



# Oregon

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March 9, 2015

TO: Land Conservation and Development Commission

FROM: Bob Rindy, Senior Policy Analyst

SUBJECT: **Agenda Item 6, March 12, 2015, LCDC Meeting**

## **Citizen Involvement Advisory Committee STAR Awards**

### **I. AGENDA ITEM SUMMARY**

Under this item the Land Conservation and Development Commission (LCDC and/or commission) will present two “STAR Awards for Citizen Involvement.” The STAR award recognizes organizations or individuals for outstanding work in public involvement in local land use planning, and for efforts to promote and implement the values of set forth in Oregon’s Statewide Planning Goal 1 regarding citizen involvement. The recipients or their representatives will be at the LCDC meeting to receive the award. The award consists of a certificate signed by the Governor, the LCDC Chair, and the CIAC Chair.

The commission’s Citizen Involvement Advisory Committee (CIAC) first conceived of the STAR awards in 2009. This year, the award will be presented (for work done in 2014) to two recipients: the Center for Intercultural Organizing for the center’s work on the Aloha-Reedville Study and Livable Community Plan and the City of Portland Bureau of Planning and Sustainability for its work on the 2035 Comprehensive Plan update.

If you have questions about this report please contact, Bob Rindy at 503-934-0008 or at [bob.rindy@state.or.us](mailto:bob.rindy@state.or.us); or contact Casaria Taylor at 503-934-0065 or at [casaria.taylor@state.or.us](mailto:casaria.taylor@state.or.us).

More information about the STAR awards, including the nomination form, is available on the Department of Land Conservation & Development (DLCD and/or department) website at: [http://www.oregon.gov/LCD/STAR\\_award.shtml](http://www.oregon.gov/LCD/STAR_award.shtml)

### **I. BACKGROUND**

The STAR Award for Citizen Involvement is intended to recognize organizations or individuals for outstanding work in public involvement in local land use planning, and for efforts to promote and implement the values set forth in Oregon’s Statewide Planning Goal 1 regarding citizen involvement. The award is given by LCDC. Recipients are

chosen after a public process seeking nominations, and after the CIAC evaluates the nominations and formally recommends recipients to LCDC. This award is one more way of encouraging citizen involvement in Oregon's land use process and rewarding those who go to great lengths to reach out to the public.

The nominees are reviewed by CIAC and recommendations are provided to LCDC for a decision. Nominations are evaluated with respect to public involvement efforts that:

- Provide early notice and input opportunities to those people who will potentially be affected by a decision;
- Use creative outreach techniques to seek out those who will potentially be affected by a decision. (Of particular note will be those efforts that use limited resources well.);
- Provide clear, accessible communication to the public;
- Use public input to affect a decision;
- Encourage community participation and collaboration;
- Provide ideas or methods which will be transferable to others working on land use processes;
- Are completed by the end of 2014; and
- Evaluate and improve methods of public involvement as process evolves.

The department opened the nominating process for STAR awards on September 29, 2014. Nominations were required by November 5, 2014 (Attachment A).

A subcommittee of the CIAC reviewed the applications and forwarded recommendations for the full CIAC to consider in a meeting January 7, 2015. The CIAC recommended that the award be given to the Center for Intercultural Organizing for the center's work on the Aloha-Reedville Study and Livable Community Plan, and to the City of Portland Bureau of Planning and Sustainability for its work on the 2035 Comprehensive Plan update. That recommendation was forwarded to LCDC and the commission concurred during its January 22-23, 2015, meeting.

## **II. STAR AWARD NOMINEES IN 2014**

In 2014, four nominations were received:

1. Carmen Madrid and the Center for Intercultural Organizing, for the Center's work on the Aloha-Reedville Study and Livable Community Plan (nominated by Stephan Roberts of Washington County); *(NOTE: It is the department's understanding that Carmen Madrid is no longer with the Center. The department concluded that the award should be presented to the Center rather than a particular individual at the Center).*
2. Portland Bureau of Planning & Sustainability for Comprehensive Plan Update (nominated by Eden Dabbs of the City of Portland);

3. City of St. Helens Community Engagement Effort “What’s Your Waterfront “ (nominated by the City of St. Helens);
4. Plan the Heart of West Linn (Nominated by City of West Linn City Manager Chris Jordan).

A subcommittee of CIAC reviewed these applications based on the information provided in the submitted nominations. In this consideration, CIAC members do not base their decision on matters outside the nomination form, such as personal knowledge, media coverage, or controversy if any regarding pending land use considerations by the responsible municipalities. The subcommittee reviewed submitted nominations to assure that all of them met the basic award requirement that the nomination concern: “citizen involvement conducted in conjunction with land use related activities under Oregon’s land use system.” All nominees met that standard.

The nominations are also evaluated to determine whether they describe:

- Nominees’ work and public outreach challenges and opportunities encountered;
- Public engagement methods, any evaluation of them, their implementation and results;
- How public engagement and input affected land use processes; and
- How public engagement activities support Goal 1 “To develop a Citizen Involvement program that ensures the opportunity for citizens to be involved in all phases of planning process.”

Briefly, as a summary of the nominations, the following was reported to the department by the reviewers and the CIAC:

### **Aloha-Reedville**

This nomination included two elements – a community study and a livability plan. Both were part of a three-year community planning effort. The nominee, the Center for Intercultural Organizing, was hired as a consultant by Washington County to address issues concerning communities, groups and individuals who have not historically been engaged in planning efforts, such as communities of color and varied ethnicities. A broad community-based coalition was established over the 3+ years of the study, focused on “future community concerns and aspirations.” This effort overcame many challenges, e.g., lack of understanding about planning and processes as well as leadership voids in many sub-constituencies and mistrust of government.

More than 1200 comments were received in more than six languages during a process that included multiple venues and varied techniques to improve outreach efforts. Several comments received directly contributed to revisions in the county’s codes as well as the final recommendations on transportation and connectivity improvements.

Many of the engagements during this process were first-time encounters for ethnic or racial in the land-use planning process. As a result further efforts by the County and nominee developed “Leadership Training” (in four languages) for new-to-the-field participants with eleven graduates. This has resulted in new ‘stakeholders’ as advisory committee members and advocates before the County Commission as well as at various city levels.

The nomination was very well organized and the results were written succinctly and comprehensively. CIAC reviewers commented that the nomination would have benefitted by including a more specific examples of “we heard this and did this in response, either substance or process.”

### **Portland (PDX)**

This nomination is part of what is probably the most far-reaching update to the city’s Comprehensive Plan since the 1980s. The challenges this time around were greater and more complex as PDX’s population has more than doubled, while becoming much more diverse with respect to language, racial, values, ethnic and technology. The biggest challenges in improving on the previous effort from the 1980s were to expand an already robust outreach effort, reduce barriers and to be even more inclusive.

The 2014 stage, or phase our of the plan update, was one where the draft plan map with new land use designations was released and citizen engagement conducted. The city depicts their effort as “characterized more by providing assistance and advocacy as Portlanders prepare their testimony for the Portland Sustainability Commission hearings.” They wanted to engage more people who hadn’t been involved in this type of effort before, and to assist the community to provide effective testimony. The Proposed Draft also required a Measure 56 Notice to over 40,000 property owners.

The city used its resources in usual ways, e.g., newsletters, the media, and person-to-person conversations but also new, interactive online and mobile tools. They developed new technology as an ‘on-line Map App’ not only through one version (v1) but through a second version (v2) in response to feedback. Both versions were map-based so people could comment based on proposed changes (Proposed Plan Map). Ultimately, MapApp (v2) was made mobile friendly.

Mailers were sent to over 41,000 addresses regarding the Proposed Draft Plan and changes, e.g., Measure 56 compliant. The city created and staffed a telephone ‘comp plan helpline.’ Translation services were provided in 10 languages during helpline hours. Additionally staff innovatively engaged communities experiencing rapid change already, or those that might, with the proposed plan changes. Staff helped groups learn about planning and develop effective comment development skills; thus reducing barriers, educating and engaging and building trust in staff and government.

The efforts changed processes e.g. MapApp v1 became MapApp v2. People's questions informed staff about revisions to web-postings, twitter posts and traditional mailings or available literature. People were openly appreciative of the city's efforts. Different interest groups and communities expressed topics and concerns over an unprecedented range. The technology developed, then implemented and then further adapted allowed users to submit geographically specific comments as well as submitting comments via more comfortable on-line/mobile mechanisms (vs. traditional oral or written only). The Helpline technique allowed those folks to engage who preferred a conversation.

### **St. Helens**

This was a "visioning effort," Phase 1 of a multi-year effort, in this once bustling lumber and paper products area and 'River City' for the redevelopment of a 1-1/2 mile section of its Columbia River waterfront previously viewed as heavy industrial, waterfront-based turn-of-the-last century uses. The effort received an assistance grant from the American Institute for Architects (AIA) on 'community design'.

The city developed a robust community engagement plan, although having limited resources, to encourage effective and broad CI through the sustainable design assessment team effort (the AIA community design process). The city used traditional e.g. media and open houses as well as YouTube, Twitter and web-based. They focused on public spaces and connectivity, economic development and investment, environment and sustainability, and community identity. They used differing times and repeated sessions through two days of public meetings etc. The Sustainable Design produced through the AIA effort and community response is accessible on the city web-site and a YouTube video.

While their efforts are very laudable for a recovering city with a big hole in its downtown and economy there was no discussion about outreach to other than the usual players e.g. persons not usually involved in land use matters, new immigrants to St. Helens and historic residents, e.g., Native Americans and the city's middle and high school young adults who will be planning their future lives.

The reviewers commented that some more specific examples of 'we changed the process and the outcome in these ways' would have helped in order to understand their project and its citizen involvement aspects more clearly.

The effort provides a very strong foundation going forward in this critical geographic piece of the city, county and Oregon – the Columbia River waterfront. The city already recognizes the need to bolster its involvement efforts. The city is looking at additional grants for future phases. They should be encouraged and assisted by DLCD staff and others organizations in these efforts.

## **West Linn**

Since January 2014 the city has been working on a master plan for an older section of West Linn along the Willamette River and the Willamette Falls area. The effort has been dubbed “Heart of West Linn.” The area is mostly underutilized but has some existing affordable housing. The action includes major street work, redevelopment, new investment and infill all with a strong emphasis on development. The city also mentions work with Oregon City on their side (they share Arch Bridge and State Hwy 43) and the Oregon Department of Transportation (ODOT) because of I-205 and OR43. The city plans on adopting a Plan by years-end (apparently they did late in December).

The city established a volunteer advisory committee (18 folks; representation not depicted) as well as later-on in the process a ‘three-day storefront studio’ for engagement (150 gave input) and an on-line survey (400 inputs). They conducted walking tours and did school outreach at elementary as well as sixth grade levels (but not high school?). An open house was conducted (100 attendees; no input summary). Postcards were sent to 600 addresses in area (though this was described as an underutilized area; no indication of response rate). Also information was provided to regular city mailings i.e. newsletters and utility bills and at City Council and Planning Commission meetings. Facebook and YouTube were utilized as well as local media. Developers were asked to give feedback on concept plan at a separate developer’s roundtable.

The nomination states “...the plan evolved based on input we received. Folks want more parks, trails, river access and scenic views.” The city indicates that they have made provisions for improved trails and connectivity, river and boat access and public gathering spaces and a market pavilion. Late in outreach effort the city and the consulting team heard concerns from existing residents “they did not want redevelopment of the area to result in loss of affordable housing.” The consulting team adjusted and included affordable housing partners into plan development.

Apparently, the city got lots of input on transportation and connectivity. They commit to further work with various partners including ODOT regarding OR43 and Arch Bridge. The city acknowledges what might be considerable area history, e.g., pre-Statehood settlement and development. Given that there is no indication of outreach to tribes, or history researchers, etc., nor how they used their awareness to improve the outcome. Further, there is no indication about outreach to under-served or new communities or interests, especially since this is Willamette waterfront & under-utilized.

### **III. CIAC RECOMMENATIONS**

The subcommittee and the CIAC agreed that 2014 ‘STAR’ awards should be presented to Carmen Madrid, the Center for Intercultural Organizing for the Aloha-Reedville Study and Livable Plan, and to City of Portland for its 2035 Comprehensive Plan Update, Phase Four.

Both projects with some additional details should be shared widely. Other cities and counties can learn from these experiences and adapt to appropriate local projects e.g. outreach to groups and ‘communities’ not usually engaged and informed about land use, and for use of new innovative technologies and the evolving social media scene.

Both cities’ efforts are to be applauded for their inclusiveness, building bridges to new communities, engaging people about sometimes arcane matters of land-use, innovation in adapting technology to land use and citizen participation and challenging the barriers to citizen-government engagement.

The reviewing committee also noted the following:

St. Helens’ effort (“What’s Your Waterfront”) and West Linn’s (“Heart of West Linn”) both touch on two iconic aspects of Oregon: the Columbia and the Willamette Rivers, the former along the lower Lewis and Clark route and the latter just downstream from Willamette Falls and right across from Oregon City where John McLoughlin set up shop in the early 1800s. Both are also the homelands of native peoples who greeted the State’s earliest settlers. Both cities (three counting Oregon City) are starting on generational land use and socially significant projects.

The CIAC indicated that it believes these efforts are tremendously important; and that that the LCDC should figure out ways to engage, support and assist them, but not “direct” the results of these local dreams. The LCDC should also consider how to facilitate inter-agency support and technical assistance to the efforts, and possibly some citizen involvement funding. Outcomes of these efforts will have lasting generational impacts on development and conservation of lands. It’s an overused phrase, albeit with a slight twist “we will only get one chance to get it right, but probably not perfect.”

#### **IV. CONCLUSION AND RECOMMENDATION**

The department recommends that the Chair of LCDC and CIAC present these certificates to representatives of the Center for Intercultural Organizing for the center’s work on the Aloha-Reedville Study and Livable Community Plan, and to representatives of the City of Portland Bureau of Planning and Sustainability for its work on the 2035 Comprehensive Plan update.

#### **V: ATTACHMENTS**

A. STAR Award Announcement in 2014

B. Certificates



State of Oregon

# STAR Award

## for citizen involvement

*...Awarded for Excellence in Land Use Public Involvement...*

### Award Overview

This award recognizes organizations and individuals who have made exceptional effort to involve citizens in local land use decisions in meaningful ways, actively promoting and implementing the values of Oregon Land Use Goal One.

Goal 1, Citizen Involvement: *"To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process."*

The Oregon Land Conservation and Development Commission (LCDC) presents the STAR award for Citizen Involvement announcing the winners with a news release to various news media and on the Department of Land Conservation and Development (DLCD) website.. Winner(s) receive a certificate, signed by the Governor and presented by LCDC.

### Nomination Process

Individuals, organizations, and jurisdictions in Oregon directly involved in a citizen involvement project may nominate themselves or another party may nominate them. Nominations shall be five or fewer typed pages submitted electronically by **5:00 P.M. local time, November 5, 2014** to Casaria Taylor, [casaria.taylor@state.or.us](mailto:casaria.taylor@state.or.us) in Word or PDF only. Casaria will acknowledge receipt of your nomination electronically.

LCDC's Citizen Involvement Advisory Committee, with input from LCDC, will choose the winner. The commission reserves the right to issue no award, if it does not receive a suitable nomination.

Timeline:

- 5 p.m., November 5, 2014 Nomination deadline
- November 6, 2014 CIAC review and recommendation
- November 14, 2014 LCDC consideration of CIAC recommendation
- January 2015 Presentation of award at LCDC meeting

### Nomination elements

Nominations must include the name, address, phone and e-mail of the contact person, the name of the project, the individual, organization or jurisdiction nominated, and name of individual(s) who will accept the award.

*All nominations must:*

1. Describe the work of the nominee(s) and challenges and opportunities they encountered regarding public outreach.
2. Describe public engagement activities, how they evolved, and the results they produced.
3. Describe how final outcomes of land use processes improved through this work
4. Show how the activities support the spirit and legal requirements of Goal One
5. Provide two references (do we want references or reference letters?) from citizens who participated in the process.

**Award Criteria:**

*Efforts that have accomplished the following will receive higher scoring:*

- Provided early notice and input opportunities to those people who may be affected by a decision
- Used creative outreach techniques to seek out those a decision likely to be affect. Of particular note will be those efforts that use limited resources well.
- Provided clear, accessible communication to the public
- Used public input to affect a decision
- Encouraged community participation and collaboration
- Provided ideas or methods transferable to others involving citizens in land use processes
- Evaluated and improved methods of public involvement as process evolved

**Award Promotion:**

LCDC promotes the award through DLCD's website, a news release, and marketing to potential nominees (e.g., home builder or developer associations, League of Oregon Cities, AOC, APA, AIA, PRSA, IABC, Oregon Board of Realtors, Oregon Homebuilders Association, 1000 Friends of Oregon, DLCD field reps). Please pass on the notice to anyone interested.

**STAR AWARD  
FOR CITIZEN INVOLVEMENT**

THIS CERTIFICATE IS AWARDED TO THE  
*CENTER FOR INTERCULTURAL ORGANIZING*  
*FOR ITS WORK ON THE*  
*ALOHA-REEDVILLE STUDY AND*  
*LIVABLE COMMUNITY PLAN*

FOR ACTIVELY PROMOTING AND IMPLEMENTING THE VALUES OF  
OREGON LAND USE PLANNING GOAL 1: CITIZEN INVOLVEMENT



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KATE BROWN, GOVERNOR

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DATE

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STEVE FAUST, CIAC CHAIR

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DATE

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GREG MACPHERSON, LCDC CHAIR

\_\_\_\_\_  
DATE



Oregon Department of  
Land Conservation  
and Development

**STAR AWARD**  
**FOR CITIZEN INVOLVEMENT**

THIS CERTIFICATE IS AWARDED TO THE  
*CITY OF PORTLAND BUREAU OF  
PLANNING AND SUSTAINABILITY*  
FOR ITS WORK ON THE  
*2035 COMPREHENSIVE PLAN*

FOR ACTIVELY PROMOTING AND IMPLEMENTING THE VALUES OF  
OREGON LAND USE PLANNING GOAL 1: CITIZEN INVOLVEMENT



KATE BROWN, GOVERNOR

DATE

STEVE FAUST, CIAC CHAIR

DATE

GREG MACPHERSON, LCDC CHAIR

DATE



Oregon Department of  
Land Conservation  
and Development