

**Coordinated Public Involvement Plan
Urban and Rural Reserves
March 2008**

This public involvement plan is the product of a coordinated effort of the staffs of Metro and of Clackamas, Multnomah and Washington counties to incorporate citizen involvement into the study and designation of urban and rural reserves. Metro and the counties are implementing a reserves study and designation process that involves the clear communication of information and timely opportunities for meaningful involvement by local and state governments, interested organizations, and members of the public.

This plan is designed to illustrate the types of public involvement activities, messages and communications methods that will be utilized at different phases of this effort. It does not provide an exhaustive list of meetings and activities that will be scheduled, target audiences that will be engaged, or messages that will be employed. Staff from Metro and Clackamas, Multnomah and Washington counties will be working closely throughout this effort to coordinate public involvement activities and will keep the Reserves Steering Committee, the Metro Council, the boards of commissioners of the three counties, the respective Metro and county citizen involvement committees, and other policy advisory committees informed of and engaged with the implementation of various citizen involvement activities throughout the different phases of the urban and rural reserves effort.

This plan incorporates the requirements of Oregon law and administrative rules governing citizen involvement in land use planning decisions. This plan reflects comments and feedback received from the Metro Council, Core 4 members, the respective citizen involvement committees of Metro and the three counties, and other county-level advisory committees, as well as the Reserves Steering Committee. The Citizen Involvement Advisory Committee of the Oregon Land Conservation and Development Commission (LCDC) has also reviewed this plan as required by administrative rule.

Background Information on Urban and Rural Reserves

Metro and Clackamas, Multnomah and Washington counties are leading a regional effort to help determine the shape of this region over the next 40 to 50 years. Urban and rural reserves are intended to provide greater predictability for the region as to where future growth may take place both inside and outside the current urban growth boundary (UGB) over the next 40 to 50 years, while protecting important farmland and natural areas from urbanization for that same period of time. The process for designating these reserves offers the region greater flexibility in determining which areas are more suitable for accommodating growth than others.

The longstanding system for managing the region's UGB has produced less than desirable, and often impractical, urban development patterns. This system has also failed to provide long-term protection for the region's most productive agricultural lands or for important natural landscape features, and it leaves out any consideration of the types of communities the region seeks to create when the UGB is expanded. This approach, which requires Metro to start from scratch

every five years, has led to conflict, uncertainty, and frustration for local governments, farmers, businesses, and landowners.

In 2007 the Oregon Legislature approved Senate Bill 1011. This bill enables Metro and the counties of the region to establish urban reserves as well as rural reserves.

Urban and Rural Reserves Study and Designation Process

A Reserves Steering Committee has been convened to oversee the study of urban and rural reserve areas and to make recommendations to the boards of commissioners of Clackamas, Multnomah and Washington counties and the Metro Council on the final designation of reserve areas. The Reserves Steering Committee is co-led by one Metro Councilor and one commissioner from each of the three counties (the “Core 4”). All decisions by the Reserves Steering Committee with regard to the establishment of study areas and recommendations of reserve designations must be made by a unanimous vote of the Core 4. The Core 4 members are:

- Metro Councilor Kathryn Harrington
- Clackamas County Commissioner Martha Schrader
- Multnomah County Commissioner Jeff Cogen
- Washington County Chair Tom Brian

The Steering Committee also has seats for representatives from the two largest cities in each county, as well as one seat for each county representing the smaller cities of that county. One representative is designated to represent the neighboring cities outside Metro’s urban growth boundary. In addition, the Steering Committee includes representatives of the business community, the agricultural community, the natural resources community, social and economic equity organizations, and state agencies. A full list of Reserves Steering Committee members is included as “Attachment A” to this coordinated public involvement plan.

The Reserves Steering Committee is scheduled to meet monthly throughout 2008 and will continue to meet into 2009 when it will submit recommendations to the Metro Council and the county commissions on the designations of urban and rural reserves. Urban and rural reserve recommendations will be made through agreements between the Metro Council and the county commission in whose jurisdiction a reserve area is located. Following the signing of the intergovernmental agreements recommending reserve areas in summer 2009, the Metro Council will adopt the designation of urban reserves through amendments to the Regional Framework Plan, and the county commissions will adopt the designation of rural reserves through amendments to their comprehensive land use plans. The amendments to both the Regional Framework Plan and the county comprehensive land use plans will be submitted to the Oregon Department of Land Conservation and Development for review and acknowledgement in late 2009.

A chart illustrating the process and key milestones for designating urban and rural reserves is included as “Attachment B” to this coordinated public involvement plan. This public involvement plan is primarily organized around four important phases of this work, culminating

in intergovernmental agreements between Metro and the counties in summer 2009. Public meetings and outreach efforts are part of every phase of this project.

Following the signing of the intergovernmental agreements, the Metro Council and county commissions will conduct public hearings and other public outreach required by Oregon law and administrative rules prior to the formal designation of the reserve areas in the Regional Framework Plan and county comprehensive land use plans.

Principles of Public Involvement

The following principles will apply to all public involvement activities:

1. As the designation of urban and rural reserves are linked, public outreach and citizen engagement events should be coordinated by Metro and the counties and should discuss both urban and rural reserves.
2. At major public open houses or other events designed for broad participation, both the affected county and Metro staff should coordinate and carry out the activity. It is the goal to involve elected officials from the Metro Council and the boards of county commissioners in as many activities as schedules will permit.
3. The effort of designating urban and rural reserves should be framed in aspirational terms: this is about shaping what this region will look like over the next 40 to 50 years. This will focus on protecting rural and natural areas that we treasure while determining which areas may be better suited to accommodate population and employment growth that will provide for a healthy economy.
4. Each public involvement activity related to the study of potential reserve areas should begin with a brief presentation of the need for a new approach to managing urban growth in this region, the advantages of designating urban and rural reserves, and information on the findings of the Shape of the Region Study and how those findings are applied to this work. These activities, at different phases of this work, will also feature study questions that will assist the Reserves Steering Committee in developing its recommendations.
5. Metro and the counties will seek to solicit public input through electronic means. Any public feedback solicited online or through other media should address the same study questions asked at public forums and other in-person meetings.
6. Public comments received by Metro and by the counties on matters related to urban and rural reserves will be recorded and responses published in a manner that supports the single, coordinated set of findings required by LCDC's Reserves Rule (OAR 660 Division 27).
7. Attendees at public meetings and forums who submit their names and contact information for the public record will be kept informed through written communications of the progress of the urban and rural reserve study and designation process.
8. Metro and each county may carry out their own processes for informing proposals on urban and rural reserves. Public involvement activities related to these processes are included in this coordinated public involvement plan. Input received through these processes will ultimately come to the Reserves Steering Committee to inform its recommendations on urban and rural reserve designations.

Phase One: Informing Recommendations of Reserve Study Areas

Winter and Spring 2008

Phase One will focus on providing an introduction to the urban and rural reserves process. This will include an explanation of the need for this approach, the process that will be undertaken to develop urban and rural reserves, and the outcomes that the region seeks to achieve. Public involvement events and activities during this phase will also discuss the analytical approach that will be applied in the identification of reserve study areas. These meetings will be the first of several rounds of meetings with community groups and it will be emphasized that staff and elected officials from the counties and Metro will return at different phases of the project to provide updates and seek public input that informs the study and analysis of proposed reserve areas.

Main messages will focus on:

- The need for a new approach to managing urban growth in this region
- The advantages of designating urban and rural reserves
- A brief overview of the factors that will be considered in evaluating potential urban and rural reserves
- How the process of studying and designating urban and rural reserves will work
- The ultimate outcomes the region seeks to achieve

Primary audiences and events will include:

- **Citizen organization meetings¹:** Staff from Metro and the counties will attend regularly scheduled citizen organization meetings in selected areas to provide introductory information on urban and rural reserves and to hear concerns, ideas and other feedback for informing the process of developing urban and rural reserve study areas.
- **Citizen involvement committees:** Staff and elected officials from Metro and the counties will meet with their respective citizen involvement committees to describe plans and goals for soliciting and incorporating citizen involvement into the study and designation of urban and rural reserves. Ideas for enhancing citizen involvement throughout this effort will also be sought.
- **County Coordination and Policy Advisory Committees:** The counties will staff and facilitate their respective advisory committees to develop recommendations specific to the county. In addition, Metro staff and elected officials will brief the Metro Policy Advisory Committee (MPAC) on the details of this citizen involvement plan and on the work of the Reserves Steering Committee.

Materials will include:

- A PowerPoint presentation that briefly explains, at a minimum:
 - Why urban and rural reserves are needed

¹ For purposes of this coordinated public involvement plan, the term “citizen organization” refers to citizen participation organizations (Washington County); community planning organizations, hamlets and villages (Clackamas County), and recognized neighborhood associations (in all three counties).

- The Shape of the Region study and how it informs the reserves study and designation process
- The timeline for studying and designating urban and rural reserves
- What the region hopes to achieve through this process
- A brochure that briefly describes the urban and rural reserves program and timeline
- A description of the county's public involvement process (if applicable)
- Summaries of the three components of the Shape of the Region Study
- A description of Reserves Steering Committee: who its members are and how it operates
- A timeline of events and decision points (Reserves Milestones Chart)
- Web sites maintained by Metro (www.metro-region.org/reserves) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas

Maps that are utilized during this phase will illustrate the broader region outside of the Metro UGB that is being considered for study for potential reserve areas, both urban and rural. These maps will not identify areas as likely to be included in either rural or urban reserves. During this phase Metro and the counties will be gathering initial input from the public on issues and concerns regarding which areas should be studied for further analysis. There are no preconceptions as to which areas will be studied as potential urban reserves or rural reserves.

At the conclusion of Phase One, public comment will have informed the staff of Metro and the counties in the development of their preliminary recommendations to the Reserves Steering Committee on identifying reserve study areas for further analysis.

Phase Two: Developing Reserve Study Areas

Summer 2008

Phase Two will focus on the selection of reserve study areas for further analysis. As we continue to share information with the public on the importance of urban and rural reserves and describe the analytical approach being taken to evaluate potential reserve areas, we will outline proposed study areas on maps for review and comment by the public. These outreach activities will also include discussions on how growth may be accommodated in communities inside the existing UGB. In addition to the main messages provided in Phase One, this phase of the program will focus on addressing at least two primary questions:

1. Are these the areas that the Reserves Steering Committee should study and analyze further?
2. What additional information should be considered in defining these study areas?

Information received through various citizen involvement activities during this phase will inform the decisions of the Reserves Steering Committee to formally establish reserve study areas for further analysis.

Primary audiences and events will include:

- **Public open houses:** Metro and the counties will jointly sponsor and publicize public open houses during this period to describe the purpose of urban and rural reserves and illustrate potential study areas. These open houses will solicit public input on the scope of the reserve study areas and related considerations. Consistent messages and questionnaires will be used at all open houses.
- **Citizen organization meetings:** Staff and/or elected officials from Metro and the counties will attend citizen organization meetings in selected areas to illustrate potential study areas and solicit feedback on the scope of the proposed study areas and the factors to consider in evaluating those study areas.
- **County coordinating committee meetings:** Staff and/or elected officials from the counties and Metro will meet with coordinating committees in each of the three counties to describe the recommended study areas and solicit feedback on the scope of the proposed study areas and the factors to consider in evaluating those study areas.
- **Other stakeholder meetings:** Staff from the counties and Metro will present information and collect input from a range of other stakeholder groups, including but not limited to county planning commissions, agricultural organizations, local business groups, other interest groups and affected public agencies.

Communication materials utilized during this phase will include:

- A PowerPoint presentation that briefly explains, at a minimum:
 - Why urban and rural reserves are needed
 - The Shape of the Region study and how it informs the reserves study and designation process
 - The timeline for studying and designating urban and rural reserves
 - What the region hopes to achieve through this process
 - The questions to be addressed at this phase of the project
- Brochure that briefly describes the urban and rural reserves program and timeline
- Maps of potential study areas
- Summaries of the three components of the Shape of the Region Study
- A description of the processes being utilized by the county and Metro for gathering input on potential urban and rural reserves
- A description of Reserves Steering Committee: who its members are and how it operates
- Timeline of events and decision points (Reserves Milestones Chart)
- Written articles for publication in neighborhood and CPO newsletters, promoting attendance at open houses and describing the effort to study and designate urban and rural reserves
- Web sites maintained by Metro (www.metro-region.org/reserves) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas, publicize upcoming open houses and other public forums for citizen involvement, include maps of recommended study areas, and solicit feedback from the public on the primary questions being addressed in this phase of the project
- News releases and notices in local newspapers publicizing the open houses.

At the conclusion of Phase Two, the Reserves Steering Committee will endorse study areas for further analysis.

Phase Three: Analyzing Reserve Study Areas

Fall 2008 and Winter and Spring 2009

Phase Three, which follows the establishment of the reserve study areas by the Reserves Steering Committee in summer 2008, will be the longest and employ the most intensive analytical rigor leading to the development of preliminary recommendations for reserve designations. The analyses will apply the findings of the various elements of the Shape of the Region study and the factors to consider in the designation of urban and rural reserves as described in Oregon law and administrative rule. The analyses will incorporate information related to transportation and infrastructure needs, population and employment trends, and other inputs.

Public involvement events and activities during this phase will focus on educating the public about the application of these data and factors to the reserve study areas and will solicit citizen feedback on how the Metro Council and the boards of county commissions should weigh various factors in the designation of urban and rural reserves. Included in public outreach activities during this phase will be discussions about how additional growth can be accommodated in communities already inside the UGB. In addition to the main messages emphasized in the first two phases of this project, public involvement activities during this phase will seek input on the analysis provided by staff from Metro and the counties as well as the relative weight that should be given to different factors in the ultimate designation of urban and rural reserves.

Primary audiences and events will include:

- **Public open houses:** Metro and the counties will jointly sponsor and publicize public open houses during this period to illustrate the study areas and describe the factors and findings being applied in the analyses of these study areas. These open houses, which will include the involvement of elected officials from the counties and Metro, will solicit public input on the application of the factors and additional issues and concerns to consider. Consistent messages and questionnaires will be used at all open houses.
- **County planning commissions²:** Staff from Metro and the counties will present information to county planning commissions describing the approach to designating urban and rural reserves, highlighting the reserves study areas, explaining the factors and analytical methodology being applied to the reserve study areas, and the effects that designating urban and rural reserves will have on growth management decisions at the local and regional level. Staff will seek input from planning commissions on the application of the factors.
- **Citizen organization meetings:** Staff from Metro and the counties will attend citizen organization meetings in selected areas to illustrate potential study areas and solicit

² As the counties will designate rural reserves through amendments to their comprehensive land use plans in 2009, and as staff resources are limited, the focus here is on county planning commissions. However, Metro and county staff will provide information to city planning staffs for their use to inform city decision makers and citizen organizations.

feedback on the scope of the proposed study areas and the factors to consider in evaluating those study areas.

- **County coordinating committee meetings:** Staff and/or elected officials from the counties and Metro will meet with coordinating committees of the three counties to describe the recommended study areas and solicit feedback on the scope of the study areas and the factors to consider in evaluating those study areas.
- **Other stakeholder meetings:** Staff from the counties and Metro will present information and collect input from a range of other stakeholder groups, including those listed for Phase Two and others that are identified during the analytical work.

Materials will include:

- A PowerPoint presentation that briefly explains, at a minimum:
 - Why urban and rural reserves are needed
 - The process of establishing study areas up to this point
 - How public input received up to this point has informed the establishment of the study areas
 - The Shape of the Region study and how it informs the reserves study and designation process
 - What comes next in the process of studying urban and rural reserves
 - What the region hopes to achieve through this process
 - The questions to be addressed at this phase of the project
- Brochure that briefly describes the urban and rural reserves program and timeline
- Maps of study areas
- Summaries of the three components of the Shape of the Region Study
- A description of the processes being utilized by the county and Metro for gathering input on potential urban and rural reserves
- Technical information developed to address the factors for selection of study areas
- Timeline of events and decision points (Reserves Milestones Chart)
- Written articles for publication in neighborhood and CPO newsletters, promoting attendance at open houses and describing the effort to study and designate urban and rural reserves
- Web sites maintained by Metro (www.metro-region.org/reserves) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas, publicize upcoming open houses and other public forums for citizen involvement, include maps of study areas, and solicit feedback from the public on the primary questions being addressed in this phase of the project
- News releases and notices in local newspapers publicizing the open houses.

At the conclusion of Phase Three, the Core 4 members of the Reserves Steering Committee will, by unanimous vote, formally recommend the designations of specific urban and rural reserves to the Metro Council and boards of county commissioners for their adoption through intergovernmental agreements.

Phase Four: Recommending Reserve Designations
Spring and Summer 2009

Phase Four will seek public input on the preliminary urban and rural reserve designations recommended by the Reserves Steering Committee for adoption by the Metro Council and the boards of commissioners of Clackamas, Multnomah and Washington counties. Staff and elected officials from Metro and the three counties will continue to meet with the audiences and organizations that have been engaged in the study and designation of the urban and rural reserves with the aim of illustrating how citizen input has contributed to the formation of the recommended reserve designations and seeking additional public comment to inform the decisions of the Metro Council and county commissions to designate reserve areas through intergovernmental agreements.

The questions to be addressed during this phase will focus on whether the Metro Council and the boards of county commissioners should adopt the recommendations of the Reserves Steering Committee and, if amendments to the proposed reserve designations are desired, how those proposed reserve designations should be amended and why.

Primary audiences and events will include:

- **Public open houses:** Metro and the counties will jointly sponsor and publicize public open houses (at least two per county) during this period to illustrate the recommended reserve designations. These open houses, which will include the involvement of elected officials from the counties and Metro, will solicit public input on factors for the Metro Council and the county commissions to consider when determining urban and rural reserve designations.
- **Public hearings:** In addition to public open houses, public hearings will be held by the Metro Council and the boards of county commissioners to receive public comment on the recommendations for reserve designations made by the Reserves Steering Committee and to provide feedback on the draft intergovernmental agreements to be negotiated between the Metro Council and the boards of county commissioners.
- **County planning commissions:** Staff from Metro and the counties will present information to county planning commissions describing the recommended reserve designations and the factors and other considerations that contributed to those recommendations. Staff will also discuss the steps following the adoption of intergovernmental agreements designating the reserve areas, including the amendments to comprehensive plans and the Regional Framework Plan, and the roles and responsibilities of planning commissions relating to the zoning and planning of reserve areas.
- **Citizen organization meetings:** Staff from Metro and the counties will attend selected citizen organization meetings to illustrate the recommended reserve designations and solicit public feedback to present to the Metro Council and the county commissions prior to adoption of the intergovernmental agreements. The focus of this outreach effort will be on those citizen organizations serving areas in or nearest to the recommended areas for reserve designations.
- **County coordinating committee meetings:** Staff and/or elected officials from the counties and Metro will meet with coordinating committees from each of the three counties to describe the recommended reserve designations and solicit public feedback to

present to the Metro Council and the county commissions prior to adoption of the intergovernmental agreements.

Materials will include:

- A PowerPoint presentation that briefly explains, at a minimum:
 - Why urban and rural reserves are needed
 - The process of establishing recommended reserve designations up to this point
 - What was learned in applying the technical analyses and public input to the study areas, and how they inform the recommended reserve designations
 - The next steps to be undertaken by the Metro Council and the county commissions
 - What the region hopes to achieve through this process
 - The questions to be addressed at this phase of the project
- Maps of recommended reserve designations
- A description of the processes being utilized by the county and Metro for gathering input on potential urban and rural reserves
- Technical information developed to address the factors for selection of study areas
- Written articles for publication in neighborhood and CPO newsletters, promoting attendance at open houses and describing the effort to study and designate urban and rural reserves
- Web sites maintained by Metro (www.metro-region.org/reserves) and the counties (specific Web addresses to be determined) that describe the need for urban and rural reserves and the process for studying and designating reserve areas, publicize upcoming open houses and other public forums for citizen involvement, include maps of study areas, and solicit feedback from the public on the primary questions being addressed in this phase of the project
- News releases and notices in local newspapers publicizing the open houses and public hearings.

At the conclusion of Phase Four, after receiving public comment through a variety of activities and events, the Metro Council and the boards of county commissioners will adopt intergovernmental agreements recommending the designations of urban and rural reserves. The formal designations of the reserve areas will take place in Phase Five, when the Metro Council will amend the Regional Framework Plan to designate urban reserves and the counties will amend their comprehensive plans to designate rural reserves. The amendments to these plans will be subject to review and acknowledgement by LCDC.

Phase Five: Formal Designations of Urban and Rural Reserves

Summer and Fall 2009

Phase Five will deal with the amendment of the Regional Framework Plan to designate urban reserves and the amendments to the comprehensive land use plans of Clackamas, Multnomah and Washington counties to designate rural reserves. Specific public involvement activities related to these amendments will be planned in 2009 prior to the adoption of the intergovernmental agreements described in Phase Four of this coordinated public involvement

plan. These activities will be conducted in accordance with requirements for public involvement established in Oregon law, Goal 1 of Oregon’s Statewide Planning Goals and Objectives, and other applicable administrative rules.

Attachment A

Reserves Steering Committee Members

as of March 14, 2008

Core 4

Metro Council	Kathryn Harrington
Clackamas County	Martha Schrader
Multnomah County	Jeff Cogen
Washington County	Tom Brian

<u>Cities</u>	<u>Member</u>	<u>Alternate</u>
Portland	Gil Kelley	Bob Clay
Beaverton	Rob Drake	
Gresham	Shane Bemis	
Hillsboro	Tom Hughes	Aron Carleson
Lake Oswego	Judie Hammerstad	Donna Jordan
Oregon City	Alice Norris	Doug Neeley
Other cities – Clackamas County	Charlotte Lehan, Wilsonville mayor	Norm King, West Linn mayor
Other cities – Multnomah County	David Fuller, Wood Village mayor	Julie Odell, Wood Village
Other cities – Washington County	Chris Barhyte, Tualatin city councilor	Richard Kidd, Forest Grove mayor
Neighbor cities	Bob Austin, Estacada mayor	Kathy Figley, Woodburn mayor

<u>Non-governmental stakeholders</u>	<u>Member</u>	<u>Alternate</u>
Business	Greg Manning	
Construction/Real Estate	Greg Specht	Bob LeFeber
Urban Development	Craig Brown	Drake Butsch
Agriculture	Jeff Stone	Shawn Cleave
Natural Resources	Mike Houck	Jim Labbe
Land Use	Mary Kyle McCurdy	
Social/Economic Equity	Sue Marshall	Ron Carley

<u>State Agencies – serving in coordination roles</u>	<u>Member</u>	<u>Alternate</u>
Department of Land Conservation and Development	Richard Whitman	Bob Rindy
Department of Transportation	Lainie Smith	Lidwien Rahman
Department of Forestry	David Morman	Doug Decker
Economic and Community Development Department	Karen Goddin	John Rakowitz
Water Resources Department	Bill Ferber	
Department of State Lands	Kirk Jarvie	Peter Ryan
Department of Environmental Quality	Keith Johnson	
Department of Agriculture	Katy Coba	Jim Johnson
Department of Fish and Wildlife	Jeff Boechler	Susan Barnes



Key Milestones for Designating Urban and Rural Reserves

work in progress

2008

Identifying and analyzing options for urban and rural reserves study areas

2009

Final analysis and decisions on urban and rural reserves

2010

Future decisions

WINTER SPRING SUMMER FALL WINTER SPRING SUMMER FALL

