

CITIZEN INVOLVEMENT AND INTERGOVERNMENTAL POLICIES

This Section contains the following policies:

POLICY 3: CITIZEN INVOLVEMENT

POLICY 4: INTERGOVERNMENTAL COORDINATION

POLICY 5: ECONOMIC DEVELOPMENT

POLICY 3: CITIZEN INVOLVEMENT

INTRODUCTION

Traditionally, planning has been confined to the arrangement of land uses without regard to the effects on people. Communities, however, are composed of three elements: the natural and constructed environments, and people. For planning to respond to community needs and desires, people must have an opportunity to be involved in a planning process that reflects and balances the environmental and economic interests and the social and service needs.

An informed public is essential to the functioning of land use planning. Effective participation requires education and information that produces a clear understanding of the process, procedures and timetables of action on land planning issues, and structures which allow various interests and viewpoints to be brought together.

The purposes of citizen involvement are to:

1. Provide methods by which County citizens, community groups, organizations and interest groups have opportunities to be informed and participate in all phases of the County planning process;
2. Improve public involvement with the planning work program so that citizen participation is timely;
3. Coordinate public involvement with the planning work program so that citizen participation is timely;
4. Assure opportunity for citizens to be involved in developing land use plans and policies;
5. Provide a structure for citizens to communicate to the County community needs and community issues; and
6. Provide a structure for citizens to comment on the planning programs of regional, state or federal agencies.

In order to comply with the LCDC mandate within the acknowledged County Comprehensive Plan, the Planning Commission should facilitate and encourage an ongoing citizen involvement including the Committee for Citizen Involvement and the Community Group Participation Program.

Current Needs

There are three basic needs for community involvement. The County has a need to have citizen review programs and projects, the citizens need to communicate needs and issues to the County, and there are specific requirements within the adopted Comprehensive Plan. Each of these needs

requires an ongoing citizen involvement effort. In addition to these general needs, there are other conditions and specific needs that help to define the program.

- The County has many planning and implementation programs, grant applications and other land use actions that require review and input from the communities and citizens.
- Other plan policies recommend strengthening community boundaries and identity. The community planning organizations can provide an important focus for this identity.
- Individual communities and groups may have specific needs issues they want to address. These issues may or may not involve the land use planning, but they do need access to the County system.
- There is a need for the County to provide notification and other information to the communities concerning public hearings on land use actions. This notification must be provided in a timely manner to allow the community groups to evaluate the impact of the action and prepare testimony where required.
- Different citizens and groups may have different interests and different points of view. In terms of solving community problems, it is desirable to bring these differences together. These differences may result in the formation of more than one citizens group within a community.
- Some special interest groups may be interested in specific issues or problems which have geographic boundaries which overlap several or all of the communities.
- A review of recent Oregon court cases concerning the issue of “standing” in land use cases has shown that there are certain standards and criteria that the courts will likely use to determine standing. Recognition of the group by the governing body does not guarantee standing, however.
- Many of the people involved in these interest groups are new to the land use process and are not familiar with past actions, terminology and the process of making land use decisions. In some cases, groups of citizens may desire to form a new group and want assistance in organizing, drafting by laws, presenting testimony, etc.
- Because of budget limitations, the County has limited staff resources to assist individual groups. The County must, therefore, make as efficient use of staff time as possible. It is important, too, to make efficient and effective use of citizens’ time.
- Many citizens are reluctant to become involved because they feel that government is unresponsive and that their views are unlikely to have any impact on actual decisions.

POLICY 3

The County’s policy is to maintain a Committee for Citizen Involvement and an ongoing Citizen

Involvement Program that is appropriate to the scale of the ongoing planning effort and that offers opportunities for citizens to be involved in all phases of the land planning process, and it will provide:

- A. Assistance through the distribution of information on planning;
 - B. Coordination of public involvement;
 - C. Structures for public involvement in the development of land use plans and policies;
 - D. Opportunities for citizen involvement in regional, state and federal programs and the administrative decision making process; and
 - E. A Community Group Participation Program.
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STRATEGIES

The County should:

1. Provide public education and information on planning programs, issues and problems to citizens.
2. Maintain a three-stage citizen involvement approach to implement land planning which coincides with the steps in the planning process and the work program, and which provides:
 - a. Opportunities for addressing countywide concerns on a countywide basis through appropriate methods such as town meetings, questionnaires, workshops;
 - b. Structures for participation in more specific issues to be embodied in community plans through:
 - (1) Citizen-initiated area citizen groups; and
 - (2) Specialized citizen task forces; and
 - c. Opportunities for ongoing citizen participation in community-level planning, implementation, evaluation and revision of the Comprehensive Plan, and citizen input on zoning, subdivisions and capital improvements;
3. Respond to citizen recommendations to assure that citizens receive a response from policy makers which includes the rationale used to reach a decision;
4. Periodically evaluate the Citizen Involvement Program by means of a Committee for Citizen Involvement; and

5. Develop and implement an ordinance that provides that organizations meeting specified guidelines similar to the following will be recognized as “Community Groups” and receive notice from the County of matters affecting property within their boundaries and certain other benefits. This shall not restrict the right of other groups to participate in the planning process.

Area Citizen Group Guidelines

The foundation of the Citizen Involvement Program is the individual groups. A group may be organized within a community boundary; it may focus around a specific issue, or on a geographic area overlapping several communities. These are independent groups not controlled by the County. Each group must decide individually how they will operate.

Where in-depth community input is required, the County will contact all groups within a community and arrange for meetings to discuss the community issues. Individual groups may hold other meetings as desired.

To achieve this goal, the following guidelines are recommended:

1. The citizen group represents and has a defined geographic boundary. In some cases, there may be one boundary defined as the area of concern, i.e., Rockwood Community; and a second boundary defined for voting, i.e., anyone living within one-half mile of the community boundary. The key factor is that these boundaries, in fact, are defined.
2. The citizen group should select a name with which to identify itself.
3. The citizen group should have a written statement of purpose. The statement will be part of a membership form and persons joining the group should sign the membership form, stating that their reason for joining the group is to support the group’s purpose.
4. The citizen group voting membership should be limited to people owning or renting a home, people owning or renting a commercial or industrial firm or building, people owning land, or a legally designated representative of any of the above within the voting boundary.
5. The citizen group should have adopted bylaws or rules that provide for:
 - a. Election of officers and terms of office;
 - b. Duties of officers; and
 - c. Voting privileges, including an age limit.
6. The citizen group should maintain a current mailing list for the purpose of providing notice. A copy of the list is to be given to the County.
7. The citizen group should maintain a record of all meetings, with a list of names and addresses of all those persons in attendance and the number of members participating in any voting action.

8. All meetings should be open for the general public to attend without regard to membership, residence or financial contribution.
9. The citizen group should provide the County with a current list of the names of its officers and designate a contact person and an alternate so the County can provide information and notice to the citizen group.

HISTORICAL NOTE: Recognizing the need for a citizen involvement structure, the Board of County Commissioners officially adopted a Citizen Involvement Program on December 18, 1975. The intent of this element in the Framework Plan is to reaffirm that program and ensure its continuance. In 1982, the Board also established a Citizen Involvement Steering Committee to monitor the citizen involvement process for all County departments and divisions.

POLICY 4: INTERGOVERNMENTAL COORDINATION

Introduction

A major element of any land planning program is coordination between the governments and agencies which have responsibilities for some activities occurring within the area being planned. Any planning program must address itself towards coordination issues relating to all levels of government, from the federal to the most local service districts. The State planning program requires that the urban counties particularly address coordination issues by the submission of:

“(c) Six copies of a written statement setting forth the means by which a plan for management of the unincorporated area within the urban growth boundary will be completed and by which the urban growth boundary may be modified . . .” (O.A.R. 660-03-010).

Multnomah County has jointly adopted Urban Planning Area Agreements (UPAA) with the Cities of Gresham, Portland, Fairview, Wood Village, and Troutdale in 1979. The purpose of these agreements is to establish areas of mutual planning interest, establish the County’s Plans as the primary plan for the unincorporated areas, initiate a cooperative process to determine future service and annexation boundaries, and establish a notification process for land use and annexation issues. Maps were attached to these agreements which outlined the areas of planning interest by each city within urban east Multnomah County.

The regional planning authority, METRO, also has special coordinative requirements which involve the County. METRO is the body responsible for the urban growth boundary and for the administration of that boundary. Further, METRO is also the coordinative body for special districts referred to in ORS 197.185 and for other coordinative functions under 197.190. One additional body which has coordinative functions is the Metropolitan Boundary Commission, which is responsible for annexations and service district boundary adjustments and formation. Beyond the regional level, the State agencies are also responsible for coordinating their activities with local jurisdictions and with the State Goals and Guidelines (OAR 660.30.000). Federal agencies, although exempt from local jurisdiction on federal land and with activities of national scale, have been directed by the Executive Branch to coordinate with local and state government.

Within the early 1980s, significant study and discussion has taken place to address the issues of urban services for mid-East Multnomah County. Various alternatives have been formulated, from the formation of a new city to the use of special service districts and annexation to existing cities. The City of Portland has adopted an urban services policy which expresses an intent to establish an urban services boundary outside its existing city boundary and to become the full urban services provider within that area (adopted in February, 1983). Other east County cities are also examining similar statements of urban service intent. The Multnomah County Board of County Commissioners has established a policy intent (Resolution March 15, 1983) that the County will not be the full urban service provider for areas inside the urban growth boundary and the County will participate actively in the resolution of the urban services issues.

The citizens of Multnomah County and the State of Oregon have invested considerable effort and funds in the preparation of comprehensive land use plans for Multnomah County. The adoption and implementation of land use plans, capital improvements, and ordinances have resulted in a program which has gained both widespread community support and investment in livable communities. Concern has been voiced that these efforts should not be abandoned during the resolution of urban services issues. The County has a commitment and a responsibility to retain the Comprehensive Framework Plan and component Community Plans and implementing devices to ensure that the substantial gains of such community planning efforts are not lost. Urban Area Planning Agreements that require a commitment to current County land use policy are vital in this role. The State Goals and Oregon Statutes require that land use planning be completed, maintained, and coordinated. Apart from the jurisdictional resolution of urban East Multnomah County, there is a County responsibility to follow these State requirements until they become another jurisdiction's responsibility. Included in the County's responsibility should be the strong attempt to preserve the integrity of acknowledged Community Plans when they are affected by another jurisdiction. The County should act as a steward for all parts of the unincorporated lands and should actively play a coordinative role in the resolution of urban services issues. This is not to say that the County should resist changes in land use plans or ordinances once the responsibility for these is changed, but the County should be concerned that the planning process transitions as smoothly as possible and that this transition is fully understood and supported by those affected citizens and agencies. The County's intergovernmental coordination policy is therefore based upon the premise of responsibility for the preservation of livable communities both inside and outside the urban area and on the need for a coordinative body during the resolution of urban services issues.

POLICY 4

It is the County's policy to participate in intergovernmental coordination efforts with federal, state and local governments and with special service districts. The County will ensure that the responsibility and support for land use planning will be coordinated with adjacent jurisdictions through the adoption of urban planning area agreements which will recognize:

- A. That it is not the County's primary role to provide urban services;
- B. That the County's Comprehensive Framework Plan and component community plans and implementing ordinances will be the primary plan for unincorporated areas until, and during, any jurisdictional transition;
- C. The County has a responsibility to support the planning process for unincorporated areas; and
- D. Establish and participate in a cooperative process to address the future of urban service provision issues.

In addition, it is the County's policy to support:

- 1. Accountability and responsiveness to regional and countywide needs;

2. The identification and maintenance of the urban growth boundary as adopted by METRO;
 3. The delivery of services necessary countywide and in the areas outside the urban growth boundary;
 4. Joint development projects with the private sector which target public investments (fiscal or regulatory) to the support of countywide benefit and which fulfill pertinent community plans; and
 5. The attempt to preserve the integrity of the land use policies of any County Comprehensive Plan element that may be affected by the actions of another jurisdiction where those actions may have “off-site” effects.
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STRATEGIES

The County should:

1. Support the provision of coordinated urban services by units of general purpose government by the following:
 - a. Reviewing pertinent Oregon Revised Statutes, METRO responsibilities, and Metropolitan Boundary Commission policies to revise the MCC Chapter 11.12 dealing with annexations;
 - b. Participate in coordinative efforts to resolve the urban services issues and to ensure a smooth land use planning transition upon jurisdictional changes;
 - c. Maintaining a stewardship role in land use planning and implementation before any jurisdictional changes become effective;
 - d. Revising the Urban Planning Area Agreements to implement the Comprehensive Framework Plan policies with special attention paid to the Community Group Participation Program;
 - e. Maintaining a regional urban growth boundary in coordination with METRO.
2. Ensure that areas outside the urban growth boundary are provided with services commensurate with the State Planning Goals and the needs of the residents.
3. Request that State and regional governments provide data relating to State and regional needs, which should be addressed in the County’s planning program, to include a uniform data compilation system by the regional government.
4. Support the State land use planning program by participating in the requirements made of an

acknowledged jurisdiction for those areas under County responsibility.

5. Support, where possible, efforts based upon the principle of intergovernmental and private sector coordination with full participation of the community which would target public funds towards the provision of countywide benefits, considering such initiatives as the following:
 - a. Economic development in conformance with comprehensive planning policy;
 - b. Full community involvement in development proposals;
 - c. Reducing full dependence on governmental funds for needed services;
 - d. To use County resources to leverage other resources for the encouragement of economically viable agricultural and forest areas, for habitat conservation and stable rural areas. These initiatives could include:
 - (1) Joint development of marketing facilities for agricultural products, such as wholesale and farmers' markets;
 - (2) Support for programs which conserve wildlife habitat, particularly wetlands, through private/public cooperation; and
 - (3) The encouragement of incentive programs for forestry uses, particularly reforestation of productive lands.

POLICY 5: ECONOMIC DEVELOPMENT

INTRODUCTION

A growing and healthy economy generates demand for commercial and industrial site development, housing starts, and construction activity. Building rehabilitation and neighborhood revitalization are dependent upon a favorable business climate. Market opportunities stimulate the expansion and diversification of existing businesses, the attraction of new economic activities, and generation of employment opportunities. Conversely, a community with a constrained or deteriorating economy experiences high unemployment and building vacancy rates, substantial slowdowns in rehabilitation, construction and site development activities, and loss of business and industry.

The 1960s and 1970s were a period of industrial development, commercial expansion and job generation in Oregon and Multnomah County. Households, attracted by growing job and business opportunities, generated new local markets for consumer goods and services. Wholesale trade and industrial activities grew in response to increased demand for Oregon products and expanded foreign trade activities with the Pacific Rim countries. Historically a labor force exporter, Oregon, in the 1970s, became a labor force importer. Local land use and economic development planning efforts were supported by the adoption of statewide land use goals, availability of federal and State planning grants, and a growing economy. Economic debate around the State tended to focus on the growth/no growth policy alternatives. Private and public resources were available to stimulate private capital investment and build public services and facilities. The State and local economies recovered quickly from the short-term recession of 1974-75.

Planning efforts in the 1980s are not occurring under the favorable economic conditions of the 1970s. The long-term recession of the late 1970s and early 1980s has affected every sector of the economy and segment of the community. Unemployment is higher than it has been since 1940. The number of bankruptcies has tripled. Inflation rates have dropped, but the real costs of capital, land, energy and labor have increased dramatically. Business and industry are faced with survival issues. Public and private resources are decreasing while demand for community and individual social and financial support services is escalating. No longer are jurisdictions faced with the growth/no growth policy alternatives and how to direct economic activity growth in the landscape. While Multnomah County's diversified economic base and position as a major American trans-shipment point for international trade initially softened the impacts of the recession on its economy relative to the other areas of Oregon, the accumulative effect of the national economic trends and decline in demand for Oregon lumber and wood products have caused record unemployment rates, firm closures, bankruptcies, and budget deficits.

Multnomah County's Economic Development Program is faced with two distinct but interdependent tasks: revision of the long-range economic development program policies and strategies, and further elaboration of a public response and interim set of strategies to minimize current recessionary impacts. Present economic conditions have dramatized the importance of maintaining a diversified economy that will minimize the community's vulnerability to national

trends and business cycle fluctuations. The long-term policies must be aimed at the stabilization, diversification and growth of the local economy and maintenance of a favorable market climate for business and industry. Interim measures must focus on immediate steps available to a local government for the amelioration of recessionary impacts on the individual, household, and firm.

National recovery and development of new market opportunities will stimulate business investment and job generation. Each region embodies a unique set of physical, environmental, social and economic constraints and potentials. Whether a local community will be able to capitalize on opportunities will be dependent upon its local policies, regulations and business climate. The long-range goals of Multnomah County's Economic Development Program are:

1. Provision of present and future employment opportunities to meet the needs of citizens in Multnomah County;
2. Encouragement of economic development activities which are compatible with the constraints and potentials of the Portland-Vancouver Metropolitan Region;
3. Maintenance and encouragement of a stable and diversified economy;
4. Stimulation of industrial development, commercial expansion, natural resource viability products, and capital investment;
5. Facilitation of communication and coordination of economic activities between the public and private sectors;
6. Fostering of inter-jurisdictional economic development coordination and resource utilization;
7. Implementation of an economic development plan which is responsive to business, industry, community, and household needs.

POLICY 5

The County's policy is to:

- A. Maintain the Economic Development Advisory Commission and implement a County Economic Development Program consistent with federal, state and local land use policies and programs and responsive to private sector development needs;
- B. Encourage the retention and creation of employment opportunities and economic development projects designed to meet the needs of business, industry, and the community for a skilled labor force;
- C. Direct economic development public expenditures and capital improvements projects into comprehensive framework and community plan designated commercial and industrial areas

which support the timely, orderly and efficient growth and development of these centers;

- D. Determine economic program and project priorities through the use of an evaluation system with criteria and standards consistent with the Comprehensive Plan and overall Economic Development Plan;
- E. Monitor implementation measures for consistency with economic development goals, plans, and policies;
- F. Support economic development investments and land use actions which will:
 - 1. Maximize the use of developable commercially and industrially zoned sites; and
 - 2. Assure the timely and efficient provision of public services and facilities by public agencies in a coordinated manner or result in a substantial number of the following public benefits:
 - a. Expansion of existing commercial and industrial firms;
 - b. New commercial and industrial ventures which create permanent job opportunities and increase community employee-per-acre densities;
 - c. Small firm and incubator industry growth;
 - d. Off-site private capital investment;
 - e. Opportunities for local purchasing of goods and services by industry, business, residents, and visitors;
 - f. Private and/or public capital improvement investments;
 - g. Entry-level jobs targeted to the economically disadvantaged and unemployed.
- G. Facilitate the processing of applications for land use actions, economic development revenue bonds, and other public programs by providing clear and complete instructions and information;
- H. Designate suitable lands to accommodate a range of types and scales of commercial and industrial land users. Land suitability will be based on an evaluation of:
 - 1. The Economic (Policy 5); Locational (Policies 24-31); Transportation (Policies 33-36); Capital Improvements (Policy 32); Housing Choice (Policy 21); Community Design (Policy 19); Community Identity (Policy 18); and Development Requirements (Policy 40) of the Comprehensive Framework Plan and appropriate community plan and other applicable land use ordinances and regulations;

2. The needs of specific types and sizes of users for public services and facilities, supplier and market proximity, labor force availability, community needs and amenity features.
 - I. Help initiate and actively support community-based economic revitalization and development efforts which create employment opportunities, generate business investment capital, and improve the attractiveness and marketability of commercial and industrial areas;
 - J. Use business incentive programs and County resources to encourage the retention and creation of full-time and part-time permanent employment opportunities which meet present and future job and household income needs of Multnomah County residents;
 - K. Encourage and stimulate natural resource processing industries, marketing and pre-processing structures, and information distribution which will improve the economic viability of natural resource production within the County. The location of these enterprises must be carefully balanced with the protection of other natural resources when they occur outside the urban growth boundaries.
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STRATEGIES

1. The County should participate in the following efforts to meet the employment needs of residents and private sector firms:
 - a. Efforts by academic and vocational training institutes, manpower agencies and other public and private interests to meet labor force needs of business and industry;
 - b. Efforts to link joint and public sector investments to manpower program training and job placement efforts;
 - c. Efforts to make jobs more accessible to those seeking employment, ranging from supporting mass transit improvements to clustering employment opportunities;
 - d. Efforts to notify Multnomah County's U.S. Department of Labor Service Delivery Area Councils of planned public and private construction projects and economic development activities.
2. The EDAC, with community group participation, should develop, and the County implement, an evaluation system with criteria and standards for:
 - a. Prioritizing commercial and industrial employment centers targeted in the Comprehensive Framework and Community Plans for receiving economic development public and private resources. Among the centers to be considered for prioritizing are: Columbia Industrial District, Cully/Parkrose Business and Industrial Districts, Mall 205/Gateway Commercial District, Prunedale Industrial Area, Light Rail Transit Corridor Station Areas, Rockwood Commercial Center, Wilkes Industrial District, SE 122nd and

Division, SE 122nd and Stark, SE 182nd and Division, and SE 82nd Avenue in Errol Heights;

- b. Prioritizing the allocation of public capital improvement resources to economic development efforts in designated industrial and employment centers consistent with the Comprehensive Framework and Community Plans; and
 - c. Determining the appropriateness of criteria for approval of land use actions for furthering economic development activities consistent with the Comprehensive Framework and Community Plans.
3. The County (EDAC), with community group participation, should monitor, evaluate, and annually make recommendations on:
- a. The adequacy of available developable commercial and industrial sites varying in size, locational features, levels of public services and facilities, and amenities to meet the needs of varying scales and types of business and industry;
 - b. Impacts of the County's land use controls, regulations and permit procedures upon types and scales of existing and siting commercial and industrial firms;
 - c. The need to convert lands from urban future to urban present;
 - d. Costs and benefits of economic development program actions.
4. The County should support new and existing public and private enterprises which:
- a. Support State, regional and local efforts to generate venture risk capital for community economic development activities and business retention and development;
 - b. Establish statewide and local development corporations;
 - c. Generate and retain employment;
 - d. Leverage private capital investment.
5. The County should facilitate the location of farmers' markets and other cooperatives in the County to provide alternative food sources for County residents.
6. The County should work cooperatively with other agencies to forward:
- a. Coordination of public/private capital improvement expenditures that maximize the availability of developable commercial and industrial sites;
 - b. Coordination of the County's capital improvements program with others who provide services;

- c. Coordination of improvements for the public and private elements of the transportation system;
 - d. Coordination with public and private utility companies to ensure energy services are available to areas programmed for development and redevelopment;
 - e. Coordination of the use of business incentive and marketing programs which retain and create entry level job opportunities to lower income and unemployed County residents;
 - f. Maintenance of an economic development program with provisions for full participation by the private sector, residents and community-based organizations;
 - g. Legislative and administrative efforts that provide for needed public facilities and services in Multnomah County.
7. The County should consider changes in the Comprehensive Plan, community plans, and ordinances which:
- a. Increase building-to-lot ratios and employee-per-acre densities;
 - b. Attract and retain jobs for Multnomah County residents through land use regulations, economic incentive programs and capital improvement programs.
8. The County should reduce unnecessary regulation which would limit direct links between producers and consumers of natural resource products.
9. The County should assist marketing and promotion efforts in Oregon, the Portland-Vancouver metropolitan area, and Multnomah County directed at improving Oregon's business image and climate, including:
- a. Participation in State business incentives programs and programs of the State Executive Office and agencies that encourage business and job development in the State;
 - b. Active involvement in federal, State and local ongoing legislative efforts that promote economic development activities;
 - c. Efforts by County firms and residents to identify needs and investigate alternative implementation funding.
10. The County should provide assistance and public information:
- a. On industrial and commercial sites, land use controls and ordinances, economic base, public services and facilities, economic trends, and business incentive programs and other relevant information about Multnomah County;

- b. To the public on land use action procedures, regulations and implementation ordinances, and will provide other assistance and instructions necessary to facilitate the land use action and the design review process;
 - c. To assist public and private agencies engaged in marketing Oregon, Portland-Vancouver SMSA, and Multnomah County to business investors and firms.
11. The County should be responsible for the maintenance and annual update of the Oregon Land Conservation and Development Commission Goal 9 data base requirements, including:
- a. Commercial and industrial land use and economic activity patterns;
 - b. Economic development opportunities and constraints in Multnomah County;
 - c. Labor force profile and other relevant household demographics;
 - d. The growth of economic activities;
 - e. Land absorption and building permit activities and trends.
12. The County should make information available to forest land owners which would enhance reforestation and better woodland utilization.
13. The EDAC will be responsible for making recommendations to the Board of County Commissioners regarding feasible public actions which can be undertaken by the County to alleviate economic constraints to development and to respond to the current economic crisis.