

## Exhibit A to Scenario Planning Work Program

# CLIMATE FRIENDLY AND EQUITABLE COMMUNITIES COMMUNITY ENGAGEMENT PLAN

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JUNE 2023



### Prepared for:

#### City of Salem

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- City of Keizer: <insert your agency contact person here>.
- City of Salem: Title VI/Section 504/ADA Coordinator, 503-540-2371, [humanrights@cityofsalem.net](mailto:humanrights@cityofsalem.net).

# Climate Friendly and Equitable Communities

## Community Engagement Plan

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# **1 INTRODUCTION**

In July 2022, the Oregon Land Conservation and Development Commission adopted the Climate-Friendly and Equitable Communities (CFEC) rules to reduce climate pollution and foster more walkable, mixed-use areas in our communities.

The new rules require cities in metropolitan areas to make a variety of land use and transportation changes. Salem, Keizer, and Marion County are specifically required to work together to develop a regional scenario plan that aims to reduce greenhouse gas (GHG) emissions and meet the State's climate pollution reduction targets for transportation.

Additionally, these rules require local jurisdictions to engage communities – particularly those that have been traditionally underserved – to better understand the impacts of past land use and transportation decisions on these communities and identify strategies for ensuring they are meaningfully engaged in this process.

This community engagement plan serves as a guide for when and how to engage stakeholders in the process of implementing the State CFEC rules, including identification of walkable, mixed-use areas; achieving greenhouse gas emissions reduction targets; and updating local transportation system plans.

This plan lays out:

- The context for the project, the goals for engagement, and how input will be incorporated into the planning process.
- Recommended strategies for engaging with underserved communities and key areas of interest and concern, based on early discussions with community leaders and groups.
- An overview of tools and strategies for engaging communities at different milestones in the process, based on decision points, resources and intended audiences.
- An overview of measures and metrics for evaluating the effectiveness of engagement activities to help adjust and refine the approach throughout the process.

## **2 PROJECT OVERVIEW**

### **2.1 Climate Friendly and Equitable Communities Rules**

The State of Oregon has a legislatively-set policy and goal to reduce Oregon's climate pollution by 75% by 2050 to avoid disastrous impacts to the environment, communities,

and economy. Oregon is currently not on track to meet this goal, especially regarding reducing pollution from transportation. In response, Governor Kate Brown directed state agencies to promote cleaner vehicles, cleaner fuels, and less driving. Additionally, the State of Oregon is grappling with a troubling history and current patterns of inequity and discrimination, including in its land use, zoning, and transportation investment decisions.

In 2020, the Oregon Land Conservation and Development Commission (LCDC) launched a rulemaking process and directed the Department of Land Conservation and Development (DLCD), Oregon's land use planning agency, to draft changes to Oregon's administrative rules that guide planning in Oregon's eight most populous areas. To develop these rules, DLCD staff engaged and worked with partners in state and local governments, planning practitioners, non-profit organizations, and community members through a rulemaking advisory committee. These meetings were supplemented by numerous other public-facing meetings, webinars, online engagement, and small group consultations.<sup>1</sup>

On July 21, 2022, the LCDC officially adopted the [Climate-Friendly and Equitable Communities \(CFEC\) rules](#). The rules strengthen requirements for Oregon's transportation and housing planning in regions with populations over 50,000 (Albany, Bend, Corvallis, Eugene/Springfield, Grants Pass, Medford/Ashland, Portland Metro, and Salem/Keizer). The rules require these communities to change their local transportation and land use plans to do more to ensure Oregonians have safe, comfortable ways to get around and don't have to drive long distances to meet their daily needs. The rules also aim to improve equity and help community transportation, housing, and planning serve all Oregonians, particularly those traditionally underserved.

The CFEC rules require Salem, Keizer, and Marion County to work together to develop a regional scenario plan to meet the State's climate pollution reduction targets. The State's target for the Salem-Keizer region is to reduce emissions from light vehicle travel by 30 percent by 2050 ([OAR 660-044-0025](#)).

Scenario planning is a planning process to evaluate different changes to local and regional land use and transportation plans and determine what changes are needed for the region to meet the State's climate pollution reduction targets. Salem, Keizer, and Marion County will specifically work to identify the policies, strategies, and performance measures needed to meet the region's target. This could include strategies and measures related to active transportation, transit, parking management, and roads.

The cities and county must submit a preferred scenario plan to the DLCD director, who then can approve it or refer it to LCDC for a public hearing. Once a preferred scenario

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<sup>1</sup> Climate-Friendly and Equitable Communities Outreach and Engagement Report:  
[https://www.oregon.gov/lcd/LAR/Documents/CFEC\\_Rulemaking\\_Engagement.pdf](https://www.oregon.gov/lcd/LAR/Documents/CFEC_Rulemaking_Engagement.pdf)

plan is approved, the cities and county must amend their comprehensive plan, land use regulations, and transportation system plans to implement the scenario plan. Any future changes to plan and regulations must continue to be consistent with the regional scenario plan.

## 2.2 Equity Requirements

The CFEC rules require that public engagement and decision-making place an increased emphasis on centering the voices of underserved populations. Cities and counties must determine whether the land use and transportation plans required by the CFEC rule improve outcomes for underserved populations by using an equity analysis. The rules also require identification of federally recognized sovereign tribes whose ancestral lands are included in the planning area, and notification and engagement of those tribes.

# 3 ENGAGEMENT PROCESS

## 3.1 Goals

Robust public involvement is a pillar of effective governance for Keizer and Salem. The following goals are established to guide public engagement for implementation of the CFEC rules:

- **Build awareness.** Ensure stakeholders, affected interests, and the public are aware of the timeline, process, intended outcomes, and decision-making structure for implementation of the CFEC rules, and how it fits in with past and future planning processes.
- **Center equity.** Ensure that voices of traditionally underserved populations, particularly those disproportionately harmed by past land use and transportation decisions, are engaged in ways that best meet their unique needs and allow them to be meaningfully involved throughout the process.
- **Foster understanding.** Provide project information in ways that are accessible and relevant to the diversity of stakeholders in our communities, so that they can confidently and accurately provide input.
- **Seek feedback.** Actively seek qualitative and quantitative information, including lived experience, to inform and guide land use and transportation plans that implement the CFEC requirements.
- **Demonstrate accountability.** Report back on input and engagement and how it has influenced the process and decisions.

- **Be consistent.** Ensure the community engagement process is consistent with applicable state and federal laws and requirements, and is sensitive to local policies, goals, and objectives.
- **Set realistic expectations.** Be honest and transparent about the funding and resources available for community engagement activities, and work to develop a budget-conscious community engagement program that provides meaningful opportunities for input and feedback that are both inexpensive and convenient for participants.

## 3.2 Key Audiences

### Interested Parties

The outreach process will provide opportunities for input and feedback from many interested people and organizations, including, but not limited to:

- |   |  |
|---|--|
| • Low-income residents and communities of color | • Social service agencies              |
| • Tribal governments                            | • Health equity advocates              |
| • Elected and appointed officials               | • Schools and colleges                 |
| • Local area jurisdictions and regional agency  | • Students, youth, and young adults    |
| • Business organizations and associations       | • Renters                              |
| • Bike and pedestrian advocates                 | • Housing advocates and builders       |
| • Transit provider                              | • Cultural and tourism advocates       |
| • Environmental advocates                       | • Neighborhood associations and groups |
| • Seniors                                       | • Service organizations                |
| • People with disabilities                      | • General public                       |
|   | • Local media                          |

### Underserved Communities

The outreach process will center the voices of traditionally underserved populations, as required in OAR 660-012-0125. The list of those populations includes, but is not limited to:

- (a) Black and African American people;
- (b) Indigenous people (including Tribes, American Indian/Alaska Native and Hawaii Native);

- (c) People of Color (including but not limited to Hispanic, Latina/o/x, Asian, Arabic or North African, Middle Eastern, Pacific Islander, and mixed-race or mixed-ethnicity populations);
- (d) Immigrants, including undocumented immigrants and refugees;
- (e) People with limited English proficiency;
- (f) People with disabilities;
- (g) People experiencing homelessness;
- (h) Low-income and low-wealth community members;
- (i) Low- and moderate-income renters and homeowners;
- (j) Single parents;
- (k) Lesbian, gay, bisexual, transgender, queer, intersex, asexual, or two-spirit community members; and
- (l) Youth and seniors.

Maps provided in Appendix A show concentrations of populations of underserved communities within in the greater Salem/Keizer area. This data was extracted from a demographic profile developed by the Mid-Willamette Valley Council of Governments, using data from the Census Bureau's American Community Survey (ACS) 2016-2020 data. Additional detail can be viewed on the Council of Governments web page as part of the Transportation Disadvantaged Reports available at:

<https://www.mwvcog.org/programs/transportation-planning/skats/reports-and-data/>.

## **4 CONSIDERATIONS FOR ENGAGEMENT WITH UNDERSERVED COMMUNITIES**

Project staff held one-on-one discussions with eight leaders of community organizations, groups, or agencies that serve traditionally underserved communities, including low-income residents and communities of color. The purpose was to better understand how to best engage underserved communities in this CFEC work and future planning work. The eight community leaders were all asked the same questions, which focused on what they thought were challenges to community engagement as well as successful strategies. They were also asked about the idea of a new equity roundtable and if or how it should be formed and structured.

The key themes from these one-on-one discussions are provided below. The input has been used – and will continue to be used – to shape how community engagement is conducted during the implementation of CFEC rules and other planning work.

### **Engagement Challenges**

- It can take a lot of time to educate people, so they can meaningfully engage on policy issues.
- Issues like climate change can seem less immediate or pressing to people.
- Some engagement strategies can exclude people, such as online-only events, meetings held only during the day, and news articles.
- Nonprofits are already very busy, which can make engagement with them challenging.

### **Engagement Successes and Suggestions**

- Attend existing events or meetings, particularly culturally-specific events, church gatherings, or social group meetings.
- Engagement strategies that have worked for specific audiences include: Emails for nonprofits, texts or social media for younger generations, paper surveys and mail for lower-income people, and information at cultural markets for communities of color.
- Issues need to be framed in a way that matters to people, and the use of graphics, concrete examples, and discussion of immediate actions can help.
- Questions need to be tailored to the audience, with simple questions for the public and broader, more detailed questions for community or organizational partners.

### **Equity Roundtable Input**

- A roundtable should include cultural communities and major nonprofits, and it should be small enough to allow meaningful discussion.
- People can be asked to self-identify the community groups with whom they associate.
- Consider inviting one person from each organization and allow them to bring another person if they would like.
- Meetings should be in person (or at least hybrid) and 90 minutes long, and they should have a strict agenda/focus, include activities, and be held on Tuesdays through Thursdays.
- Offer translation, food, a giveaway, and/or childcare if needed.
- Try out the roundtable and make changes later if needed, and it could be held quarterly after being established.

- A roundtable may not be sufficient engagement on its own because some groups do not have time to participate.

## 5 ENGAGEMENT TOOLS AND ACTIVITIES

A variety of engagement tools and activities will be used to accomplish the engagement goals outlined above. Below is an overview of tools and strategies that could be used for engaging communities at different milestones in the process, based on decision points, resources, and intended audiences. Some of the key considerations for using each tool include:

- **Level of Engagement:** What level of engagement is this tool best suited for to help with decision-making? (Based on the [IAP2 Spectrum of Engagement](#))
- **Reach:** What is the breadth of public input that can be expected from this tool? (Broad, medium, focused)
- **Resource Level:** What is the level of staff and financial resources required to implement this tool? (high, medium, or low)

A summary of engagement work that has been completed to date is provided in Appendix B.

### 5.1 Informational Materials

Informational materials can be developed at key milestones in the process to keep people informed about technical work, decision points, and opportunities to provide input. They can be developed in a variety of mediums including:

- Project fact sheets
- Project webpage or website
- Email and social media notifications
- News releases
- Maps and Infographics
- Mailings

<b>Level of Engagement</b>	Inform
<b>Reach</b>	Broad
<b>Resource Level</b>	Low

## 5.2 Community Events

Attending community events, such as farmers markets or community celebrations, can be a valuable way to meet people where they are and engage people that may not actively participate in other engagement activities. Attending community events, particularly culturally specific events, early in the process can be a way to gather input from underserved communities.

<b>Level of Engagement</b>	Inform/Consult
<b>Reach</b>	Medium
<b>Resource Level</b>	Medium

## 5.3 Webinars

Webinars can attract larger, broad and diverse audiences, though they have limitations on soliciting meaningful input. Webinars near the beginning of the process can be a tool to share information about the overall process, initial analysis work, potential approaches and answer general questions. Webinars could also be used at the end of a phase to share findings of that phase.

<b>Level of Engagement</b>	Inform/Consult
<b>Reach</b>	Medium/High
<b>Resource Level</b>	Medium

## 5.4 Intercept Surveys

Intercept surveys are short surveys or questionnaires that are conducted at a community event or activity and engage people that may not actively participate in other engagement activities, such as an open house. Intercept surveys could be used in tandem with attending community events to solicit input on housing and transportation needs, or desired outcomes. They could also be used to gather preferences to help narrow or refine alternatives.

<b>Level of Engagement</b>	Consult
<b>Reach</b>	Medium
<b>Resource Level</b>	Medium

## 5.5 Online Survey

An online survey can be a tool to gather broad input. Once a list of potential alternatives or strategies is identified, a survey can be used to solicit preferences or to gather concerns or considerations.

<b>Level of Engagement</b>	Consult
<b>Reach</b>	High
<b>Resource Level</b>	Medium

## 5.6 Focus Groups

Focus groups bring together a small group of people (8-10) to answer questions in a moderated setting. Focus groups can be a useful way to gather input from underserved communities that are not well represented in other engagement activities. They could be used to gather input from

<b>Level of Engagement</b>	Consult
<b>Reach</b>	Focused
<b>Resource Level</b>	High

various groups on general housing and transportation needs. They could also be used if the potential alternatives have a high concentration of an underserved community or contain important cultural institutions for unserved communities (such as a church, community center, etc.)

## 5.7 Community Briefings

Briefings with cultural interest groups, neighborhood groups, and advocacy groups offer a chance to share information, usually tailored to the groups' interests, gather feedback, and discuss key issues or concerns. They could be used with groups that may be particularly impacted by an alternative to better understand

<b>Level of Engagement</b>	Consult/ Involve
<b>Reach</b>	Focused
<b>Resource Level</b>	Low/ Medium

the potential impacts and identify ways to minimize or mitigate impacts. Community briefings with neighborhood groups can also be a useful to help refine alternatives.

## 5.8 In-Person Open Houses

In-person open houses provide people a chance to learn about a project and engage directly with the project team and other community members. In-person open houses could be used alternatives have been identified. They would ideally take place within areas impacted by an alternative. The format could include a short presentation and then open time for attendees to review and mark up maps with project team staff members to understand potential impacts and opportunities.

<b>Level of Engagement</b>	Consult/ Involve
<b>Reach</b>	Medium
<b>Resource Level</b>	High

## 5.9 Roundtables

Roundtables are a way to bring together a diverse group of community leaders to solicit input at key milestones in the process. A roundtable focused on equity and displacement considerations can be a useful way to gather input from key community leaders.

<b>Level of Engagement</b>	Involve/ Collaborate
<b>Reach</b>	Medium
<b>Resource Level</b>	Medium/High

## 5.10 One-on-one interviews

Interviews are a great tool to gather input about lived experience in a setting that allows people to be more open and candid. Interviews with community leaders could be used at the beginning of the process to better understand the issues and concerns that may arise from various groups throughout the process.

<b>Level of Engagement</b>	Involve/ Collaborate
<b>Reach</b>	Focused
<b>Resource Level</b>	Medium

## 5.11 Advisory Group or Committee

Advisory committees can be formed to make recommendations to the Planning Commission and City Council on items that require Council adoption, including code changes and updates to the Comprehensive Plan, including the Transportation System Plan.

<b>Level of Engagement</b>	Collaborate
<b>Reach</b>	Medium/ High
<b>Resource Level</b>	High

## 5.12 Engagement with Decision-makers

It is important to engage with city councils and planning commissions throughout a planning process to keep them informed and solicit guidance at key milestones as needed. Final decisions on changes to the Comprehensive Plan, including the Transportation System Plan, and associated zoning code changes will require recommendations from planning commissions and adoption by city councils.

<b>Level of Engagement</b>	Empower
<b>Reach</b>	Focused
<b>Resource Level</b>	Medium

## 6 KEY MESSAGES

Using key messages throughout project communications is helpful to maintain consistent messaging about the project's goals and outcomes. These messages can appear on written communications and serve as talking points and can be adapted to include feedback and themes from various phases of the project. Below are examples of key messages; additional messages will be developed for use as the project evolves through its different phases.

### What are the elements of this project?

- **Walkable, Mixed-Use Areas:** Communities like ours are required by the State to identify key walkable, mixed-use areas in an effort to increase housing options, boost transportation choices, and reduce pollution. These areas are also referred to in State rules as Climate Friendly Areas.
- **Regional Scenario Planning.** An exercise for exploring an area's long-term future to reduce greenhouse gas emissions. As part of this, we will look at how different policies might support growth and development in our walkable, mixed-use areas.
- **Transportation System Plan.** The blueprint for the City's transportation investments over the next 20 years. As we update this plan, we will identify key investments to ensure our walkable, mixed-use areas are safe and easy to get around without a car.

### Why is this project important?

- In 2007, Oregon legislators adopted a policy and goal to reduce Oregon's climate pollution by 75% by 2050. That's what the science calls for, if we're going to avoid catastrophic impacts to our environment, communities, and economy.
- Fifteen years later, we're far off track in our efforts to meet those goals – and we're already experiencing real-world impacts of climate disruption, with increasing wildfires, in size, severity, and timing, and record heat waves that have cost Oregonians their homes, and their lives.
- One of the biggest contributors to climate pollution is transportation from vehicles.

### **How is equity considered in this process?**

- The process requires centering voices of underserved populations and working towards equitable outcomes. This process will include an equity analysis and equity-focused engagement to better understand the impacts to underserved communities. This input will help shape both the process and outcomes. We will look for opportunities to minimize, avoid, or mitigate any potentially significant impacts to underserved communities before any final decisions are made.

### **How will the community be able to provide input to this process?**

- We are committed to keeping stakeholders informed throughout the process and seeking input before any decisions are made.

## **7 EVALUATION**

The primary evaluation of public engagement will be based on the established Community Engagement Goals, listed in Section 3. The project team will use both quantitative and qualitative information to assess whether the goals of engagement are being met. Below is a list of metrics that the project team will strive to track throughout the project to help assess and refine engagement strategies to better meet the engagement goals.

### **7.1 Quantitative Metrics**

- Number of website hits
- Number of social media views
- Number of emails/comments
- Number of e-newsletter sign ups
- Attendance at engagement activities
- Number of media stories

### **7.2 Qualitative Metrics**

- Are the questions and input received from stakeholders relevant, indicating that the informational materials are clear and accessible?
- Is input from stakeholders clearly documented and shared with the project team?
- Is input from stakeholders meaningfully informing the process and outcomes of the project?
- Are stakeholders aware of how their input has been used?

- Do stakeholders feel that the process has been open, transparent, and accessible, even if they do not fully agree with the outcomes?

### **7.3 Equity Metrics**

Since equity is central to the engagement process, the project team will use the following questions to evaluate whether underserved communities are meaningfully engaged in the process:

- Are underserved communities well-represented in engagement events? Consider general events and targeted events separately. Strive to capture demographic information through engagement events when possible.
- Is input from underserved communities clearly highlighted and shared with the project team?
- Is input from underserved communities informing the process and outcomes of the project?
- Is the project process helping to strengthen relationships between underserved communities and jurisdictions?

## **8 APPENDICES**

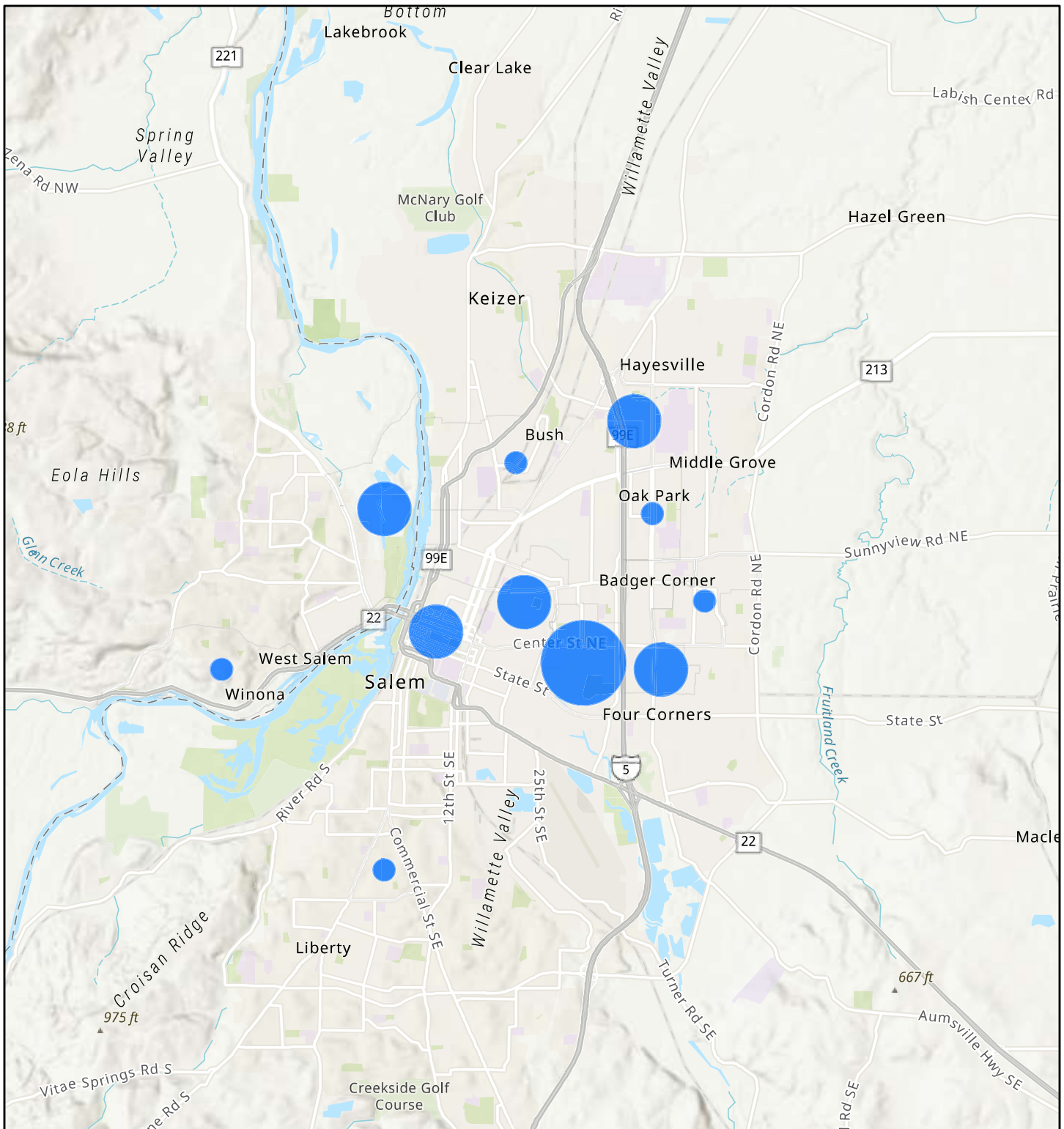
### **8.1 Appendix A: Demographic Maps of Salem/Keizer Area**

The following pages include maps reflecting demographic data for the Salem/Keizer Area. This data was compiled by the Mid-Willamette Valley Council of Governments using data from the US Census, American Community Survey. These maps represent American Community Survey 2016-2020 data, release date March 17, 2022.

The maps included cover the following topics:

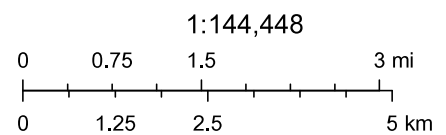
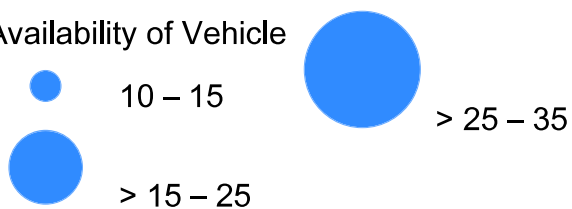
- Availability of Vehicle
- Dependent Age Groups (Less than 18 and greater than 65)
- Hispanic or Latino Origin
- Linguistic Isolation
- Poverty

# Availability of Vehicle - % with no vehicle



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Availability of Vehicle

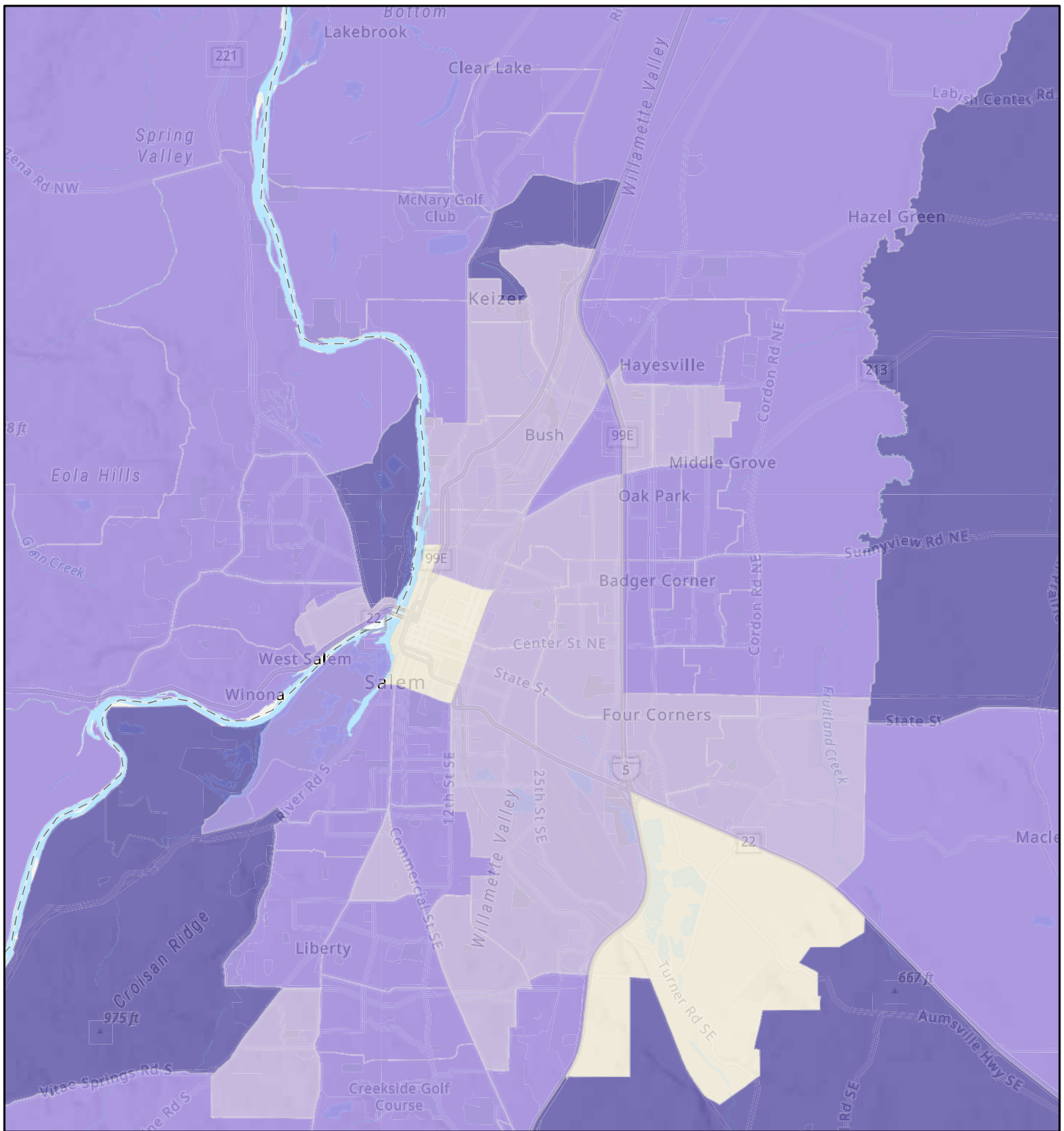


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ArcGIS Web AppBuilder





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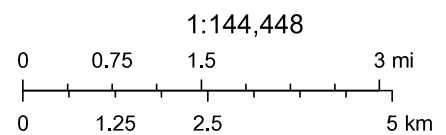
# Dependent Age Groups (under 18 or 65+)



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Age 65+ and/or Under 18

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	20 – 24.2		> 37.2 – 46.5

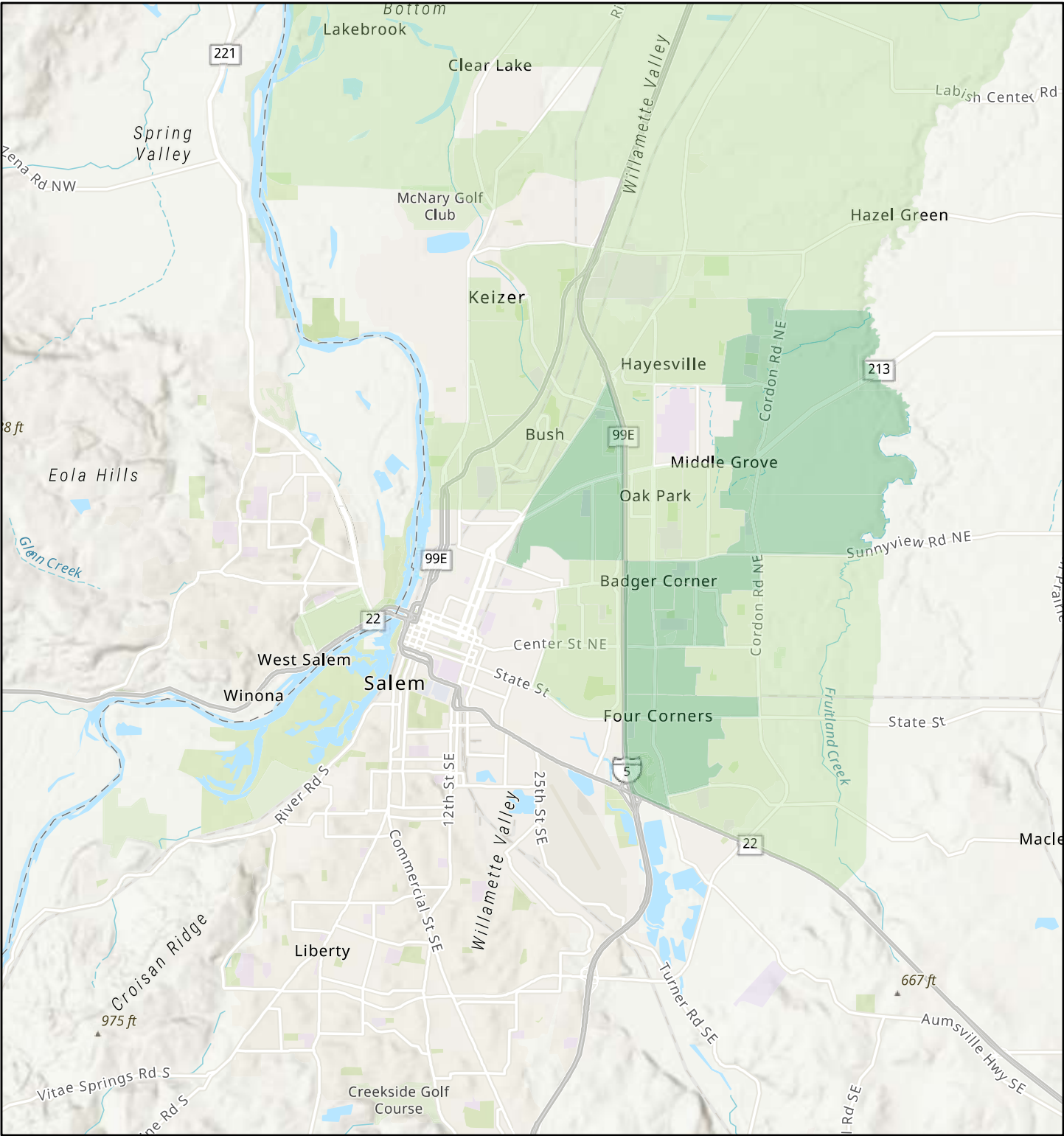


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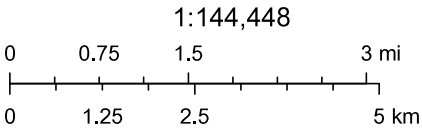
# Hispanic or Latino Origin



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Percent of Hispanic Origin Population

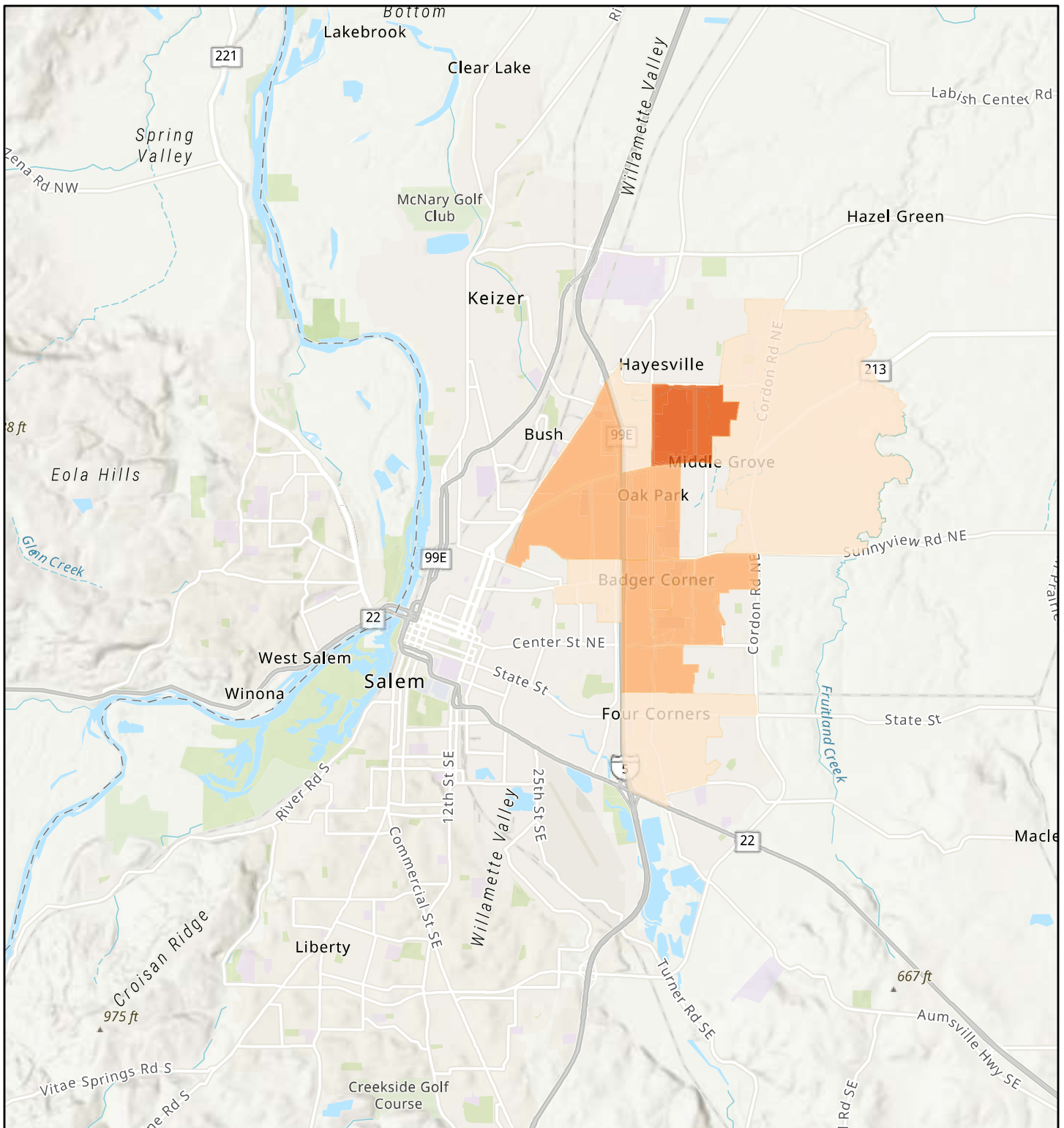
- > 30 – 45
- > 45 – 60



Esri, NASA, NGA, USGS, City of Salem, Oregon, Oregon Metro, Oregon State Parks, State of Oregon GEO, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, USDA

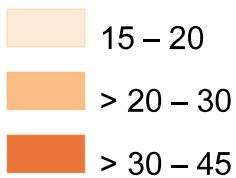
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# Limited English Ability

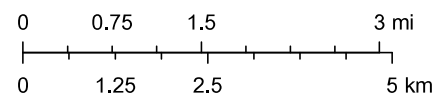


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## Linguistic Isolation



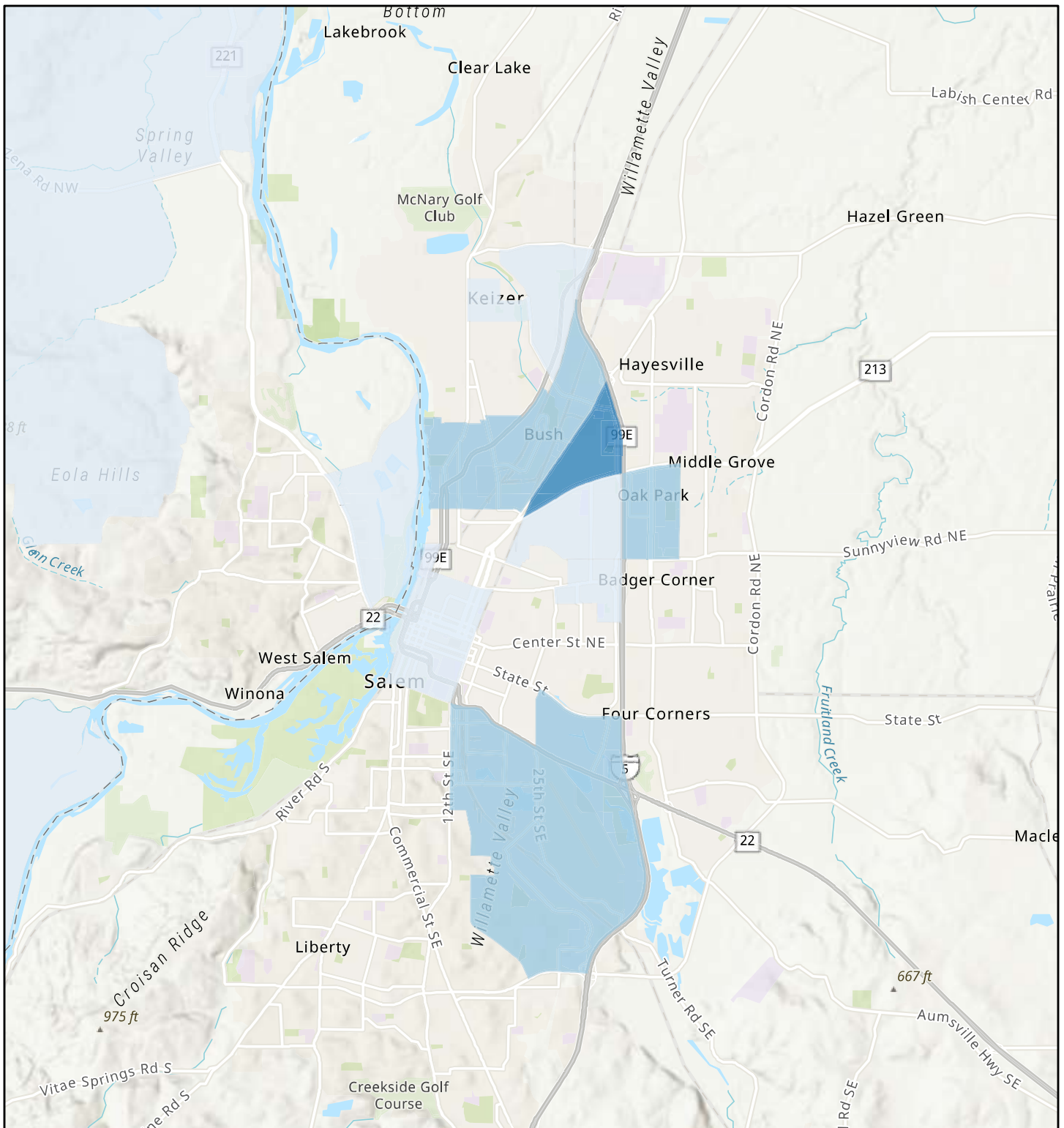
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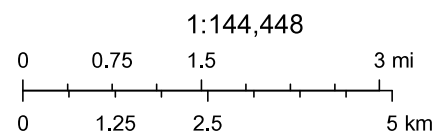
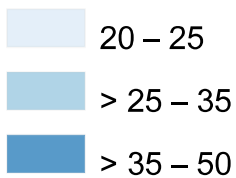
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# Population below Poverty Level



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## Poverty Statistics



Esri, NASA, NGA, USGS, City of Salem, Oregon, Oregon Metro, Oregon State Parks, State of Oregon GEO, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, USDA

ArcGIS Web AppBuilder

## 8.2 Appendix B: Summary of Community Engagement (to date)

Date	Event/Outreach	Topic
July 11, 2022	Salem Climate Action Plan Committee	CFEC and TSP Overview
Sept. 19, 2022	Joint Work Session Salem City Council/Transit Board	Included overview of CFEC and TSP next steps
Nov. 7, 2022	Salem Climate Action Plan Committee	CFEC and Parking
January 2023	Salem in Motion Website Launched	CFEC and TSP
January 13, 2023	Mailchimp	Parking open house announcement
January 26, 2023	Quarterly Salem Neighborhood Association Chairs' Meeting	CFEC overview
January 31, 2023	Virtual Rotary Meeting – South Salem Rotary	CFEC overview
January 31, 2023	Parking reform open house	Parking reform proposal to eliminate all minimum off-street parking requirements
February 3, 2023	Mailchimp	Virtual public meeting on Walkable, Mixed-Use Areas announcement
February 13, 2023	Archeology Roundtable (Tribal governments)	CFEC overview
February 14, 2023	Salem Planning Commission meeting	CFEC overview
February 22, 2023	Salem Land Use Chairs meeting	CFEC overview

CFEC Scenario Planning Work Program  
Community Engagement Plan  
June 2023

Date	Event/Outreach	Topic
February 23, 2023	WaMUA Virtual zoom	Joint with DLCD and Keizer (up to 70 people logged on – also recorded and posted to web)
March 7, 2023	Southwest Area Neighbors (SWAN) – Salem	CFEC overview
March 13, 2023	Cherriots/Salem Coordination meeting	WaMUAs
March 16, 2023	Northgate Neighborhood Association – Salem	TSP and parking
March 21, 2023	Salem Equity Roundtable	CFEC overview, land use and displacement
April 10, 2023	Salem City Council Public Hearing	Public Hearing on parking regulation changes
April 20, 2023	Salem Equity Roundtable	Land use and displacement
May 1, 2023	International Workers Day Event @ State Capitol	Provided information flyers (English and Spanish) on Salem in Motion project
May 10, 2023	Salem Citizens Advisory Traffic Commission	Salem in Motion – CFEC transportation items
May 17, 2023	Mid-Willamette Valley Association of Realtors	CFEC overview
May 25, 2023	Salem Equity Roundtable	Land use and displacement
June 15, 2023	Salem Service Day	Salem in Motion Outreach
June 23-25, 2023	World Beat Festival	Salem in Motion Outreach
June 26, 2023	Salem City Council Information Report	Scenario Planning Work Program