Federal

1. FEMA and Flood Management
2. Endangered Species Act

Oregon Statewide Land Use Planning Goals

1. Goals 5, Natural Resources, Scenic and Historic Areas, and Open Spaces
2. Goal 6, Air, Water and Land Resources Quality
3. Goal 7, Areas Subject to Natural Hazards
4. Goal 15, Willamette River Greenway

Regional

1. Metro Title 3, Water Quality and Flood Management
2. Metro Title 13, Nature in Neighborhoods

5. Advisory Bodies

Throughout the public engagement process, the City's bureaus, advisory bodies and decision-makers have coordinated to provide knowledge and expertise on both community engagement as well as updates to City requirements. These groups included the following:

5.1 City of Portland Interbureau Team

An inter-bureau team was established to develop a coordinated strategy to update the City's floodplain regulations to comply with the FEMA BiOp and the Endangered Species Act, more generally. The inter-bureau team is comprised of representatives from nine City bureaus:

- City Attorney (CAO)
- Development Services (BDS)
- Emergency Management (PBEM)
- Environmental Services (BES)
- Government Relations (OGR)
- Office of Management and Finance (OMF)
- Parks & Recreation (PP&R)
- Planning and Sustainability (BPS)
- Prosper Portland (Prosper)

Additionally, outreach to and coordination with other bureaus not on the inter-bureau team will be conducted at various point in this effort. These bureaus include the bureaus of Housing, and Water, among others.

5.2 Community Involvement Committee

The Community Involvement Committee is a volunteer body that reviews and advises the City's community involvement efforts for land use and transportation planning projects. While the CIC does not review the actual content of planning projects, committee members work with project staff to ensure strong community involvement practices are being used.

5.3 Planning and Sustainability Commission

The Planning and Sustainability Commission has responsibility for the stewardship, development, and maintenance of the City's Comprehensive Plan, Climate Action Plan, and Zoning Code. By holding public

hearings and discussing issues and proposals, the PSC develops recommendations to share with City Council.

5.4 Portland City Council

The Portland City Council exercises the greatest power in this project because Council has the sole authority and discretion to amend City policy and the City Code.

6. Levels of Participation

To inform staff, the project team will robustly engage the public to provide feedback on public priorities and needs. All community involvement will specify why feedback is needed, how it will be used to impact the project, and how the project will report feedback out.

6.1 Levels of Participation

The community involvement opportunities will be organized to allow people to engage across a spectrum of interest levels:

Inform: Some members of the public will want to know about the project, others will then be interested to track the process and stay up to date on the latest project news. Staff will use multiple methods of outreach to inform the public about the project and allow interested individuals to stay informed. Staff will provide balanced and objective information to assist the public in understanding the issues and alternatives throughout the planning process, and project information will be made broadly accessible through multiple means, channels and sources.

Consult: Some members of the community will want to make sure the process and outcomes are broadly addressing the topics they are interested in and generally going in the right direction. These individuals will desire to weigh-in and provide feedback at key points in the process. Every effort will be given to provide opportunities for the project team to obtain their public feedback on project priorities, alternatives, and outcomes.

Involve: Some members of the community will be interested to helping to identify key concerns and issues. Staff will listen to and acknowledge these concerns and seek to directly reflect them in the alternatives developed, explaining how their input influenced the project outcomes. Some liaisons or representatives of groups may also want to be involved in outreach activities to help gather public feedback.

Collaborate: Some members of the community will want to be engaged at key points in the process to directly impact the direction of the project. These members will be engaged, and consensus built, through meetings, one-on-one engagement or small groups. They will be engaged at key points in process and able to be directly involved the project. Community groups and interested community

members will be provided opportunities to be more involved in the ongoing project work, being able to track the process and providing thoughtful and meaningful input into the products all along the way.

Empower: The final decision-making on recommendations will be in the hands of the elected representatives of the Portland City Council.

Table 2. Levels of Participation

Level of Participation	Inform	Consult	Involve	Collaborate
Goal of Participation	To raise awareness and visibility of the Plan while stimulating public engagement/ feedback response rates for engagement opportunities.	To gather feedback from the public that will impact the planning process, materials, and outcomes.	To gather new ideas, understand concerns, and consider input throughout process.	To gather direct advice and innovation from the public.
Tools for Participation	<ul style="list-style-type: none"> • Web page • Public Presentations • Handouts/Fact sheets • Email notifications • Social media • Canvassing • Media releases 	<ul style="list-style-type: none"> • Print surveys and online interactive map tool • Community tabling events and sponsorship opportunities 	<ul style="list-style-type: none"> • Interviews of community stakeholder (equity priorities) • Focus groups (e.g., interpretative language-based engagement) • Online open house 	<ul style="list-style-type: none"> • Project Advisory Committee engagement • Hold workshops • Follow up interviews on proposed concept options

7. Public Engagement Process/Schedule

City public outreach efforts broadly include: notices sent to residents and property owners within the project area, collaborative community and neighborhood meetings, drop-in hours, and focus groups. These efforts collectively ensure effective public engagement and meaningful input which is a tenet of the Floodplain Resilience Plan. Public engagement efforts will include a variety of opportunities for stakeholders to understand the project proposals and provide feedback on them, both directly to staff and to decision makers, including the Planning and Sustainability Commission and City Council.

7.1 Community Engagement Equity Framework

To uphold the values of inclusiveness and equity, which are fundamental to the City’s Public Engagement Principles, this project will strive to not only encourage participation from diverse and underrepresented Portland communities, but also apply an equity lens throughout the process. This project will do this in the following ways:

- Develop an understanding of equity considerations specific to this project.
- Utilize stakeholder mapping to identify target audience, determine stakeholder involvement based on impact and influence, and identify barriers to involvement, as well as ways to address those barriers including an assessment of potential benefits and burdens that may result from the project for stakeholder groups.
- Incorporate the demographic and language analysis into engagement materials as needed including but not limited to multi-lingual materials.
- Selection of members for focus groups and other consultation or collaborative roles will include consideration of racial and social equity.
- Utilize engagement approaches that allow for a variety of participation options.

7.2 Community Engagement Steps

The table below summarizes the community engagement plan, followed by a more detailed description of each of the steps.

Table 3. Community Engagement Steps

Step	Topic	Engagement	Dates
1	Provide opportunity for Tribal Nations to review proposals and provide feedback prior to release of the Discussion Draft	<ul style="list-style-type: none"> • Email with official request attached • Follow-up phone calls • Meetings with City staff, as requested 	August 2021
2	Share information and gather feedback on the Discussion Draft, including property-specific proposals	<ul style="list-style-type: none"> • Notices sent via mail to property owners and residents in the project area • Public open houses • Project helpline • Meetings with City staff • Map App • Blog posts • Website updates 	November 2021- January 2022
3	Meet with community members and stakeholders to review proposals prior to release of Proposed Draft	<ul style="list-style-type: none"> • Presentations by staff upon request • Meetings with City staff, as requested • Phone calls • Email 	January 2022- August 2022

Step	Topic	Engagement	Dates
4	Engage key stakeholders and underrepresented communities through focus groups	<ul style="list-style-type: none"> Multiple focus group sessions 	April-June 2022
5	Planning and Sustainability Commission (Proposed Draft)	<ul style="list-style-type: none"> Notices sent via mail to property owners and residents in the project area Map App Blog posts Website updates Public hearing 	September 2022
6	City Council (Recommended Draft)	<ul style="list-style-type: none"> Notices sent to those who testified at the Planning and Sustainability Commission Map App Blog posts Website updates Public hearing 	August 2023

Step 1 – Opportunity for Tribal Nations to review proposals and provide feedback prior to release of the Discussion Draft

Step 1, conducted in August of 2021, consisted of outreach to Tribal Nations prior to the release of the Discussion Draft. Emails and follow up communication were sent, with the opportunity to meet with City staff to discuss the plan’s proposals and provide an opportunity to provide initial feedback. The following Tribal Nations were contacted:

- Cowlitz Indian Tribe
- Confederated Tribes of Grand Ronde
- Nez Perce Tribe
- Confederated Tribes of Siletz Indians
- Confederated Tribes of Umatilla Indian Reservation
- Confederated Tribes of Warm Springs
- Yakama Nation

Step 2 – Share information and gather feedback on the Discussion Draft

Step 2 consisted of broad outreach to project stakeholders including property/condo owners, renters and others to offer an opportunity to review and provide feedback on Discussion Draft proposals. Project staff sent a tri-fold mailer to all properties and property owner addresses (when different). The

mailer described the project and listed ways in which interested community members could get more information.

Public engagement at this stage of the project included a virtual open house, the ability to review proposals on the City's Map App, setting up a meeting with City staff to answer questions, and others. Three virtual open houses were held: one on November 16th and two on November 17th. A recording of one of the open houses was upload to the project website. Community members were able to view property-specific proposals. A dedicated help line was established and an online scheduling option was provided for the public to meet with City staff.

In this phase of outreach City staff also presented to a variety of stakeholders including neighborhood associations and commissions. The following groups were met with:

- Neighborhood associations: Hayhurst, Pearl District
- Commissions and Committees: Design Commission, Development Review Advisory Committee (DRAC), NAIOP/BOMA DRAC Subcommittee, Parks Board Land Use & Infrastructure Subcommittee
- Other stakeholders: Multnomah County Drainage District (MCDD), Oregon Health Sciences University (OHSU), Zidell Properties, Central Eastside Industrial Council Land Use Committee (twice), Braided River Campaign

All comments and suggestions during this phase were recorded by City staff and taken into consideration in the preparation of the Proposed Draft.

Step 3 – Meet with community members and stakeholders to review proposals prior to release of Proposed Draft

Step 3 consisted of additional broad outreach to project stakeholders to offer an opportunity to review and provide feedback on Proposed Draft proposals.

Step 4 – Engage key stakeholders and underrepresented communities through focus groups

Step 4, conducted between April and June of 2022, consisted of three focus group sessions with specific groups of stakeholders: (1) Black, Indigenous, and people of color (BIPOC); (2) Environmental stakeholders (an effort was made to include organizations that represent BIPOC communities); and (3) the Urban Native community. Focus groups sessions began with background information on FEMA's National Flood Insurance Program, the 2016 Biological Opinion and FEMA's October 2021 FEMA Draft Implementation Plan, and the goals and proposals of the Floodplain Resilience Plan. Participants were asked a series of questions regarding flooding and environmental protections and given the opportunity to share their thoughts, experiences, and concerns with City staff. Focus group participants were compensated for their time and knowledge.

Step 5 – Planning and Sustainability Commission

Step 5, conducted in September of 2022, consisted of mailed notices to property owners in the project area, the ability to look up project proposals on the City’s Map App, blog posts and website material explaining project proposals and updates to the plan since the release of the Discussion Draft. The notices, blog posts, and website contained information on how to testify to the Planning and Sustainability Commission, with options for written (electronic or mail) and in-person testimony. The notices, blog posts, and website also contained contact information for those with questions about the plan or proposals.

Step 6 – Portland City Council

Step 6, conducted in August of 2023, consisted of mailed notices to those who provided testimony to the Planning and Sustainability Commission. Electronic notices were sent to those who did not provide a physical address. Project staff also published blog posts and updated website material containing updated information about the plan’s proposals and changes since the Proposed Draft that went before the Planning and Sustainability Commission. The notices, blog posts, and website contained information on how to testify to City Council, with options for written (electronic or mail) and in-person testimony. The notices, blog posts, and website also contained contact information for those with questions about the plan or proposals. Additionally, project staff were present and available during the Bureau of Development Services’ public engagement efforts on updates to Title 24, Building Code Regulations, to answer any questions on the intersection of the two projects. This included a Lunch and Learn session, a presentation to the Development Review Advisory Committee (DRAC), and a focus group session for environmental stakeholders.

Public Engagement Evaluation

Evaluation of the public engagement was completed during the process and upon completion. Tools for evaluation included:

- Informal feedback from stakeholders.
- City staff debriefs following events to discuss needed adjustments.
- Short, anonymous questionnaires following events.

Appendices

Appendix A – Community Stakeholders

Table 1 lists community stakeholders identified by City staff.

Table 1: Stakeholder List

Group or Organization	Category
Property/condo owners	Individuals
Renters	Individuals
Neighborhoods: Ardenwald, Argay Terrace, Bridgeton, Bridlemile, Brooklyn, Buckman, Centennial, Collins View, Cully, East Columbia, Eastmoreland, Hayden Island, Hayhurst, Hosford-Abernathy, Kerns, Kenton, Lloyd, Lents, Markham, Marshall Park, Northwest District, Old Town, Parkrose, Pearl District, Pleasant Valley, Portland Downtown, Reed, Sellwood-Moreland, South Portland, St. Johns, Sunderland, Sumner, Wilkes,	Neighborhood associations
Racial/ethnic groups & immigrants	Individuals
Environmental Organizations: Braided River Campaign, Estuary Partnership, Johnson Creek Watershed Council, Portland Audubon Society, Portland Harbor Community Coalition, Urban Greenspaces Institute, Willamette River Cleanup Portland Harbor Citizens Advisory Group, Willamette Riverkeeper	Groups
Business/Industrial Organizations: Central Eastside Industrial Council	Groups
Native American Tribes Confederated Tribes of Grande Ronde Confederated Tribes of Siletz Indians Confederated Tribes of Umatilla Indian Reservation Confederated Tribes of Warm Springs	Governmental partners

Cowlitz Indian Tribe Nez Perce Tribe Yakama Nation	
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Appendix B – Relevant City 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, Neighborhood Associations, Business Associations, institutions, and other governments to ensure meaningful community involvement in planning and investment decisions. Partnerships with historically under-served and under-represented communities must be paired with the City's neighborhood organizations to create a robust and inclusive community involvement system.

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 accessible and effective, and responsive to the needs of all communities and cultures. 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-responsive, 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.

Policy 2.1.b, Partnerships and coordination. Maintain partnerships and coordinate land use engagement with: Communities of color (including those whose families have been in this area for generations such as Native Americans, African Americans, and descendants of immigrants), low-income populations, Limited English Proficient (LEP) communities, Native American communities, immigrants and refugees, and other under-served and under-represented communities.

Policy 2.3, Extend benefits. Ensure plans and investments promote environmental justice by extending the community benefits associated with environmental assets, land use, and public investments to communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision. Maximize economic, cultural, political, and environmental benefits through ongoing partnerships.

Policy 2.4, Eliminate burdens. Ensure plans and investments eliminate associated disproportionate burdens (e.g. adverse environmental, economic, or community impacts) for communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision.

Policy 2.5, Community capacity building. Enhance the ability of community members, particularly those in under-served and/or under-represented groups, to develop the relationships, knowledge, and skills to effectively participate in plan and investment processes.

Policy 2.7, Agency capacity building. Increase City staff's capacity, tools, and skills to design and implement processes that engage a broad diversity of affected and interested communities, including under-served and under-represented communities, in meaningful and appropriate ways.

Policy 2.9, Community analysis. Collect and evaluate data, including community-validated population data and information, to understand the needs, priorities, and trends and historical context affecting different communities in Portland.

Policy 2.10, Community participation in data collection. Provide meaningful opportunities for individuals and communities to be involved in inventories, mapping, data analysis, and the development of alternatives.

Policy 2.14, Community influence. At each stage of the process, identify which elements of a planning and investment process can be influenced or changed through community involvement. Clarify the extent to which those elements can be influenced or changed.

Policy 2.24, Representation. Facilitate participation of a cross-section of the full diversity of affected Portlanders during planning and investment processes. This diversity includes individuals, stakeholders, and communities represented by race, color, national origin, English proficiency, gender, age, disability, religion, sexual orientation, gender identity, and source of income.

Policy 2.27, Demographics. Identify the demographics of potentially affected communities when initiating a planning or investment project.

Policy 2.28, Historical understanding. To better understand concerns and conditions when initiating a project, research the history, culture, past plans, and other needs of the affected community, particularly under-represented and under-served groups, and persons with limited English proficiency (LEP). Review preliminary findings with members of the community who have institutional and historical knowledge.

Policy 2.30, Culturally-appropriate processes. Consult with communities to design culturally-appropriate processes to meet the needs of those affected by a planning or investment project. Evaluate, use, and document creative and culturally-appropriate methods, tools, technologies, and spaces to inform and engage people from under-served and under-represented groups about planning or investment projects.

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About City of Portland Bureau of Planning and Sustainability

The Bureau of Planning and Sustainability (BPS) develops creative and practical solutions to enhance Portland's livability, preserve distinctive places, and plan for a resilient future.



THE BUREAU OF **PLANNING
& SUSTAINABILITY**

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