

5 Planning Process

The planning process is as important as the plan itself. The engagement of stakeholders and the public in identifying issues and collaborating on solutions can develop partnerships and understanding that would not exist without a robust planning process. The result is a shared set of community values and widespread support to direct resources toward an agreed-upon action plan that enhances the community's resiliency.

5.1 Developing the Plan

5.1.1 Steering Committee Changes

Multnomah County and the cities of Gresham, Troutdale, Fairview and Wood Village decided to merge their stand-alone Natural Hazards Mitigation Plans (NHMPs) into one multi-jurisdictional plan. To do this, a new steering committee was created with representatives from each of the jurisdictions in the Planning Area, as well as the Multnomah County Drainage District, Sandy Drainage Improvement Company, Sauvie Island Drainage Improvement Company and the City of Portland. The steering committee oversaw the NHMP planning process and update.

5.1.2 Plan Format and Content Changes

The merging of five plans required considerable changes to the plan format and content that went beyond the normal planning process for a five-year update. This included a major update of the goals and objectives to reflect the multi-jurisdictional collaboration and to better align with the 2015 Oregon NHMP. The **2 Community Profile** was substantially enhanced to further illustrate trends in the Planning Area that indicate some people and places are more likely than others to experience greater impacts from natural hazards. The **3 Hazard Identification and Risk Assessment** subsections were reformatted, and now include local risk scores, and both common and unique aspects of each hazard across the Planning Area. New hazard data were incorporated into the Risk Assessment and vulnerabilities were updated based on state, regional and local information. Furthermore, the five Mitigation Strategies in the current NHMPs were blended and updated as described in section **5.1.3 Review of Existing Plans and Technical Information**.

5.1.3 Review of Existing Plans and Technical Information

The updates to sections **2 Community Profile**, **3 Hazard Identification and Risk Assessment** and **Annex I: Human-Caused and Technological Hazards** reference numerous technical analyses, datasets, local plans, and academic and professional sources. These are cited throughout the plan. The Multnomah County Geographical Information System (GIS) Division has a library of geographic datasets with accompanying metadata that were used in mapping and analysis.

The section **4 Mitigation Strategy** was developed by referencing current NHMPs for the Planning Area, neighboring jurisdictions' NHMPs, the 2015 Oregon NHMP, Community Wildfire Protection Plan, Multnomah County Climate Action Plan, comprehensive plans and several sources of best practice guidance. **Table 4.2-3 Top Mitigation Actions** details which plans and guidance align with each top mitigation action.

5.1.4 Stakeholder Participation

Steering Committee

The steering committee guided the development of this plan. The committee represents perspective from community development, public works and emergency management departments. For some small jurisdictions, one staff member was able to represent more than one of these fields. The steering committee consisted of the following individuals, by jurisdiction:

Multnomah County

- Chris Voss, Emergency Management Director
- Christopher Blanchard, Emergency Management Planning Division Chief
- Allison Boyd, Emergency Management Mitigation and Resilience Planner
- Lisa Corbly, Emergency Management Senior Equity Planner
- Adam Barber, Land Use Senior Planner & Department of Community Services Emergency Preparedness Coordinator
- Mike McBride, Facilities and Property Management, Compliance Section Lead

City of Gresham

- Kelle Landavazo, Emergency Management Coordinator
- Chris Strong, Transportation Division Manager

City of Fairview

- Allan Berry, Public Works Director
- Nolan Young, City Administrator
- Scott Anderson, Interim Police Chief

City of Troutdale

- Craig Ward, City Manager
- Steve Gaschler, Public Works Director

City of Wood Village

- Bill Peterson, City Administrator
- Scott Sloan, Public Works Director

Special Districts

- Angela Carkner, Multnomah County Drainage District and Sandy Drainage Improvement Company Project Manager
- Tim Couch, Sauvie Island Drainage Improvement Company

City of Portland

- Jonna Papaefthimiou, Planning and Preparedness Manager
- Danielle Butsick, Natural Hazard Mitigation Planner

The steering committee met nine times during the plan update process to make critical decisions on the new plan structure and content. Members of the committee also actively participated between meetings by providing feedback on drafts, collecting data, documenting action status, and identifying and prioritizing top actions. Committee members worked with their local leadership to ensure data, risk assessments, actions and drafts accurately represented their communities. In addition, Multnomah County Emergency Management met one-on-one, as needed, with each of the jurisdictions in the Planning Area to provide technical assistance during the update of data-heavy sections of the plan, including community-specific information for the **2 Community Profile**, data in the **3 Hazard Identification and Risk Assessment** and top actions in the **4 Mitigation Strategy**.

Strategy Workshop

On October 1, 2015, 18 stakeholders representing the steering committee, community organizations, private institutions and regional partners gathered to begin updating the Action Plan. All jurisdictions in the Planning Area participated. The group reviewed and commented on the draft vision, goals and objectives developed by the steering committee. Draft action screening criteria and prioritization criteria also were reviewed and edited. A quick overview of major issues for each hazard included in the plan was presented. In addition, the results of informal polls at public outreach events were graphically presented and discussed.

Draft “action ideas” were then presented and discussed. These draft actions were based on the Action Plans in the five current NHMPs, the 2015 Oregon NHMP, several other plans and best practices. Comments and new action ideas are captured in the meeting minutes in **Appendix G Planning Process Documents**.

Local Hazard Identification and Analysis Workshop

On June 1, 2016, steering committee representatives from each jurisdiction in the Planning Area gathered to complete the Oregon Office of Emergency Management (OEM) refined Hazard Analysis methodology for their respective communities. Workshop participants included representation from the cities of Gresham, Fairview, Troutdale and Wood Village, the Multnomah County Drainage District and Multnomah County. Together, the group reviewed the hazards identified in the current NHMPs and agreed that the Planning Area remains subject to the same hazards. Variations in hazard nomenclature and hazard groupings were presented. All participants agreed to organize the new plan into the following six hazard categories: earthquake, flood, landslide, severe weather, volcano, and wildfire.

Finally, each jurisdiction completed the Hazard Analysis methodology to determine its community’s relative risk to each of the six hazards. Each jurisdiction reported to the group and draft risk scores were discussed. Following the workshop, the draft risk scores were vetted and updated by a wider range of local leaders and subject matter experts in each jurisdiction. The final risk rankings and descriptions can be found on the first page of each hazard analysis in the section **3 Hazard Identification and Risk Assessment**. See **Appendix C Local OEM Hazard Analysis Scores** for a description of the methodology and risk scores for each community.

Additional Stakeholders

Additional stakeholders provided technical support, data and feedback during the plan update, including the Multnomah County Office of Sustainability, Multnomah County Department of Community Services Bridges Department, Local Emergency Planning Committee, Oregon Department of Environmental Quality, State Fire Marshal’s Office, Oregon Department of Forestry, Oregon Department of Geology and

Mineral Industries, Oregon Partnership for Disaster Resilience and others. Data contributions are documented in data source citations throughout the plan.

A wider stakeholder list was developed through input from the steering committee. The list includes neighboring communities, local and regional agencies, local federal offices, community-based organizations, and private-sector partners representing various sectors categorized as communications, economic, federal, fire, GIS, health and human services, education, law enforcement, nongovernmental, planning, regional, special district, state, transportation, and utilities. The people on this list were emailed directly during the public comment period and asked for input on the draft plan.

Regional Coordination

Additional mitigation coordination with neighboring jurisdictions was accomplished during this plan update. Mitigation planners from Multnomah County, City of Portland, Clackamas County, Clark County and Washington County met quarterly to share information about their respective mitigation programs and planning processes, and to look for opportunities for consistency and regional efficiency. The group developed a regional project proposal to create a toolkit for mitigation outreach. This proposal was submitted to the Regional Disaster Preparedness Organization (RDPO) and is pending consideration.

At this time, these mitigation planners are developing a proposal to become a RDPO Mitigation and Recovery Work Group. Becoming a work group within the RDPO would formalize the region's commitment to mitigation and recovery. If approved, the work group will meet quarterly to share mitigation and recovery projects and progress, identify regional mitigation and recovery priorities and combine resources to apply for Urban Area Security Initiative (UASI) funding.

The City of Portland's Mitigation Action Plan (MAP) and the Clark County NHMP were updated concurrent to this plan update. Recognizing the importance of consistency among plans, each jurisdiction remained informed of the other's update processes. In addition, both Portland and Multnomah County attended each other's steering committee meetings, reviewed and provided technical assistance on data, and aligned mitigation strategy actions when possible.

5.1.5 Public Participation

Website

In addition to the targeted stakeholder involvement described above, opportunities for the general public to be informed and get involved in the update were built into the process. Throughout the plan update, a **Natural Hazards Mitigation Planning** website provided background information on **What is mitigation?**, **Why do we need a Natural Hazards Mitigation Plan?**, **The county's role in updating the plan**, and **Community resources for hazard mitigation**. Meeting agendas, current NHMPs and other related documents were posted on the website's **Natural Hazards Mitigation Plan Document Library**. The draft plan was posted on the website during the public comment period. The website can be found at <https://multco.us/em/natural-hazard-mitigation-planning>.

Outreach Events

During the summer of 2015, seven outreach events were conducted to gather early input. At each venue, Multnomah County Emergency Management staffed a booth that focused on mitigation and preparedness. Outreach events included:

- Wood Village National Night Out
- Fairview National Night Out
- Troutdale Summer Fest
- Corbett National Night Out
- Fairview on the Green
- Sauvie Island Community Association Meeting
- An Earthquake Information Fair in outer east Portland

Figure 5.1-1 Mitigation and Preparedness Booth at Public Events



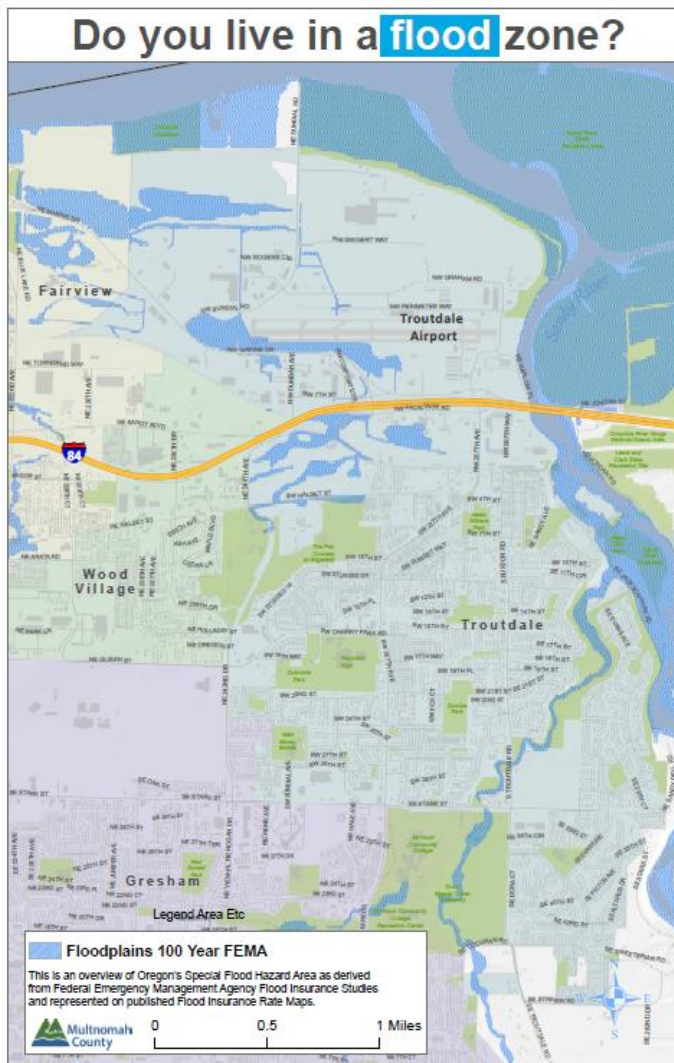
Source: Multnomah County Emergency Management

Large hazard exposure maps — specific to each community — and educational posters were developed for public events. Maps were created for these six hazards¹:

1. Flood
2. Flood — Bull Run Dam Inundation
3. Earthquake
4. Landslide
5. Volcano
6. Wildfire

¹ Due to lack of data for severe weather events, severe weather hazards are difficult to map.

Figure 5.1-2 Hazard Exposure Maps Developed for Public Events



Source: Multnomah County Emergency Management

Individuals were asked three questions at the emergency management booth at public events. Questions were developed to elicit each community’s perceived level of threat to each hazard, hazard priorities and information about local hazard events. Responses to these questions can help identify targeted outreach to specific communities around specific hazards.

Question 1: Which hazard do you think poses the greatest threat to your family or community over the next 20 years? Place a pebble in the container for each hazard of concern to you.

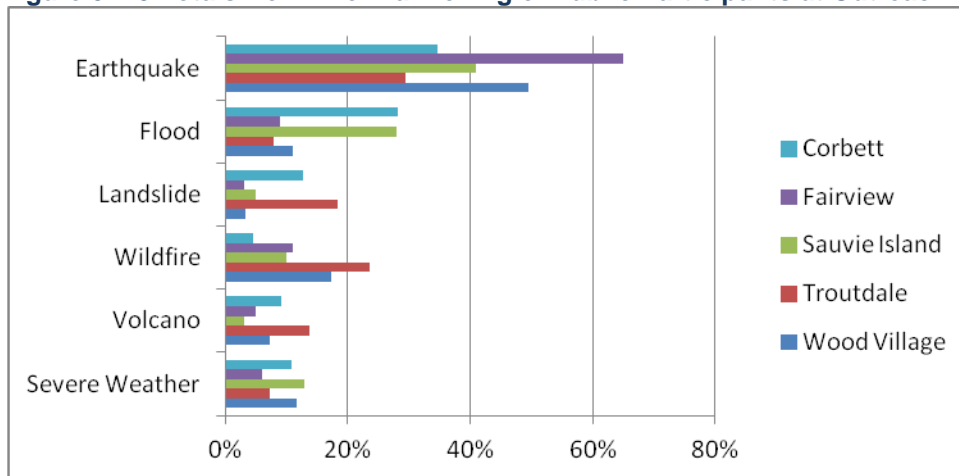
Figure 5.1-3 “Which Hazard Poses the Greatest Risk?” Voting Jars at Public Events



Source: Multnomah County Emergency Management

This activity was the most popular at all the public events. Earthquake was the most common response in all communities (**Table 5.1-3**). Notably, earthquake was identified as the greatest risk by roughly 65% of the respondents in Fairview, about half the respondents in Wood Village, and between 30% and 40% of the respondents in the other communities. In Corbett and Sauvie Island, flooding was the second most common “greatest risk” identified by respondents, about 30%. In Troutdale, roughly 20% of the respondents ranked landslide and wildfire as their greatest risk, and around 15% ranked volcanic hazards as their greatest risk.

Figure 5.1-3 Totals from Informal Polling of Public Participants at Outreach Events



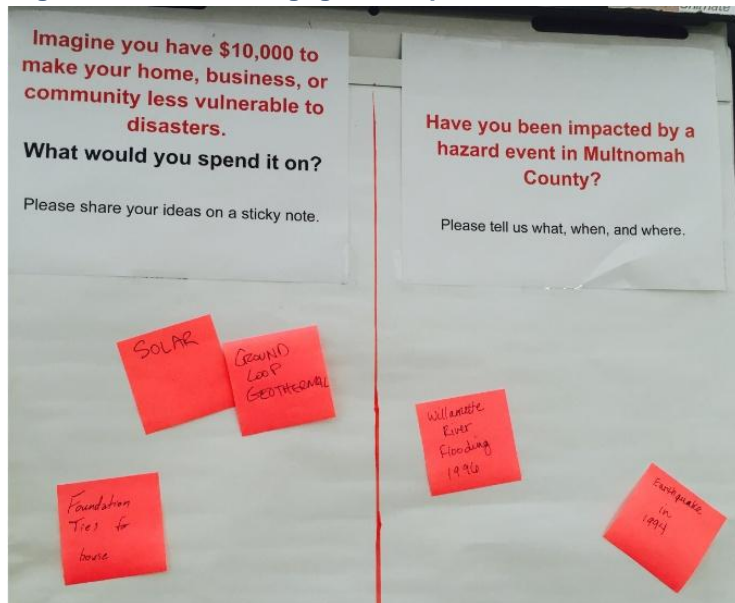
Source: Multnomah County Emergency Management

Question 2: Have you been impacted by a hazard event in Multnomah County? Please place a star on the map where the event occurred or tell us more on a sticky note.

This activity provided a visual illustration to the community of recent hazard events and locations. Responses included flooding and earthquake events.

Question 3: Imagine you received a grant to make your home, business or community less vulnerable to disasters. What would you spend it on? Please share your ideas on a sticky note. If you agree with an idea, add a star.

Figure 5.1-4 Public engagement questions



Source: Multnomah County Emergency Management

How an individual would spend a hypothetical grant indicates the individual's concerns and priorities for risk reduction. The responses to this question can inform future mitigation outreach efforts and NHMP mitigation actions. Responses ranged from stocking emergency caches to making structural improvements to securing alternate (backup) power sources, as listed here:

- Food
- Water
- Shelter
- Medical help
- Elevate home
- Community emergency cache
- Seismic upgrades
- Generator
- Generator for well
- Fuel tank
- Alternate power source: solar, geothermal

5.2 Maintaining the Plan

Plan maintenance is a critical component of the NHMP. It ensures that this plan will continue to be current and guide mitigation actions into the future. While it is unlikely that the plan's mission and goals will change significantly over time, it is almost assured that the plan's strategies and actions will require periodic review and refinement. Additionally, new scientific information occasionally becomes available that can change our understanding of hazard risk. This new information should be reflected in the plan and, if necessary, acted upon.

5.2.1 Monitoring and Evaluation

The steering committee will be responsible for monitoring and evaluating the plan during biannual meetings between plan updates. During the monitoring and evaluation phase, the committee will discuss the following:

- Funding opportunities
- New data
- Mitigation action progress
- Public comments
- Elected official comments
- New mitigation actions
- Mitigation action screening and prioritization criteria
- Lessons learned
- Mitigation success
- Priorities for the next plan update

The committee may choose to meet additional times — such as after a disaster event or if new funding opportunities arise — to review the plan's actions and reconsider priorities for implementation.

5.2.2 Plan Updates

This plan will be updated every five years, as required by the Disaster Mitigation Act of 2000. Multnomah County will act as the convener and will be responsible for convening the steering committee to address these questions:

- Are the plan goals still applicable? If no, what modification should be made?
- Do the plan's priorities align with state priorities? If no, what steps do we take to align priorities?
- What new partners should be brought to the table?
- What new local, regional, state or federal policies influencing natural hazards should be addressed?
- What mitigation activities has the community successfully implemented since the plan was last updated?
- What new issues or problems related to hazards have been identified in the community?
- What existing actions need to be reprioritized for implementation?
- Are the actions still appropriate given current resources?
- What changes in development patterns could influence the effects of hazards?
- What significant changes in the community's demographics could influence the effects of hazards?
- What new studies or data would enhance the risk assessment?

- Has the community been affected by any disasters? How did the plan accurately or inaccurately address the impacts of these events?

Discussing these questions will help the committee determine what components of the mitigation plan need updating. The committee will be responsible for updating any deficiencies found in the plan based on the questions above.

5.2.3 Continued Public Participation

Multnomah County and the cities of Gresham, Fairview, Troutdale and Wood Village are dedicated to involving the public directly in reviewing and updating the NHMP. The success of the plan implementation partially relies on the public's interest in mitigation and willingness to become involved in mitigation activities in their homes, businesses and neighborhoods. The public is generally unwilling to become involved (i.e., change their behaviors to include more mitigation activities) unless the planning process is understandable and accessible. For these reasons, public involvement is a critically important component of the mitigation plan.

Following are nine top mitigation actions that directly relate to public engagement and education. See **Table 4.2-3 Top Mitigation Actions** in section 4 **Mitigation Strategy** for a full list of top mitigation actions.

- Leverage existing hazard mitigation public outreach methods to develop a Hazard Mitigation Outreach Strategy for the Planning Area. The strategy will be culturally appropriate and inclusive of traditionally underserved and underrepresented populations, and others with access and functional needs.
- Develop Community Executive Summaries that explain the relevant portions of the Hazard Mitigation Plan to elected officials and members of specific communities. Provide annual progress report updates to the community summaries.
- Coordinate with the Joint Office for Homeless Services (JO) to reduce risk to natural hazards for people experiencing homelessness. Work with the JO to educate its staff and partner organizations about hazard exposure maps. Encourage the JO to reference hazard exposure maps when siting indoor and outdoor locations for people experiencing homelessness. Coordinate with JO on outreach standard operating procedures for people experiencing homelessness during severe weather, flooding events and other emergency situations.
- Over the next five years, install high-water-mark signs to educate the public about flooding potential in targeted locations along or within the leveed areas.
- Expand seismic retrofit incentive programs for home owners.
- Encourage retrofits that make mobile homes safer in high winds.
- Provide educational materials, presentations and demonstration projects on defensible space and wildfire mitigation techniques to communities at risk.
- Develop and maintain a prioritized list of potential fuels-reduction projects (i.e., combustible materials) in high-risk areas, including fuel-reduction prescriptions and cost estimates. Conduct outreach to community/property owners for priority projects to get buy-in for reduction projects. Seek funding for priority projects with community support.
- Promote fire-safe construction practices for existing and new construction in high-risk areas.

Furthermore, the public will have the opportunity to provide direct feedback about the plan in a variety of ways:

- Multnomah County Emergency Management will incorporate information about the plan into its outreach programs.
- Multnomah County Emergency Management will make the plan available online and will accept comments by email.
- The cities of Gresham, Fairview, Troutdale and Wood Village will provide a link on their websites to the NHMP on the county's website.
- Multnomah County Drainage District will provide a link on its websites to the NHMP on the county's website.
- Copies of the plan will be catalogued and kept at appropriate agencies in the county and each city. The existence and location of these copies will be publicized.
- The plan also includes the address and phone number of the county's Office of Emergency Management, which is responsible for keeping track of public comments on the plan.

The steering committee will review and incorporate any public comments during the monitoring and evaluation phase.

Because the plan's action items are implemented through existing plans, policies and procedures, the public also will have an opportunity to comment on mitigation action items during every plan update cycle. These include Comprehensive Plan updates, Capital Improvement Program review, and priority-based budgeting processes. All public meetings during which portions of the NHMP are discussed will include opportunities for the public to express concerns, opinions or ideas about the plan.

5.3 References

No references for this section.