

Portland State University

PDXScholar

Master of Urban and Regional Planning
Workshop Projects

Nohad A. Toulan School of Urban Studies and
Planning

1998

A Land Use Network for the Johnson Creek Watershed

Jessica Caldwell
Portland State University

Joyce Felton
Portland State University

Elisa Redden
Portland State University

Gerhard Pagenstecher
Portland State University

Follow this and additional works at: https://pdxscholar.library.pdx.edu/usp_murp



Part of the [Urban Studies Commons](#), and the [Urban Studies and Planning Commons](#)

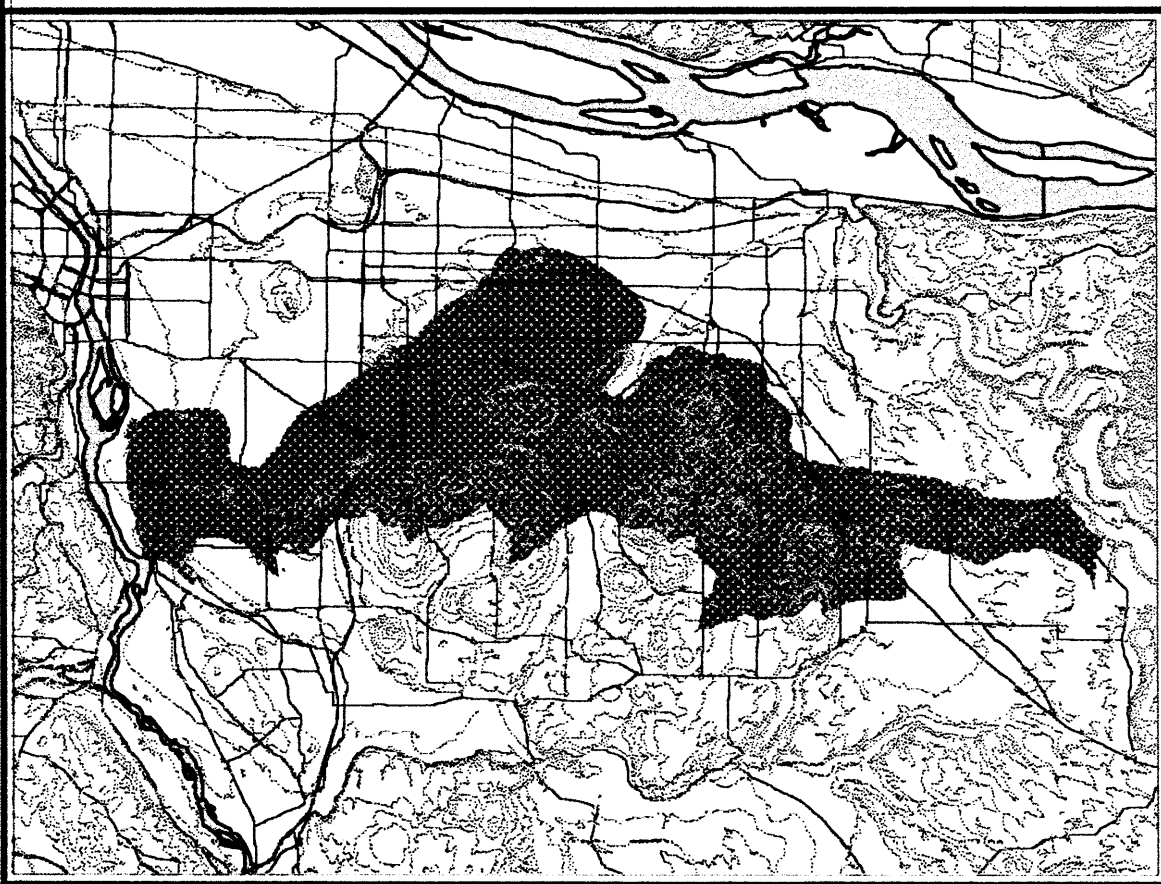
Let us know how access to this document benefits you.

Recommended Citation

Caldwell, Jessica; Felton, Joyce; Redden, Elisa; and Pagenstecher, Gerhard, "A Land Use Network for the Johnson Creek Watershed" (1998). *Master of Urban and Regional Planning Workshop Projects*. 150.
https://pdxscholar.library.pdx.edu/usp_murp/150

This Report is brought to you for free and open access. It has been accepted for inclusion in Master of Urban and Regional Planning Workshop Projects by an authorized administrator of PDXScholar. Please contact us if we can make this document more accessible: pdxscholar@pdx.edu.

A Land Use Network for the Johnson Creek Watershed



Watershed Network Group

Planning Workshop Explanatory Statement

The Planning Workshop, in the Master of Urban and Regional Planning (MURP) program at Portland State University, provides students with professional planning experience. In teams, students develop consulting contracts with clients for planning services that address regional issues and their own personal and professional interests. The Workshop provides experience in planning for constructive social and environmental change, while considering the planner's ethical responsibility to serve the public interest. The Watershed Network Group is from the Planning Workshop class of 1997-1998.

The Watershed Network Group

**Jessica Caldwell,
Joyce Felton,
Elisa Redden,
&
Gerhard Pagenstecher**

Table of Contents

EXECUTIVE SUMMARY 5

INTRODUCTION 7

BACKGROUND AND CONTEXT 11

WATERSHED BACKGROUND 11

COMMUNICATION AND CITIZEN PARTICIPATION 14

COMMUNICATION THEORIES 14

THE WATERSHED PLANNING AND REGULATORY ENVIRONMENT 18

GOVERNOR’S WATERSHED ENHANCEMENT BOARD 18

STATEWIDE LAND USE PLANNING GOALS 19

METRO REGIONAL GOVERNMENT 21

THE JOHNSON CREEK RESOURCES MANAGEMENT PLAN 23

ROLE OF THE NETWORK IN IMPLEMENTING THE MANAGEMENT PLAN 23

RESEARCH METHODS AND RESULTS 31

SUMMARY OF METHODS AND APPROACH 31

SUMMARY OF INTERVIEWS AND FOCUS GROUPS 32

NEIGHBORHOOD ASSOCIATIONS 32

JURISDICTIONS 40

ENVIRONMENTAL GROUPS 42

PLANNING CONSULTANTS 44

FOCUS GROUPS 46

LAND USE NETWORK PLAN PROPOSAL 49

IMPLEMENTATION ISSUES: RECOMMENDATIONS AND ACTIONS 52

MONITORING 53

NETWORK STRUCTURE ACTIONS 57

EDUCATION AND INFORMATION..... 58

CITIZEN INVOLVEMENT 60

PLANNING PROCESS PARTICIPATION: FUNCTIONS, ISSUES, AND ACTIONS 62

LAND USE REVIEW 62


ACTIONS: SHORT-TERM 73

ACTIONS: LONG-TERM 74

ACTIONS: ONGOING..... 75

CONCLUSION 79

REFERENCES 81



EXECUTIVE SUMMARY

This document presents a design for a Land Use Network. It is a starting point from which to build a network that connects, educates, and motivates stakeholders within the Johnson Creek Watershed to facilitate effective participation in the land use process. The Johnson Creek Watershed Council contracted the Watershed Network Group (WNG) to design the Network as a mechanism for organizing efforts to promote environmentally sound development throughout the watershed. The Johnson Creek Watershed Council comprises representatives from government, residents, and business organizations with interest in the Johnson Creek Watershed.

The need for a Land Use Network within the watershed arose because existing methods of monitoring and managing the effects of development on the watershed are inadequate for meeting current development pressures. Development pressures on the watershed have had negative effects on the watershed environment. Development pressures are expected to increase as expansion of the Urban Growth Boundary makes more land available for development.

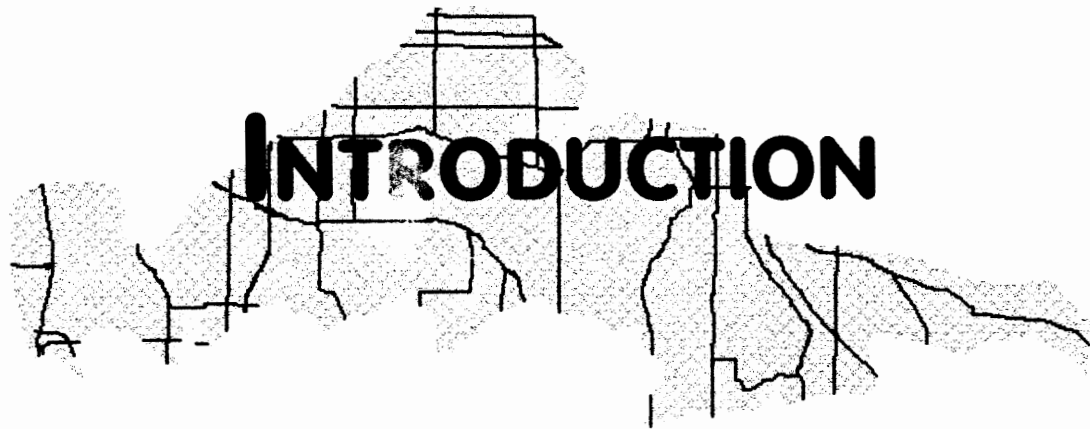
Currently, each jurisdiction addresses the impacts of development as they occur within its own boundary. However, the Johnson Creek Watershed extends across several jurisdictional boundaries, and environmental impacts are not confined to the jurisdiction of origin. The Johnson Creek Watershed Council was formed in 1992 to monitor and manage impacts across boundaries, on a watershed-wide basis. To operate effectively, the Council needs a way to establish two-way communication among all stakeholders in the watershed. A Land Use Network would help fill that need by providing a focal point for gathering and distributing land-use information. It would organize the information-gathering process, develop educational materials for public distribution, and organize the distribution channels.



To develop the Land Use Network plan, the WNG researched the history of the watershed and its regulatory environment, theories of communication, and information on citizen participation networks. The WNG also conducted interviews and focus groups with current stakeholders to help clarify issues and identify communication needs that a Land Use Network might address.

Finally, the WNG outlines a proposal for the Land Use Network. The proposal begins with a Network Structure diagram that illustrates the main elements of the Network Proposal. The elements of the Network Structure show how the Network can function effectively in the land use planning process. The issues, recommendations and actions provide methods for implementation for each element of the Network Structure. Finally, a summary of recommended actions shows the short-term, ongoing, and long-term implementation actions for the Network.





This project was initiated by a request from the Johnson Creek Watershed Council to the Watershed Network Group (WNG) for the development of a Land Use Network. The Council is seeking a way to organize monitoring efforts of land-use development in the Watershed.

The document is presented in three parts. The first part, Background and Context, provides background on the watershed, a review of communication, citizen participation, and community development theories, and an overview and synthesis of key planning regulations in which the network will be developed. The second part, Research Methods and Results, provides an overview of the interviews and focus groups conducted by the Watershed Network Group along with a synthesis of the findings. The third part, Land Use Network Plan Proposal, describes a Land Use Network Framework including its structure, functions, and recommended actions.

The Background and Context section contains three subsections. The first subsection provides background on the Johnson Creek Watershed and the Watershed Council. This explains the geography of the watershed and the reason for and purpose of the Council. The second subsection reviews information on communication theories, citizen participation, and community development. These theories provide the basis for identifying and analyzing communication and participation issues in the Land Use Network. The third subsection describes the regulatory landscape within which environmental and citizen participation issues are addressed. The regulatory landscape includes local, state and regional planning efforts and goals.

Research Methods and Results describes the informal interviews with stakeholders and focus groups. The four stakeholder groups interviewed were Neighborhood Associations, jurisdictions, environmental groups, and planning consultants. Each interview summary describes



how that group interacts with the land use process and with other stakeholder groups. The results provide the basis for recommendations for the Land Use Network structure, functions, and actions for implementation. The purpose of the focus groups was to solicit evaluations from citizen involvement professionals and watershed advocate organizers of the preliminary proposal for a Land Use Network. These evaluations and insights were incorporated into the plan.

The Land Use Network plan proposal includes two sections. The first section contains the Land Use Network Framework diagram, with brief descriptions of its functions. The second section contains implementation issues, recommendations and actions for the Land Use Network.

NEED FOR A LAND USE NETWORK IN THE JOHNSON CREEK WATERSHED

The Johnson Creek Watershed Council first approached the WNG because the Council had identified development as a source of negative environmental impacts on the watershed. As land is cleared of vegetation and replaced by impermeable roofs and pavement, water cannot filter through the soil and instead drains into the creek in greater quantity and more rapidly. Increased runoff raises the risk of flooding for people who live along the lower reaches of the creek. Development activities expose topsoil that is carried into the creek with runoff. In addition, lack of shade from vegetation removal near the Creek increases the water temperature. Warm, silt-laden water negatively affects aquatic life. Future urbanization will compound negative impacts on the watershed.

The impacts of activities in one jurisdiction are not confined to the boundaries of that jurisdiction. However residents of other jurisdictions have no consistent way to obtain information about nor influence activities that take place outside their jurisdictions. Adding to the problem, land use actions often must be addressed within a very short period of time, in many cases within only fourteen days. Citizens need to have a method for obtaining information so they can respond to land use actions in a timely and effective manner.

By the same token, developments could benefit from hearing the concerns of citizens early on, before applications are submitted. Creating communication lines between citizens and developers while projects are in the concept stage might not only identify and correct problems before they occur, but also increase community support for proposed developments.



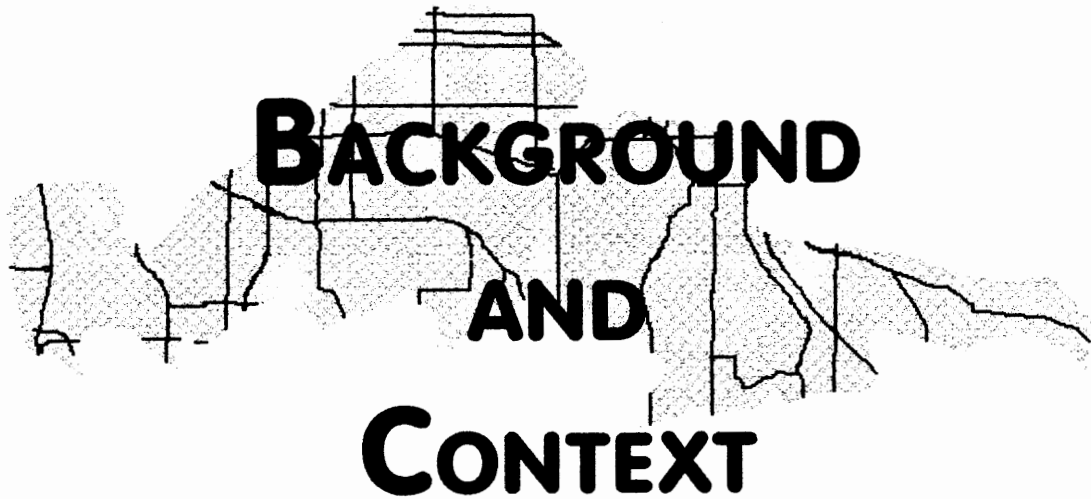
Currently, local governments work within a regulatory framework established by state and federal governments; each government decides how best to comply with these regulations. The Johnson Creek Watershed is typical of urban watersheds, in that its boundaries contain parts of six local governments—two counties and four cities. Development is approved on an ad hoc basis according to the jurisdiction of origin. None of these local governments has primary responsibility for managing the watershed. Effective policies would require considerable interagency coordination. Although the Johnson Creek Watershed Council was formed to address the fragmentation of watershed management, it currently lacks an effective mechanism for implementing its goal. The Johnson Creek Watershed Council needs to be able to monitor development in each jurisdiction, but without duplicating the land use reviews that those jurisdictions already undertake.

The goal for the Land Use Network is to provide a focal point through which to organize environmental monitoring and management across jurisdictional boundaries, throughout the watershed. The Land Use Network would participate in land use review processes and planning initiatives in order to mitigate the negative impacts of development. The Network would encourage communication and cooperation among land use activists, developers, and government representatives with an overall interest in protecting the environment for all inhabitants of the watershed.

This plan is intended primarily for the Johnson Creek Watershed Council to develop a Land Use Network in the Johnson Creek Watershed. However, it might also be used as a model for developing networks in other watersheds or around other environmental issues.







BACKGROUND AND CONTEXT

This section provides background information that sets the context for planning the Land Use Network. It has three subsections: One provides background on the Johnson Creek Watershed and the Watershed Council, one provides background on communication and citizen participation, and one summarizes the watershed planning and regulatory environment.

WATERSHED BACKGROUND

This subsection provides background on the Johnson Creek Watershed and the Johnson Creek Watershed Council. It explains the geography of the watershed and the reason for and purpose of the Council.

THE JOHNSON CREEK WATERSHED

Johnson Creek drains a 55-square-mile watershed independently governed by the cities of Gresham, Portland, Happy Valley, and Milwaukie and the counties of Clackamas and Multnomah. The creek originates in the Cascade foothills near the city of Cotrell and flows westward for 25 miles through forest, farmland, residential neighborhoods, and commercial and industrial areas to its confluence with the Willamette River. The current population of the watershed is estimated at 150,000.



The Johnson Creek Watershed has been subject to development impacts for well over 100 years. In the last several decades, the pace of residential, commercial, and industrial construction has increased. Additional streets and parking lots have accompanied this growth. Despite benefits associated with this growth, there have been costs as well, including decreased water quality, increased flooding, declining fish runs and diminished wildlife habitat. The creek is no longer a natural, meandering stream; along many stretches it has become little more than a polluted drainage channel.

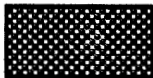
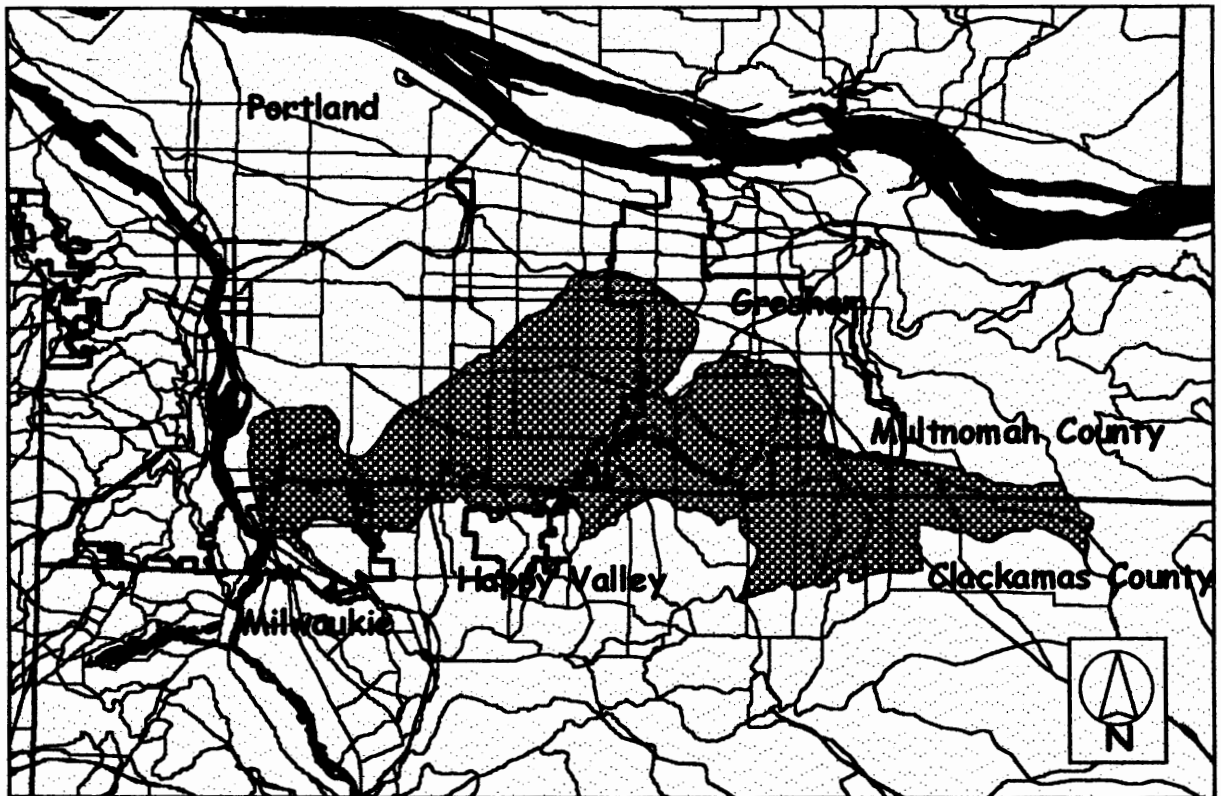
JOHNSON CREEK WATERSHED COUNCIL

The Johnson Creek Watershed Council is a program of the East Multnomah Soil and Water Conservation District, funded by the Governor's Watershed Enhancement Board, Oregon Department of Fish and Wildlife, and the cities of Portland and Gresham. The Johnson Creek Watershed Council serves as a common ground for residents, businesses, and governments to work together to design and implement comprehensive solutions to the challenges of flooding, improving water quality, preserving wildlife habitat, and managing growth that face the Watershed.

To accomplish this the Johnson Creek Watershed Council has been vested with the following responsibilities: 1) to increase watershed awareness through outreach and education activities; 2) to promote solutions to watershed problems and recognize connections between the issues, 3) to directly coordinate and supports restoration projects that improve wildlife habitat, water quality, and recreation opportunities; and 4) to secure outside expertise, labor, recognition, and money to benefit watershed conditions. The Johnson Creek Watershed Council is also an implementing body for portions of the Johnson Creek Resources Management Plan.



The Johnson Creek Watershed and Jurisdictions



JOHNSON CREEK WATERSHED



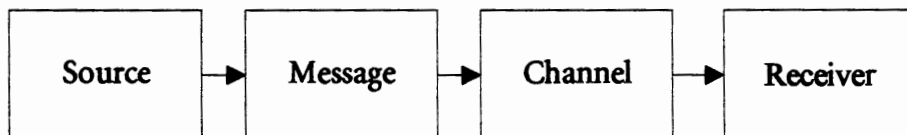
COMMUNICATION AND CITIZEN PARTICIPATION

This subsection reviews information on communication theories, citizen participation, and community development. These theories provide the basis for identifying and analyzing communication and participation issues in the Land Use Network.

COMMUNICATION THEORIES

Communication theories comprise an eclectic array of disciplines, including psychology, political science, social science, journalism, and computer science. They can be applied to small groups, masses, individuals, and systems. This summary describes key ideas in communications theories that could inform the Land Use Network.

Definitions of communication reflect two lines of thought. The first defines communication as the transmission of information, ideas, attitudes, or emotion from one person or group to another. A model of this theory is illustrated below. Critics of this approach say this does not reflect dynamic and complicated communication situations. This model too often informs communication between planners and citizens.



Windahl, Signitzer, and Olson (1992)

The second line of thought presents communication as a process in which the participants create and share information with one another to reach a mutual understanding. This model would benefit the Land Use Network.

In certain communication strategies, improving the communication process is an end in itself. Improved communication seeks to reduce tension between individuals to resolve conflict or initiate processes. It is typically dynamic and oriented to problem-solving. Improved communication as an end in itself serves long-range goals that require participants to “buy in.”

The theory dubbed “Diffusion of Preventive Innovations” differs from other communication strategy theories in that rather than being geared toward causing something to happen, it tries to prevent something undesirable from happening (Hornik 1988). Preventive innovations are difficult to assess, because even without the precaution, the harm might never have occurred. This theory applies to the Land Use Network, because the Watershed Council hopes to minimize environmental damage from runoff and flooding. This theory offers several principles for the WNG to keep in mind as it designs the Land Use Network.

**Diffusion of Preventive Innovations:
Principles for the Land Use Network**

- Interpersonal communication through peer networks is important.
- Appeals by government leaders are seldom effective.
- Perceived credibility of the communication source partly determines the success of the effort.
- Mass communication methods cannot be expected to change entrenched attitudes and behaviors.

(Hornik 1988)

APPLYING COMMUNICATION THEORIES TO COMMUNICATIONS PROBLEMS

The first step in designing a communications solution is to determine that the problem is a communications problem. Windahl, Signitzer, and Olson (1992) suggest answering the following questions to determine whether a problem is a communications problem:

Can the problem be solved...

1. By communication alone?
2. By communication in conjunction with other measures?
3. By other measure only?

The problem the Johnson Creek Watershed Council would like to solve with the Land Use Network is how to protect the watershed from the negative effects of development. That poses economic and political as well as communication problems. The economic and political aspects go beyond the scope of the Land Use Network.

To address the communication component, however, the Land Use Network needs to be able to organize effective action when new development is planned. This would involve putting a system in place to inform, educate, and motivate all the stakeholders within the watershed quickly and effectively, to address the fragmentation of information and responsibility that currently exists. Further, developers have not had the benefit of hearing citizen's concerns in the early stages of development. Now, when a development is proposed, notice is provided by governments to citizens within a legally required distance from the development, but not to others within the watershed. An effective communication system would inform all potentially affected parties in a timely manner.

The success of the Land Use Network depends on a communication strategy that 1) selects the appropriate theoretical foundation as a basis for analyzing the communication problem; 2) selects the appropriate strategy; and 3) recognizes the limitations of any communication strategy.

CITIZENS IN COMMUNITY DEVELOPMENT

This subsection addresses issues that are relevant to organizing citizens for community action. Several of these issues provide insight into the development of the Land Use Network.

Participation by people in a community is basic to the community development process because it strengthens the relationships among subgroups in the community. Two main objectives of the community development process are task accomplishment and participation in the process. In the case of a Land Use Network, it will be important to get members of the community involved in all levels of the Network while making sure they see the results of their efforts.

Participation results from sufficient consensus concerning the desirability and direction of change. These common interests grow out of individual interests and concerns. People do not participate solely to be a member, but rather to attain something by being a member. The Land Use Network must accommodate the varying issues of citizens throughout the watershed and bring people together for a common cause.

Tell me ... I will forget.

*Show me ... I might
remember.*

*Involve me ... I will
understand.*

*-Motto of the Manheim Township
planning process*



The prerequisites for effective participation in the Land Use Network are: 1) a breadth of knowledge and a broad background that allows one to identify priorities and to see issues in context, 2) an ability to learn quickly about problems and learn enough to reach a good decision, and 3) an ability to act and to act effectively. This applies to individuals of the Network as well as the Network as a whole.

THE WATERSHED PLANNING AND REGULATORY ENVIRONMENT

This subsection describes the regulatory landscape within which environmental and citizen participation issues are addressed. The regulatory landscape includes state regional and local planning efforts and goals.

GOVERNOR'S WATERSHED ENHANCEMENT BOARD

The Governor's Watershed Enhancement Board (GWEB) was established by the State Legislature in 1987. Its functions are to provide technical assistance and promote education and public awareness about watershed enhancement benefits. GWEB could potentially fund the Johnson Creek Watershed Council to implement the Land Use Network.

GWEB stresses the importance of broad stakeholder representation on councils to maintain their legitimacy for state funding. Watershed councils must balance advocating for the watershed with incorporating all stakeholder viewpoints. One of the challenges the Johnson Creek Watershed Council can expect to face is the potential for conflicts of interest when implementing the Land Use Network. The Network could provide a means for making these conflicts constructive rather than destructive by facilitating effective communication.



STATEWIDE LAND USE PLANNING GOALS

Oregon's statewide planning program was created in 1973 when the Legislature passed the Oregon Land Use Act, often simply called Senate Bill 100. This bill required all cities and counties to adopt comprehensive plans that meet 19 Oregon Statewide Planning Goals. Of those 19 goals, goals 1 and 3 through 15 directly pertain to the Land Use Network. Goal 1 directs governments to ensure citizen participation in the planning process; goals 3 through 15 cover conservation and underlie the formation and mission of the Johnson Creek Watershed Council.

Of the conservation goals, goals 5, 6, and 7 are particularly pertinent. Goal 5 is to "protect natural resources and conserve scenic and historic areas and open spaces. Goal 6 is to "maintain and improve the quality of the air, water and land resources of the state." Goal 7 is to "protect life and property from natural disasters and hazards."

Oregon's Statewide Planning Goal 1 states that governing bodies should have "a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process." The planning process includes data collection for, plan preparation for, adoption of, implementation of, evaluation of, and revision to planning documents. The term "citizen" is broadly defined to include not only private citizens, but also government agencies, corporations, and special interest groups.



Goal 1 was established to make citizen involvement a policy rather than a coincidence, yet in many governing bodies, perhaps due to financing or capacity, citizen involvement is not at the forefront of the planning process. In many cities and counties, planners have traditionally focused on processing development applications, with citizen participation an afterthought. This puts citizen participation in a reactive position, whereby citizens can only respond to development proposals, rather than participate in creating those proposals.

This late-stage participation in the planning process poses particular difficulties for citizens, because to be effective at this stage requires greater knowledge of planning policies and regulations than most citizens have. For example, if a citizen is concerned about a development, that person must know what issues are relevant to the approval or disapproval of a specific land-use action and how to present an effective argument to support that position. For citizens who are not in the planning professions, this is a heavy burden.

Goal 1 recognizes that this has been a problem and seeks to correct it. Goal 1 requires each jurisdiction to have a Committee for Citizen Involvement (CCI). It is the CCI's responsibility to develop, implement and evaluate the jurisdiction's citizen involvement program.

Goal 1 also provides for other types of Citizen Advisory Committees (CAC). While CCIs deal with citizen involvement itself, CACs are the citizen committees formed to deal with planning and land use issues. Other names, such as Neighborhood Associations and Citizen Participation Associations, are used in some jurisdictions for CACs.

Metro is important to the Land Use Network because it has the authority to regulate regionally. Metro is drafting legislation that could benefit watershed interests by regulating development practices surrounding water resources. The Land Use Network would benefit by keeping abreast of Metro's actions and working within Metro's framework to promote regional policy.

Metro is a regional government established by a vote of Portland metropolitan area citizens to address issues of regional concern. A charter adopted by voters in 1992 required Metro to plan to accommodate growth without sacrificing livability, and to maintain air and water quality. The Regional Urban Growth Goals and Objectives (RUGGOs), originally adopted by the Metro council in 1991, provide the policy framework that guides Metro's planning process. In 1995, Metro amended the RUGGOs to include the 2040 Concept. Subsequently, Metro developed the Regional Framework plan to address land use, transportation, natural areas and parks, natural hazards, as well as water quality. The Framework Plan is a comprehensive policy statement plan for the region. Functional Plans describe specific ways for local jurisdictions to implement the policies contained in the Framework Plan.

WATER RESOURCE RESPONSIBILITIES

The Metro charter requires water sources and storage to be a component of the regional plan. The Metro Council adopted an overall policy for water quality and floodplain protection in the Urban Growth Management Functional Plan. This plan provides specific requirements and tools for local jurisdictions. Title 3 of the functional plan, expected to be adopted in the Spring of 1998, will address Statewide Planning Goals 5 and 6. It will establish specific, quantifiable performance standards for water quality and floodplain

management that jurisdictions must achieve in their local code. To aid jurisdictions in responding to the requirements of Title 3, Metro is developing a model ordinance to provide local jurisdictions with an example to use to comply with the performance standards.

Title 3 offers policy tools to assist local governments in their efforts to protect stream corridors and floodplains. These tools include the following:

- Density transfers to allow higher density on areas outside the stream and floodplain protection areas in order to avoid development on areas adjacent to water ways or in floodplains;
- Conservation easements that will protect resources in the stream and floodplain protection areas;
- Stream and floodplain protection maps to provide natural resource information as a guide for future development.

The Urban Growth Boundary And Urban Reserves

Metro voted to expand the Portland Metropolitan Urban Growth Boundary (UGB) in the fall of 1997. The Johnson Creek Watershed contains land that is likely to be brought into the UGB. This could be a crucial issue for the Land Use Network.

UGBs are mandated by Oregon's Statewide Planning Goals. The boundary is meant to contain urbanized land in order to preserve forest and agricultural land. The UGB theoretically contains the amount of land needed to accommodate growth for the metropolitan area for twenty years. Urban reserves are outside the

UGB and contain the land needed for thirty to fifty years. The purpose of urban reserves is to identify land that may be brought into the UGB and urbanized in the future.

Several urban reserves are under consideration for the expansion. Urban reserve 5, which is located in the Johnson Creek Watershed, is a "tier one" reserve meaning, it is likely to be brought into the UGB sooner rather than later.

THE JOHNSON CREEK RESOURCES MANAGEMENT PLAN

This section describes the relationship between the Land Use Network and the Johnson Creek Resources Management Plan. A review of the plan provides context for current watershed planning efforts in the Johnson Creek Watershed and suggests how the Land Use Network could fit into those efforts.

ROLE OF THE NETWORK IN IMPLEMENTING THE MANAGEMENT PLAN

The only current plan for the entire watershed is the Johnson Creek Resources Management Plan. The Plan was intended to be a comprehensive management plan for the watershed but it does not address many aspects of development impacts. The primary focus of the plan is on the stream corridor rather than the entire watershed. Land use issues are left to the jurisdictions to decide individually, overlooking the cumulative impacts of development in the watershed. Also, the plan has not been implemented consistently by all jurisdictions.

The Land Use Network has the potential to complement the Johnson Creek Resources Management Plan. The Land Use Network could also promote policy that would improve development practices in the watershed and provide a watershed perspective in land use planning. The following is a review and critique of the

Johnson Creek Resources Management Plan and its plan elements as they relate to the creation of a Land Use Network.

Johnson Creek Resources Management Plan

Background Of the Johnson Creek Resources Management Plan

Planning for the watershed became critical because the creek was not in compliance with the Federal Water Pollution Control Act Amendments of 1972. Historic flooding of the creek also prompted agencies to seek alternatives to traditional jurisdictional planning efforts in hopes of decreasing flooding and minimizing impacts from flooding. The Johnson Creek Corridor Committee spent five years preparing the Johnson Creek Resources Management Plan. The committee comprised residents, business owners, farmers, and representatives of government agencies. Portland's Bureau of Environmental Services provided the primary funding for the plan.

Johnson Creek Resources Management Plan Elements

The Johnson Creek Resources Management Plan is intended to be a comprehensive plan for managing resources in the watershed. The plan includes four main elements: flood management, pollution prevention, fish and wildlife habitat enhancement, and watershed stewardship.

Flood Management Element

The flood management element of the plan seeks to control flooding through several flood reduction facilities and through regulating development in the floodplain.

Pollution Prevention Element

The pollution-prevention element of the plan seeks to improve water quality in the creek by setting standards for urban runoff and illicit connections to the storm

water system. The Johnson Creek Resources Management Plan outlines methods for filtering urban runoff using flood reduction ponds and facilities that serve the dual purpose of cleaning water and delaying its entrance into the creek.

Fish and Wildlife Habitat Element

The fish and wildlife habitat-enhancement element of the plan seeks to maintain and restore the quality of fish and wildlife habitat in the creek corridor and in the uplands. This element calls for restoration of riparian habitat along the stream and for providing in stream improvements for fish habitat. It also calls for the establishment of land trusts and open space to protect existing habitat in the uplands and along the creek corridor.

Watershed Stewardship Element

The watershed stewardship plan element addresses the need for a unifying body within the watershed because of the numerous jurisdictions. The plan calls for the establishment of a nongovernmental body that would become a watershed management organization. The watershed management organization would work within the existing governmental structure to raise watershed awareness and to foster a watershed stewardship ethic by acting as an educator, a disseminator of information, and an organizer of volunteers. The watershed management organization would also initiate restoration projects in the watershed and monitor

Evaluation of the Johnson Creek Resource Management Plan

Plan Implementers

The six jurisdictions of the watershed adopted the Johnson Creek Resources Management Plan in the spring of 1995 to varying extents. Some jurisdictions only acknowledged the plan but made no commitment to implement any portion of it. The plan is not mandatory and does not earmark funds for implementation. The lack of coordinated implementation hinders the effectiveness of the plan as a management tool for the watershed as a whole. The Land Use Network has the potential to levy political support to promote interjurisdictional implementation of the Johnson Creek Resources Management Plan.

The Johnson Creek Watershed Council is an important implementer of the Johnson Creek Resources Management Plan. The Land Use Network is a creative method for implementing portions of Johnson Creek Watershed Council's tasks in the plan. The table on the opposite page lists actions that the Land Use Network has the potential to help the Watershed Council implement.

Elements Missing from the Johnson Creek Resources Management Plan

The Johnson Creek Resources Management Plan is not complete for managing all aspects of the watershed. A major missing element in the plan is attention to land use issues in the watershed. The Johnson Creek Resources Management Plan assumes that under Oregon's Statewide Planning Goal 5, jurisdictions will protect resources important to the watershed. This is true to varying extents. Jurisdictions have a great deal of room for interpreting the importance of preserving Goal 5 resources. Goal 5 requires an environmental, social, economic, and energy (ESEE) analysis of significant

**Johnson Creek Resources Management Plan Actions
Relevant to the Land Use Network**

Action WS-2-2	Maintain a program of ongoing communication with watershed residents.
Action WS-2-5	Develop a proactive program of public education about watershed issues and regulations.
Action WS-3-3	Review development applications for consistency with the Johnson Creek Resources Management Plan.
Action WS-6-1	Establish and implement comprehensive monitoring and evaluation program.
Action WS-6-2	Prepare annual "state-of-the-watershed" report.

(Johnson Creek Resources Management Plan, 1995)

resources. First, the jurisdictions decide which resources are significant for analysis under Goal 5. Next, the jurisdictions decide how to balance the ESEE analysis. If jurisdictions decide economic values would be jeopardized, they do not protect the land. With rising land values and increased pressure to develop, jurisdictions are likely to let significant resources be developed.

Issues surrounding environmentally sound development practices are not addressed in the Johnson Creek Resources Management Plan and would be one of the major focuses of the Land Use Network. A major land use issue for the watershed is the amount of impervious surfaces in developments. Watersheds have a biological threshold for impervious surfaces. Once the percentage of impervious surfaces exceeds 25% streams can no longer support a diversity of species (Schueler, 1995).

IMPLICATIONS FOR THE LAND USE NETWORK

The Johnson Creek Resources Management Plan outlines some important issues for the Johnson Creek watershed. The four main elements of the plan, flood management, pollution prevention, fish and wildlife habitat, and watershed stewardship, are all needed to maintain and improve watershed health. Unfortunately, interjurisdictional coordination for implementation of the plan is lacking. Funding for implementation is also lacking. The Johnson Creek Watershed Council is the only organization implementing the Johnson Creek Resources Management Plan on a watershed-wide basis. The Land Use Network has the potential to help the council implement portions of the Johnson Creek Resources Management plan while making up for some serious missing elements in the plan.

FRIENDS GROUPS

Many watersheds benefit from the existence of friends groups. These friends groups perform many of the same functions the Land Use Network would perform in the Johnson Creek Watershed, although typically these groups operate outside the formal watershed council structure. Friends groups provide monitoring and advocacy functions for more effective implementation of planning initiatives, and for addressing the quality of decision making in government. Friends groups help with awareness, education, and restoration in the watershed. They also provide technical assistance, communication and coordination. The Tualatin River Watershed provides a good example of a network that is led primarily by friends groups. The Johnson Creek Watershed shares many similarities with the Tualatin River Watershed, but it lacks the extensive informal friends group structure. Its few active friends groups include the Friends of Leach Botanical Gardens, the Friends of Powell Butte, and the Friends of Johnson Creek and Springwater Corridor. Only the Friends of Johnson Creek and Springwater Corridor have an

environmental perspective and basin-wide focus. However, the organization is small and meets infrequently.

The following discussion of the Tualatin Watershed is presented to help understand why some watersheds develop extensive networks of friends groups and others do not. This information can suggest elements that will be important to include in forming and sustaining citizen involvement in the Land Use Network for the Johnson Creek Watershed.

The Tualatin River Watershed

The Tualatin Riverkeepers is a well organized, basin-wide friends group. The Riverkeepers organize a Friends Forum that provides training and networking for citizens active in friends groups and neighborhood organizations. They have developed the Riverwatch program to address the important function of monitoring conditions of the watershed. It does not directly address land use planning issues. The Land Use Network proposed for the Johnson Creek Watershed would organize the monitoring function of the Riverwatch program. It would, in addition, organize participation in land-use planning.

Friends groups generally form because individuals have a passion for protecting a resource they value. Membership in them is based on this shared concern, regardless of place of residence. Neighborhood Associations differ from friends groups in that membership in them is based on geographic area of residence rather than any particular issue of concern. Although members of Neighborhood Associations might feel passionate about particular issues, the neighborhood rather than the issue remains the basis for membership. The Johnson Creek Watershed does have a number of active Neighborhood Associations. The Land Use Network would attempt to utilize the Neighborhood Association structure to perform many of the functions done in the

Tualatin Watershed by friends groups. This will be challenging for the Land Use Network, however, because it will require fostering a sense of affection for Johnson Creek among watershed residents.

The Tualatin River Watershed

One of the reasons the Tualatin Watershed inspires friends groups who have passion for protecting the watershed is because the Tualatin River is visible to the surrounding community and is used as a recreational resource. Johnson Creek, on the other hand, is not readily accessible to most people and not often used for recreation. This makes it difficult for residents to form an emotional connection to the creek. Furthermore, the creek floods, threatening residents who live along its lower reaches.





RESEARCH METHODS AND RESULTS

This section describes the methods used for researching the Land Use Network and the results of that research. The research results provide the basis for the Watershed Network Group's recommendations for the Land Use Network structure, functions and actions for implementation. Following the Summary of Methods and Approach are interview results from Neighborhood Associations, jurisdictions, environmental groups and consultants.

SUMMARY OF METHODS AND APPROACH

The Watershed Network Group used informal informational interviews with stakeholders as a method for researching the Land Use Network. The WNG developed interview guidelines for four stakeholder groups: Neighborhood Association Chairs or Land Use Chairs, planners in each jurisdiction, environmental groups, and consultants.

The WNG interviewed a cross-section of each stakeholder group to understand current land use review and citizen participation experiences in the watershed, and to determine under what circumstances a Land Use Network could be implemented.

After the interviews were complete, the WNG began preliminary analysis of the information and developed a draft proposal for the Network. The WNG then held two focus groups, one

with watershed advocates, and one with citizen participation professionals, to get feedback on the initial findings and the draft proposal. The process provided the WNG with information that established the foundation for the functions, issues, and actions for implementation of the Land Use Network.

Neighborhood Associations

SUMMARY OF INTERVIEWS AND FOCUS GROUPS

This section describes interviews with representatives from four stakeholder groups and the results of the focus groups. The four stakeholder groups interviewed were Neighborhood Associations, jurisdictions, environmental groups, and planning consultants. Each interview summary describes how that group interacts with the land use process and with other stakeholder groups.

NEIGHBORHOOD ASSOCIATIONS

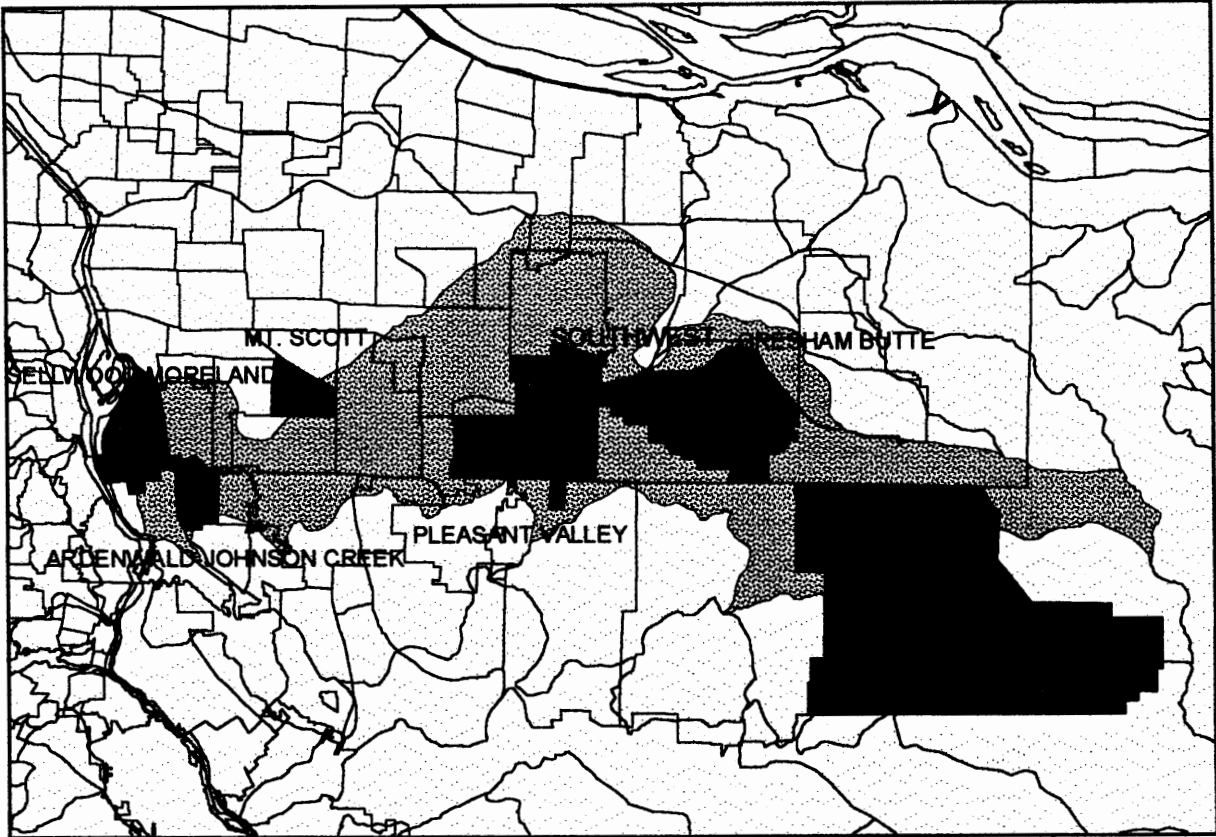
In order to assess the state of the various Neighborhood Associations and Citizen Participation Organizations (CPO) in the watershed, the WNG interviewed Neighborhood Associations and CPO Chairs or the group's Land Use Chair. The WNG completed 10 interviews with Neighborhood Associations across the watershed three in Portland, two from Milwaukie, two from Gresham, and one from Boring. In addition, the WNG interviewed Chairs from two regional Portland Neighborhood Association Offices. These neighborhoods represent a cross-section of the watershed. (See map on opposite page.)

Characteristics of Neighborhood Associations and CPOs vary depending on their location, leadership, and the amount of development taking place in the area. The the interview questions addressed seven categories: land use issues, watershed awareness, relationship with

Questions addressed seven categories:

- ♦ *land use issues*
- ♦ *watershed awareness*
- ♦ *relationship with the Watershed Council*
- ♦ *jurisdiction and notification issues*
- ♦ *communication issues*
- ♦ *participation issues*

Neighborhood Associations Interviewed



(Data from Metro)

the Watershed Council, jurisdiction and notification issues, communication issues, and participation issues.

Land Use Issues

Neighborhood Associations face different land use issues depending on where they are located in the watershed. Neighborhood Associations in the upper portion of the watershed deal with farming, sewer lines, road widening, and urban encroachment. Neighbor-

hood Associations in the lower portion of the watershed face infill development issues such as flaglots and redevelopment. Neighborhood Associations in the central part of the watershed are facing the most growth because they are in the Urban Growth Boundary but still have large amounts of undeveloped land. These neighborhoods deal with large subdivision applications and the issues of rapid development.

Some Neighborhood Associations have formed land use committees to review development applications. Others leave the responsibility to the Neighborhood Association's Chair. Neighborhood Associations typically respond to development applications by writing letters, testifying to hearings officers, city council, or planning commission. Most Chairs feel they have only limited input into the development review process. Even so, many of the Neighborhood Associations had contested development applications for a variety of reasons, some of them environmental. In each case, the Neighborhood Associations did not significantly change the development by contesting the application. One Neighborhood Association did take a land use appeal to the Land Use Board of Appeal (LUBA). They are still waiting to hear the ruling. The LUBA process tends to be long and expensive; therefore it is not particularly desirable for Neighborhood Associations.

Neighborhood Associations are primarily concerned with the livability of their neighborhood when they review development applications. They are concerned with increased traffic, changing demographics in the neighborhood, changing the character of the neighborhood, and changing the environmental amenities in the neighborhood. One neighborhood contested a development application for an apartment building because the parking lot was going to have its runoff channeled directly into Johnson Creek. Another Neighborhood Association questioned a development that was being

built on an illegal dumping ground and proposed to cover an underground portion of a tributary of Johnson Creek.

Neighborhood Associations

Neighborhood Associations face several challenges when attempting to review development applications. They tend to receive a large number of applications to review and may not have the time to review them all. Neighborhood Associations generally have quarterly meetings, but only have two weeks to respond to an application. If a Neighborhood Association does not have a method for organizing quick responses, they are unlikely to be able to have an impact on an application.

Some Neighborhood Associations have developed methods to respond to applications quickly. One Neighborhood Association has a five-person land use committee that discusses applications over the phone and develops a neighborhood response. One Chair is developing a street captain program, whereby she can quickly call meetings by contacting street captains, who then notify everyone on their street. One of the Regional Neighborhood Association Offices has developed an action network group that works to respond rapidly to neighborhood issues. The action network focuses on livability issues. People in the network are notified of actions to take to respond to an issue. The actions include letter writing, attending a meeting or hearing, or calling a city official. One Chair responds to development applications at the pre-application stage. This allows her to respond to neighborhood issues before they are “set in stone” in the application.

One Neighborhood Association has a five-person land use committee that discusses applications over the phone and develops a neighborhood response.

Watershed Awareness

Neighborhood Associations that border the creek tend to have an understanding of watershed issues and the implications of development in the watershed. Neighborhood Associations close to the creek usually had firsthand experience with storm water retention, flood-



ing, and water pollution issues. Neighborhood Associations that are further away from the stream tend not to have an identity with Johnson Creek or the watershed. One neighborhood chair declined to be interviewed and said he felt his Neighborhood Association was adequately informed on Johnson Creek Watershed issues.

Relationship with the Watershed Council

Half of the Chairs interviewed know about the Johnson Creek Watershed Council. About one-quarter had actually communicated with or worked with the Council on a neighborhood issue. Two Chairs said they feel that the Council is not making attempts to work with them and include them in their activities. The Chairs that had worked with the Council said that the Council were helpful in dealing with watershed issues. One Chair that used to attend Council meetings, stopped doing so because of a lack of land use expertise on the Council. Most of the Chairs felt that attending the Neighborhood Associations meetings was the best way for the Council to make their presence known to the neighborhood and to work on issues with them.

Jurisdiction and Notification Issues

Almost every Neighborhood Association received notice from jurisdictions of all development applications that would affect their neighborhood. One Chair in the upper portion of the watershed said he did not receive notice on all development applications and had been surprised by development activity when it began.

Some Chairs have a great deal of distrust for their jurisdiction. They feel that citizen participation is done only to satisfy legal obligations and that it is not meant to give citizens meaningful input into the planning process. This type of sentiment tends to grow out of negative experiences with jurisdictions. If input from the neighborhood is continuously ignored by the

jurisdictions, the Neighborhood Associations tend to begin to distrust the system and their ability to have an impact on it.

Most Chairs desire more openness and cooperation from developers and jurisdictions. They want to work within the system to achieve the best solution for everyone involved. Most Neighborhood Association Chairs would like more information from jurisdictions and more opportunities for members of the Neighborhood Associations to get involved and have input into the planning process.

Communication Issues

Most Neighborhood Associations had not communicated much with other Neighborhood Associations. Some jurisdictions have monthly meeting for Neighborhood Association Chairs. These jurisdictions tend to have more communication among Neighborhood Associations. The Neighborhood Associations that had communicated and worked with other Neighborhood Associations felt it was a valuable experience and would like to communicate more. Many Neighborhood Association Chairs feel that they would like to share information with other Neighborhood Associations, particularly on methods for dealing with issues. Each Neighborhood Association tends to undergo a long learning process for dealing with issues. They feel they would benefit from other Neighborhood Associations' experiences.

Some Neighborhood Association Chairs expressed a desire for a method of communication between associations. All Neighborhood Associations interviewed felt the Land Use Network would be a good way to build communication between Neighborhood Associations in the watershed and are interested in involving their association.

Participation Issues

Most Neighborhood Associations estimate 15 to 20 people attend regular meetings. Participation can increase to 300 when a controversial issue is on the table. Participation levels vary among Neighborhood Associations, depending on location, amount of development, and leadership. Some Neighborhood Associations in the more rural parts of the watershed have low participation. Neighborhood Associations in rapidly developing areas tend to have higher participation. All participation tends to be issue-driven. Leadership affects participation. If the Chair tries to include all neighbors, then participation is usually better. If the Chair does not actively seek input from neighbors, participation is lower.

Some Chairs have found that although people might want to participate, they don't know how. They need to be given specific tasks at first. Once involved, people need to feel that their contributions are important. If they feel the Neighborhood Associations can go on without them, they are likely to drop out.

Suggestions

Several Chairs offered suggestions as to how the Land Use Network might work. The suggestions focused on communication ideas, how jurisdictions can improve, and what people need to know to be effective.

Communication suggestions included the use of a newsletter or flyers, holding quarterly meetings, holding an annual conference, and giving presentations at Neighborhood Association meetings. Chairs suggested creating more visibility of the Johnson Creek Watershed Council and the Land Use Network in the watershed through the use of signs indicating watershed boundaries, through contacting newspapers for articles, and



through advertisements. One Chair suggested selecting a Land Use Network liaison from each Neighborhood Association who is not the Land Use Chair. This person would be more likely to have the time needed to participate in the network and would bring back information to his or her Neighborhood Association.

Suggestions for jurisdictions were primarily aimed at planner's attitudes towards citizens and citizen participation. Chairs felt that planners need to continuously seek public input. They need to treat the public with respect and work to educate them whenever possible. Planners also need to establish cooperative relationships with citizens whenever possible.

Chairs felt that citizens need to be educated to participate effectively in planning. They suggested that citizens need to know how to understand code, read and understand development applications, and what facets of a development tend to have the most impact on the neighborhood livability.

Conclusion

Neighborhood Associations have varying issues and levels of experience, but all seek more effective ways to participate and to have meaningful input throughout the planning process. Neighborhood Associations have a high level of interest in increasing communication in the watershed but lack solid methods for doing so. They do have a great deal of collective experience in the land use process and citizen participation and many provided valuable suggestions and ideas for the Network. Neighborhood Associations with good leadership and a solid structure will have much to offer the Land Use Network.

JURISDICTIONS

In order to assess citizen participation in planning processes, The WNG interviewed one planner from each of the six jurisdictions (Clackamas County, Gresham, Happy Valley, Milwaukie, Multnomah County, and Portland) in the watershed. The questions focused on issues important to the Network. All six planners answered the questions to the best of their knowledge, yet due to the varying sizes of planning/community development departments, some had a more comprehensive understanding of the methods and levels of citizen participation in the Johnson Creek Watershed.

Methods for Inviting Citizen Participation

As prescribed by Oregon Statewide Goal 1, each jurisdiction must have a citizen participation program that addresses all areas of the planning process. Because this goal is written as a broad concept each jurisdiction has a different program.

Methods for Providing Information to the Public

When a development application has been submitted, state law requires jurisdictions to notify the public. The six jurisdictions within the watershed vary in their public notification methods. These methods include the traditional methods of mailings, newspaper publications and posting signs on-site. Each planning/community development department has at least one “planner on duty” to answer questions from the public on notifications or general questions concerning development in their neighborhood. Having a planner on duty provides a reasonably quick, easy method for the public to get information. Gresham also has a Self-Help Center where the public can find information on specific developments.

Citizen Involvement

Each planner interviewed had a different perspective on the level of citizen participation in their jurisdiction. The six planners agreed that no matter what level of citizen participation exists, it would be more effective if citizens had a better understanding of the land use process. Gresham's citizen involvement committee produced a booklet on how citizens can get involved in planning, and Clackamas County periodically broadcasts an educational video on the land use process over the local cable access channel.

Developers

When asked about the level of understanding among developers regarding the impacts of development in the watershed, the planners agreed that it depends on the individual and his or her experience as a developer. Developers who have no experience have to be educated throughout the land use process. Developers who have experience either work hard to meet the regulations or to get around them. One planner stated that people say they are environmentalists until you tell them they cannot do something.

Citizens and Developers Working Together

None of the jurisdictions has a mandate for developers to obtain public involvement outside of hearings, yet all of the departments encourage contact with the citizens in the community. They also encourage citizens to contact the developer if they have concerns, instead of relying on the public hearing to voice their opinion. Clackamas County has a brochure with information on their Citizen Participation Organizations and how developers can contact them.

Ordinances to Protect Natural Resources

Most of the jurisdictions have some type of natural resource protection methods in place, yet none of them fully protects the Johnson Creek riparian corridor or the watershed. For example, Milwaukie has the Willamette Greenway Zone and the Natural Resources Overlay Zone. The Willamette Greenway Zone is “to protect, conserve, enhance and maintain the natural, scenic, historic, economic, and recreational qualities of lands along the Willamette River and major courses flowing into the Willamette River.” The Natural Resources Overlay Zone is “to provide protection for natural resources or areas with natural resource values that have been identified by the City as providing benefits to the public.” The City of Portland has environmental conservation and protection overlay zones that restrict or limit development in designated high-value resource areas.

Conclusion

Jurisdictions vary in regulations and methods for inviting citizen involvement. Communication between jurisdictions is limited. The Land Use Network has to create effective communication channels with jurisdictions in order to access and understand the variety of regulations in each jurisdiction. Good communication with individual jurisdictions will lay the groundwork for interjurisdictional communication.

ENVIRONMENTAL GROUPS

The following brief descriptions are meant as introductions to likely partners for the Land Use Network. Partnering with existing organizations can bring expertise, skill, reputation, and constituents to the Land Use Network.



The Portland Audubon Society's mission is to protect wildlife. Their involvement in Metro's Title 3: Water Quality and Flood Management Conservation is a strategy to indirectly benefit wildlife by supporting policy to protect habitat. Water quality and flood management are seen as less politically controversial than wildlife protection. Audubon takes a regional view of issues. It has occasionally been involved in the Johnson Creek Watershed Council. It has offered technical assistance to the Lents Target Area Plan. It has also offered the names of resident Audubon members who live in the watershed for assistance and participation in Council activities. Friends and Advocates of Urban Natural Areas (FAUNA) was a project of Portland Audubon to coordinate Friends groups in the region, in support of the Metro Greenspaces Program in 1994. "The Urban Natural Resource Directory" was one result of that effort. This is a comprehensive listing of environmental organizations in the region.

1000 Friends of Oregon is a land use watchdog group. Its primary mission is to protect farm and forest land. It publishes "The Citizen's Guide to Local Land Use Proceedings."

The Friends of Johnson Creek was founded in 1990. It recently merged with the Springwater Corridor Committee and is now called the Friends of Johnson Creek and Springwater Corridor. Its mission is to improve and protect Johnson Creek and the Springwater Corridor for future generations. The Friends sponsor hikes and cleanups in the watershed.

The Oregon League of Conservation Voters helps to elect pro-environmental candidates to office by providing endorsements and funding. They recruit candidates, plan elections, and maintain voter files. They may be a



resource for local watershed campaigns to elect environmentally friendly commissioners.

The River Network is a national nonprofit organization whose mission is to help people organize to protect and restore rivers and watersheds. It supports river and watershed advocates at the local, state and regional levels by helping them build effective organizations. They also promote connecting environmental groups to build a nationwide movement for rivers and watersheds.

Conclusion

Although each environmental group has its specific concerns in the Johnson Creek Watershed, together several themes emerge. All are involved in networks that provide information on various environmental issues. All can offer a national perspective on local land development and conservation issues. As membership organizations, they can provide local member support for and involvement in Network activities. They are intrigued with the Land Use Network idea and can readily see ways of participating through referral of their services.

PLANNING CONSULTANTS

The WNG interviewed three planning consultants from firms that work for developers in the watershed. The WNG chose to interview consultants rather than developers because consultants are much more familiar with the watershed and have a variety of experiences in land use development. Two themes emerged from the

interviews. First, it is extremely expensive to develop near the creek. Second, the consultants feel they have strong connections to the community.

Not only is it expensive to develop near the creek, but the expense comes early in the process. Developers must hire a water resources engineer to evaluate the adverse effects caused by the development before they are allowed to submit an application. This improves the jurisdiction's efficiency in processing the application, yet leads to problems in citizen participation. The developer has already had to invest in the cost of the application. If citizens in the community are not able to give input until after the application is accepted, their concerns are not likely to be accommodated.

Consultants play the role of mediator among the developer, the jurisdiction, and the community. Consultants realize that if a community is not supportive of the project, there could be roadblocks as the process progresses; therefore, many consulting firms have some type of network in place to solicit input from the community. Their contacts usually consist of Neighborhood Associations or Citizen Participation Organizations. Community meetings are not held for every project, but rather for those recommended by the jurisdiction or for those that need support.

Conclusion

The consultants the WNG interviewed are open to community input, although they stated that their current community involvement contacts were sufficient for their needs. The consultants also said that the Network would help citizens contact them in an appropriate manner. However, they were not particularly interested in further outreach efforts.

FOCUS GROUPS

The purpose of the focus groups was to solicit evaluations from citizen involvement professionals and watershed advocate organizers of the WNG's preliminary proposal for a Land Use Network. In addition, the WNG sought insight from the professionals and organizers into several issues identified as potential problem areas for the Network. The WNG incorporated these evaluations and insights into the plan for the Network. Specific tools were also identified for implementing the Network.

FOCUS GROUP COMPOSITION AND PROCEDURE

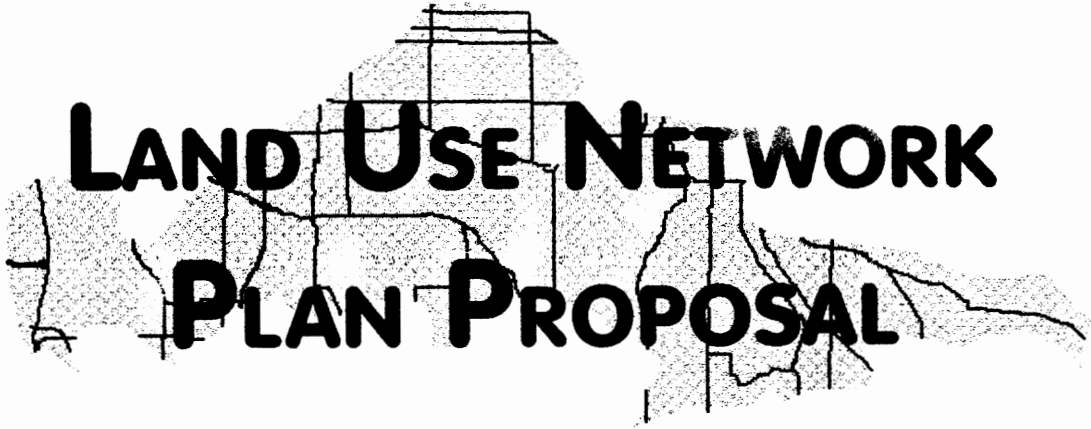
The WNG held two focus group sessions. The citizen-involvement professionals were represented by Kay Foetisch, the Citizen Involvement Coordinator for the City of Gresham; Michelle Gregory, the Neighborhood Services Coordinator for the City of Milwaukie; and Patt Opdyke, the Program Coordinator for Streamworks. Streamworks is a program of the East Multnomah Soil & Water Conservation District and organizes citizens for stream stewardship in rural and urbanizing watersheds outside the Portland city limits. These professionals' work covers half the geographic area of the Johnson Creek Watershed.

The watershed advocate organizers were represented by Michael Carlson, who is a long time organizer in the Johnson Creek Watershed; Maggie Collins, who is the Director of Community Development for the City of Milwaukie; and Alex Welsch who is currently working with the Fanno Creek watershed assessing stewardship effectiveness. These work of these professionals represents several years of experience in watershed advocacy.

The focus group sessions lasted an hour and half each. The discussions were guided by a set of topics, but participants were encouraged to influence the discussion.

The topics introduced by the WNG for discussions were issues that had surfaced during interviews with stakeholders in the watershed. These topics were related to leadership, membership, communication, education, information, and evaluation of issues. The information provided by the focus groups is included in the implementation strategies of the plan for the Land Use Network.





LAND USE NETWORK PLAN PROPOSAL

This section contains the Land Use Network plan proposal. It includes two sections. The first section contains the Land Use Network Framework diagram with brief descriptions of its functions. The second section contains implementation issues, recommendations and actions for the Land Use Network.

LAND USE NETWORK FRAMEWORK DIAGRAM

The Land Use Network Framework diagram, illustrated on page 51, was developed to show how the Network would be structured to respond to land use issues and promote policy change. This section gives a brief description of the meaning of each box in the diagram.

Monitoring

This box represents the information channeled into the Network from monitoring the watershed. Information brought to the Network forms the issues the Network undertakes. This information can come from a variety of sources: planners, Network members, and notices. This section also includes monitoring the watershed for environmental quality issues and regulatory violations.

The Network

This box represents the Network structure, which consists of members and processes that assist the Network in carrying out its functions.

Education/Information

This box represents the need for education and for dissemination of information to occur prior to and during the review of potential issues.

Issue Identification and Evaluation of Goals

All issues presented to the Network will need to be evaluated to assess their validity and relevance to Network goals. If the issue passes evaluation, the Network then decides what type of process and actions apply. There are two major points of access into the land use planning process: 1) planning initiatives, and 2) development review. The responses for each are very different.

Planning Initiatives

Involvement in long range planning processes is a proactive side of the Network. Planning initiatives include developing regulations and reviewing plans.

Advocate Goals

Members can get involved in planning initiatives to promote the goals of the Network in local and regional plans. Members can also advocate Network goals during the development of regulation and periodic review of plans.

Land Use Review

Involvement in the land use review process is a reactive side of the Network. Citizens review development applications and respond to issues of

relevance to the Network.

Comply with Network Goals

Members of the Network check development applications for compliance with Network goals. If the application complies with the Network goals, the process is over. If not, the Network goes on to check compliance with jurisdictional code.

Comply with Code

Jurisdictions must accept applications that meet their code requirements. If the application does not meet code requirements, then the Network can take action against that application. If the application does comply with code but not with the Network goals, then the Network encourages policy review in that jurisdiction.

Intervention

If a land use application does not comply with code and does not meet the Network's goal, the Network can intervene regarding that application. Interventions include testifying at jurisdiction hearings, writing letters to decision-makers, and showing public support for meeting Network goals through a show of numbers at hearings.

Policy Review

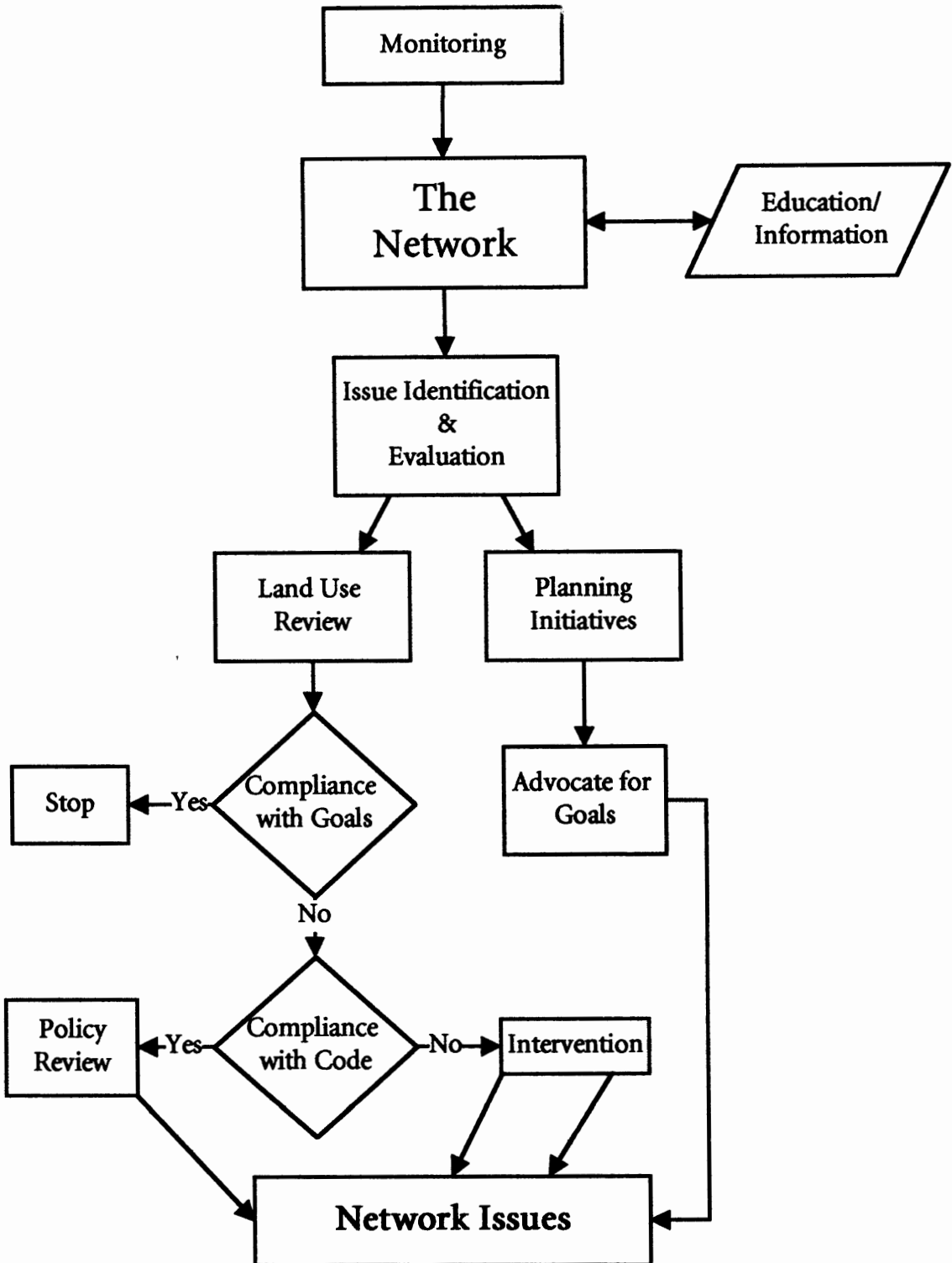
When a land use application complies with code but does not meet the goals of the Network, the Network can encourage policy review in that jurisdiction by writing letters to policy-makers, testifying at hearings, and getting involved in planning initiatives.

New and Continuing Issues

Involvement in planning initiatives and land use review will create new and continuing issues for the Network and start the process over again.



Land Use Network Framework Diagram



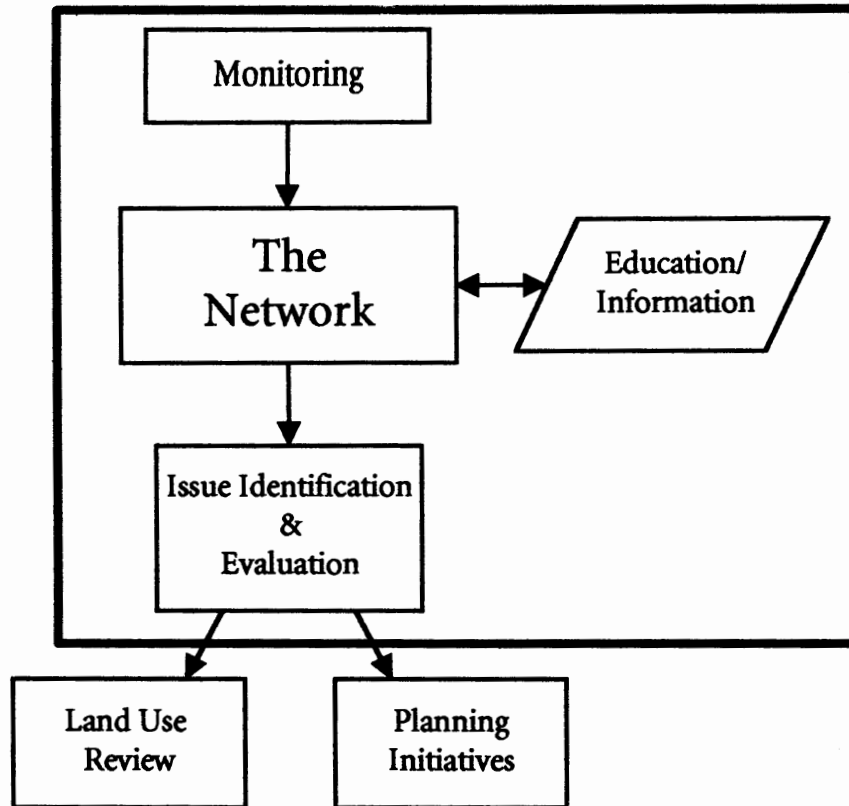
IMPLEMENTATION ISSUES: RECOMMENDATIONS AND ACTIONS

This section is designed to follow the Network Framework Structure diagram illustrated on page 51. Each subsection explains the function and issues for implementation of the items in the boxes in the illustration. This section is divided into two parts. Part one covers the Network structure implementation, and part two covers planning-process participation. The first section describes issues relevant to the internal framework of the Network. The second section addresses the external involvement of the Network members in planning and policy-making processes.

FUNCTIONS OF THE LAND USE NETWORK STRUCTURE

This section identifies the functions of the Land Use Network Structure. The Network structure is made up of the members of the Network, patterns of interaction, and means of obtaining and processing information. The Network structure also addresses means of educating members of the Network so they can effectively act within the land use planning process. This section is broken into four categories. The first is the Monitoring function, which represents the information brought into the Network by Network members and the community. The second is the Network structure, which represents the basic internal functions of the Network. The third addresses the education and information the Network needs. The final category addresses issues pertaining to citizen involvement in the Land Use Network. Each category contains descriptions of the functions, issues and suggested actions as they pertain to the Network.

Network Framework Diagram



MONITORING

Function

Monitoring the watershed for land use actions and issues will provide the Network with information about issues that are important to the Network. Monitoring is also important for implementation and enforcement of municipal and environmental plans. This section highlights the importance of the monitoring function of the Land Use Network.

Issues

The Network will need to establish methods for obtaining information on land use reviews and policy actions. Monitoring for environmentally sound development practices will require the identification of beneficial and detrimental practices. The Network will need to have a means of educating members so as to be able to monitor developments for violations of code. Some violations are easy to spot, such as sedimentation and runoff. Others, such as violations to environmental zone regulations, might be more difficult for citizens to identify.

Monitoring Actions

- Develop a program for obtaining information on land use and policy reviews.
- Develop a program for monitoring development practices.
- Develop a program to train citizens to recognize erosion problems.
- Develop a checklist for Land Use Chairs to use to easily identify sites or activities of concern to the Network.
- Educate members who want to monitor development in their jurisdiction about the specifics of development related code in their jurisdiction.
- Maintain a database of numbers to call to report code violations
- Develop benchmarks for sustainable development in the watershed. For example:
 1. Water quality (temperature, total daily maximum load, turbidity).
 2. Percent impervious surface (new development, watershed total).
 3. Percent developments cited for siltation offences.
 4. Percent new units in cluster development.
 5. Measures of citizen participation.
 6. Measures of business involvement/investment.
 7. Measures of citizen complaints or land use challenges.
- Define short-term and long-term monitoring goals for the Network

Function

Network structure refers to the internal structure of the Network that will help the Network organize and build the capacity to achieve its goals. The Network will face several challenges in forming and maintaining a citizen participation organization. This section will address how the Network can approach these challenges.

Issues

Citizen participation organizations face interpersonal challenges due to the variety of personalities that can become involved in the organization. Personal agendas and misinformation have the potential to disrupt citizen participation organizations. The Network will need to develop strategies for dealing with bad information and personal agendas. The best approach for the Network is to anticipate these issues and have strategies for dealing with them.

Time is a big issue for citizen participation organizations, and it will be for the Network. The original idea was to utilize existing Land Use Chairs of Neighborhood Associations in the watershed to create the Network. Neighborhood Chairs and Land Use Chairs are already very busy and generally lack extra time. The Network might address this by seeking a representative from each neighborhood that is not the Land Use Chair or the Neighborhood Association Chair. The representative should also have an environmental commitment and share the Network's goals.

Most people lead busy lives. They value their time and want to feel their contribution to an organization is worthwhile. The Network might consider assessing the level of time commitment members can make and give them tasks that are appropriate for that commitment. The Network will need to develop a variety of action-oriented tasks so members have a choice of specific



ways to participate with varying levels of time commitment.

The watershed is a large area and contains many diverse issues. The Network will have a better chance of succeeding if it starts small and creates a foundation for growth. The Network should start by focusing on a limited number of neighborhoods and a small number of target actions. The Network can then develop benchmarks that must be achieved before attempting to expand the functions of the Network. The Network should also develop a strategic implementation plan that addresses short-term and long-term goals.

A host for the Network will be critical to providing the structure that the Network needs. The host should provide technical, financial and organizational support for the Network.

The Johnson Creek Watershed Council is the most obvious host for the Network. Unfortunately, the Watershed Council does not currently have the capacity to carry out a Network. If the Watershed Council wants to host the Network it will need to look for additional funding sources to provide capacity for the Network.

Communication is at the heart of the Network. There is currently a lack of communication among stakeholders across the watershed. There is also a general lack of trust. The lack of trust interferes with communication and discourages citizen participation. If implemented, the Network will improve communication around land use issues in the watershed. Trust must come from the Network's diligence in educating its members, in verifying the validity of the information it gathers, and in distributing information that is both reliable and current.

NETWORK STRUCTURE ACTIONS

- Develop ground rules for meetings and bylaws for organization. Make someone responsible for fact-checking all information coming into the Network.
- Maintain a good reputation. Monitor the activities that are undertaken in the name of the Network in a way that fosters good relationships with all stakeholder groups.
- Attend Neighborhood Association meetings to find out who is interested in being involved in the Network from each neighborhood. Give a presentation on what the Network will do and pass around interest sheets.
- Provide all new members interest sheets to fill out. Compile results of interest sheets onto a database. Contact members primarily when issues of interest to them arise that meet their time constraints.
- Maintain database of Network participants. Communicate with Network members through a newsletter, phone-tree, and electronic methods.
- Hold a yearly conference to educate members and build relationships.
- Create subcommittees for each branch of the Network. Identify specific tasks for each subcommittee. Outline duties of each task and fill positions with volunteers.
- Start the Network around a specific issue such as the master planning of urban reserve 5. Begin by organizing neighborhoods closest to reserve 5.
- Develop a strategic plan for the Network and prioritize issues. Evaluate issues for both the long-term (proactive) and short-term (reactive) goals of the Network.
- Apply for a grant to support one to two staff members to implement the Land Use Network. A private sector sponsor could also be considered for funding. A membership with a small annual dues can add political credibility.
- Sign up on appropriate mailing lists and contact appropriate stakeholders when necessary.
- Promote communication that maintains the integrity of the Network. Provide relevant, accurate information to its members. Educate members on how to work within the planning process.
- Define short-term and long-term goals for the Network.

EDUCATION AND INFORMATION

Function

This section will address the role of education and information in the Network. The Network will need to educate and inform members of the Network, policy makers, planners, and developers. Education will play a primary role in the effectiveness of the Network members in the planning process. The Network will need to be able to disseminate information quickly and across a large area.

Issues

Citizens must be well informed in order for their participation to be effective. Currently, many citizens have limited understanding of land use issues and planning processes. The Network will need to develop an ongoing education program for its members, who in turn can then educate other stakeholders within the process about environmentally sound development practices. The Network will need to build partnerships with other community organizations that have information and the capacity to educate the members of the Network.

Watershed awareness will be critical in forming and maintaining participation in the Network. People's perceptions of the creek and the watershed vary depending on their location to the creek. Some citizens even see the creek as a negative feature. The Network will need to educate members of Neighborhood Associations on a watershed perspective in order to gain support. Issues of the Network will need to be relevant to those who do not live near the creek. This can be done by promoting the benefits of environmentally

sound development throughout the watershed, not just in the creek corridor. Education about the creek and its positive features and potential also need to be included in the Network. The Network may want to assess citizen's existing values related to living in the watershed in order to promote positive community values within the Network.

EDUCATION AND INFORMATION ACTION ITEMS

- Maintain a library of documents that educate members on planning processes.
- Offer training or information on how to get training in the planning process, watershed protection and water quality monitoring. Focus education to train for specific tasks. Start with concrete concepts, such as sediment, and avoid more abstract concepts, such as sustainability.
- Form partnerships with organizations that specialize in land use processes, citizen participation, and environmentally sound development. Create partnerships with schools, environmental groups, and businesses to broaden participation.
- Maintain a database of existing groups who have expertise in issues relevant to the Network.
- Attend Neighborhood Association meetings and give presentations on watershed awareness in conjunction with the recruitment process. Presentations could include an interesting display with printed materials to be made available before the meeting. The presentation itself might be given just before a break, to allow interested individuals to use the break to connect with the presenters while the subject is still fresh.
- Survey Neighborhood Association member's existing values related to living in the watershed. Using survey results, find like values between community and Network and promote those values within the community.
- Work in conjunction with the Watershed Stewardship Committee in the Johnson Creek Watershed Council, to promote the positive aspects of creating environmentally sound development in the watershed.
- Perform a community visioning process. Include a positive future vision of the creek corridor and watershed. From the visioning process, the Network should develop the key values and issues that the Network supports.
- Define short-term and long-term education and information goals for the Network

CITIZEN INVOLVEMENT

Functions

Citizen involvement will be important to all aspects of the Network. The Network will function only if citizens become involved in it and are devoted to its goals. Citizen participation organizations depend on time contributions from volunteers. This dependence will provide a continuous challenge for the Network.

Issues

Citizen participation tends to be issue-driven. This means that the Network will have to develop strategies for maintaining participation. Focusing on specific issues and projects that are relevant to the communities in the watershed is one method for doing this. Linking Network goals with broader community goals will help promote participation.

Leadership in citizen participation organizations often determines level of participation. The Network will require a good leader who understands land use issues and procedures and knows how to organize, motivate, and network. A capacity to look far ahead is required to be strategic. The Network should also be aware of existing leaders and organizers in the watershed. This could be accomplished by performing a political assessment of activists in the watershed that would help identify potential leaders and organizers for the Network. These people could be a great asset in building the capacity of the Network. The Network will also have to be flexible to cope with the variability of leadership in the Neighborhood Associations.

There is a lack of grassroots organizing around land use issues in the watershed. Some watersheds have devel-



oped grassroots organizations that promote environmentally sound development. The Johnson Creek Watershed Council developed the Network idea in order to organize existing Neighborhood Associations. These organizations were created primarily by jurisdictions to meet state requirements. Organizing within these organizations will require a combination of grassroots capacity building and organizational direction. Members of Neighborhood Associations are interested in a Land Use Network but said they wanted direction in becoming involved. At the same time, Neighborhood Association members have interests and goals that need to be incorporated into the Network. The members of the Network should have a role in shaping the direction of the Network. This will maintain the accountability of the Network to the residents of the watershed.

CITIZEN INVOLVEMENT ACTIONS

- Develop specific actions that relate to issues of importance to members of the Network.
- Hire an organizer that has strong leadership qualities.
- Attend Neighborhood Association meetings and identify those interested in the Network. From those interested parties, identify those with leadership and organizer skills. Attempt to recruit a core group, preferably with at least one representative from each neighborhood for long-term implementation of the Network.
- Sign up each Network member on jurisdiction notification lists for their neighborhood and jurisdiction. Members inform the Network when relevant issues arise.
- Allow the Network members to shape the direction of the Network through development and review of Network goals and actions.
- Develop the Network as part of the Johnson Creek Watershed Council.



PLANNING PROCESS PARTICIPATION: FUNCTIONS, ISSUES, AND ACTIONS

This section identifies how the Land Use Network will participate in planning processes and is broken down into two categories. The first category addresses how the Network will function in the land use review process. The second category outlines how the Network will participate in the policy review process.

LAND USE REVIEW

Function

Land use review refers to the reactive function of reviewing land use application notices to see if they coincide or conflict with the Network's goals. It is through this function that the Network can participate in the planning process by way of writing letters of concern, testifying at public hearings and negotiating with planning staff and developers.

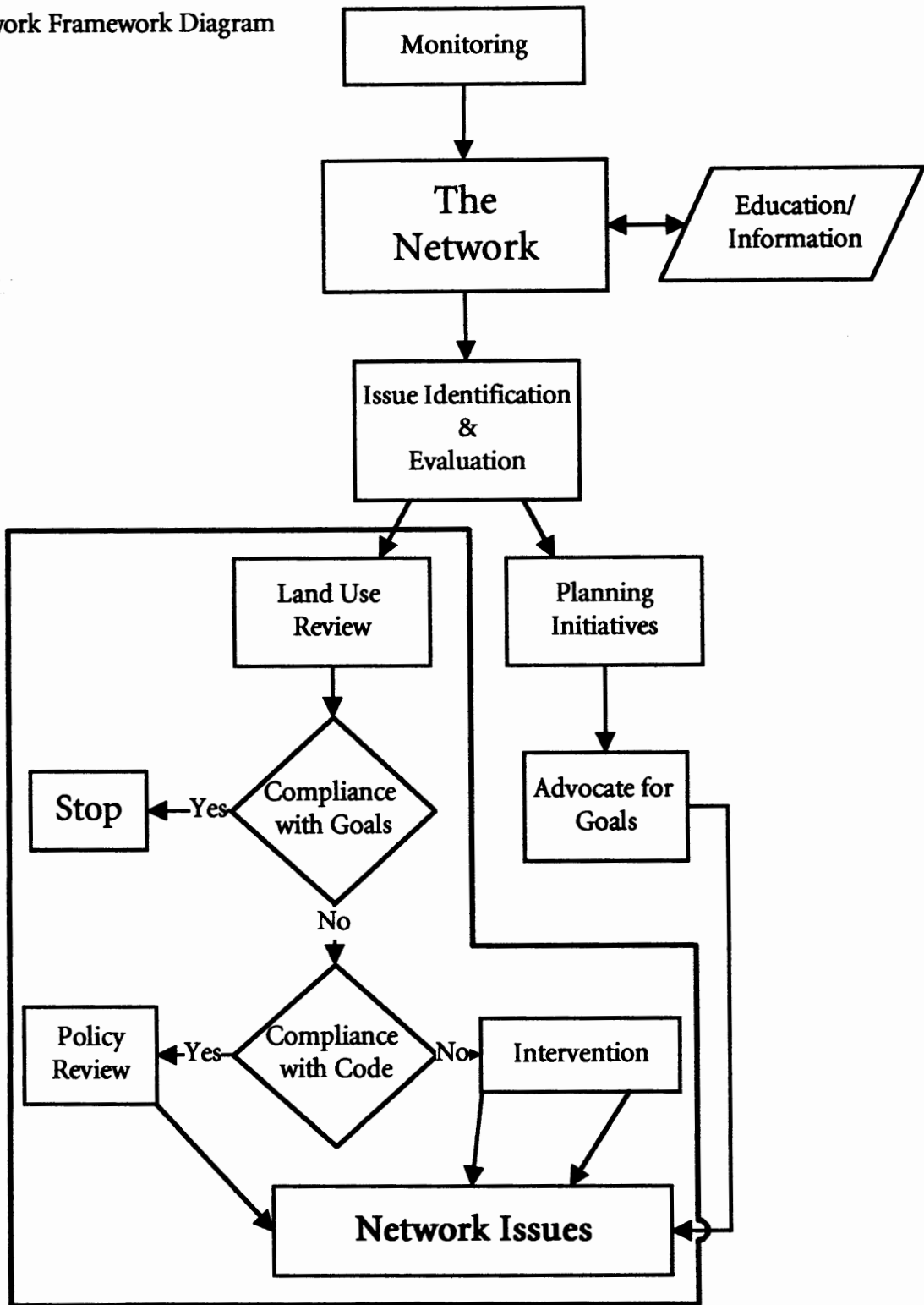
Issues

Citizen participation in the planning process usually occurs after the land use application has been submitted. When citizens attempt to protest specific developments, they are met with many challenges. The most difficult of these challenges is the unfamiliarity with the "rules" of the planning process. In addition, many citizens are intimidated by the formalities of the process, namely public hearings. Even when citizens are able to figure out procedures well enough to participate, often times they lack the comprehensive understanding it takes to give meaningful input.

In the unusual case that a citizen becomes familiar with reviewing land use applications, the amount of effort required to give meaningful input often causes burnout. This is especially true if a citizen is alone in the process.



Network Framework Diagram



The reason for quick burnout can be attributed to the fact that it is a never-ending, time consuming process and the results are few and far between. Citizens that are functioning within a group are much less likely to burn out. Groups are also more visible than individuals in the community and are thus more able to gain political support.

In the Johnson Creek Watershed an additional issue is raised; the lack of coordination among the jurisdictions. This puts another layer of responsibility upon citizens. Now, not only must they check to see how a development affects the immediate neighborhood, but also how it affects the rest of the watershed. Related to this is the compounded effects of developments throughout the watershed. If the jurisdictions are not taking the initiative to oversee the entire watershed, the Land Use Network must provide this function.

COMPLY WITH GOALS

Function

Compliance with goals refers to the compliance of the land use application with the goals of the Land Use Network.

Issues

Throughout the watershed issues vary depending on what level of development exists and what types of development are being proposed. Often times these issues are not directly related to the sustainability of the watershed. In order for the Network to be successful, citizens must be able to identify what types of issues will make the most impact in terms of sustainable development.

In order to monitor land use applications for compliance with the Network's goals sustainable development criteria need to be established. If a development meets the criteria, the Network could give that development a "green seal of approval." This could create an incentive

for developers to build environmentally sound developments. Following is an example of potential criteria:

1. Erosion control and storm water retention facilities.
2. Setbacks from open space and critical habitat.
3. Amount of impervious surfaces.
4. Tree and vegetation removal.
5. Use of native vegetation in landscape design.
6. Cluster development that preserves critical habitat areas.
7. Innovative environmental designs such as green roofs.

COMPLY WITH CODES

Function

Compliance with codes refers to the compliance of a land use application with the jurisdiction's zoning code. Planning staff will do this upon the receipt of an application yet many of the codes can be interpreted in more than one way.

Issues

Zoning codes differ from jurisdiction to jurisdiction and the six cities and counties represented in the Johnson Creek watershed are no exception. There are similarities among the codes, yet each is also very different in details regarding land use. This fact creates two challenges for the Network. First, it is necessary to have members that have an intimate understanding of these codes and are able to relay the information to concerned citizens. Second, because each jurisdiction deals with land use in a different way, the Network members must be aware of the level to which the city or county protects natural resources and how to use this to their advantage.

In order to check the compliance of the application with the zoning code, the "criteria for approval" must be



reviewed. These criteria vary depending on the type of land use action. If the criteria are not met, it is necessary to bring this to the attention of the planning staff. If the land use proposal is a permitted use and meets all of the criteria for approval, a citizen may testify against it using the goals of the Land Use Network as the defense. If the citizen does not use an argument that is directly addressed in the code, it is less likely that his or her input will have an effect on whether the application is approved. In this case it would be more beneficial to use the proposal as a case study when attempting to amend policies.

POLICY REVIEW

Function

Policy review refers to promoting policy change that concurs with Network goals. One method to accomplish policy review is to gather case studies of land use development that meet current codes within jurisdictions but conflict with the Land Use Network's goals. These case studies can be presented to policy-makers.

Issues

As it stands, many land use proposals with poor development practices are approved because they meet the current codes. For citizens to change these codes, they must gather enough information to challenge the policy. This is extremely difficult to do as an individual, yet is more attainable by a group such as the Land Use Network.

When a development complies with current policy yet conflicts with the Network's goals it is necessary to challenge the policy. In order to do this, the Network must collect data, case studies, and expert opinions. In the Johnson Creek Watershed, it may be appropriate to compare one jurisdiction's policies with those of another to illustrate preferred policies for natural resource protection.



INTERVENTION

Function

Intervention refers to the function of citizen participation in the land use review process.

Issues

As stated previously, the majority of the issues concerning intervention revolve around the recurring situation of citizens not fully comprehending the planning process or where and when their participation is needed.

The type of land use proposal is important because it determines where and when public involvement is allowed in the decision making process. The three main types of land use procedures are administrative, quasi-judicial, and legislative. The administrative process is for routine proposals, for example, a minor land partition where a public hearing is not required. The quasi-judicial process is for proposals that are site-specific, for example, a subdivision where a public hearing is usually held. The legislative process is for proposals that affect the legal language of a code, therefore affecting the entire jurisdiction. In these cases a public hearing is mandatory. Most types of land use procedures require some type of public notification.

Local governments have a variety of notification procedures, depending on the type of land use application submitted. The most common form of public notice is a written notice sent to neighbors within a specified distance from the proposed for development. Other forms of notice include signs placed on the property of the proposed development, and published notices in the newspaper.

Upon notification, the public has fourteen days to submit comment to the planning staff. A good proce-



dure for providing meaningful comment is to first look over the notice thoroughly and then speak with the staff member that is processing the application about concerns you have with the project. Follow this conversation with a letter to the staff member, either supporting the project or summarizing any concerns clearly and concisely.



LAND USE REVIEW ACTIONS

Education and Information

- Train citizens on how to effectively participate in land use review
- Have a comprehensive understanding of the each zoning code.
- Collect case studies to use toward policy amendments.
- Collect copies of each jurisdiction's zoning code or equivalent.
- Create a committee to oversee the land use review process.
- Confirm that the Network and/or other community organizations are properly informed of relevant development applications.
- Record innovative development practices that encourage sustainable development.
- Create sustainable development criteria.
- Compare policies in each jurisdiction for its effectiveness in creating sustainable development.
- Collect maps from each jurisdiction depicting what lands are protected as natural resources.

Intervention

- Submit written concerns where applicable.
- Testify at public hearings when applicable.
- Be involved in the pre-application process.
- Activate a group of "experts" to testify on critical developments.
- Advocate for the increased protection of natural resources not currently covered by "environmental zones".
- Implement a Green Seal of Approval program.
- Review applications for compliance or conflicts with the Network's goals.



PLANNING INITIATIVES

Function

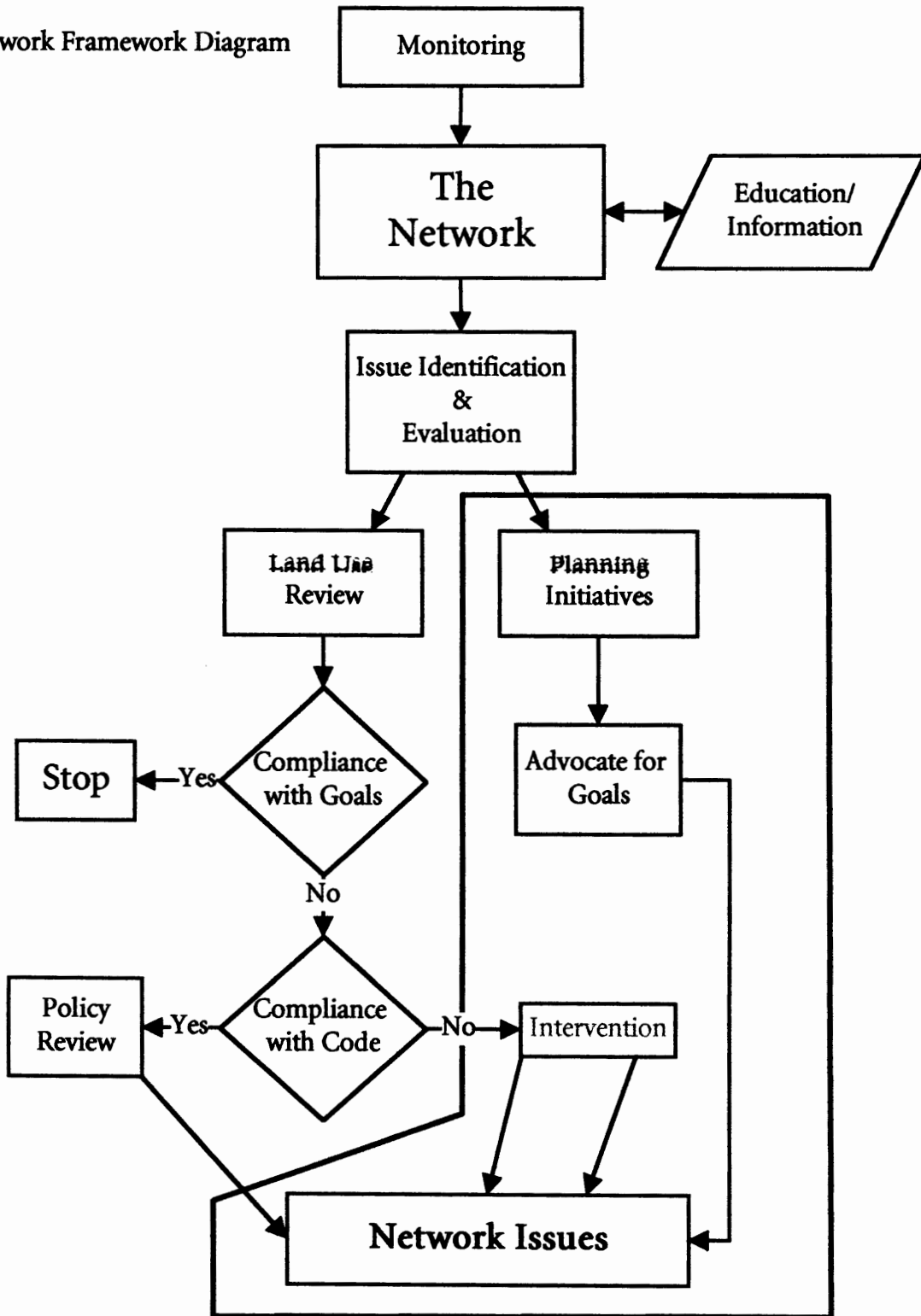
The Planning Initiatives function refers to the process of advocating the goals of the Network in all stages of long-range plan development.

Issues

Across the watershed, at both the government level and the grassroots level, the Johnson Creek Watershed is not adequately represented. This can be attributed to the general lack of meaningful involvement at the planning initiative level. Because the Johnson Creek Watershed has multiple stakeholders, it is important to promote communication and understanding among the neighborhoods and jurisdictions. There are relatively few citizens, organizations or jurisdictions that recognize they are part of the watershed and that their actions not only affect their immediate neighbors but also those up and down stream.



Network Framework Diagram



PLANNING INITIATIVE ACTIONS:

- Create a list of citizen participation opportunities throughout the watershed.
- Gather information on urban reserve 5 planning initiatives.
- Seek out opportunities to participate in Citizen Advisory or Involvement Committees.
- Collect and coordinate case studies with the intent of amending current policies.
- Develop relationships with the planning staff in each jurisdiction.
- Pre-plan for next comprehensive plan review.
- Use case studies as leverage in amending policy at a local level.
- Contact land owners whose property is likely to be developed and encourage use of sustainable development practices.
- Advocate for planner involvement in regular community forums.
- Create a support network of environmental groups and political figures.
- Advocate for the promotion of sustainable development in community plans.
- Establish and monitor benchmarks for sustainable watershed development.

Suggested benchmarks are:

1. Water quality (temperature, total daily maximum loads for sediment, turbidity).
2. Percent of watershed covered with impervious surfaces.
3. Percentage of developments cited for siltation offenses.
4. Percentage of new units in cluster-type developments.

- Define short-term and long-term goals for the network.



IMPLEMENTATION ACTION SUMMARY

The following summarizes the Network implementation actions and notes whether the action might be thought of as generally short-term, long-term, or on-going.

ACTIONS: SHORT-TERM

Monitoring Actions

- ◆ Develop a program for obtaining information on land use and policy reviews.
- ◆ Develop benchmarks for sustainable development in the watershed.

Network Structure Actions

- ◆ Develop ground rules for meetings and by laws for organization.
- ◆ Make someone responsible for fact-checking all information coming into the network.
- ◆ Create subcommittees for each branch of the network. Identify specific tasks for each subcommittee.
- ◆ Sign up on appropriate mailing lists and contact appropriate stakeholder when necessary.
- ◆ Provide relevant, accurate information to Network members. Educate members on how to work within the planning process.
- ◆ Define short-term and long-term goals for the network
- ◆ Start the network around a specific issue such as the master planning of urban reserve 5. Begin by organizing neighborhoods closest to reserve 5.
- ◆ Apply for a grant to support one to two staff members to implement the land use network.

Education And Information Actions

- ◆ Survey Neighborhood Association member's existing values related to living in the watershed.

Citizen Involvement Actions

- ◆ Hire an organizer that has strong leadership qualities.
- ◆ Develop the Network as part of the Johnson Creek Watershed Council.

Land Use Review Actions: Education and Information

- ◆ Collect copies of each jurisdictions zoning code or equivalent.
- ◆ Create committee to oversee the land use review process.
- ◆ Create sustainable development criteria.

Planning Initiative Actions

- ◆ Gather information on urban reserve 5 planning initiatives.



ACTIONS: LONG-TERM

Monitoring Actions

- ◆ Develop a program for monitoring development practices.
- ◆ Develop a checklist for land use chairs to use to easily identify sites or activities of concern to the network.

Education And Information Actions

- ◆ Perform a community visioning process.

Land Use Review Actions

- ◆ Activate a group of “experts” to testify on critical developments.
- ◆ Advocate for the increased protection of natural resources not currently covered by “environmental zones”.
- ◆ Implement green seal of approval program.

Planning Initiative Actions

- ◆ Pre-plan for next comprehensive plan review.
- ◆ Use case studies as leverage in amending policy at a local level.
- ◆ Contact land owners whose property is likely to be developed and encourage use of sustainable development practices.
- ◆ Advocate for planner involvement in regular community forums.



- ◆ Create a support network of environmental groups and political figures

ACTIONS: ONGOING

Monitoring Actions

- ◆ Define short-term and long-term monitoring goals for the Network
- ◆ Maintain a database of numbers to call to report code violations.
- ◆ Educate members who want to monitor development in their jurisdiction about the specifics of development related code in their jurisdictions

Network Structure Actions

- ◆ Develop ground rules for meetings and bylaws for organization.
- ◆ Make someone responsible for fact-checking all information coming into the network.
- ◆ Monitor the activities that are undertaken in the name of the network in a way that fosters good relationships with all stakeholder groups.
- ◆ Attend Neighborhood Association meetings to find out who is interested in being involved in the network from each neighborhood. Give a presentation on what the network will do and pass around interest sheets.
- ◆ Give new members interest sheets to fill out. Compile results of interest sheets onto a database. Contact members primarily when issues of interest to them arise that meet their time constraints.
- ◆ Maintain database of network participants.
- ◆ Communicate with network members through a newsletter, phone-tree, and electronic methods.
- ◆ Hold a yearly conference to educate members and build relationships.
- ◆ Outline duties of each task and fill positions with volunteers.
- ◆ Develop a strategic plan for the network and prioritize issues.
- ◆ Evaluate issues for both the long-term (proactive) and short-term (reactive) goals of the network.



Education And Information Actions

- ◆ Maintain a library of documents that educate members on planning processes.
- ◆ Offer training or information on how to get training in the planning process, watershed protection and water quality monitoring.
- ◆ Form partnerships with organizations that specialize in land use processes, citizen participation, and environmentally sound development.
- ◆ Create partnerships with schools, environmental groups and businesses to broaden participation.
- ◆ Maintain a database of existing groups who have expertise in issues relevant to the network.
- ◆ Attend Neighborhood Association meetings and give presentations on watershed awareness in conjunction with the recruitment process.
- ◆ Find like values between community and Network and promote those values within the community.
- ◆ Work in conjunction with the Watershed Stewardship committee in the Johnson Creek Watershed Council to promote the positive aspects of creating environmentally sound development in the watershed.
- ◆ Define short-term and long-term education and information goals for the network

Citizen Involvement Actions

- ◆ Develop specific actions that relate to issues of importance to members of the Network.
- ◆ Attend Neighborhood Association meetings and identify those interested in the Network. From those interested parties, identify those with leadership and organizer skills. Attempt to recruit a core group, preferably with at least one representative from each neighborhood for long-term implementation of the Network.
- ◆ Sign up each Network member on jurisdiction notification lists for their neighborhood and jurisdiction.
- ◆ Allow Network members to shape the direction of the Network through development and review of Network goals and actions.



Land Use Review Actions: Education and Information

- ◆ Train citizens on how to effectively participate in land use review
- ◆ Have a comprehensive understanding of the each zoning code.
- ◆ Collect case studies to use toward policy amendments.
- ◆ Confirm that the Network and/or other community organizations are properly informed of relevant development applications.
- ◆ Record innovative development practices that encourage sustainable development.
- ◆ Compare policies in each jurisdiction for its effectiveness in creating sustainable development.
- ◆ Collect maps from each jurisdiction depicting what lands are protected as natural resources.

Land Use Review Actions

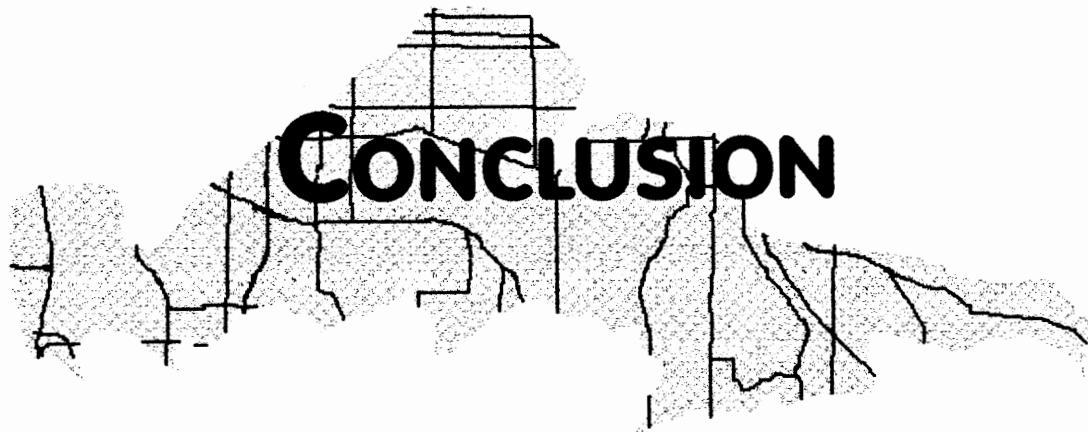
- ◆ Submit written concern where applicable.
- ◆ Testify at public hearings when applicable.
- ◆ Be involved in the pre-application process.
- ◆ Review applications for compliance or conflicts with the network's goals.

Planning Initiative Actions

- ◆ Create a list of citizen participation opportunities throughout the watershed.
- ◆ Seek out opportunities to participate in Citizen Advisory or Involvement Committees.
- ◆ Collect and coordinate case studies with the intent of amending current policies.
- ◆ Develop relationships with the planning staff in each jurisdiction.
- ◆ Advocate for the promotion of sustainable development in community plans.
- ◆ Establish and monitor benchmarks for sustainable watershed development.







The Land Use Network has great potential to promote a watershed perspective in the land use planning process. The idea for the Network is innovative in its goal to unite citizens to participate throughout the Johnson Creek Watershed to promote environmentally sound development from a watershed perspective

in the land use planning arena. The Johnson Creek Watershed is an interesting place for this to happen. Despite years of planning in the Johnson Creek Watershed, the local jurisdictions and Neighborhood Associations do not address land use issues from a watershed perspective. The Johnson Creek Watershed Council could be the group to unite the Neighborhood Associations in the watershed, and eventually the jurisdictions, to view land use issues with the health of the watershed in mind. The Land Use Network plan will facilitate this process.

The process of developing the Network will be a challenge. It will require obtaining stable funding, good leadership, and a great deal of education. The challenging work of developing the Network has potential to produce positive results in the watershed. Developments in the watershed could be built to have less of an impact on watershed health. Hosting the Land Use Network could benefit to the Council by providing more support for its organizational goals. The Council will need more resources to support wise land use in the watershed as development pressures continue to rise.

The Watershed Network Group (WNG) views the Land Use Network as a citizen organization with local control. The WNG has developed many goals and recommendations for the Network but these are not intended to be the end of the story. The citizens who become



Conclusion

involved in the Network should take ownership of the Network and shape the goals to suit their vision of sustainable development in the Johnson Creek Watershed. The WNG has acted as a consultant to the Johnson Creek Watershed Council and as watershed planning advocates during the planning process for the Network. The members of the WNG do not pretend to represent the interests of the citizens in the watershed. The WNG hopes that the members of the Network will take ownership of their organization. A workable Network will be one that is developed by those within the Watershed, who know best what will work for them.



REFERENCES

- Audubon Society of Portland. Urban Natural Resource Directory for the Portland-Vancouver Metropolitan Region. Audubon Society of Portland. 1996.
- Burke, Carolyn Jean. Living with Stormwater: Facilitating Integrative Stormwater Management. University of Oregon Master's Thesis, Eugene, OR. 1997
- Carter, Thomas. Estimating Watershed Effects From Development, with an Example Using Urban Reserve Number Five. Portland State University Field Area Paper, Portland, OR. 1997.
- Cary, Lee, Editor. Community Development as a Process. University of Missouri Press: Columbia, Missouri. 1970.
- City of Gresham. How to Play the Planning Game: A Guide to Effective Citizen Involvement in Land Use Decision Making. City of Gresham: Gresham, Oregon. 1994.
- Hersperger, Anna M. Landscape Ecology and Its Potential Application to Planning, Journal of Planning Literature, Vol. 9, No. 1. 1994.
- Hornik, Robert. Development Communication: Information, Agriculture, and Nutrition in the Third World. New York: Longman. 1988.
- Johnson Creek Corridor Committee. Technical Support Document for the Johnson Creek Resources Management Plan. Woodward-Clyde Consultants: Portland, Oregon. 1994.
- _____. Johnson Creek Resources Management Plan. Woodward-Clyde Consultants: Portland, Oregon. 1995.
- League of Women Voters. Land Use in Oregon: Growth and Change. League of Women Voters: Salem, Oregon. 1995.
- Maser, Chris. Resolving Environment Conflict: Towards Sustainable Community Development. St. Lucie Press: Delray Beach, Florida. 1996.
- Metro. Metropolitan Greenspaces: Master Plan Summary. Metro: Portland, Oregon. 1992.
- _____. Regional Framework Plan Discussion Draft. Metro: Portland, Oregon. 1997.
- _____. Policy Analysis and Scientific Literature Review for Title 3 of the Urban Growth



- Management Functional Plan: Water Quality and Floodplain Management Conservation. Metro: Portland, Oregon. 1997
- Draft Model Ordinance: Stream and Floodplain Protection Plan. Metro: Portland, Oregon. 1997
- Ordinance No. 96-647C, "For the Purpose of Adopting a Functional Plan for Early Implementation of the 2040 Growth Concept." Metro: Portland, Oregon. November 21, 1996
- Ordinance No. 95-625A, "Regional Urban Growth Goals and Objectives." Metro: Portland, Oregon. December 14, 1995
- "Metro and Growth Management: the Region's 2040 Framework." MetroFacts. Metro: Portland, Oregon. 1997
- 1000 Friends of Oregon. The Citizen's Guide to Local Land Use Proceeding. 1000 Friends of Oregon: Portland, Oregon. 1997.
- To Save or Pave. Audubon Society of Portland: Portland, Oregon. 1994.
- Oregon's Citizen Involvement Advisory Committee. How to Put the People in Planning. Oregon Department of Land Conservation and Development: Salem, Oregon. 1992.
- Oregon Department of Land Conservation and Development. A Citizen's Guide to the Oregon Coastal Management Program. Oregon Department of Land Conservation and Development: Salem, Oregon. 1997.
- Oregon's Statewide Planning Goals and Guidelines. Oregon Department of Land Conservation and Development: Salem, Oregon. 1995.
- Portland Bureau of Planning. Neighborhood Planning Handbook. City of Portland: Portland, Oregon. (No Date).
- Pleasant Valley Neighborhood Plan. City of Portland: Portland, Oregon. 1996.
- Johnson Creek Flood Management Regulations Issues Report. City of Portland: Portland, Oregon. 1997.
- Portland Office of Neighborhood Associations. Neighborhood Associations Directory. City of Portland: Portland, Oregon. 1997.

Portland State University. Rock Creek Watershed Atlas: Planning with an Awareness of Natural Boundaries. Audubon Society of Portland: Portland, Oregon. 1996.

Tualatin Riverkeepers. The Green Heron Herald, Newsletter, Volume 5, Issue 1. Winter 1998

Seltzer, Ethan. Citizen Participation in Environmental Planning: Context and Consequence. Portland State University Dissertation: Portland, Oregon. 1983.

The Pacific Rivers Council, Inc. Healing the Watershed: A Citizen's Guide to Funding Watershed and Wild Salmon Recovery Programs. The Pacific Rivers Council, Inc.: Eugene, Oregon. 1994.

_____. Healing the Watershed: A Guide to the Restoration of Watershed and Native Fish in the West. The Pacific Rivers Council, Inc.: Eugene, Oregon. 1996.

Windahl, Benno Signitzer and Jean Olson. Using Communication Theory: An Introduction to Planned Communication. London: SAGE Publications. 1992.

Interviews

Neighborhood Associations

- 1-14-98 Mary Morton, Gresham Southwest, phone
- 1-15-98 Mark Perepelitza, Sellwood-Moreland Improvement League (SMILE), in-person
- 1-16-98 Linda Bauer, Pleasant Valley, in-person
- 1-19-98 Charles Zulauf, Boring, in-person
- 1-20-98 Philip Wong, SE Uplift, in-person
- 1-20-98 Richard Bixby, East Portland, in-person
- 1-26-98 Sharon Van Horn, Ardenwald Millwaukie, in-person
- 1-22-98 Greg Stone, Historic Milwaukie, phone
- 1-15-98 Bill Whitmore, Mt. Scott/Arletta, phone
- 1-12-98 Celia Heron, Portland Office of Citizen Involvement, in-person

Environmental Groups

- 1-13-98 Walter Mintkeski, Friends of Johnson Creek, phone
- 1-22-98 Cathy Luscher, River Network, in-person
- 2-6-98 Ron Carley, Audubon Citizen Involvement Coordinator, phone
- 2-18-98 Matt Blevins, Oregon League of Conservation Voters, phone
- 2-18-98 Mary Kyle McCurdy, 1000 Friends of Oregon, phone



Jurisdictions

- 1-7-98 Cathy Daw, Planner, City of Happy Valley,
in-person.
- 1-14-98 Dan Pava, Senior Planner, City of
Milwaukie, in-person.
- 1-22-98 Robert Ross, Senior Planner, City of Port-
land, phone.
- 1-22-98 John Borge, Senior Planner, Clackamas
County, in-person.
- 2-3-98 Lisa Estrine, Planner, Multnomah County,
phone.
- 2-3-98 David Krough, Planner, City of Gresham,
phone.

Planning Consultants

- 2-2-98 Phil Pommier, Water Resources Engineer,
W&H Pacific, phone.
- 2-3-98 Mike Killion, Engineer in Training, Alpha
Engineering, phone.

Focus Groups

- 2-19-98 Kay Foetisch, Citizen Involvement Coordi-
nator, City of Gresham.
Michelle Gregory, Neighborhood Services
Coordinator, City of
Milwaukie.
Patt Opdyke, Program Coordinator,
Streamworks.
- 2-19-98 Michael Carlson, Watershed Consultant
Maggie Collins, Director of Community
Development, City of Milwaukie.
Alex Welsch, Fanno Creek Watershed.

