



# Oregon

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February 27, 2015

TO: Land Conservation and Development Commission

FROM: Bob Rindy, Senior Policy Analyst

SUBJECT: **Agenda Item 5, March 12-13, 2015, LCDC Meeting**

**JOINT MEETING OF THE LAND CONSERVATION & DEVELOPMENT  
COMMISSION AND THE  
CITIZEN INVOLVEMENT ADVISORY COMMITTEE**

**I. AGENDA ITEM SUMMARY**

This item is a redo of the annual joint meeting between the Land Conservation and Development Commission (LCDC and/or commission) and the commission's Citizen Involvement Advisory Committee (CIAC and/or committee). Because of technical difficulties at the annual joint meeting last September in Eugene several CIAC members were unable to connect and LCDC was unable to hear those who were connected. As such, the department has scheduled this opportunity for this interaction.

The CIAC advises the LCDC on all matters pertaining to citizen involvement. The joint meeting is an opportunity for the commission to discuss citizen involvement issues with its committee and to provide direction regarding the committee's work program for the biennium. Three new members of the CIAC were appointed by the LCDC at its July 2014 meeting. The department is currently advertising for an "at large" vacancy on the committee.

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 Casaria Taylor at 503-934-0065 or at [casaria.taylor@state.or.us](mailto:casaria.taylor@state.or.us)

**II. BACKGROUND**

The CIAC is a permanent committee established by law (ORS 197.160) to advise LCDC regarding citizen involvement and Statewide Planning Goal 1. The CIAC is comprised of eight volunteers, one from each of Oregon's five Congressional Districts and three at-large positions. The LCDC appoints committee members to four-year terms.

The committee furthers citizen involvement in land use planning by advising the LCDC on all matters concerning citizen involvement regarding the statewide planning program. In addition, the committee advises the Department of Land Conservation and Development (department or DLCD) and local governments about ways to enhance

citizen involvement, assists the department about methods to educate and inform Oregonians about citizen involvement, gathers and disseminates information about citizen involvement techniques, and upon request reviews local government plans and programs concerning citizen involvement, including changes to such plans and programs.

In February 2015 the CIAC selected a new chair, Steve Faust, and a new Vice Chair, Lisa Phipps.

### **III. UPDATE ON CIAC ACTIVITIES**

When the CIAC met with the LCDC in 2013 (and again in September of 2014), much of the discussion concerned the committee's work program. LCDC has asked the committee to help the department and the commission do a better job of engaging Oregonians in more robust citizen involvement in the land use program. With regard to improving Goal 1 and citizen involvement, LCDC has asked the committee to consider ideas that are not "regulatory," including low-cost/no-cost recommendations. The committee's biennial work program (see Attachment B) includes this work.

It is important to note that the CIAC has had some turnover this biennium with several long-serving members leaving the committee. Three of the current members were appointed in May 2013 and three more in July of 2014. As such, while the committee continues to progress on its work plan, some of this work is not advanced under the original schedule.

There are a several items under discussion by the committee that may be highlighted in its meeting with the commission, including:

1. The committee is continuing work on a menu of public outreach tools and strategies that local governments can use to improve citizen involvement efforts at little to no cost. A draft is Attachment C to this report.
2. The committee is working to obtain data on local citizen involvement programs statewide in order to gain a better understanding of the practices being used (successfully and less successfully) around the state. As part of this, the CIAC is developing an online survey of cities and counties, regional governments, and special districts, to be distributed in partnership with the Association of Oregon Counties and League of Oregon Cities. The committee is currently considering a final draft of the survey, to be sent to all cities and counties (see Attachment D). In addition, the department has recently compiled data indicating which local governments have an independent Committee for Citizen Involvement (CCI) and those that use the planning commission or other governing board for that CCI function.
3. The committee is continuing to hear about and discuss problems with Goal 1, including issues of interpretation and procedures and enforcement. One issue is that some of the wording and policy in Goal 1 was developed for the "acknowledgement" era which wound down in the mid-1980's. Some of these elements not work very well in the current post-acknowledgement era.

One in particular is the requirement that local governments write a letter to the LCDC indicating their intent to have their planning commission or the city council assume the functions of the local committee for citizen involvement. These letters are provided to the CIAC for their review, although the CIAC has no authority to approve or deny the local government decision. The CIAC frequently meets with the municipality considering that decision, but struggles with this requirement under current law since timelines for local plan amendment notices are short. Many times the CIAC meeting occurs too late for meaningful consideration in the local plan amendment process, especially if the CIAC recommendation would involve a recommendation to LCDC.

4. The committee continues to receive input from individuals and organizations who believe that Goal 1 is not being carried out sufficiently at the local level, and who believe this is in part due to the wording of the goal or with certain standards and process set forth in the goal. Such input frequently includes a suggestion that the LCDC should either revise the goal or adopt an interpretive rule to help with this problem. It is likely such discussion will continue on into the future. At the CIAC meeting in March of this year, former LCDC Chair Worrix suggested that the committee develop a more detailed description of the problems with the goal and suggest solutions that are clearly linked to the identified problems. That work has begun.

5. The CIAC received a letter in March from the “Save Helvetia” organization (in Washington County) concerned about “the lack of transparency in the legislative process” with regard to the so-called “Grand Bargain” legislation in the 2014 session. The organization is concerned about the long term legislative trend of less-than-adequate citizen involvement in the legislative process, and is concerned that the legislative process has had a very poor record of citizen involvement for a very long time. In discussion of this topic the question was raised as to whether there are things the LCDC could do to advocate for improved citizen involvement in the legislative process.

#### **IV. ATTACHMENTS**

- A. CIAC Members
- B. CIAC Biennial Work Program
- C. Draft List of Public Outreach Tools
- D. Draft Survey of local citizen involvement

# Citizen Involvement Advisory Committee

MEMBER	DISTRICT	APPOINTED	TERM EXPIRES
<b>Amy Sheckla-Cox</b> 1536 South Ivy Street Cornelius, OR 97113 503-357-1346 a.sheckla-cox@comcast.net	District 1	May 2013	April 2017
<b>Phil Stenbeck</b> 1394 NE Ochoco Ave. Prineville, OR 97754 541-447-8338 pstenbeck@cityofprineville.com	District 2	July 2014	July 2018
<b>Steve Faust, Chair</b> 2815 NE Couch Street Portland, OR 97232 971-409-2045 steve.faust@coganowens.com	District 3	May 2013	April 2017
<b>Gregory McClarren</b> 65491 Bay Breeze Rd. North Bend, OR 97459 541-633-0228 grmacmail@gmail.com	District 4	March 2008	December 2014
<b>Lisa Phipps, Vice Chair</b> PO Box 504 Tillamook, OR 97141 503-801-4122 (cell) Lisaphipps08@gmail.com	District 5	May 2013	April 2017
<b>Marissa Grass</b> 10405 SW Titan Ln. Tigard, OR 97224 503-502-6381 marissagrass@gmail.com	At-large	July 2014	July 2018
<b>Jerry Gerspach</b> 38340 SE Jannsen Rd. Estacada, OR 97023 971-404-1464 Jerry.gerspach@portofportland.com	At-large	July 2014	July 2018

## Work Plan: 2013-2014 Citizens Involvement Advisory Committee

<b>1. Continue with the STAR awards program.</b>
CIAC lead: Debra Martzahn, Amy Scheckla-Cox support
Description: The STAR award recognizes organizations and individuals for outstanding citizen involvement in land use decisions. The winner receives a certificate, signed by the Governor and presented by the Oregon Land Conservation and Development Commission, and recognition on the Department of Land Conservation and Development website and other news outlets.
Product: STAR Awards
Task 1: Promote award and solicit nominations
Task 2: Evaluate nominations using awards criteria
Task 3: Make recommendation to LCDC
Evaluation measures (as appropriate): number of applications, interest in results quantified by hits to webpage

<b>2. Conduct regular conversations and reports to LCDC regarding the Biennial Work Plan.</b>
CIAC lead: Gregory McClarren
Description: Keep LCDC up to date on the progress of CIAC work program and assist the commission and department with public outreach regarding the work of LCDC and DLCD including LCDC's policy agenda and other policy efforts.
Product: regular conversations and reports to LCDC. An annual September conversation with LCDC on Biennial Work Plan including any revisions.
Task 1: Annual focused conversation with LCDC that informs citizen involvement and outreach aspects of the Biennial Work Plan and DLCD/LCDC long-range plans.
Task 2: Biennial Work Plan (completed)
Task 3: Participate in regular conversations with LCDC liaison and provide monthly reports to LCDC

at Commission meetings; additional conversations as appropriate. Assist LCDC is assessing effectiveness of streaming video

Evaluation measures (as appropriate):

### **3. Create or obtain data on acknowledged local citizen involvement programs.**

CIAC lead: Sadie Carney

Description: Survey cities and counties, regional governments, and special districts, preferably in partnership with the Association of Oregon Counties and League of Oregon Cities to gain an understanding of the citizen involvement practices being used (successfully and less successfully) around the state with regard to land use decision making.

Product: Comprehensive quantitative analysis that helps direct CIAC by deepening our understanding of what is being pursued in the name of citizen involvement at various levels of government and areas around the state.

Task 1: Develop online survey questions (research, draft, review in work group, perform revisions, test survey, finalize questions based on feedback, committee review, produce final version for web administration)

Task 2: Determine acceptable sample size and criteria for survey level of completion/validity. Host online questionnaire and distribute through a variety of groups and outreach mechanisms.

Task 3: Review quantitative data and present report of findings to CIAC.

Evaluation measures (as appropriate):

### **4. Outreach: Establish and develop relationships with local governments.**

CIAC lead: Amy Scheckla-Cox

Description: Outreach to planning directors and other potential partnerships (e.g. Environmental Justice Task Force)

Product: Overall improved communication regarding land use matters.

Task 1: Understand what the current system(s) of communication are currently in place and who the current partnerships are with and by what method(s) is outreach conducted.

- Create outline with information

Task 2: Solicit feedback from local governments around the state regarding how to improve

communication and outreach in their area.

- Create list of questions to ask such as “best methods of communication with each entity”.
- Determine who from CIAC will contact these agencies (with end dates).
- Contact Agencies and compile data
- Add information to outline

Task 3: Research what other potential partnerships could help promote outreach efforts and accomplish this goal.

- Extract potential partnerships from previous task research
- Determine who from CIAC will contact these agencies (with end dates).
- Contact Agencies and compile data
- Add information to outline

Evaluation measures (as appropriate):

### **5. Report to LCDC with list of no-cost and low cost tools and best practices to improve outreach programs and procedures.**

CIAC lead: Steve Faust

Description: Prepare a menu of public outreach tools and strategies that local governments can use to improve citizen involvement efforts at little to no cost.

Product: Brief report of no to low-cost tools and strategies, including description of tool, cost of tool, best practices and resources.

Task 1: Conduct research of new and existing outreach tools through internet search, online survey to local governments (see item #3), interviews with practitioners and other mechanisms as appropriate.

Task 2: CIAC discussion of tools, costs and best practices.

Task 3: Prepare draft and final report.

Evaluation measures (as appropriate):

- Preparation of useful resource for cities and counties
- Distribution of resource to cities and counties
- Develop/strengthen partnerships with AOC and LOC

### **6. Evaluate the process for CIAC review of Local Government requests to assign the role of CCI to Planning Commission**

CIAC lead: Lisa Phipps

Description: As the Oregon land use program has evolved and matured, so have the ways in which

Goal 1 is met. Citizens and policy makers alike must be assured that the spirit and intent of Goal 1 is met, especially in response to demographic and other changes.

Product: Report and recommendations to LCDC and staff as well as local jurisdictions.

Task 1: Report to LCDC regarding conclusions about this Goal 1 requirement including recommendations for changes, if any.

- includes input from selected examples
- work with committee to identify any concerns/comments they might have
- develop recommendations if necessary to enhance process

Evaluation measures (as appropriate):

## **Citizen Involvement Advisory Committee 2013-2014 Work Plan – Item 5 Status Report**

The Land Conservation and Development Commission (LCDC) asked its Citizen Involvement Advisory Committee (CIAC) to prepare a list of no and low-cost public outreach tools and strategies to help local governments improve the effectiveness of citizen involvement efforts.

All citizen involvement programs entail a cost, whether in terms of time and labor, materials or fees. Therefore, the CIAC has decided to prepare a more comprehensive list of tools and strategies that includes a description of each, relative costs and resources. The following is a preliminary outline of the tools and strategies that will be addressed in the final product organized by elements of a typical citizen involvement process.

### **1. Define Citizen Involvement Program Objectives**

#### Strategies

- Define the desired outcome.
- Determine the level of effort appropriate for topic/issue and available funds.
- Define the level of community influence over the decision.
- Ensure the program is transparent and includes feedback loops/mechanisms.
- Ensure early and continuous participation.

#### Tools

- Scope of work and budget
- Participation ladders (e.g. IAP2 Spectrum of Public Participation)

### **2. Identify Stakeholders**

#### Strategies

- Provide widespread community involvement.
- Identify key stakeholder groups most impacted by the topic/issue.
- Actively involve underserved and under-represented communities.

#### Tools

- US Census

### **3. Communicate, Educate and Inform Stakeholders**

#### Strategies

- Identify the communication tools that are best suited to reach intended audience(s).
- Provide notification with enough lead time to enable effective participation.
- Create a shared understanding of the project purpose and desired outcomes; provide educational opportunities for stakeholders to learn more.
- Provide information in non-technical jargon using a variety of formats – text, tables and images.
- Develop culturally and linguistically appropriate ways to communicate with diverse stakeholders.

#### Tools

- Briefing
- Brochure, flyer, newsletter

- Direct mail
- Email
- Existing/current conditions report
- Infographics
- Media release
- Newspaper advertisements
- Newspaper articles
- Public display
- Online advertisements
- Online civic involvement platform
- Social media
- Television or radio advertisements
- Website

#### **4. Engage Stakeholders in Decision-Making**

##### Strategies

- Identify the tools best suited to engage stakeholders.
- Design culturally appropriate processes to meet the needs of affected communities.
- Develop culturally and linguistically appropriate ways to engage diverse stakeholders.
- Build the capacity of community members to participate in this and future decision-making processes.
- Ensure activities are accessible in terms of location, time, and people of varied abilities.

##### Tools

- Advisory committee
- Electronic keypad polling
- Focus group
- Online citizen engagement platform
- Open House
- Public hearing
- Public meeting or workshop
- Questionnaire
- Speakers bureau/neighborhood conversations
- Stakeholder interviews

#### **5. Monitoring and Evaluation**

##### Strategies

- Define evaluation based on program objectives.
- Document methods and tools.
- Document level of participation.
- Enhance current and future programs to improve participation.

##### Tools

- Civic involvement platforms

# CIAC Survey

The Citizen Involvement Advisory Committee (CIAC) to the Oregon Land Conservation and Development Commission operates, in part, to provide a regular forum where citizens around the state can share their experiences and find information. As citizen representatives interested in understanding how we can create and provide tools to encourage citizen involvement in land use decision making, the CIAC is distributing this survey to help us understand the variety of activities being undertaken to engage communities in land use decision making and learn about both successes and areas in need of improvement in regards to citizen involvement.

This survey is directed to regional, county, and city land use planning staff. Results will remain anonymous and will be used to help develop a toolkit to assist land use planning decision makers and local governments achieve the best possible results for citizen involvement in land use decisions.

This survey will take 5-10 minutes to complete. Detailed responses could require extra time. You may skip to the end and submit the survey at any time. Thank you in advance for your participation!

\* Required

## 1. Begin the survey now! \*

*Mark only one oval.*

- Yes
- No, thank you      *Stop filling out this form.*
- Maybe another time      *Stop filling out this form.*

*Start this form over.*

## Your Organization

### 2. What type of organization do you work for?

Please select the answer that most closely reflects your employment.

*Mark only one oval.*

- County government
- City government
- Regional government
- Special District
- Other: .....

**3. How large is the jurisdiction your organization serves?**

Please select the answer that most closely reflects the area your organization represents.

*Mark only one oval.*

- Fewer than 1,000
- 1,000 - 5,000
- 5,001 - 10,000
- 10,001 - 25,000
- 25,001 - 50,000
- Over 50,000

**4. How many people in your organization are directly involved in land use planning?**

*Mark only one oval.*

- None
- One to two
- Three to five
- Six to nine
- Ten or more

**5. Does your organization have a person or persons directly responsible for outreach and citizen involvement?**

*Mark only one oval.*

- No
- Yes, one.
- Yes, more than one.

*Skip to question 6.*

## **Citizen Involvement**

**6. Please rate how well different citizen involvement notification efforts contribute to successful citizen involvement for your organization**

*Mark only one oval per row.*

	Good	Fair	Poor	Do not/have not used
Public notice in a newspaper	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Published notice online / website	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Public meeting agenda available	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Press release	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Email newsletter/notification	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Direct Mail	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Public signage in affected area	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Broadcast coverage of meetings	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Paid advertising	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**7. Please tell us about any other notification efforts you have tried.**

.....

.....

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.....

.....

**8. Please rate how well different citizen involvement events contribute to successful citizen involvement for your organization**

*Mark only one oval per row.*

	Good	Fair	Poor	Do not/have not used
Open Houses	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Formal public hearing with public comment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Collaborative Work Sessions	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Online/Virtual Open House	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Phone survey/phone polling	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Online survey	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Focus groups	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Stakeholder workshops	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Listening Stations	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Partnering with other community events	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

9. Tell us about any other citizen involvement events you have tried

.....  
.....  
.....  
.....  
.....

10. Does your organization develop citizen involvement/public participation plans for land use projects?

Mark only one oval.

- Yes, for every project
- Yes, for some projects
- No
- Don't know

11. Briefly describe your most successful citizen involvement/outreach event regarding a Land Use decision:

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.....  
.....  
.....  
.....

12. In your opinion, what made this event successful?

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.....  
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13. Briefly describe your most challenging citizen involvement/outreach event regarding a Land Use decision:

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14. In your opinion, what could have made this event/process more successful?

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15. On average, how many times per year does your organization perform citizen involvement activities that are directly related to land use decisions?

*Mark only one oval.*

- Less than once per year
- 1-3 times per year
- 4-6 times per year
- 7-10 times per year
- More than 10 times per year

16. How frequently do citizen involvement processes regarding land use decisions produce useful outcomes?

*Mark only one oval.*

- Never
- Rarely
- Sometimes
- Often
- Always

17. From your perspective, how satisfied is the public with the level of citizen involvement conducted by your organization?

*Mark only one oval.*

- Very Dissatisfied
- Dissatisfied
- Satisfied
- Very Satisfied

**18. What challenges and obstacles have you encountered using citizen involvement processes**

Please select all that apply for your organization

*Check all that apply.*

- Adds too much time to the decision making process
- Costs are too high in money and staff time
- Certain populations are difficult to reach
- Media uninterested
- Lack of public interest
- Lack of experience, skills, know-how
- Language barriers are troublesome and/or translation is too costly
- Decision makers are not supportive
- Lack of clear results makes it not worthwhile
- Other: .....

**19. Our staff has the training and skills necessary to conduct a meaningful citizen involvement process.**

*Mark only one oval.*

	1	2	3	4	
Strong Disagreement	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Strong Agreement

**20. The citizens in our jurisdiction know how to participate in citizen involvement processes.**

*Mark only one oval.*

	1	2	3	4	
Strong Disagreement	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	Strong Agreement

**21. Organization leaders/decision makers use the outcomes from the citizen involvement process when making decisions.**

*Mark only one oval.*

	1	2	3	4	5	
Strong Disagreement	<input type="radio"/>	Strong Agreement				

## Citizen Involvement Committees

Every Oregon city and county is required by law to have a land-use planning program. Interested citizens can become involved in land-use planning by joining a citizen involvement committee (CIC) or citizen advisory committee (CAC). A CIC is informed about proposed amendments to they city's land-use plan and asked for their comments.

22. **Does your organization have a CIC (Citizen Involvement Committee)?**

Naming conventions differ slightly - Citizen Advisory Committee, etc.

Mark only one oval.

- Yes
- No
- Planning Commission or another body acts as our CIC
- Don't know

23. **If you work with another committee that acts in lieu of a CIC what is the name of that committee?**

.....

24. **How frequently does the CIC (or acting group) meet to review land use decisions?**

Mark only one oval.

- More than once a month
- Once a month
- Less than once a month
- As needed
- Don't know

## Follow Up

25. **Are you interested in seeing the results of this survey and being included in future communication with the Citizen Involvement Advisory Committee (CIAC) for the Oregon Land Conservation and Development Commission (LCDC)? \***

Mark only one oval.

- Yes
- No

26. **Name:**

.....

27. **Title:**

.....

28. **Organization: \***

.....

29. **Email:**

.....

## **Do you know about a citizen involvement process that deserves recognition?**

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The STAR Award for Citizen Involvement is designed to recognize organizations and individuals who are meaningfully involving citizens in local land use decisions, and actively promoting and implementing the values of Oregon's Statewide Planning Goal 1.

Find out more about the STAR Awards program: [http://www.oregon.gov/LCD/pages/star\\_award.aspx](http://www.oregon.gov/LCD/pages/star_award.aspx)

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