



Oregon

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August 9, 2007

TO: Land Conservation and Development Commission
FROM: Stacy Humphrey, Metro Area Regional Representative
SUBJECT: Agenda Item 6, August 9, 2007 Commission Meeting



A REQUEST FOR ACKNOWLEDGMENT OF THE CITY OF DAMASCUS, CITIZEN INVOLVEMENT PROGRAM

I. AGENDA ITEM SUMMARY

This item is a referral from the director of the Department of Land Conservation and Development (the department) to the Land Conservation and Development Commission (the Commission) to consider the Citizen Involvement Plan (CIP) of the City of Damascus for acknowledgment of Goal 1: Citizen Involvement (Attachment A).

The submittal includes:

1. The ordinance and staff reports adopting the CIP
2. The CIP
3. Various supporting documents including a communications plan

A. Type of Action and Commission Role

Oregon Administrative Rule 660, division 3, Procedure for Review and Approval of Compliance Acknowledgment Request, governs this review process. The commission will review recommendations and discuss and determine an action for order regarding the City of Damascus' CIP.

B. Staff Contact Information

For more information about this agenda item, please contact Stacy Humphrey at 971.673.0963 or by email at stacy.humphrey@state.or.us.

II. SUMMARY OF RECOMMENDED ACTION

The department recommends that the Commission issue an order granting the acknowledgment request from the City of Damascus and confirming that its Citizen Involvement Program is in compliance with Goal 1 based on the findings in this report, pursuant to ORS 197.251(1) and OAR 660, division 3.

III. BACKGROUND

A. History of Action

The City of Damascus incorporated on November 2, 2004. According to ORS 197.757, the City has four years from the date of incorporation to adopt and have acknowledged its comprehensive plan and land use regulations. The submittal of the City's Citizen Involvement Program is one step in achieving this.

After the city incorporated, and after the completion of the multi-party Concept Plan process, the City sought to gain direct input from its citizens on the future course of the City. Throughout 2006, the City hosted a series of "coffee klatches" with small groups of citizens to discuss city issues. Damascus also hosted "summer socials" to encourage community-building. The city's approach to these community activities has been adapted into its CIP and adopted by ordinance on February 20, 2007. A submittal of the CIP and its implementing ordinance was determined complete by the department on April 5, 2007.

Pursuant to ORS 197.160(1)(c), the Citizen Involvement Advisory Committee (CIAC) is tasked with reviewing proposed programs and reporting to the Commission on whether or not the proposed programs adequately provide for public involvement in the planning process, and if it does not so provide, in what respects it is inadequate.

CIAC first heard a presentation on the Damascus CIP on April 19, 2007 and continued its discussion to June 7, 2007 with a meeting in Damascus. At that CIAC meeting, CIAC presented a memorandum to the City identifying key areas to address in the CIP to meet the language of Goal 1 and supplementary areas to address above and beyond the requirements of the Goal (See Attachment C). At that meeting, the City agreed to address the key areas highlighted by CIAC.

The CIP was introduced to the Commission at its hearing on June 14, 2007. At that hearing, the Commission made a motion to continue its hearing until the City and CIAC completed their discussion of the CIP.

The City adopted a revised version of its CIP on July 2, 2007 (See Attachment B). This new version was circulated to CIAC for its recommendation on July 9, 2007. The CIAC came to an affirmative recommendation on the CIP on July 18, 2007 (see Attachment D).

B. Major Legal and Policy Issues

1. Whether the Citizen Involvement Program developed by the City of Damascus complies with Oregon Statewide Planning Goal 1: Citizen Involvement.

IV. REVIEW CRITERIA AND PROCEDURES

A. Decision-Making Criteria

The Statewide Planning Goals are the decision-making criteria for acknowledgment reviews. The relevant Statewide Planning Goal to this submittal is Goal 1: Citizen Involvement.

B. Procedural Requirements and Validity of Objections

ORS 197.251(1) states that upon the request of a local government, the Commission shall by order grant, deny or continue acknowledgment of compliance of comprehensive plan and land use regulations with the goals. A Commission order granting, denying or continuing acknowledgment shall be entered within 90 days of the date of the request by the local government unless the Commission finds that due to extenuating circumstances a period of time greater than 90 days is required.

C. Validity of Objections

No objections were received to this submittal.

D. Record for this Proceeding

1. City of Damascus submittal for its CIP including ordinances and findings
2. This report and any subsequent exceptions and response to exceptions

V. ANALYSIS

The department has conducted its review of the submittal and has identified no compliance issues with the task submittal. The department analysis follows, using the six components identified in Goal 1 as the criteria for analysis. The overall purpose of Goal 1 is "To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process".

1. To provide for widespread citizen involvement

This component of the Goal states: "The citizen involvement program shall involve a cross-section of affected citizens in all phases of the planning process. As a component, the program

for citizen involvement shall include an officially recognized committee for citizen involvement (CCI) broadly representative of geographic areas and interests related to land use and land use-decisions.”

The City of Damascus' CIP provides for citizens to be involved in all phases of the planning process. The CIP states “Citizens are invited to be actively involved in the development of all major policy decision of the city as evidenced by committee opportunities and the city’s Communication Plan.” The City has created an array of committees addressing broad issues including the *Community Coordination Committee (C3)*, *topic specific teams (TST)* to address discrete planning issues (i.e. natural resources) and *community working groups (CWG)* to address issues or planning projects affecting a sub-area of the City. Membership on a *topic specific team* is accomplished through a combination of recruitment by city staff for technical expertise and application by citizens who hold expertise or interest in a specific issue. *Community working groups* have no application for membership and are open to all members of the community. Membership on the C3 then consists of representatives from the topic specific teams, community working groups and at-large members recruited through an open public invitation and application process. This array of committees will be instrumental in the formation of the comprehensive plan and land use regulations.

Additionally, the CIP provides for other measures for citizen involvement. Under Community Building Goal #1, the CIP provides for opportunities at every council meeting for public input on any issue. It also provides for the use of new technologies such as blogs, listservs, webcasting and on-line surveys to disseminate information and obtain public feedback. The CIP strives to make sure that all work by the city is available to citizens in City Hall and electronically. The CIP foresees the creation of a planning commission once the comprehensive plan and development code are adopted and acknowledged.

The CIP also provides for a Committee for Citizen Involvement (CCI). Appointment to the CCI is from the C3 - which is already representative of the diverse geography and interests in the City.

2. To assure effective two-way communication with citizens

This component of the Goal states: “Mechanisms shall be established which provide for effective communication between citizens and elected and appointed officials.”

The City’s CIP states that “communication between city hall and the citizens is characterized by outreach, involvement, input, dialog, and conversation. This means the communication is two-way, responsive and deliberative.” To this end, the CIP makes a number of provisions to achieve this component of Goal 1. First, there is an elaborate array of committees in which citizens may be involved to provide input on city projects. Second, citizen input is solicited by the council and by staff through citizen comment cards and citizen committee recommendations. Additionally, citizens are provided the opportunity at every council meeting for public input on

any issue. The CIP states that city staff will respond to citizen inquiries within 48 hours of the initial question.

The CIP also provides for numerous methods for the City to provide communications to its citizenry. The CIP envisions using new and traditional technologies to share information with its citizens. "The city shall encourage flexible and innovative methods of engaging the public in its policy activities... This shall be done by a variety of methods to potentially include e-mails, mail-outs, meeting notification through local media sources, phone calls, or announcements at meetings." Information will be available in person at city hall and electronically. The CIP highlights the importance of the monthly newsletter, *The Damascus City News*, in getting information out to citizens.

3. To provide the opportunity for citizen to be involved in all phases of the planning process

This component of the Goal states: "Citizens shall have the opportunity to be involved in all phases of the planning process ... including Preparation of Plans and Implementation Measures, Plan Content, Plan Adoption, Minor Changes and Major Revisions in the Plan, and Implementation Measures."

As evidenced in the committee structure and work described in section 1. above, there are a variety of opportunities for citizens to be involved in all phases of the planning process. Once the comprehensive plan and development code are adopted and acknowledged, the City foresees the creation of a planning commission and possibly an on-going role for the community working groups.

4. To assure that technical information is available in an understandable form

This component of the Goal states: "Information necessary to reach policy decisions shall be available in a simplified, understandable form. Assistance shall be provided to interpret and effectively use technical information. A copy of all technical information shall be available at a local public library or other location open to the public."

The CIP states that "The city shall provide to citizens information that is essential to understanding the policy issues at hand and shall endeavor to make this information easily understood and readily accessible. The city shall identify staff or other experts who shall be available to answer questions and provide information to interested citizens." Additionally, the CIP provides for information to be available at city hall and electronically. In committees, the city will ensure there are opportunities for committee members to discuss background and technical information with staff.

5. To assure that citizens will receive a response from policy-makers

This component of the Goal states: "Recommendations resulting from the citizen involvement program shall be retained and made available for public assessment. Citizens who have participated in this program shall receive a response from policy-makers. The rationale used to reach land-use policy decisions shall be available in the form of a written record."

The CIP provides for multiple methods for disseminating information to the citizens of Damascus and multiple methods for citizens to respond to information. The CIP provides for responses from the city to inquiring citizens in a timely manner. Further, the CIP indicates that the city will identify staff or other experts who would be available to answer questions and provide information to interested citizens. Regarding a written record, the CIP indicates that the city will ensure that staff reports, agendas and other pertinent materials available to committees are posted on the city website, at city hall, and available upon request.

6. To insure funding for the citizen involvement program

This component of the Goal states: "Adequate human, financial, and informational resources shall be allocated for the citizen involvement program."

Throughout the CIP, there are references to on-going budget and staff resources to maintain the CIP and its components. Regarding the variety of committees, the CIP states "Appropriate budget shall be allocated for supporting the program." The CIP also indicates the City's desire to ensure adequate staff availability to answer questions and explain complex planning issues. Last, the City currently has a full-time public involvement officer on staff.

Given the purpose of 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", and given the sub-components identified above, and given that the CIP addresses the goal purpose and subcomponents of the goal, the department finds that the City of Damascus' CIP complies with Goal 1.

V. COMMISSION OPTIONS

The Acknowledgment Rule, OAR 660, division 3, and ORS 197.251(1) provide a few options to the Commission in its decision making on the Damascus CIP. The Commission may: grant, deny or continue an acknowledgment request. An order accomplishing one of these three options must be entered within 90 days of the date of the request as per ORS 197.251(1). Additionally, the Commission may find that due to an extenuating circumstance, a period of time greater than 90 days is required to enter an order.

VI. DEPARTMENT RECOMMENDATION AND DRAFT MOTION

The department recommends that the Commission grant the acknowledgment request, thereby confirming that the City of Damascus' Citizen Involvement Program (CIP) complies with Statewide Planning Goal 1: Citizen Involvement.

Proposed Motion: The department recommends the following motion with regard to acknowledgment of the City of Damascus CIP:

Move that the Commission issue an order granting the acknowledgment request from the City of Damascus and confirm that its Citizen Involvement Program is in compliance with Goal 1 based on the findings in this report, pursuant to ORS 197.251(1), and OAR 660, division 3.

ATTACHMENTS

- A. Goal 1
- B. City of Damascus CIP (July 2, 2007 version) and supporting documents
- C. CIAC memorandum, June 7, 2007 regarding the CIP (minus attachments)
- D. CIAC recommendation, July 18, 2007



Oregon's Statewide Planning Goals & Guidelines

GOAL 1: CITIZEN INVOLVEMENT

OAR 660-015-0000(1)

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The governing body charged with preparing and adopting a comprehensive plan shall adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land-use planning process.

The citizen involvement program shall be appropriate to the scale of the planning effort. The program shall provide for continuity of citizen participation and of information that enables citizens to identify and comprehend the issues.

Federal, state and regional agencies, and special-purpose districts shall coordinate their planning efforts with the affected governing bodies and make use of existing local citizen involvement programs established by counties and cities.

The citizen involvement program shall incorporate the following components:

1. Citizen Involvement -- To provide for widespread citizen involvement.

The citizen involvement program shall involve a cross-section of affected citizens in all phases of the planning process. As a component, the program for citizen involvement shall include an officially recognized committee for

citizen involvement (CCI) broadly representative of geographic areas and interests related to land use and land-use decisions. Committee members shall be selected by an open, well-publicized public process.

The committee for citizen involvement shall be responsible for assisting the governing body with the development of a program that promotes and enhances citizen involvement in land-use planning, assisting in the implementation of the citizen involvement program, and evaluating the process being used for citizen involvement.

If the governing body wishes to assume the responsibility for development as well as adoption and implementation of the citizen involvement program or to assign such responsibilities to a planning commission, a letter shall be submitted to the Land Conservation and Development Commission for the state Citizen Involvement Advisory Committee's review and recommendation stating the rationale for selecting this option, as well as indicating the mechanism to be used for an evaluation of the citizen involvement program. If the planning commission is to be used in lieu of an independent CCI, its members shall be selected by an open, well-publicized public process.

2. Communication -- To assure effective two-way communication with citizens.

Mechanisms shall be established which provide for effective communication between citizens and elected and appointed officials.

3. Citizen Influence -- To provide the opportunity for citizens to be involved in all phases of the planning process.

Citizens shall have the opportunity to be involved in the phases of the planning process as set forth and defined in the goals and guidelines for Land Use Planning, including Preparation of Plans and Implementation Measures, Plan Content, Plan Adoption, Minor Changes and Major Revisions in the Plan, and Implementation Measures.

4. Technical Information -- To assure that technical information is available in an understandable form.

Information necessary to reach policy decisions shall be available in a simplified, understandable form. Assistance shall be provided to interpret and effectively use technical information. A copy of all technical information shall be available at a local public library or other location open to the public.

5. Feedback Mechanisms -- To assure that citizens will receive a response from policy-makers.

Recommendations resulting from the citizen involvement program shall be retained and made available for public assessment. Citizens who have participated in this program shall receive a response from policy-makers. The rationale used to reach land-use policy

decisions shall be available in the form of a written record.

6. Financial Support -- To insure funding for the citizen involvement program.

Adequate human, financial, and informational resources shall be allocated for the citizen involvement program. These allocations shall be an integral component of the planning budget. The governing body shall be responsible for obtaining and providing these resources.

A. CITIZEN INVOLVEMENT

1. A program for stimulating citizen involvement should be developed using a range of available media (including television, radio, newspapers, mailings and meetings).

2. Universities, colleges, community colleges, secondary and primary educational institutions and other agencies and institutions with interests in land-use planning should provide information on land-use education to citizens, as well as develop and offer courses in land-use education which provide for a diversity of educational backgrounds in land-use planning.

3. In the selection of members for the committee for citizen involvement, the following selection process should be observed: citizens should receive notice they can understand of the opportunity to serve on the CCI; committee appointees should receive official notification of their selection; and committee appointments should be well publicized.

B. COMMUNICATION

Newsletters, mailings, posters, mail-back questionnaires, and other

available media should be used in the citizen involvement program.

C. CITIZEN INFLUENCE

1. Data Collection - The general public through the local citizen involvement programs should have the opportunity to be involved in inventorying, recording, mapping, describing, analyzing and evaluating the elements necessary for the development of the plans.

2. Plan Preparation - The general public, through the local citizen involvement programs, should have the opportunity to participate in developing a body of sound information to identify public goals, develop policy guidelines, and evaluate alternative land conservation and development plans for the preparation of the comprehensive land-use plans.

3. Adoption Process - The general public, through the local citizen involvement programs, should have the opportunity to review and recommend changes to the proposed comprehensive land-use plans prior to the public hearing process to adopt comprehensive land-use plans.

4. Implementation - The general public, through the local citizen involvement programs, should have the opportunity to participate in the development, adoption, and application of legislation that is needed to carry out a comprehensive land-use plan.

The general public, through the local citizen involvement programs, should have the opportunity to review each proposal and application for a land conservation and development action prior to the formal consideration of such proposal and application.

5. Evaluation - The general public, through the local citizen

involvement programs, should have the opportunity to be involved in the evaluation of the comprehensive land use plans.

6. Revision - The general public, through the local citizen involvement programs, should have the opportunity to review and make recommendations on proposed changes in comprehensive land-use plans prior to the public hearing process to formally consider the proposed changes.

D. TECHNICAL INFORMATION

1. Agencies that either evaluate or implement public projects or programs (such as, but not limited to, road, sewer, and water construction, transportation, subdivision studies, and zone changes) should provide assistance to the citizen involvement program. The roles, responsibilities and timeline in the planning process of these agencies should be clearly defined and publicized.

2. Technical information should include, but not be limited to, energy, natural environment, political, legal, economic and social data, and places of cultural significance, as well as those maps and photos necessary for effective planning.

E. FEEDBACK MECHANISM

1. At the onset of the citizen involvement program, the governing body should clearly state the mechanism through which the citizens will receive a response from the policy-makers.

2. A process for quantifying and synthesizing citizens' attitudes should be developed and reported to the general public.

F. FINANCIAL SUPPORT

1. The level of funding and human resources allocated to the citizen involvement program should be sufficient to make citizen involvement an integral part of the planning process.

CITY OF DAMASCUS

ORDINANCE NO. 2007-15

**AN ORDINANCE OF THE DAMASCUS CITY COUNCIL,
ADOPTING THE AMENDED DAMASCUS CITIZEN INVOLVEMENT PROGRAM
AS A PORTION OF THE DAMASCUS COMPREHENSIVE PLAN**

WHEREAS, ORS 197,006(5) and ORS 197.175 require the City to develop and adopt a Comprehensive Plan and related land use regulations to promote orderly, coordinated growth and development within its incorporated city limits; and

WHEREAS, OAR 660-015-0000(1) requires that each local jurisdiction adopt a citizen involvement program that provides opportunity for citizen involvement in all phases of the planning processes; and

WHEREAS, the City of Damascus developed and reviewed a Citizen Involvement Program and has ascertained that the Citizen Involvement Program meets statutory requirements, and promotes the general health, safety and welfare of Damascus residents; and

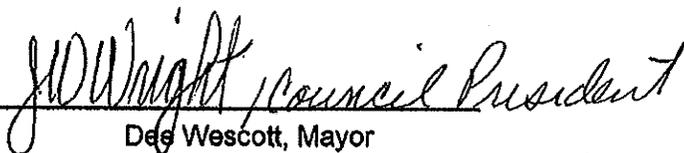
WHEREAS, the City Council adopted Ordinance 2007-12 adopting the Damascus Citizen Involvement Program on February 20, 2007 as they deemed it was in the best interests of the City to adopt a Citizen Involvement Program apart from other land use planning actions and anticipated documents in order to serve as a guide for continued full participation by the public in its local planning process;

WHEREAS, the City received a letter from the CIAC on June 6, 2007 recommending revisions to the draft CIP. Those recommendations were analyzed by City Staff and City staff then revised the CIP to meet the required and suggested changes to the CIP.

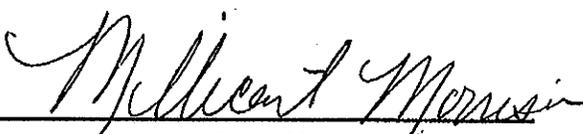
NOW THEREFORE, The City of Damascus ordains as follows:

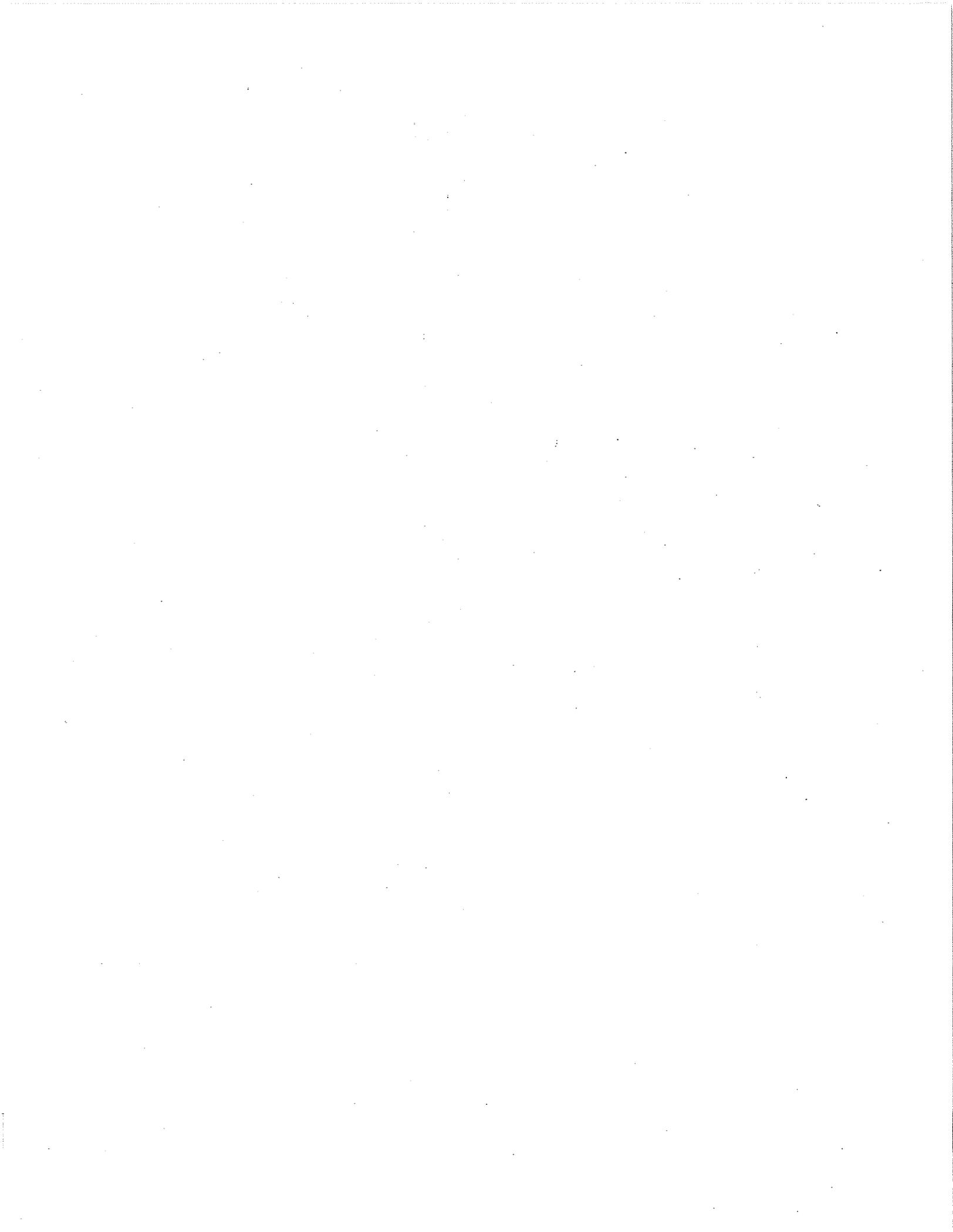
**the adoption of the Amended Damascus Citizen Involvement Program,
which is attached hereto.**

ADOPTED this 2nd day of July, 2007.


Dee Wescott, Mayor

ATTEST:


Millicent Morrison, City Clerk





City of Damascus Citizen Involvement Program

I. PURPOSE

In compliance with Oregon statewide planning Goal 1 Citizen Involvement, the City of Damascus has prepared a set of guidelines for how to engage its citizens in the land use planning process. The guidelines will outline opportunities for Damascus residents, property owners, business owners, interest groups, agency and jurisdictional partners to engage in the development of the city's first comprehensive plan and subsequent, concurrent planning activities. These guidelines will be adopted by ordinance by the Damascus City Council.

II. MISSION AND GOALS

The Mission for the City of Damascus clearly articulates the value of citizen involvement:

Provide wise and effective stewardship of the citizens' trust and resources in creating an extraordinary city

Our City will:

- Provide a complete community where people can live, work, play, shop, and learn
- Be founded on principals of economic, social, and environmental sustainability
- Grow in a planned, efficient, balanced, and logical manner
- Be vibrant in its economic, cultural, and civic life
- Have an innovative and flexible local government
- Engage and encourage citizens to participate, take action, and become leaders

To illustrate the city's commitment to citizen involvement, the city has developed a strategic plan that specifically addresses citizen involvement in community building as follows:

Damascus is Oregon's second newest city. It has a long history of voluntary action and problem solving. This culture needs to be incorporated into the new situation of self-governance. The desired outcome for this focus area is that the citizens of Damascus are actively engaged in the governance of their community. The city will use the following tools to involve citizens and to evaluate progress.

- Citizens are invited to be actively involved in the development of all major policy decisions of the city as evidenced by committee opportunities and the city's Communication Plan
- Citizen input is solicited by both the council and staff and used in development of policy and projects through citizen comment cards and citizen committee recommendations
- Citizen volunteers are encouraged and utilized. Opportunities for citizen involvement are discussed under III. A. below.
- Communication between city hall and the citizens is characterized by outreach, involvement, input, dialog, and conversation. This means that communication is two-way, responsive, and deliberative
- Citizens are encouraged to provide feedback at all public meetings through customer comment cards or program evaluation forms.
- As part of the strategic plan, the city has identified goals and objectives specific to community building.

Community Building Goal #1 - Provide opportunities and encourage citizens to be actively engaged in the civic affairs of the community

- Maintain publication of the Damascus newsletter on a monthly basis
- Provide opportunities at every council meeting for public input on any issue that is not the subject of a public hearing or land use case
- Continue the momentum for citizen involvement established in the Visioning process by following up with every citizen that expressed an interest in being involved, and by holding community meetings in different neighborhoods several times during the year
- Continue using the city web site to provide access to city information and explore the use of Blogs, Listservers, webcasting and on-line surveys to disseminate information and obtain public feedback
- Maintain communication plan including staffing to continue efforts beyond current contracts
- Televis council meetings live and continue to re-broadcast on a regular schedule and expand to include public hearings.
- Continue to use local and surrounding media sources television, radio and newspapers to publicize city meetings and events

III. PUBLIC PARTICIPATION AND OUTREACH METHODS

A. Committees

To meet the requirements of Goal One, the City of Damascus will form a Committee for Citizen Involvement. Goal One requires the Citizen Involvement Program to:

...include an officially recognized committee for citizen involvement (CCI) broadly representative of geographic areas and interests related to land use and land-use decisions. Committee members shall be selected by an open, well-publicized public process. The committee for citizen involvement shall be responsible for assisting the governing body with the development of a program that promotes and enhances citizen involvement in land-use planning, assisting in the implementation of the citizen involvement program, and evaluating the process being used for citizen involvement."

The Community Development Director or the Public Involvement Coordinator, with support from planning and consultant staff as appropriate will staff the Committee for Citizen Involvement. Appropriate budget shall be allocated for supporting the program.

It is the intent of the City of Damascus to seek the guidance of its residents, property owners, business owners, interest groups, agency and jurisdictional partners in the development of the comprehensive plan and concurrent planning activities through a range of committees listed below. In addition, the City intends to continue a strong public involvement program after the Comprehensive Plan is acknowledged by the State. Discussion regarding the formation of a Planning Commission and Area Advisory Committees (AAC) are included in this section. Each committee shall adopt a set of bylaws under which they will operate and within the legal guidelines of public meeting laws.

1. Committee for Citizen Involvement (CCI)

The CCI will serve as the official committee for citizen involvement for the City. Members will represent a range of interests and geography. Members of the CCI shall be eligible for nomination by individuals on the committee. Initial recommendations shall follow requirements for appointment to city committees. The CCI shall consist of five members, two members shall serve a term of two years and three members shall serve a term of three years. After the expiration of the first term of service, each member shall serve a term of two years. Vacancies on the CCI shall be advertised per city policies.

2. Community Coordination Committee (C3)

The C3 will serve as the coordinating committee for the Topic Specific Teams (TST's) and the Community Working Groups (CWG's) for the sub area plans. The C3 will include a representative from each of the Topic Specific Teams, the Community Working Groups and several at large members. The purpose of the C3 will be to knit the concurrent planning efforts together, work collaboratively to resolve inconsistencies, and share information with each other regarding the development of the various planning activities to build common understanding. The C3 will meet less frequently than the TST's and the CWGs. The C3 will be consulted to work through emergent issues that affect multiple areas of the city. The focus of

the C3 is to ensure that the concurrent planning efforts fit together in a cohesive way and that issues of inconsistency are given an opportunity to be resolved prior to being presented to the city council. Community Coordination Committee meetings will be open to the public and participation will be drawn from the public process used to form the TSTs and the CWGs. Recruitment for at large members of the C3 will be through an open public invitation and application process. The C3 may serve as the precursor to an ongoing planning commission model for the city. The C3 will make recommendations regarding draft plans.

3. Topic Specific Teams (TSTs)

TSTs will work on focused topic areas of the comprehensive plan such as transportation, parks and recreation, economic development, and sustainability. In addition to topics specific to the comprehensive plan, the city has developed a TST for strategic planning, budgeting, and finance. A TST may be a standing committee for a specified period or an ad hoc committee depending on the need for ongoing guidance. The TSTs will include residents of Damascus who have a demonstrated interest or knowledge of the focused topic, agency and jurisdictional partners with technical expertise and/or authority, and technical experts as appropriate. The purpose of the TSTs is to work through a topic specific area in a focused manner to explore the issue in depth, forward draft plans to the C3 to ensure consistency with concurrent planning efforts and to inform the planning efforts at the neighborhood level of topic specific issues. TSTs meetings will be noticed through the city website and open to the public. Recruitment for participation on a TST will be through a combination of invitations by city staff (for technical experts) and application by interested/knowledgeable members of the community. Staff will determine the meeting schedule for the TSTs in coordination with the project work plan.

4. Community Working Groups (CWGs)

Community Working Groups will aid in the development of sub area plans at the neighborhood level. Participation on the CWG will be from the immediate planning area and will be open to all. Neighborhood leaders will be encouraged by the city to serve on the CWG although application for participation is not necessary. The CWG process is informal and flexible. Simple criteria for participation will be established in consultation with the residents, property owners and businesses within the sub area. The criteria will match the needs of the area with the work plan objectives. The purpose of the CWG is to ensure that the community within the defined sub area has influence over and access to staff and information regarding the development of the plan. The CWG will have a representative serve on the C3 and will consult with TSTs as needed. The CWG may serve as the precursor to an ongoing neighborhood group for the area after the development of the sub area plan.

Post Comprehensive Plan Acknowledgement Committees

1. **Planning Commission.** The City shall form a Planning Commission after the acknowledgement of the Comprehensive Plan and development code. Formation of the commission shall follow city policies on recruitment. Bylaws, membership and responsibilities shall meet the requirements of state law.

2. **Community Working Groups.** The City's Strategic Plan lists, under Community Building Goal #1, "work towards implementing neighborhood associations in 2008." Initial work with the CWG during the comprehensive planning work may, in the future help define Area Advisory Committees (AAC). Formation of AACs will be at City Council discretion.

The city will post the schedule for meetings, opportunities for participation, and meeting summaries on the city website and at city hall. Pertinent information regarding these meetings will also be included in the Damascus City News - a four-page insert in The Observer newspaper.

The city will work with committees to determine materials and information to distribute to the media and others upon request.

The city will ensure that staff reports, agendas and other pertinent materials available to committees is posted on the city website, at city hall, and available upon request.

While these meetings are not necessarily subject to the requirements of the Open Meetings Law, the city shall strive to comply with the provisions of that law with respect to notice and other requirements. The city shall report to the city council when a committee is needed in order to provide an opportunity for the city council to consider and, if necessary, amend the group.

When establishing a committee, the city shall:

1. Clearly define the task or role of the committee or group, including the authority of a committee to provide the city with recommendations independent from the city staff.
2. Assure that city staff provides adequate support within the agreed upon staffing and budget priorities.
3. Require a summary of committee meetings be prepared and drafts of recommendations distributed and posted to the website prior to subsequent meetings.
4. Assure the involvement of local government staff or elected officials, where warranted.
5. Consider geographic representation, diversity of members, and range of interests and opinions.
6. Provide information to participants of committees, and an opportunity for discussion, to ensure that there is a common understanding about:
 - (a) How recommendations are developed
 - (b) Opportunities to present minority opinions and individual opinions
 - (c) Time commitment necessary to attend meetings and related activities and to read background materials
 - (d) Opportunities to discuss background and technical information with staff

B. Additional Outreach Methods

The city shall encourage flexible and innovative methods of engaging the public in its policy activities and shall seek the assistance and advice of citizens affected by or with an interest in the proposed policy issue. This shall be done by a variety of methods to potentially include emails, mail-outs, meeting notification through local media sources, phone calls, or announcements at meetings.

In addition to the committees outlined above, the city may convene short-term technical panels or focus groups (real or virtual), hold conferences, conduct on-line surveys, and carry out other means of gathering information.

The city will continue to utilize small neighborhood-based meetings as appropriate to allow for discussion of issues at the neighborhood level, maximize the accessibility of staff and information, and encourage participation from a broad range of community members.

The city will coordinate with community and business leaders to support their efforts to organize meetings within their communities to discuss planning and other related issues.

The city will host meetings for the broader community, interest groups, agency partners, service providers and adjacent jurisdictions as appropriate to discuss planning and other related issues.

The city will coordinate with the county to use the property tax database to distribute information regarding opportunities to attend city hosted meetings and events to every property owner.

The city will regularly advertise the availability of information, maintain an information center at city hall, and provide staff to answer questions.

The city is aware that the level of public involvement and outreach described in these guidelines cannot be imposed on the community and is committed to ensuring sufficient staff and community support will be provided to ensure success.

None of the activities described herein are intended to conflict with or replace any of the public notice or comment opportunities previously adopted by the city or as allowed or required by state law and regional regulations.

IV. COMMUNICATION WITH CITIZENS

A. Understandable Information

The city shall provide to citizens information that is essential to understanding the policy issues at hand and shall endeavor to make this information easily understood and readily accessible. The city shall identify staff or other experts who shall be available to answer questions and provide information to interested citizens.

B. Citizen Inquiries

City staff will respond to citizen inquiries within 48 hours of the initial question. These inquiries will be assigned to a specific staff person to respond in person, phone, email or letter. A log of all citizen inquiries will be kept with pertinent information regarding citizen name, and contact information, question, response, follow-up and staff assignment. In addition, common or repeat citizen concerns shall be addressed in the Damascus City News and on our Website under our newly developed Q&A section. This is intended to share information with those who may have the concern but for various reasons do not bring their concern to the city's attention.

C. Availability of Information

The city shall make information available to the community about:

- (a) Opportunities to be involved in a committee
- (b) Meetings, events or other city sponsored forums for discussion
- (c) Recommendations and opportunities for comment
- (d) Time frame for input
- (e) How the input will be used
- (f) A summary of input received
- (g) Decisions made by the city.

This information will be made available in one or more of the following ways:

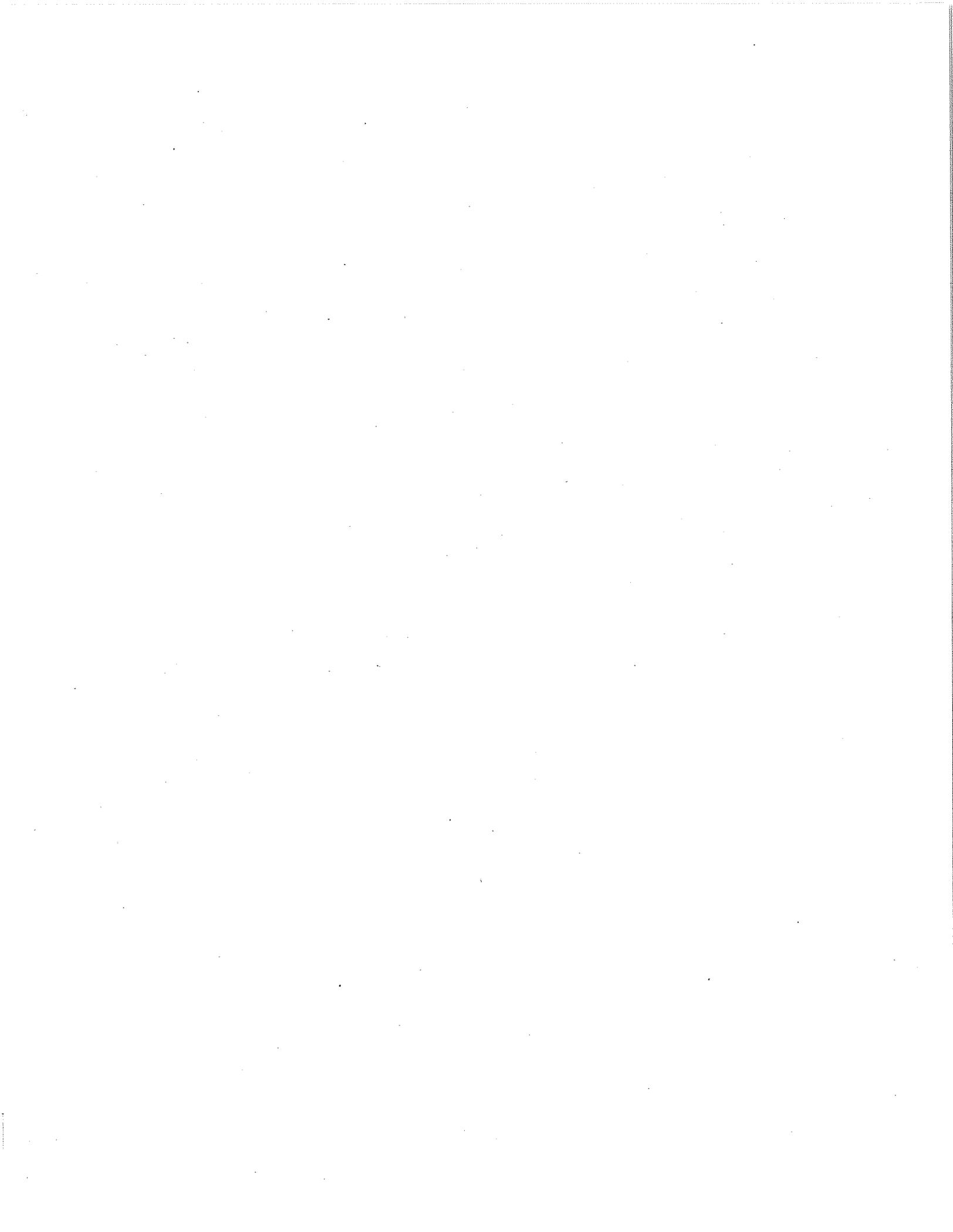
- (a) Direct mail to property owners
- (b) Direct mail to residents within the city zip code
- (c) Posting on the city website
- (d) Email notification
- (e) Posting at city hall
- (f) In the city's monthly newsletter - Damascus City News
- (g) Through public notices in the local newspapers

D. Notice of Decisions

The city shall provide notice of decisions to citizens who have requested information and/or participated in the development of policy. This notice shall be by email or paper mail when specifically requested. Notice shall direct citizens to the city website where the decision, background information, staff reports, rationale for the decision, and other information will be available.

E. Appeal Information

Information on appeals procedures shall be available on the city website and shall be referenced, when appropriate, in notices to citizens, above.



**Statewide Land Use
Planning Goal One:**

To insure the opportunity for citizens to be involved in all phases of the planning process.

Website:

[http://www.oregon.gov/
LCD/citizeninvolvement.
shtml](http://www.oregon.gov/LCD/citizeninvolvement.shtml)

CIAC Members:

Beth Bridges
Eugene

Peter Frothingham
Odell

Ann Glaze
Dallas

Jack L. Johnson
Cove

Ian Maitland
Harbor

Patricia A. Wheeler
Monmouth

Christine White
Portland

Pat Zimmerman (Chair)
Scappoose

Oregon

Citizen Involvement Advisory Committee

Cliff Voliva, DLCD Communications Officer
635 Capitol St., S 150, Salem, OR 97301-2540
503-373-0050 x 268; Cliff.Voliva@state.or.us

To: Members of Damascus City Council and Community Coordination Committee (C3)

From: Pat Zimmerman and Peter Frothingham
for the Citizen Involvement Advisory Committee (CIAC)

re: Damascus' Citizen Involvement Plan

June 7, 2007

Introduction

The draft Citizen Involvement Plan which was presented to the CIAC at our April 19th meeting has many strengths. We appreciate the tremendous amount of thought and work which you've put into it, and the challenges you face in developing the first new Comprehensive Plan in decades. Your goals for outreach to citizens by city hall, sustainability, encouraging citizens to participate, take action and become leaders and staff support all are admirable.

The City of Damascus, as the second newest city in Oregon, has the opportunity to define and carry out a citizen involvement program that is a model for other communities. In an era when citizens statewide seem to feel isolated from their governments, Damascus has an opportunity to do it right. The CIAC will do everything it can to support you in this effort.

The purposes of this memo are:

1. Review your CIP against Goal One and other state Citizen Involvement requirements; and
2. Offer suggestions to make it a model for the state.

Goal One and the CIAC

Goal One says:

To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process. The governing body charged with preparing and adopting a comprehensive plan shall adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land-use planning process.

There are six CIP components required by Goal One:

1. To provide for widespread citizen involvement;
2. To assure effective two-way communication with citizens;

CIAC Response to Damascus Citizen Involvement Plan

3. To provide the opportunity for citizen to be involved in all phases of the planning process;
4. To assure that technical information is available in an understandable form;
5. To assure that citizens will receive a response from policy-makers; and
6. To ensure funding for the citizen involvement program.

The full Goal text is in Appendix A of this memo.

The CIAC is charged with reviewing a proposed CIP to determine whether it “..adequately provides for public involvement in the planning process...” (ORS197.160) and make a recommendation to approve or disapprove (with details about “in what respects it is inadequate”) to the Land Conservation and Development Commission (LCDC).

Clearly, the CIP must cover both the Plan process and the post approval, on-going implementation of that Plan.

Every Comprehensive Plan in the state has a section labeled “Citizen Involvement”. However, Goal One is one of the few statewide planning goals in which there are no rules (Oregon Administrative Rules – OARs) that spell out how the goal must be implemented. As a result, there is huge variability in actual citizen involvement activities “on the ground”. Some cities and counties have active, involved citizen’s groups; others seem to do everything they can to discourage citizen participation.

Damascus has already done more than many jurisdictions in soliciting and supporting citizen involvement. The “coffee klatch” meetings were a huge success: “Four hundred and sixty seven residents and businesses attended twenty-nine meetings between mid April and early June 2006. A summary of each meeting was sent to each attendee and is posted on the city’s website.” The “Summer Socials” were equally creative and successful: “Over 400 people participated in the summer socials. Many of the participants had not attended a coffee klatch in the spring and were new to the discussion. We received 320 completed worksheets.” (Quotes from the city website). Currently, the Natural Features Inventory process strongly involves citizens, with excellent information available in many different forms with structured, organized feedback provided to those doing the inventory.

Damascus is already doing citizen involvement right! The CIAC wants to help you insure that it continues far into the future. That said, on to a review of your submitted CIP.

CIP Review

Our comments are organized according to the CIP sections.

I. Purpose

Your CIP says it is “...a set of guidelines...(that) outline opportunities...”. Goal One says you “*shall adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land-use planning process*”. The difference is subtle but significant – guidelines can be procedures and opportunities are wonderful - but it is the CIAC’s experience that unless specific procedures are defined, required

CIAC Response to Damascus Citizen Involvement Plan

and implemented, citizen involvement often falls by the wayside when budgets get tight. We suggest that this CIP should not only state missions and goals, but define procedures which will be followed to carry out those goals.

II. Mission and Goals

We find this section admirable. Clearly, it's the result of a lot of thought and determination to listen to the city's citizens.

A complete CIP would include information about how these goals will be implemented. For instance:

(Third bullet, top of page 2 – “Citizen volunteers are encouraged and utilized”) What opportunities exist for citizen volunteers to participate? What committees/workgroups are chartered and supported, and what are the procedures for citizens to participate in each? See below, III.A. for specific suggestions.

(Fourth bullet, top of page 2 – “Communication between city hall and the citizens is...”) How will city hall respond to citizen input? Some best practices include requirements for time-specific phone/email/mail responses to citizen comments – at least an acknowledgement that they've been received and considered and, when appropriate, information about when the issue will next be publicly discussed or other specific opportunities for dialog.

The “Community Building Goal #1” section contains more specific procedures, which we support wholeheartedly. A few additional ideas:

If it makes sense, given the penetration of internet access in Damascus, use the web extensively to publicize applications. One example is the Canby's website:

http://www.ci.canby.or.us/CD_Projects/maps/mastermap.pdf
where all applications are posted online.

Depending on technical issues and the relative penetration of the internet versus cable, consider webcasting as well as televising meetings.

Other best practices can be found in Chapter 7 of the CIAC publication, Putting the People in Planning, available from DLCD and on the DLCD website.

III. Public Participation and Outreach Methods

The existing committees – C3, TSTs and CWGs – are appropriately focused on developing all aspects of the Comprehensive Plan. They roughly map a structure that will be needed in the post-plan environment, as is indicated in some of the committee descriptions. In general, the structure, membership and process described are a model for excellent citizen involvement, both during and after the Comprehensive Plan development era.

The CIAC strongly recommends that each committee description be augmented with an

CIAC Response to Damascus Citizen Involvement Plan

additional section describing the responsibilities into which each committee will evolve when the Comprehensive Plan process ends. This is needed both because Goal One requires a certain structure, and because a model CIP should dictate the eventual planning process. The two “phases” of the committees and an outline of their responsibilities, perhaps with separate names, should be defined.

Community Coordination Committee (C3). The C3 has an excellent focus – coordinating various planning efforts and building common understanding. We have some concerns about this group evolving into a Planning Commission. As currently constituted, it is perhaps too large to function effectively in that role, and the makeup is more appropriate for its current coordination role. A second paragraph under this section might describe some details of the transition to a Planning Commission. Additional information about the timing of a transition, size, membership, responsibilities, etc. would give additional substance to your CIP. At least, acknowledgement that a Planning Commission will be formed is needed.

Topic Specific Teams (TSTs). Again, we applaud your structure and inclusion of the TST concept. They are likely to be needed in the post approval period to evaluate major changes to the Plan or accompanying documents such as a Transportation Plan. Specific Information about the post-plan role of these committees would be useful.

A critical element is lacking in your Plan. Goal One requires a Citizen Involvement Plan to:

“...include an officially recognized committee for citizen involvement (CCI) broadly representative of geographic areas and interests related to land use and land-use decisions. Committee members shall be selected by an open, well-publicized public process. The committee for citizen involvement shall be responsible for assisting the governing body with the development of a program that promotes and enhances citizen involvement in land-use planning, assisting in the implementation of the citizen involvement program, and evaluating the process being used for citizen involvement”.

Whether it is a spinoff of C3 or a permanent, renamed TST, you must establish a CCI as part of your Plan. It should include members who, in combination, represent all geographic areas, a cross section of interests in the community, not forgetting the “ordinary citizen”, and be responsible for assisting Damascus city staff in the development and implementation of the citizen involvement program.

It's unclear how the current, and excellent, citizen involvement program is being planned and implemented. It seems likely that there are a number of citizens already participating in defining and implementing the current program. If this is the case, creating a formal CCI should be reasonably easy. We encourage you to describe the current CI process and include it as part of the responsibilities of the CCI.

As required elsewhere in Goal One, adequate staff and budget must be provided to the CCI. Again, lacking statewide OARs, local programs vary widely in their definition of “adequate”. It seems that Damascus takes citizen involvement seriously, so supporting this effort should be an obvious priority.

Although Damascus is not to that stage yet, you should be aware that Goal One provides that the Planning Commission may "be" the CCI. The CIAC has long hoped to change this, because it doesn't work. There is an inherent conflict of interest. The Planning Commission is charged with making decisions about specific land use applications as well as recommendations on changes to the Comprehensive Plan. They are all volunteers, and often tire of listening to citizen complaints about local development applications. We have endless examples of citizens being cut off, shut out, belittled and discouraged from participation in any aspect of the planning process. A separate CCI will work with citizens and the commission in providing citizen education, appropriate notice of upcoming issues, helping people prepare appropriate testimony and generally helping the process to work smoothly. Some best practice examples of CCI responsibilities are included in Appendix C.

Community Working Groups (CWGs). You have indicated the CWGs as possible precursors to ongoing neighborhood groups after development of the sub area plans. We heartily support this idea, and strongly recommend that a second section under this heading give more definition to these eventually area committees as specified below. Historically, the neighborhood groups have many different names – Area Advisory Committees (AAC), Citizen Planning Advisory Committees, Neighborhood Associations and Community Planning Organizations. It doesn't matter what you call them, but the CIAC believes that they are the foundation of an effective and successful citizen involvement program.

One example of such success. In Bandon, Lake Oswego and Tualatin, the applicants for developments over a certain size (for example, subdivisions) must meet with the AAC before the city will deem an application complete. The AAC doesn't have veto power, but must certify that a discussion has taken place. The developers have come to enthusiastically support this. They've found that compromise takes place in an informal environment; they know the main objections and often modify proposals before formal hearings; and the neighborhood has some leverage to control their environment.

An AAC must have bylaws, staff support, budget and clear lines of responsibility. In our experience, membership in an AAC becomes an important and sometimes fought-for position. Methods for selection, terms of office and responsibilities must be explicitly defined in ordinances. One continuing problem is the timing of information dissemination. In many jurisdictions, the staff reports on pending applications are not publicly available until 7 days before the Planning Commission or Administrative hearing. This does not give an AAC enough time to consider and make recommendations on the applications. The CIP should assure that the neighborhood committees have adequate information and time to make good recommendations. Also, the AAC should be given the right to appeal decisions at no or reduced cost to higher levels when their recommendation is not followed. This gives the group real power and insures that citizens are listened to.

We recommend that the eventual AAC structure be defined in your CIP. It may give citizens motivation to continue participating in the Plan development as a precursor to later influence. It also will make it clear that citizen involvement is a permanent part of Damascus' future.

The four paragraphs of this section on page 4 list the city's responsibilities to these committees, which are excellent. One comment - as noted above, specific timeframes for distributing information to the groups with respect to meetings of the deciding body are needed. Finally, this section includes a list of the city's responsibilities when establishing a committee. They are all excellent, but at this point, only guidelines. You may want to determine which items on this list are most critical and assure that they are included in an ordinance.

Section III.B Additional Outreach Methods. These are all excellent ideas and we support their implementation. Be aware that budget/staff constraints can defeat the best intentions and make sure that adequate budget is a priority. Some cities have used the web as a low cost and effective method to reach an increasing proportion of the population.

IV. Communication with Citizens. These ideas are all excellent. We suggest that you add email notification when a citizen requests it.

Summary

The CIAC finds Damascus' CIP to be very good with the potential to be excellent.

A few specific items need improvement to meet the minimum requirements of Goal One:

1. A Committee for Citizen Involvement (CCI) must be created.
2. Define specifically how the city and City Council will respond to citizen inquiries.
3. Specify the financial support which the city will provide to the CCI and other aspects of the Citizen Involvement Plan.

To be a model program, we recommend that the city look further ahead and prepare for the transition after the Comprehensive Plan is complete. Many good-intentioned citizen involvement programs have wrecked on the shoals of burnout and budget after the initial planning process. Specifically:

1. Details of the structure, membership, responsibilities and staff and financial support for the CCI, and Area Advisory Committees should be included.
2. These details should be codified and turned into ordinances in the near future to ensure that citizens are guaranteed meaningful participation in all phases of the planning process.

The CIAC appreciates the excellent work Damascus has put into this plan, and looks forward to the continuing success of your citizen involvement program.

Appendices

Appendix A: Full text of Goal One

Appendix B: Example Citizen Involvement Plans

Appendix C: Responsibilities of the CCI Examples

**Statewide Land Use
Planning Goal One:**

To insure the
opportunity for citizens
to be involved in all
phases of the planning
process.

Oregon

Citizen Involvement Advisory Committee

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LCD/citizeninvolvement.
shtml](http://www.oregon.gov/LCD/citizeninvolvement.shtml)

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Cove

Ian Maitland
Harbor

Pat Wheeler (Chair)
Monmouth

Christine White
Portland

Pat Zimmerman
Scappoose

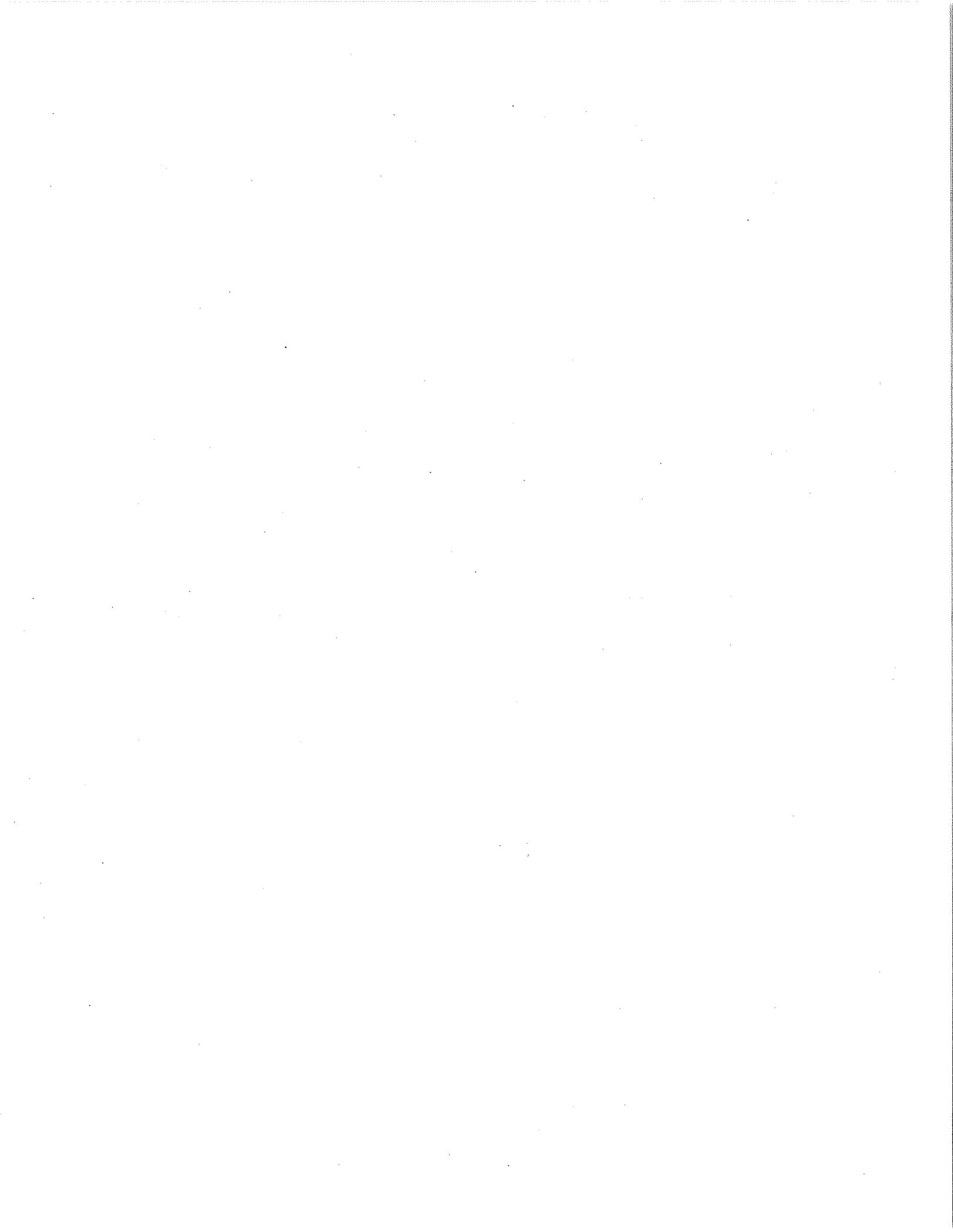
July 19, 2007

TO: Members of Damascus City Council and Community Coordination Committee
and Land Conservation and Development Commission

FROM: Pat Wheeler (Chair, Citizen Advisory Committee)

RE: Damascus Citizen Involvement Program

We have reviewed your revised Damascus Citizen Involvement Program and hereby recommend it for approval by the Land Conservation and Development Commission. We note that your proposal for formation of a Planning Commission is important for your long term efforts. We have attached a copy of the section of ORS 227 that describes the membership, powers and duties of city planning commissions. We are impressed with your program and encourage you to continue your excellent Citizen Involvement activities after completion of your comprehensive plan.



CITY PLANNING COMMISSION

ORS 227

227.030 Membership. (1) Not more than two members of a city planning commission may be city officers, who shall serve as ex officio nonvoting members.

(2) A member of such a commission may be removed by the appointing authority, after hearing, for misconduct or nonperformance of duty.

(3) Any vacancy in such a commission shall be filled by the appointing authority for the unexpired term of the predecessor in the office.

(4) No more than two voting members of the commission may engage principally in the buying, selling or developing of real estate for profit as individuals, or be members of any partnership, or officers or employees of any corporation, that engages principally in the buying, selling or developing of real estate for profit. No more than two members shall be engaged in the same kind of occupation, business, trade or profession. [Amended by 1969 c.430 §1; 1973 c.739 §2; 1975 c.767 §3]

227.090 Powers and duties of commission. (1) Except as otherwise provided by the city council, a city planning commission may:

(a) Recommend and make suggestions to the council and to other public authorities concerning:

(A) The laying out, widening, extending and locating of public thoroughfares, parking of vehicles, relief of traffic congestion;

(B) Betterment of housing and sanitation conditions;

(C) Establishment of districts for limiting the use, height, area, bulk and other characteristics of buildings and structures related to land development;

(D) Protection and assurance of access to incident solar radiation; and

(E) Protection and assurance of access to wind for potential future electrical generation or mechanical application.

(b) Recommend to the council and other public authorities plans for regulating the future growth, development and beautification of the city in respect to its public and private buildings and works, streets, parks, grounds and vacant lots, and plans consistent with future growth and development of the city in order to secure to the city and its inhabitants sanitation, proper service of public utilities and telecommunications utilities, including appropriate public incentives for overall energy conservation and harbor, shipping and transportation facilities.

(c) Recommend to the council and other public authorities plans for promotion, development and regulation of industrial and economic needs of the community in respect to industrial pursuits.

(d) Advertise the industrial advantages and opportunities of the city and availability of real estate within the city for industrial settlement.

(e) Encourage industrial settlement within the city.

(f) Make economic surveys of present and potential industrial needs of the city.

(g) Study needs of local industries with a view to strengthening and developing them and stabilizing employment conditions.

(h) Do and perform all other acts and things necessary or proper to carry out the provisions of ORS 227.010 to 227.170, 227.175 and 227.180.

(i) Study and propose such measures as are advisable for promotion of the public interest, health, morals, safety, comfort, convenience and welfare of the city and of the area within six miles thereof.

ATTACHMENT D

(2) For the purposes of this section:

(a) "Incident solar radiation" means solar energy falling upon a given surface area.

(b) "Wind" means the natural movement of air at an annual average speed measured at a height of 10 meters of at least eight miles per hour. [Amended by 1975 c.153 §3; 1975 c.767 §4; 1979 c.671 §3; 1981 c.590 §8; 1987 c.447 §118]