

# WASHINGTON COUNTY LIMITED GOAL 5 PROGRAM UPDATE PUBLIC ENGAGEMENT PLAN

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Prepared by:



For:



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## Project Description

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### Highest Level Summary

Washington County has had a program to protect Significant Natural Resources, including fish and wildlife habitat such as wetlands and streams, for many years. In recent years there have been changes to the state requirements for these types of programs. These changes mean the County must update its program to continue to protect these resources. This project will update the County's natural resource program including limited updates to the County's inventory maps, policies, and land use regulations.

### High Level Summary – with additional detail for context

For many years Washington County has had a program to protect Significant Natural Resources, including fish and wildlife habitat such as wetlands and streams and some forested areas, as required by Statewide Planning Goal 5. In recent years there have been changes to the state requirements for these types of programs brought about, in large part, by the housing crisis. These include changes to needed housing statutes related to planning within urban growth boundaries and the types of regulations that can be applied to protect natural resources. As a result of these changes, the County must update how it implements its Goal 5 program to continue to protect significant Goal 5 resources. This project is intended to be a limited update of the County's natural resource program and is expected to result in some new inventory maps, policies, and land use regulations.

### Background

Statewide Planning Goal 5 required the County to identify and determine protections for Significant Natural Resources by completing a series of steps that include: conducting an inventory of natural resource sites; considering the quality of the resources; identifying resource sites considered significant; determining the conflicting land uses to allow on lands with significant resources; and developing regulations for protecting or limiting impacts to significant resources. By 1984, the County's Goal 5 program was acknowledged by the Oregon Department of Land Conservation and Development. Washington County's Goal 5 program for Significant Natural Resources (water and adjacent riparian areas, wetlands, and wildlife habitat) includes a natural resource inventory, comprehensive plan policies, and land use regulations. The natural resource inventory is shown on maps in the community and framework plans and the Rural/Natural Resource Plan (RNRP). The standards that limit development on Significant Natural Resource sites are found in Community Development Code (CDC) Section 422.

This project, a "Limited Goal 5 Update" continues work that the County started in 2018 to address concerns raised about implementation of the County's Significant Natural Resource (SNR) regulations. Community concerns that the County's Significant Natural Resource Inventory was very

old and that not enough was being done to protect the County’s designated Wildlife Habitat through the development process were compounded by changes made to state law requiring only clear and objective standards for all housing, not just needed housing on “buildable land.”<sup>1</sup>

While work was underway to update the SNR regulations, there was a Land Use Board of Appeals (LUBA) appeal of an approved subdivision that contained Significant Natural Resources. This was followed by an Enforcement Order from the Land Conservation and Development Commission (LCDC). LCDC decided that, since some of the County’s critical natural resource standards were not enforceable because they were not clear and objective, the County was no longer in compliance with Goal 5. To address these issues, the County adopted changes to its SNR standards to be clear and objective through A-Engrossed Ordinance No. 869 in 2020. However, that ordinance was appealed to LUBA and remanded back to the County. LUBA found issues with the revised standards and decided that the process steps in the most recent Goal 5 rules needed to be followed when the changes affect a Goal 5 resource.

Additional background information can be found in the 2020 Significant Natural Resources Program Review and Assessment.

[https://washcomultimedia.s3.amazonaws.com/CMSBigFiles/SNRA\\_FINAL\\_05.14.20.pdf](https://washcomultimedia.s3.amazonaws.com/CMSBigFiles/SNRA_FINAL_05.14.20.pdf)

## Expected Project Outcomes

This project will result in an updated SNR Inventory, changes to comprehensive plan policies, and clear and objective regulatory standards for the protection of Significant Natural Resources within Washington County. The new standards will address state and regional requirements as well as legal issues. An economic, social, environmental, and energy (ESEE) analysis will also be prepared to help evaluate potential changes. The ESEE analysis will consider the pros and cons of allowing, limiting, or prohibiting uses that might conflict with the resources.

This project is described as a “**limited update**” because it is intended to:

- **Build on existing inventories and available maps.** The inventory update process will build on available data including mapped sites identified on the current County and Metro inventories within the urban areas outside of cities, also known as the County’s urban unincorporated area (UUA).
- **Be generally consistent with the County’s current Goal 5 decisions and policy direction.**

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<sup>1</sup> SB 1051 (2017), which amended ORS 197.304, requires clear and objective standards for all housing.

- The County's current comprehensive plan provides clear policy direction on protection of water-related habitats (e.g., wetlands, streams and riparian areas) consistent with the Metro Urban Growth Management Functional Plan Title 13 regional requirements. The Board has endorsed this level of protection as adequately protective, although updates to the implementing measures may be proposed to ensure the regulations are clear and objective and easier to implement.
- For Wildlife Habitat (i.e., those that are not identified as water-related habitat), new clear and objective implementing measures consistent with past practices and earlier land use decisions may be proposed.
- **Continue to provide natural resource protection consistent with previous Goal 5 program decisions through the land use review process.** The updates to CDC Section 422 will ensure that regulations are clear and objective, while providing a similar level of protection.

## Public Engagement Plan Purpose and Objectives

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The purpose of this public engagement plan is to describe the public engagement process for the Limited Goal 5 Update. The public engagement objectives are to:

- Actively seek public input from broad, diverse audiences at key project milestones to understand the needs and desires of the community.
- Advance racial equity and ensure Washington County’s approach to updating our natural resource program is inclusive.
- Encourage diverse and historically marginalized community members to participate and ensure feedback from multicultural engagement is integrated into the project.
- Communicate accurate, understandable and timely information to the public throughout the project.
- Help the public understand the County’s natural resource program and SNR regulations.
- Involve the community with developing solutions and evaluating alternatives.
- Provide meaningful public involvement opportunities and demonstrate how input has influenced the process.
- Seek participation of potentially affected and/or interested individuals, neighborhoods, businesses and organizations.
- Ensure that the public involvement process is consistent with applicable state and federal laws<sup>2</sup>, requirements and local policies.

### GUIDING EQUITY PRINCIPLES

- Inclusion of diverse perspectives by identifying barriers to engagement and implementing strategies that help break down those barriers
- Timely and effective communication with community members, culturally specific or culturally responsive community - based organizations (CBOs) and other key stakeholders
- Transparent decision-making processes
- Clear mechanisms for accountability

Source: *Washington County Land Use & Transportation Long Range Planning Equity Framework for Community Engagement*

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<sup>2</sup> All outreach activities will Comply with Civil Rights Act of 1964 Title VI, which states that no person shall be subjected to discrimination on the basis of race, color, or national origin under any program or activity that receives federal financial assistance.

## Demographic Data and Racial Equity Information<sup>3</sup>

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Washington County has seen significant population growth and demographic changes over the past several decades. Perhaps most notably, as of the 2020 Census, it is the most racially and ethnically diverse county in the State of Oregon: just under 40% of residents identify as Black, Indigenous, and/or People of Color, about three-quarters of whom are either Hispanic/Latino/a/x, Asian, or a combination of the two.<sup>4</sup>

Understanding the geographic distribution of various communities will help inform engagement tactics, such as targeted communications and the locations of in-person events. While this project is expected to change regulations for areas outside of the incorporated cities, available demographic information includes all areas of the County. Some clear patterns emerge when looking at where the highest concentrations of different racial/ethnic groups are located, in particular, some key differences between the Hispanic/Latino/a/x, Asian, and Black/African American populations:

- Hispanic/Latino/a/x communities appear to be largely concentrated south of Highway 26, along the Tualatin Valley Highway (State Hwy 8) and Highway 217. Neighborhoods with the highest concentrations are just east of downtown Hillsboro and southwest of downtown Cornelius.
- The Asian population in Washington County appears to be most concentrated from Bethany/Rock Creek south to Bull Mountain, and from Cedar Hills west to Hillsboro in between Highways 8 and 26. Unlike the Hispanic/Latino/a/x population, there is not a high percentage of Asians in inner Beaverton, Cornelius, and Forest Grove.
- While the Black/African American population of Washington County is relatively low percentagewise, there are neighborhoods that stand out in terms of community concentrations, including near the Nike World Headquarters; Witch Hazel/Meadow Oaks; and Tanasbourne/Amber Glen.

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<sup>3</sup> Source: Washington County Long Range Planning: Equity Framework

<sup>4</sup> Hispanic/Latino/a/x (18% of the total population) and Asian (11% of the total population).

The County also includes an estimated 49,000 people with limited English proficiency (LEP), or about 9% of the population - indicating the importance of conducting multi-lingual outreach and engagement. Just under three-quarters of these community members speak either Spanish, Vietnamese, Chinese, or Korean, but the County is home to speakers of several other languages with noted LEP populations.<sup>5</sup>

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<sup>5</sup> Of the total number of people with limited English proficiency, about 54% or approximately 26,523 people are Spanish speakers.



## Engagement Audiences and Key Stakeholders

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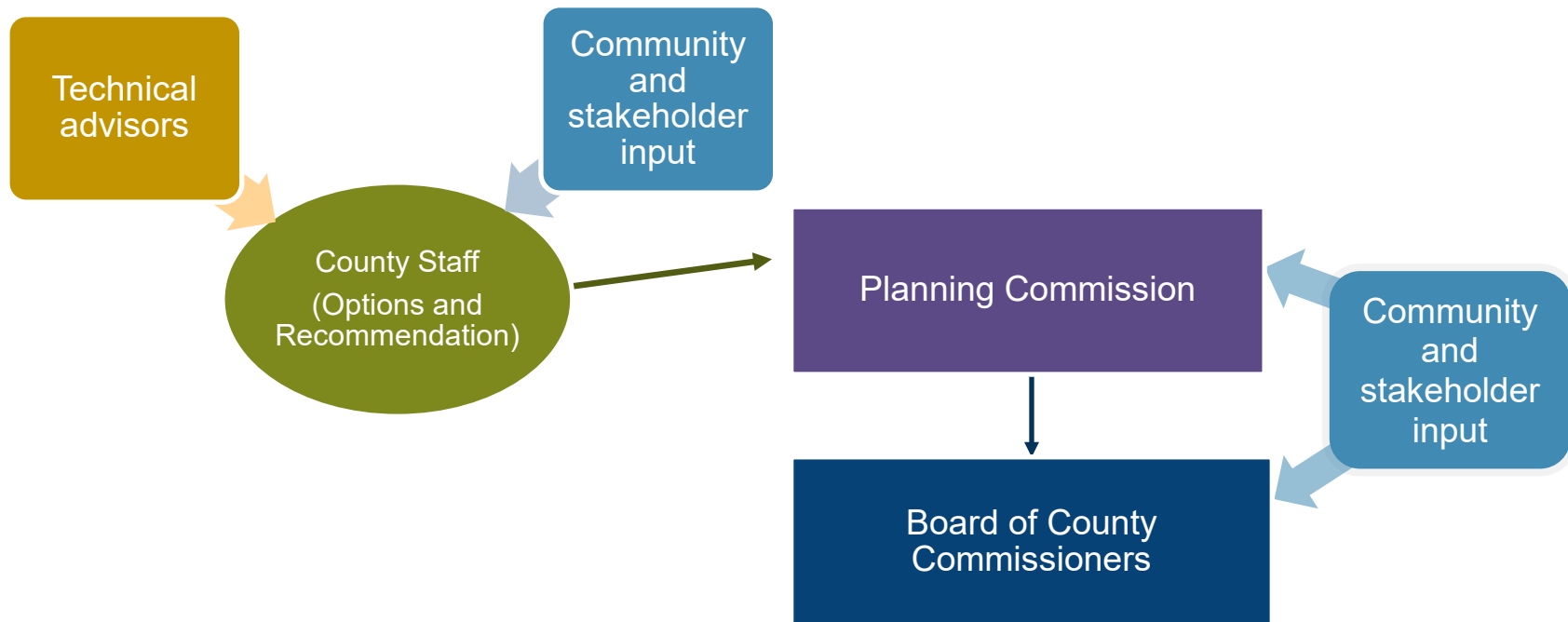
As stated in the public involvement objectives, engagement efforts will seek participation of the general public and potentially affected and/or interested individuals and organizations in the project area such as:

- General Interest
  - Community Participation Organizations (CPOs)
  - Washington County residents
  - Underrepresented Communities (identified in the previous demographic analysis)
  - Media
- Parties and Organizations that have shown interest in the project's outcomes
  - Residents and neighbors with SNR sites on or adjacent to their property
  - Committee for Community Involvement (CCI) SNR Subcommittee
  - Special interest groups including developers, environmental advocates and non-profit organizations
  - Cities within the County with post-2005 Regional Urban Growth Boundary (UGB) expansion areas
- Directly Impacted Parties (subject to new regulations)
  - Property owners and applicants with SNR sites on their property
- Technical Advisors (representatives of organizations with demonstrated interest in outcomes and technical expertise)
  - Oregon Department of Fish and Wildlife (ODFW)
  - Oregon Department of Forestry (ODF)
  - Oregon Department of Land Conservation and Development (DLCD)
  - Metro
  - Tualatin Hills Park & Recreation District (THPRD)
  - Clean Water Services
  - Other County departments, especially other Land Use & Transportation (LUT) staff
  - Representative from at least one Washington County city planning for UGB expansion areas
  - May include other organizations with subject matter expertise
- County Hearing Bodies
  - Planning Commission
  - Board of Commissioners

## Decision-Making Structure

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Final decisions on changes to comprehensive plan policies and regulations for this project will be made by the County Board of Commissioners through the ordinance process. That process will include recommendations by County planning staff to the Planning Commission (an advisory body that makes recommendations to the Board) and then to the Board. Advice from technical advisors and input from the community and stakeholders will inform staff recommendations. Interested parties will also be able to provide input directly to the Planning Commission and Board through the ordinance hearing process. The process leading up to ordinance adoption is outlined below. The process will include briefings with the Planning Commission and Board at important points to ensure they are informed and can provide input as work proceeds.



## Public Engagement Tools

There are diverse levels of understanding and interest about this project within the community – from members of the general public who are not yet interested or engaged in the Goal 5 Update project to highly interested and engaged stakeholders who are already actively involved. The County will be employing a range of tools to address these diverse levels of interest. Each of the four project phases will include public engagement opportunities:

Phase I: Project Initiation and Kick-off	Phase II: Limited Goal 5 Inventory Update	Phase III: ESEE Analysis	Phase IV: Develop / Refine Local Goal 5 Program Decision
<ul style="list-style-type: none"> <li>• Prepare public engagement plan</li> <li>• Project webpage (project introduction)</li> <li>• Stakeholder outreach regarding project purpose and public engagement, including engagement with culturally specific/culturally responsive Community Based Organizations (CBOs)</li> <li>• Establish Technical Advisory Committee</li> <li>• Planning Commission (PC) briefing</li> </ul>	<ul style="list-style-type: none"> <li>• Project webpage (online open house, share draft inventory/report/ESEE approach)</li> <li>• Community events, including culturally specific events</li> <li>• Outreach to interested parties/stakeholder (email notification)</li> <li>• Communication with affected property owners</li> <li>• Input from Technical Advisors (TAC #1)</li> <li>• PC and Board worksessions</li> </ul>	<ul style="list-style-type: none"> <li>• Project website (online open house materials about ESEE methodology [jointly with Phase II] and share draft ESEE [jointly with Phase IV])</li> <li>• Attend community events</li> <li>• Outreach to interested parties/stakeholders</li> <li>• Input from Technical Advisors (TAC #2)</li> <li>• PC and Board work session</li> </ul>	<ul style="list-style-type: none"> <li>• Project website (share draft code concepts, draft amendments)</li> <li>• Attend community events</li> <li>• Outreach to interested parties/stakeholders</li> <li>• Input from Technical Advisors (TAC #3)</li> <li>• PC and Board worksessions</li> <li>• PC and Board hearings</li> </ul>

Table 1, on the following page, summarizes some of the tools that will be used to increase awareness of the project and solicit input that informs the development of an updated Goal 5 program. A detailed schedule of the public engagement opportunities follows Table 1.

**Table 1. Project Engagement Tools**

Tool/Activity	Description	Lead	Phase(s) 6
<b>Project Webpage</b>	<p>A project webpage, hosted on the County’s website will be used as the main repository of project information.</p> <p>The webpage in English and Spanish will be frequently updated throughout to keep interested parties updated on new information and opportunities to be involved. Online open houses will be linked on the webpage.</p> <p>Include information on project and ability to request further information/staff to attend meetings.</p>	County to maintain website; consultant assist with content	I – IV Ongoing
<b>Interested Parties database (Constant Contact) and Announcements (media)</b>	<p>An interested parties’ database will ensure important stakeholder groups and interested parties in the project are included. Throughout the project, interested parties will have the opportunity to add themselves to the database through the project webpage, distributed materials about the project and through sign-up sheets at community outreach events. The database will be used for notification of engagement opportunities and milestones.</p> <p>Announcements on social media and media releases for publicizing engagement opportunities. Social media content will be shared on the County’s social media platforms to promote open house and survey opportunities. News releases will be copied to the project distribution list and appropriate community groups for inclusion in community newsletters.</p> <p>Promotional materials will be bilingual in English and Spanish. County to prepare translations.</p>	County to maintain database; consultant assist with content	I – IV Ongoing

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<sup>6</sup> Phase I: Project Initiation and Kick-off; Phase II: Limited Goal 5 Inventory Update; Phase III: ESEE Analysis; Phase IV: Develop / Refine Local Goal 5 Program Decision.

Tool/Activity	Description	Lead	Phase(s) 6
<b>Key Stakeholder Meetings</b>	<p>Project Initiation: Facilitate discussion at the outset of the project to solicit input on the possible challenges and opportunities to consider in updating the Goal 5 program. Email communication offering to meet with groups and/or Stakeholder Interviews at project outset to:</p> <ul style="list-style-type: none"> <li>• Committee for Community Involvement (CCI) SNR Subcommittee (Stakeholder Interview scheduled)</li> <li>• Developer interest group representatives</li> <li>• Environmental group representatives</li> <li>• Local area representatives (Community Participation Organizations (CPOs))</li> <li>• Underrepresented population/culturally specific and culturally responsive community-based organizations (CBOs)</li> </ul>	County lead, consultant prepare materials and attend select interviews	I, II
<b>Technical Advisory Committee (TAC)</b>	<p>County staff will lead the recruitment of TAC members, including ODFW, ODF, THPRD, DLCDC, Metro, CWS, affected cities, other LUT staff, two Planning Commissioners and other organizations with technical expertise.</p> <p>The TAC will meet 3 times throughout the project, beginning in May 2023.</p>	County to lead recruitment & mtg logistics; consultant to prepare materials & facilitation	II, III, IV
<b>Property Owner Engagement</b>	Engagement with affected property owners (i.e., those with mapped natural resources on or abutting their property) will begin early in the project. Direct communication (e.g., mailed notice) will be needed to ensure proper public notice. In addition, County staff will offer special “office hours” for property owners with questions	County to lead; consultant to provide assistance with content	II, III, IV
<b>Outreach to Culturally Specific/ Culturally Responsive Community Based Organizations (CBOs)</b>	Engagement with culturally specific and culturally responsive CBOs will begin early in the project. In coordination with the County’s Office for Equity, Inclusion and Community Engagement (OEICE), initial outreach will be made to CBOs to gauge CBO interest and how best to engage. Options include meetings with CBO leadership, focus groups, and use of OEICE weekly e-Update. Work will align with the County’s Equitable Community Engagement Policy and Procedures and best practices for stipends.	County and consultant to lead; possible contract with CBO to help convene and co-facilitate this work	I, II, III, IV
<b>Community Forums (CF) / Listening Sessions</b>	Discussions with the following stakeholders will be conducted to better understand any issues and opportunities to be aware of. The meetings will provide an overview of the project to better understand the purpose for the Goal 5 update and learn how and when to participate in future activities.		II, III, IV

Tool/Activity	Description	Lead	Phase(s) 6
<b>CF/Listening Sessions</b>	<p>These sessions could include representatives of the following groups:</p> <ul style="list-style-type: none"> <li>• Developers</li> <li>• Natural resources representative</li> <li>• Property owners (owners in groups – see below for options)</li> <li>• Underrepresented population/community-based organization/social services representative</li> <li>• Community representatives/general public</li> </ul> <p>A series of meetings may be conducted at key project milestones in alignment with online open houses.</p>	County to lead scheduling; consultant to prepare materials & attend, assist with facilitation	
<b>Online open houses (OOH) /surveys</b>	<p>Two online open houses with surveys will be held for the broader public to have an opportunity to review and comment on issues, alternative approaches, and draft project recommendations.</p> <ul style="list-style-type: none"> <li>• Open house 1 – Phase II/III: Project Intro, Draft inventory, ESEE approach</li> <li>• Open house 2 – Phase III/IV: Refined ESEE approach and draft code concepts</li> </ul> <p>Online open house content, surveys and the executive summary for documents will be translated into Spanish. Other project materials will be available in other languages on request. Incentive drawing prizes may be offered to encourage survey participation.</p>	County website; County designs, hosts and runs survey; consultant assists with content	II, III, IV
<b>Community / Tabling Events</b>	<p>Ongoing outreach will be conducted to share information with the general public and raise awareness of the project. This outreach will occur at high traffic events like community tree plantings, farmer’s markets, local festivals and the County Fair. Bilingual County staff attendance will be prioritized to reflect local demographics and event audience.</p>	County to lead; consultant to assist with materials	II, III, IV
<b>Planning Commission and Board of County Commissioners</b>	<p>The hearings bodies will receive regular updates on the project at key milestones to keep decision makers informed and help garner feedback. County staff will take the lead on engaging the elected or advisory bodies.</p>	County to lead presentations; consultant to provide materials & attend to answer questions	I, II, III (PC) IV (PC and BCC)

## Public Engagement Schedule at a Glance (Updated August 17, 2023)

Public Engagement Activity	2023										2024			
	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar /Apr	
Webpage Updates and Constant Contact to Interested Parties	#1 3/22/23 Intro/ webpage launch	#2 PEP available		# 3 See us at Summer Events		#4 TAC Packet available	#5 Save the Date for CF #1 & OOH				#6 Save the Date for CF #2 & OOH		#7 Save date Draft Code Amendment CF # 3	#8 Draft Code language, reports ready, filing
Key Stakeholder Meetings	3/14/23 CCI SNR	Project team available to meet with CPOs CBOs and others throughout project (availability noted on project webpage and in mailings to interested parties)												
Technical Advisory Committee (TAC)		Establish TAC		TAC #1 Project overview Inventory Methods		TAC #2 Inventory results & ESEE approach				TAC #3 ESEE, Draft Code Concepts			TAC #4 Draft plan policies and Code amendments	
Property Owner Engagement						Mail Notice (2 wks. Prior), hold Meeting by 9/28								Mailed Notice of Ordinance
Outreach to Culturally specific/ CBOs			Project team will conduct outreach to Community Based Organizations throughout Project timeline											
Community Forums / Listening Sessions (CF)									CF #1 Inventory Map, conflicting uses by 10/12			CF #2 Draft Code Concepts		CF #3 Report out on Draft Code amendments
Online open houses/surveys (OOH)									OOH # 1 Inventory, conflicting uses			OOH #2 Draft Code Concepts with Survey		
Community / Tabling Events	Project team and LUT Ambassador staff will attend farmer's markets and local festivals Spring through Fall													
Planning Commission (PC)	PC WS #1 PEP Briefing			PC WS #2 Inventory Methods Draft				PC WS #3 Inventory ESEE				PC WS #4 CF/TAC Debrief and Survey		PC WS #5 Mid-March Draft Code amendments

