Pathways to Planning: A Field Guide for Long Range Planning

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EXECUTIVE SUMMARY

Why the Field Guide

In 2017, the Monroe Planning Commission decided to update its Comprehensive Plan, last amended in 1986. As the city continues to adapt to changing demographics and regional dynamics, the need for an updated plan becomes increasingly more urgent. The updated Monroe Comprehensive Plan will be a document that synthesizes the vision of Monroe residents with concurrent planning efforts, meets local and statewide planning goals and regulations, and ultimately serves as a guide for future land use decisions.

In addition to the comprehensive plan update, the City is currently undertaking a number of new plans and projects aimed at aligning growth and opportunity with its community vision, “Monroe Tomorrow,” which was adopted in 2018. These include an ecosystem restoration project with the U.S. Army Corps of Engineers and a riverside district master plan with the Oregon Department of Transportation.

Considering the breadth of these efforts, and prioritizing the comprehensive plan update, the City’s Community Development Director reached out to Portland State University Master of Urban & Regional Planning students for additional capacity and planning expertise.

Constellation Planning Process

The project team, known as Constellation Planning, used the existing “Monroe Tomorrow” vision as a foundation for deeper dialogue around housing, economic development, communication, and planning capacity.

By building off of the established vision, Constellation Planning crafted an engagement strategy seeking to incorporate previously uncaptured voices and perspectives. The goal of the strategy was to exercise a learning-by-doing approach for planning that sought to utilize best practices for equitable engagement.

Technical Components: Buildable Lands Inventory, Housing Needs Analysis, and Economic Assessment

In developing the Field Guide alongside these technical documents, Constellation Planning sought to collaborate with the public in identifying alternatives and preferred solutions. Data collection and analyses conducted for these technical components served as a basis for community conversations around housing and economic development. Community engagement findings informed recommendations and strategies outlined in these documents.

Creating the Field Guide

The Field Guide is designed to be an interactive resource for long range planning processes in Monroe, and a reference for similar-sized rural communities in Oregon with limited dedicated planning capacity. The Field Guide and associated appendices and worksheets are therefore intended for a wide, diverse audience, including community members, Planning Commission, city staff, and planning partners and consultants.
A group of six graduate students known as Constellation Planning worked in parallel with the City of Monroe’s Planning Commission to create this Field Guide in 2019. The team incorporated best practices with gathered community perspectives to identify opportunities and generate relevant resources and tools. Look for Notes from the Field throughout the document for insight into the team’s process.

The Constellation Planning team consists of six graduate students:

Sally Bernstein
Adrienne Chaillé
Jake Davis
Rhey Haggerty
Theresa Huang
Emily Scott

 Constellation Planning would first like to thank the community of Monroe.

From the city, we would like to thank Taylor Evans, Rick Hohnbaum, and the Planning Commission for their ongoing guidance and support.

This project wouldn’t have been possible without community partners, including the Benton County Health Clinic Navigators, Amigos de Monroe, Strengthening Rural Families, the Monroe Grade School, the Long Tom Watershed Council, and countless others who shared their time and perspective with us.

We would also like to thank Dr. Marisa Zapata, Deborah Stein, Dr. Sy Adler, Dr. Matthew Gebhardt, Edward Sullivan, Dr. Megan Horst, Aaron Ray, Beth Goodman, Robert Hastings, Sadie Carney, Charlie Mitchell, Patrick Wingard, Mari Valencia, Nick Chun, Michael Held, Jerry Sorte, Jamaal Green, Jean Paul Botto, and Joshua Ollinger, who provided us with ideas, advice, feedback, and help over the course of six months.

Constellation Planning incorporated key learnings from the curriculum taught in our time as students at the Nohad A. Toulan School of Urban Studies and Planning at Portland State University throughout the Field Guide, in the Resource Summaries, and 101 supplemental documents. We are grateful to the faculty for providing us with the tools as students to develop these materials.

All photos taken by Constellation Planning, unless otherwise noted.
Welcome to the Field Guide!

Preparing

Engaging

Acting

Addendums

Engagement Summary
Buildable Lands Inventory
Housing Needs Analysis
Economic Assessment

Worksheets

Appendices
A. Planning 101
B. Engagement 101
C. Implementation 101
D. Glossary

One Last Field Note!

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WELCOME TO THE FIELD GUIDE!

This Field Guide is designed as a resource for long range planning in Monroe, Oregon. Planning is not a linear process. It is iterative, and plans come in all shapes and sizes - the purpose, the need, the problem being solved, and the time frame during which the plan will unfold all differ.

It is the intention of this Field Guide to address a spectrum of needs, challenges, and goals by integrating best practices common to long range planning into specific opportunities for Monroe. This Field Guide was created to demystify the long range planning process, with an emphasis on how to creatively build inclusive processes and craft accountable, measurable, and actionable goals and policies for Monroe.

This Field Guide is for YOU

Community Members
As an introduction for anyone interested in getting more involved or learning about planning in Monroe!

Planning Commission
As an onboarding or study tool for new and existing members of the Planning Commission to better understand available resources, best practices, and the Monroe context.

City Staff
As a resource and guide for staff who are directly or indirectly responsible for supporting and implementing planning projects in Monroe.

Partners and Consultants
As a launching point for regional partners and consultants working with the Monroe community.
**HOW TO USE THE FIELD GUIDE**

**Opportunities**

*Opportunities* are specific recommendations for long range planning processes in Monroe. These were identified through exploring potential needs, and are heavily influenced and inspired by varied types of community engagement in Monroe. These capture the big ideas shaped by the Monroe community and represent opportunities to grow and sustain the long range planning process in Monroe.

**Resource Summaries**

Look for *Resource Summaries* which provide tools, models, and other tangible sources to guide long range planning processes. They will help cover the bases throughout the planning process to ensure accurate information and instruments are being used.

**Worksheets**

As you read the Field Guide, look for references to worksheets. The *Worksheet* section that follows the Appendix has reusable tools and templates for carrying out long range planning processes.

**Educational Manuals**

There are *educational manuals, or 101s*, in the Appendix. These “how-to” guides provide more detailed information about three important components of long range planning in Monroe - planning in the Oregon context, conducting community engagement, and writing goals and policies.

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**Symbol Keys**

**Notes from the Field**

These symbols capture reflections and considerations for Monroe that Constellation Planning gathered throughout the team’s time working with the community.

**Community Voices**

Ear symbols represent community feedback heard from various stakeholders in Monroe. The feedback has been used to identify opportunities.
PREPARING

Preparing for planning in Monroe starts with learning about the community’s history, people, partners, and resources. Identifying the actors involved, community members and regional partners that can help, and sources for funding can ensure that each phase of a plan—from engagement to action—is the best that it can be.

OPPORTUNITIES

Stay connected with your DLCD representative.

Monroe’s Department of Land Conservation and Development representative can connect the city with potential resources as they become available and support Monroe to ensure that the Oregon state legal requirements are met.

Work closely with community leaders.

Many individuals and groups, both organized and informal, exist in and around Monroe that support plan engagement and implementation. Partnering with environmental stewards, community organizations, and regional entities to develop communications strategies will provide a pathway for reaching diverse networks and engage a broader audience.

Include non-traditional planning actors.

Non-traditional planning actors can provide a unique perspective. Holding a role for a youth member of the planning commission is a great opportunity to keep youth involved in the planning process. A youth perspective can add value by providing innovative ideas and assisting the city with youth engagement initiatives.

Designate Planning Commission to act as Citizen Involvement Committee (CIC).

To grow planning capacity in Monroe, designate Planning Commission to act as the city’s CIC. Expand the opportunity for CIC membership to the larger Monroe community in order to increase diversity of perspectives and improve communication between the city and its residents.

Be grant ready!

Monroe can be prepared for opportunities to bring in funding for long range planning by keeping current city data on hand. The city can use this data with community insights to tell a strong story about the community and its needs. Completing preliminary tasks—like maintaining an inventory of funders and tracking grant deadlines—will allow for more time to write strong, clear, and concise proposals and applications.
Monroe has a rich political and social history, which directly informs current economic characteristics, demographic trends, and community needs. Monroe’s place in time and location affects political, cultural, and geographical dynamics, which impact planning capacity and planning processes.

What is the history of Monroe?

What is now known as South Benton County was once home to the indigenous Kalapuyan tribes, thirteen related hunter-gatherer groups now members of the Confederated Tribes of the Grand Ronde Community of Oregon. Following the genocide and forced relocation of the Kalapuya population, the area transitioned to an agricultural and industrial community for settlers seeking land.

Monroe is located along major transportation routes, such as the Applegate Trail and later Highway 99-West, which played key roles in the early settlement of the Willamette Valley in the 1840’s. Its strategic location along the Long Tom River established the town early on as a central trading point between the larger towns of Eugene and Corvallis.

The Long Tom River and nearby forests provided early settlers with resources, establishing the town’s permanence. The Hull-Oakes Lumber Mill, believed to be the country’s last operating steam powered saw mill, operated three mills in the Monroe area during its peak production. Today, Hull-Oakes remains one of the few mills capable of processing 85-foot timber, and is a registered place on the National Historic Registry.

A railroad station was built in the town in 1913, offering regular passenger service between Eugene and Corvallis, allowing for the transportation of products along the length of the Willamette Valley. The rails were eventually removed. This former station now houses the Monroe Community Library, a symbol of Monroe’s historical significance in Benton County. The library is one of various important educational centers that serve the surrounding community, as the city is also home to the Monroe Grade and High Schools.

The unique factors—fertile land, vacant industrial infrastructure, access to major transportation routes, shifting economic trends and demographics, educational centers, and proximity to nearby mid-sized cities known for large universities—all contribute to the existing conditions of the City of Monroe.

Monroe is a community at a crossroads—currently working to achieve a vision that honors its past, while planning for the future.
Who lives in Monroe now?

The population of Monroe has grown from 191 people in 1920—the year of the first census in the newly incorporated city—to 625 people in 2018. During the next 50 years, the population is forecasted to exceed 700 people by the year 2067.

This population increase can be largely attributed to the growing Hispanic/Latino population in Monroe. Compared to Benton County and Oregon statewide, the percent share of Hispanic/Latino residents has been increasing rapidly and now makes up almost 20% of the city’s total population (Figure 1).

Despite the large youth population served by the Monroe Public School District, the population of Monroe is aging. Median age in Monroe is higher than both Benton County and Oregon, and it has been increasing more rapidly in recent years (Figure 2).

Identifying Monroe’s key demographic characteristics and trends is essential to understanding community needs. By anticipating demographic change, Monroe can ensure that planning efforts provide the particular land uses, amenities, and services that the community needs.
Who is part of the planning process?

Planning Commission

The Planning Commission is led by seven volunteer community members. The commission is responsible for writing long range plans, like the comprehensive plan, and assisting in development approvals. The Planning Commission is a critical connection between planning processes and the community at large.

City Administrator

Monroe employs a City Administrator to help lead the overall direction of city planning. The City Administrator serves as a liaison to other levels of jurisdictions involved in the planning process, including the county, region, and state. This role supports the Planning Commission, and supervises other city staff. The City Administrator also works with and maintains relationships with local community members, businesses, and organizations.

Planner on Staff

There is one part-time planner on staff from the Benton County Community Development department. This individual serves as an important connection to county and regional planning efforts, fulfills technical needs for the City, weighs in on discretionary land use decisions like zoning, and assists with overseeing plan implementation.

City Council

Council members are the elected policy makers for Monroe and serve as the DLCD-required Committee for Citizens Involvement Committee (CIC). They also provide policy-making guidelines for the City Administrator. Council Members meet periodically to review and determine major policy decisions for city improvements.

Resource Assistance for Rural Environments (RARE) Coordinators

Monroe utilizes the RARE program, hosted by the Institute for Policy Research and Engagement at the University of Oregon. Typically, this position has served as Community Development Director and has managed planning processes both short and long term. The RARE program is a unique opportunity for Monroe, as the role helps to fill both technical and administrative planning capacity needs.

Community Members!

Community members plug into the planning process through various engagement activities and committees. Monroe’s existing committees focused on planning efforts include: Business Association of Monroe (BAM), Planning Commission, and the Vision & Revitalization Committee.

"Citizen" is a term that is limited in its scope, as many residents in Monroe affected by a plan’s outcomes may not all be citizens. Using the word “community” or “residents” is a recommended replacement.

“Everybody has something to give.”

“Value what’s already here, work with that, and make it grow.”

- Community Roundtable participants
Partnerships are key to successful long range planning. Building partnerships can bolster available resources, ensure that wider and diverse perspectives are included in planning processes, and build stronger relationships locally.

Understanding the staffing limitations that smaller cities like Monroe face, it is important to recognize potential gaps, or unfilled planning roles, when crafting a plan. Many of these gaps can be addressed through partnership.

What partnerships are essential to the planning process?

Council of Governments (COG)
The City of Monroe and Benton County are both member agencies in the Oregon Cascades West Council of Governments (OCWCOG). COGs are organizations that manage a variety of local, state, and federal programs that support local governments and communities by providing programmatic and technical assistance.

In Monroe, the OCWCOG provided technical support to the Planning Commission in completing the land use chapter of their 2040 Comprehensive Plan.

Corvallis Area Metropolitan Planning Organization (CAMPO)
As the designated Metropolitan Planning Organization (MPO) for the urban areas surrounding Corvallis, CAMPO plays a coordinating role for transportation efforts, working closely with the Oregon Department of Transportation (ODOT). They manage the regional transportation plans, as well as the local Safe Routes to School programs.

Benton County
Currently, Benton County has a regional planner that works part time to assist with planning capacity. The County has access to a wide array of resources and data (including Geographic Information Systems (GIS) spatial data) with a vested interest in the success of Monroe’s long range planning efforts. The County can help integrate regional approaches to implementation and provide stability when planning capacity or staffing gaps may occur.

Benton County Health Department plays a critical role in Monroe as well, as it is the only health service provider within the city. It offers a range of services in both English and Spanish.

Department of Land Conservation and Development (DLCD), the State of Oregon
DLCD is a state agency working in partnership with local, state, and federal government agencies to address planning needs. DLCD provides policy guidance and technical assistance to help cities plan for their future. Currently, there is a DLCD representative who is responsible for working with the City of Monroe. Some programs and resources they provide that apply to Monroe include:

1. Climate Change Planning
2. Comprehensive Plan Updates
3. Farm & Forest Lands Protection
4. Measure 49 (technical assistance)
5. Natural Hazards Resiliency Planning
6. Natural Resources and Renewable Energy
7. Rural Planning
8. Transportation and Growth Management (TGM)
9. Urban Planning

DLCD is also tasked with making sure all long range plans are compliant with the 19 Statewide Planning Goals.
Below are the 19 Statewide Planning Goals. Not all of them apply to Monroe. The ones that do not are italicized below in blue:

**Oregon Statewide Planning Goals**

1. Citizen Involvement
2. Land Use Planning
3. Agricultural Lands
4. Forest Lands
5. Natural Resources, Scenic and Historic Areas, and Open Spaces
6. Air, Water, and Land Resources Quality
7. Areas Subject to Natural Hazards
8. Recreational Needs
9. Economic Development
10. Housing
11. Public Facilities and Services
12. Transportation
13. Energy Conservation
14. Urbanization
15. Willamette River Greenway
16. Estuarine Resources
17. Coastal Shorelands
18. Beaches and Dunes
19. Ocean Resources

Simply noting which goals don’t apply is enough to meet state requirements.

Use the Stakeholder Mapping Worksheet to help identify additional planning partners.

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**Who else can help plan in Monroe?**

**Schools**

The Monroe School District represents a significant opportunity for community-based leadership. Every day Monroe welcomes over 400 youth, faculty, and staff from around South Benton County at the schools. From teachers to parents to the students themselves, there is great potential to foster sustained leadership and community buy-in for planning processes. Leadership within the School District include principals, vice principals, teachers, parent-teacher group presidents, and athletic team coaches.

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**Youth**

Recognizing the link between the City of Monroe and the Monroe School District, youth leaders have the potential to play leadership roles and to contribute to a more inclusive and equitable planning process. Monroe’s population is aging, and the city currently lacks ample opportunities for younger generations to grow up and stay close to home. Including young people in the planning process directly exercises the classic adage that “children are the future.”

In a survey conducted during two 8th grade class sessions 14 out of the 30 students selected “Yes” that they would like “to learn more about the city’s work and ways youth could get involved.”
Environmental stewards

Because of the importance and prominence of Monroe’s agricultural landscape, and because the Long Tom River runs through Monroe, it is essential to collaborate with environmental organizations working on stewardship and public access. Organizations such as the Long Tom Watershed Council (LTWC), South Benton Recreation Alliance, Sharing Garden’s, and Lilliputopia Permaculture Farm all play a role in stewardship of these resources. These organizations hold educational and outreach events around Monroe on watershed and land stewardship.

Amigos de Monroe and Health Navigators

Considering that the Latino population is growing in Monroe, it is essential to build pathways for engagement for them to be represented. The Amigos de Monroe group is facilitated by the Monroe Health Clinic Navigators from Benton County Health Services, providing access to resources to the Latino community. It is cultivating a strong support network and emerging leadership within the Latino community, and can support in the planning commission’s goal of engagement with this demographic.

Not all of the potential partners were reached during the Constellation Planning team’s process. Some missed opportunities included connecting with the senior/aging individuals, youth at the high school, and conducting door to door surveys.

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FUNDING

It’s important to know what funding opportunities are available before Monroe needs funding. Keeping an inventory of existing opportunities will help Monroe be ready to apply for grants when they become available, and to understand potential funding when designing and budgeting for a project or program.

How do we start looking for funding?

Technical assistance grants

Technical assistance grants build internal capacity for an organization by providing the resources needed to hire a consultant or acquire external expertise for a project. Projects often funded under technical assistance grants for comprehensive planning include: Buildable Land Inventories, Housing Needs Analyses, and Economic Opportunities Analyses. Technical assistance grants can also be sought after for: demographic studies, natural resource preservation plans, transportation plans, and land use analyses.

Implementation grants

Implementation grants provide funding for implementing development plans highlighted in a city’s comprehensive plan. These grants are awarded after the comprehensive plan is complete and the city has moved into the implementation phase.

“The best source of grants is DLCD. They have Technical Assistance grants. This last year they also had additional funding for Housing Needs Analysis. Monroe should be talking to their DLCD field representative...about grant opportunities.”

- Economic Consultant
### Resources Summary

Beginning with an inventory of existing plans and funding opportunities can support planning in Monroe. It is also important to know what data and information are needed and where it can be found for long range planning in Monroe, many of which are available through state, regional, and local partners.

<table>
<thead>
<tr>
<th>Tool</th>
<th>Summary</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Existing plans for the City of Monroe</strong></td>
<td></td>
</tr>
<tr>
<td>These documents can be accessed online at:</td>
<td></td>
</tr>
<tr>
<td>cli.monroe.or.us/planning-building/planning-documents</td>
<td></td>
</tr>
<tr>
<td><strong>Monroe Tomorrow (2018)</strong></td>
<td>City of Monroe's current vision statement.</td>
</tr>
<tr>
<td><strong>City of Monroe Charter (2000)</strong></td>
<td>This Charter establishes the legal authorities and obligations of the city.</td>
</tr>
<tr>
<td><strong>Wastewater Master Plan (2016)</strong></td>
<td>A recommendation plan for updating and improving Monroe's current wastewater treatment system.</td>
</tr>
<tr>
<td><strong>Stormwater Master Plan Addendum #1 (2015)</strong></td>
<td>Provides a cost analysis for addressing stormwater runoffs in Monroe.</td>
</tr>
<tr>
<td><strong>Water Systems Master Plan (1999)</strong></td>
<td>City of Monroe’s plan for water production, storage, treatment, and distribution.</td>
</tr>
<tr>
<td><strong>Monroe Parks Master Plan (1999)</strong></td>
<td>Current inventory of Monroe’s outdoor spaces and a blueprint for Monroe’s future parks system.</td>
</tr>
<tr>
<td><strong>Development Code (2009)</strong></td>
<td>Establishes the building standards of all building development types.</td>
</tr>
<tr>
<td><strong>City of Monroe and South Benton County Connectivity Plan (2017)</strong></td>
<td>A plan for developing and improving multimodal connectivity options in and around the Monroe region.</td>
</tr>
<tr>
<td><strong>Local Wetland Inventory Map (2011)</strong></td>
<td>Monroe’s map of wetland inventory.</td>
</tr>
<tr>
<td><strong>Zoning Map (2011)</strong></td>
<td>Monroe’s zoning map.</td>
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### Topic or tool Summary

#### Funding Sources

<table>
<thead>
<tr>
<th>Tool</th>
<th>Summary</th>
</tr>
</thead>
<tbody>
<tr>
<td>DLCD Community Grants</td>
<td>A competitive grant program for small towns to assist with updating their comprehensive plans.</td>
</tr>
<tr>
<td>Ford Family Foundation Technical Assistance Grants</td>
<td>Technical assistance grants for rural Oregon communities to be used for: leadership development/training, hiring consultants, or engaging in strategic planning.</td>
</tr>
</tbody>
</table>

#### Business Development

<table>
<thead>
<tr>
<th>Tool</th>
<th>Summary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Business Oregon - Community Development Block Grant</td>
<td>Community development grants focused on non-metropolitan counties and cities in rural Oregon to support development of livable communities for low-income and minority populations.</td>
</tr>
<tr>
<td>United States Department of Agriculture—Rural Development</td>
<td>A federal grant program that offers a wide range of grant programs for rural communities on topics such as: business development, housing, and utilities.</td>
</tr>
<tr>
<td>Council of Governments Economic Development Business Lending</td>
<td>Delivers commercial loan packaging, closing, servicing, and collection services through various loan programs; provides administrative services, technical assistance, and economic development oriented lending services to local government and non-profit organizations.</td>
</tr>
</tbody>
</table>

#### Data Sources

<table>
<thead>
<tr>
<th>Tool</th>
<th>Summary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Demography</td>
<td>State program for official population projections for every city and county in Oregon. These official numbers are the basis of housing and economic needs analyses.</td>
</tr>
<tr>
<td>Population Research Center (PRC)</td>
<td>Free portal for accessing Census and American Community Survey data.</td>
</tr>
<tr>
<td>American FactFinder</td>
<td>Pay service that aggregates Census and other data for easier use.</td>
</tr>
<tr>
<td>Social Explorer</td>
<td></td>
</tr>
<tr>
<td>Topic or tool</td>
<td>Summary</td>
</tr>
<tr>
<td>------------------------------------------------------------------------------</td>
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</tr>
<tr>
<td>Oregon Spatial Data Library</td>
<td>Free service providing Geographic Information Systems (GIS) layers covering many topic areas for Oregon geographies.</td>
</tr>
<tr>
<td>Data USA</td>
<td>Free platform for viewing, mapping, and comparing data from a variety of government sources for the geography(ies) of your choice.</td>
</tr>
<tr>
<td>Land Use</td>
<td></td>
</tr>
<tr>
<td>Oregon Cascades West Council of Governments (OCWCOG)</td>
<td>OCWCOG can provide GIS maps based on their jurisdictional boundary around land use, hazards, and more.</td>
</tr>
<tr>
<td>Benton County Planning Department</td>
<td>Benton County provides a number of GIS layers as well as a map viewer that allows users to search across tax lots, hazards, infrastructure, zoning, and more.</td>
</tr>
<tr>
<td>Department of Land Conservation and Development (DLCD)</td>
<td>DLCD furnishes a number of maps around land use, including urban growth boundaries and zoning. They also provide analysis of certain Oregon ballot initiatives, such as Measure 49, which affects certain tax lots.</td>
</tr>
<tr>
<td>Federal Emergency Management Administration (FEMA)</td>
<td>FEMA provides official floodplain maps for the entire United States. Their National Flood Hazard Layer GIS product and associated viewer can show where there is increased flood risk in Monroe.</td>
</tr>
<tr>
<td>United States Geological Survey (USGS)</td>
<td>USGS provides data on hydrography and topography (elevation, location of water bodies, etc.)</td>
</tr>
<tr>
<td>Oregon Department of Geological and Mineral Industries (DOGAMI)</td>
<td>Department responsible for assessing geologic resources in Oregon, including risk from earthquakes, volcanoes, landslides, and more.</td>
</tr>
<tr>
<td>Economic</td>
<td></td>
</tr>
<tr>
<td>Benton County Assessor’s Office</td>
<td>County assessors provide required reporting on tax lot data, such as assessed value, ownership, and tax burden. This data is available in both numeric and mapped formats.</td>
</tr>
<tr>
<td>Tri-County Chamber of Commerce</td>
<td>High level information about the City of Monroe as well as a business directory.</td>
</tr>
</tbody>
</table>
ENGAGING

Engagement of diverse voices and perspectives from the Monroe community is critical to planning. When people participate in the planning process, it is easier for them to recognize how planning affects them, and therefore the importance of planning and the need for plans to be successful in implementation. This requires first understanding the people affected by a plan, which will help identify ways to communicate with them.

OPPORTUNITIES

Go to the people you want to reach.
Attend partners’ events and regularly scheduled meetings to understand their priorities and the barriers they face to participating in city activities.

Integrate technical analysis and community engagement.
Share maps from the Buildable Land Inventory to ask residents where they would like to see housing and development at community engagement events. This feedback will inform the technical documents and recommendations.

Ensure shared understanding of planning processes with City Council and Planning Commission.
Schedule regular work sessions with City Council and Planning Commission to ensure understanding of goals, requirements, and processes across city government. When Council members and Commissioners attend and participate in outreach and engagement efforts, this shows appreciation for and openness to feedback from the community.

Utilize a variety of communication methods.
Post fliers in English and Spanish for events in physical locations around the city—including community bulletin boards, the bank, post office, library, and restaurants—as well as online through both the Amigos de Monroe and city Facebook pages. Send event details to city staff to distribute via the city newsletter, as well as by email to various partners.

Create accessible and relevant communication strategies with partners.
Ask local community organizations to distribute outreach materials to their networks. This will provide a pathway for reaching a diverse and widespread audience. Invest in translation services for events and materials either through contractors or by forming relationships with partners such as the Health Navigators from Benton County Health Services.
Monroe is a diverse community, and there are divides in Monroe that are difficult to overcome. These include political and cultural divides, as well as divides between residents (i.e. Monroe proper vs. Monroe/surrounding area). The lack of interaction between groups has created an ongoing barrier to inclusive engagement. Recognizing the diversity of Monrovians requires the thoughtful design of outreach tools, targeted community listening efforts, and partnerships with organizations that serve the community.

Youth
Every day Monroe welcomes over 400 youth from around South Benton County to attend the Grade School and High School. Youth care about where they go to school and want to contribute to the community. Their voices can also provide creative ideas, and they can become future leaders.

"The town of Monroe resists changes. There have been some changes, but it doesn't seem like it's been easy changes for them to experience."
- Interviewee

"You can't go backwards so how do you honor the past and look at the future?"
- Small Business Development Center administrator

Residents and visitors from the surrounding area
As the only city in South Benton County with community amenities like schools, a post office, health clinic, bank, and library, Monroe is an important hub for the region. Due to its location on Highway 99-W, which connects Corvallis to Eugene, Monroe has a lot of traffic. Recent private and public investments like the new Long Timber Brewery and the Monroe Community Library draw people from out of town. Local events such as the Vino, Vintage & Victory Festival and the farmers market also attract additional visitors. These people infuse the town with resources and should be included in planning.

Older adults
Monroe’s population is aging, and this shift in age composition is impacting the types of services and urban forms that the community needs. Older adults can provide insight into what qualities can make Monroe more livable and accommodating to this growing sector of the population.

Underrepresented populations
Partnering with Benton County Health Services, Strengthening Rural Families, and the Monroe Relief Nursery can support Monroe in reaching barriers to do so. These partners can inform understanding of what information is needed and relevant to their stakeholders, and possibly even offer translation or childcare in partnership with the city. See the Monroe Community Partners list in the Resource Summary at the end of this section for more ideas of partner organizations in Monroe.

"We feel hidden and not valued. Language makes it difficult to engage... everything is in English. This stops us from participating."
- Amigos de Monroe participant

"[We] would like to know what the city is doing but don't understand."
- Amigos de Monroe participant

The barriers to engagement for the Latino population in Monroe are large. Barriers shared by community members include:

- Language
- Comfort with government processes
- Access to information
- Resources such as time and capital
There are several methods for outreach and engagement that can be incorporated into Monroe’s planning process, each serving different purposes. Framing—or choosing what to say, how to say it, and what to leave unsaid—can be done deliberately to ensure community conversations are productive and inclusive. When hosting community events and crafting surveys, strategically framing conversations can alleviate community divides and engage the community as a whole.

How do we select the format and methods for engagement?

- **The Focus Group**
  A discussion based event with small groups of community members, a facilitator, and a defined scope of conversation.

- **The Workshop**
  A design-based approach toward collaborative visioning. Workshops can be conducted as stand-alone events over the course of a few hours, or they can be modified activities that are conducted at already-scheduled events with a quick designed activity for community members to participate.

- **The One-on-One Interview**
  Conversations with questions written ahead of time, designed to obtain information, understand perspective, and if needed, allow anonymity.

Surveys have proven to be challenging in Monroe due to low response rates. If using a survey, make sure to allow for enough time and distribute it in different ways and formats like through social media, at the library, and at local school events.

During the comprehensive plan update, a focus group was used to ask participants what types of housing Monroe could promote, types of economic development opportunities Monroe should focus on, and what forms of communication could be utilized to better connect community members to city hall.

A scenario activity was conducted at Monroe’s Vino, Vintage & Victory Festival. The team provided dot stickers and sticky notes for festival attendees to “vote” for a particular future scenario for Monroe.

Prioritizing one-on-one interviews helps to:

- Understand existing networks and respect ongoing work already taking place in and around the community,
- Allow in-depth and personal perspectives, and
- Help craft a path forward toward organized and focused engagement on a broader scale.
How can we connect with people in Monroe?

Use existing social media channels

During interviews and conversations with Monroe residents, Facebook was mentioned often as a means of communication. The town currently communicates on the Facebook group “Let’s talk about our town Monroe”. The community uses this group as a message board and a platform for sharing events. The Amigos de Monroe group has recently created a Facebook page where city-led events and announcements are shared with members, translated into Spanish.

Link with and promote partners

Monroe Grade School staff shared that it would be beneficial to list city events in the school newsletter. Tapping into the school’s existing methods of communication allows for broader dissemination of information to those stakeholders (parents, students, teachers, and staff).

“Attendance in meetings are great—unless they are in the evening. Questions or input specific can be more efficient than a meeting.”

- Monroe Grade School administrator

Have a physical presence

At the Community Roundtable several participants shared that they appreciated having physical signs at key community hubs. These hubs can include a variety of locations, such as the farmers market, bank, stores, post office, churches, schools, and the health clinic.

At a community roundtable event, participants offered creative methods for event outreach, including: announcements on local TV channels, in previews at local movie theaters, and setting up a phone number where the caller would hear a voice-recorded message listing upcoming events.

Participants at the community roundtable event were excited about the new farmers market. They emphasized that it would be an ideal space to promote local business and could include a booth for the city to promote community events and current projects.
How do we frame community conversations in Monroe?

Know the audience

It is critical to understand the audience or recipients of planning communications, so that communication methods can be tailored to meet audiences’ specific interests and needs.

A stakeholder analysis for the City of Monroe revealed that: 1) the Latino population of Monroe requires the translation of materials, and 2) to this population, housing is a primary concern. It can therefore be determined that investment in translation is essential to ensure their participation, and that housing discussions are more relevant to their priorities as a community.

Allow time for education and information sharing

Many people don’t know what planning is! Education about why a plan is being made or updated should be built into every engagement event.

It is important that Monrovians understand why planning is important. Otherwise, they may not choose to become involved in planning processes. Because planning is a means of community decision making, sharing the purposes and goals of planning is essential to ensure that long range plans respond to community needs and priorities.

Use technical analysis

These are created through data collection, analysis, and stakeholder interviews. Technical documents serve as a foundation for long range planning efforts, providing a factual basis for implementation.

Monroe can use current demographic, land use, housing, and economic data to both inform the public about the current state of the community and start conversations about community needs. This information lives in a variety of existing technical documents and plans, and it can be used in conjunction with community input to strengthen planning processes.

Build off vision statements

Vision statements are created by gathering public input through various outreach strategies, such as workshops and surveys. Findings from these outreach strategies provide the basis for identifying community values and crafting the vision statement. The vision statement should in turn inform the goals, strategies, objectives, and policies written into long range plans.

Get creative at events

Use mapping activities at public events to illustrate and share technical planning information. This provides a chance to both communicate with the public about plans in their community and educate the public about planning in general. At the Vino, Vintage & Victory Festival, attendees could engage in a mapping activity where they could point out where they live, think about where in Monroe they like to visit, and see firsthand how technical planning information relates to the layout of the city.
Emphasize shared values

By highlighting shared values in community conversations, the conversation can shift from the individual to the collective. This will allow for more creative, solutions-oriented thinking. The Framing Worksheet can help!

“We need to be able to help each other by sharing our stories.”
- Amigos de Monroe group member
Resources Summary

<table>
<thead>
<tr>
<th>Topic or tool</th>
<th>Summary</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Monroe Specific Resources</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Existing community events</strong></td>
<td></td>
</tr>
<tr>
<td>Planning Commission</td>
<td>Monthly hearing for updates on planmaking in Monroe held at Monroe City Hall.</td>
</tr>
<tr>
<td>City Council</td>
<td>Monthly public hearing for city business held at Monroe City Hall.</td>
</tr>
<tr>
<td>South Benton Citizens Advisory Committee</td>
<td>Monthly meeting on engaging residents of South Benton County held at Alpine Community Center.</td>
</tr>
<tr>
<td>Amigos De Monroe</td>
<td>Monthly meetings organized by the Benton County Health Services Health Navigators held at the United Methodist Church.</td>
</tr>
<tr>
<td>Dragon Pride</td>
<td>Monthly meeting of coaches, teachers and community members (5-10 individuals) held at the Monroe High School.</td>
</tr>
<tr>
<td>Parent Teacher Group (PTG)</td>
<td>Monthly meeting of teachers, parents and other staff held at the Monroe Elementary School.</td>
</tr>
<tr>
<td>South Benton Senior Nutrition Program Lunches</td>
<td>Open to seniors in South Benton County, every Tuesday and Thursday, held at the Monroe American Legion Hall.</td>
</tr>
<tr>
<td><strong>Potential community partners</strong></td>
<td></td>
</tr>
<tr>
<td>Long Tom Watershed Council</td>
<td>An environmental nonprofit focused on community-based watershed restoration and protection. Works to complete education and restoration projects to improve local water quality and fish and wildlife habitat.</td>
</tr>
<tr>
<td>Strengthening Rural Families</td>
<td>Promotes health and wellbeing of families in rural communities through education, advocacy, and coalition building. Two main programs are Rural Parenting and Rural Health. Organization has locally based community coordinators in each of the primary areas they serve (including Monroe).</td>
</tr>
<tr>
<td>Monroe Relief Nursery</td>
<td>Provides support for, and mentoring to, at-risk children and families. Opening a clinic in Monroe Fall 2019.</td>
</tr>
<tr>
<td>Lilliputopia</td>
<td>A tiny eco-farm based in Monroe city limits promoting conservation and sustainability. Specialize in dry farming, have natural building demonstration, and offer mushroom cultivation. Also perform research in collaboration with OSU and offer demonstration of sustainable practices. Farm stand open during summer.</td>
</tr>
<tr>
<td>Benton Recreation Alliance</td>
<td>Seeks to connect residents with each other and with the regions outdoor recreation opportunities to advance health, safety, and economic vitality of communities served.</td>
</tr>
<tr>
<td>South Benton Senior Nutrition Program Lunches</td>
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</tbody>
</table>
After Preparing and Engaging, it's time to Act and write the plan! Policy and goal writing is a key part of plan making—but acting also refers to the implementation of the plan itself. There are many opportunities for Monroe to do “actionable” plan making. Actionable goals and policies use technical analysis and community engagement, and clearly define how the plan itself will be implemented in concrete ways.

**OPPORTUNITIES**

**Directly link engagement findings to goals and policies.**

Keep recorded quotes and feedback from community members on hand during the policy and goal writing process. Showing a direct link between what community members identify as needs to goals and policies helps to keep the plan relevant and holds decision makers accountable.

**Keep track of where goals and policies come from.**

Take notes when crafting goals and policies, and make sure technical or engagement findings exist that support whatever goal or policy is made. These findings serve as evidence to show why a goal or policy was made.

**Write action plans to connect policy to implementation.**

Create action plans when writing policies so that the planning becomes reality. An action plan outlines which strategies, partners, resources, and priorities are needed to make a plan happen. They can be used as a way to track progress on goals and policies, and keep everyone accountable to their commitments.
WRITING ACTIONABLE GOALS AND POLICIES

Actionable goals and policies tie the vision of the community to concrete policies, with strategies to realize them. Combined, goals and policies set direction and provide the legal basis for zoning, regulation, and capital investments. A goal becomes actionable when it is tied to a clear policy and action items that can be monitored and evaluated, with a responsible party assigned.

How do we write goals and policies?

Planning Commission and Staff develop

The Planning Commission and staff are responsible for writing the goals and policies for long range planning in Monroe. After completing technical analyses, community engagement, and a review of other plans, they use this information to collectively write the components of a plan.

How do we write actionable goals and policies?

Utilize community engagement and technical analysis

Remember that technical analysis is there to frame and support planning efforts, but community voice should guide policies and goals within that context. How to use community engagement and technical analysis in writing actionable goals and policies is described in detail in the following sections.

Develop an action plan

An action plan moves a plan forward from "words on paper" into something on the ground. It can increase efficiency and accountability by giving agencies and community members direction on how they can help make the plans that they have often spent years creating tangible. See the Action Plan Template Worksheet for guidance on how to create one.

Measure effectiveness

Goals and policies should trigger actions, consider also using the Strength, Weaknesses, Opportunities, Threats (SWOT) Analysis Worksheet to help gauge effectiveness. Examining policies for strengths, weaknesses, opportunities, and threats can help to measure how strong or relevant a policy is for Monroe.

“i am interested in how I can have a say but where does my information go?”
- Monroe Grade School employee
COMMUNITY ENGAGEMENT

The information gathered through engagement is the best tool for creating actionable goals and policies that capture the Monroe community’s unique perspectives and voices. Let the plan serve the people by directly incorporating the feedback received throughout the engagement process into written goals and policies. Actionable goals and policies that are supported by concrete evidence will help make a plan happen.

How do we reflect community engagement findings in goals and policies?

Identify themes

Keep engagement data on hand when writing goals and policies. Review direct quotes and feedback from community members and take note of recurring themes. Work to translate those recurring themes into policies reflecting what matters to community members directly into planning documents.

Reflect lessons learned

Incorporate missed opportunities or considerations into long range plans to show what was learned through the engagement planning process. Learned about barriers community members face when connecting to the city? Think of a goal that works to address these issues for the future of Monroe!

“We may not know the technical aspects, but we had the visioning and mission of the community which helped so much.”
- City of Monroe employee

“Keeping in mind the community vision and goals and making that the backbone for each chapter.”
- City of Monroe employee
Technical analysis provides a factual basis for crafting goals and policies. Technical analyses examine measurable elements of a community and place (e.g. public utilities, demographics, and infrastructure). Data from these analyses should be used not only to help write goals and policies, but also to provide reasons as for why decisions were made. This will support transparency in the planning process.

There are a variety of ways to link technical findings to goals and policies. These will change depending on what element of the plan is being written and what takeaways the analysis provides.

**What types of technical content is used to write goals and policies?**

**Required technical analyses**

Land is a critical component for managing and directing future growth and change. Use data from the Buildable Lands Inventory (BLI) on available land, projected land needs, and re-developable land to shape policies on infill, density, economic development, and where future housing should go. Other important technical documents that help guide policy crafting include the Housing Needs Analysis (HNA) and Economic Opportunities Analysis (EOA).

**Existing plans**

Existing plans serve as foundational analyses for Monroe planning and can be found at the resource table at the end of the Preparing section. These plans serve as stepping stones and guidance for aligning future needs when preparing a new long range plan. Incorporating other recently completed plans ensures that community goals are aligned and momentum can be maintained for implementation.

**Other technical findings**

State the technical findings at the beginning of the component of the long range plan that they apply to. For the Natural Resources, Historic Areas, and Open Spaces chapter of the comprehensive plan, for example, an updated wetland inventory is listed right at the beginning of the chapter before goals and policies.

It was helpful to keep physical copies of key data takeaways from the Housing Needs Analysis on hand during a Planning Commission goal and policy writing session. All commissioners were able to reference static information—like how many housing units would be needed over the next 20 years—to keep the conversation about housing goals on track.
The opportunities, resources, and tools in the Field Guide are meant to be actively used — photocopied, edited, and adapted throughout any long range planning process to be used by city staff, the Planning Commission, and community members who are interested in getting more involved.

Monroe has many opportunities to build on!

Reflect on planning capacity.
Use this field guide as a reference when evaluating planning processes. Always ask the following including:
- Are we preparing by working closely with partners to be grant ready?
- Are we engaging by being inclusive of all community residents in our communications and methods?
- Are we writing actionable goals and policies that reflect using technical analysis and community engagement?

Invest in relationships with the community.
Flip the perspective! The city’s role is not limited to enforcement; it can also serve as a resource for community building. The city can be a center and resource for equity and inclusivity, providing concrete opportunities for those that don’t know how to engage or may be intimidated. Continue to invest in creating pathways for underrepresented voices into the governing process.

Don’t reinvent the wheel.
Just like Monroe’s comprehensive plan, this Field Guide was developed to outline and guide the growth of the community. Use the tools, data, information, ideas, and reflections recorded to strengthen planning processes in Monroe.

Tap into community momentum and networks.
Planning is hard work for every city, regardless of size and available funding. Planning requires making difficult decisions and trade-offs, which can be challenging. But, planning staff and Planning Commission do not exist in a vacuum - their work directly affects the lives of their community members. People need to talk to each other throughout a planning process. Ultimately, Monroe’s networks are what will carry plans forward to implementation and onto more small victories.

Keep documenting and celebrating small victories.
Small, incremental changes are transformative as a whole. Keep long range plan alive by using built-in benchmarks, action plans, and annual reports. Recognize and track progress, and refer back to the goals and policies when assessing change in Monroe.
REFERENCES


While the Field Guide is an interactive resource for long range planning in Monroe, these 101 documents provide in-depth information that incorporates best practices for:

**Community Members**
More in-depth information about planning in Oregon for anyone interested in getting more involved or learning about planning!

**Planning Commission**
As an onboarding or study tool for new and existing people on the Planning Commission to better understand available resources, best practices, and the Oregon context.

**City Staff**
As a resource and guide for staff who are directly or indirectly responsible for supporting and implementing planning projects.

**Partners and Consultants**
As a launching point for regional partners and consultants working with Oregon communities.
Planning requires trade-offs, hard decisions, and takes significant time to do effectively. Involving a broad set of actors helps navigate the political, social, and cultural elements that define a place.
How to Read This Document

This section outlines the different formats and methods that can be used in long range planning processes. It also highlights best practices related to communication during these events including sharing technical information.

Glossary

Look for **bolded** terms throughout the Field Guide that refer to key concepts and components to long range planning.

**Lightbulbs!**

Look for Lightbulbs for ideas, options, examples, and creative considerations for long range planning. These lightbulbs serve to illuminate a variety of long range planning actions like how to initiate a step in the planning process, considerations around engagement, or a creative way to think about a planning problem.
Fundamentals of Planning in Oregon

Planning in Oregon has a unique and complex legal context, requiring the involvement of diverse actors. Understanding the history of planning in Oregon supports a successful and inclusive planning process overall.

Why do we plan?

Managing Change

Fundamentally, planning is the management of change: laying out both how and when to grow. Planning considers where a community would like to see different land uses or development, what sorts of housing residents need, and what services and infrastructure are needed to sustain healthy communities. Managing change requires being deliberate, which involves talking with the community, providing detailed information, and thinking in-depth about what the future may look like. This is referred to as long range planning. It is the process of looking into the future, usually at least a decade, and considering the policies required to accommodate change, both anticipated and unexpected.

Aligning with Statewide Planning Goals

One of the specific mechanisms for long range planning is called the comprehensive plan. In Oregon, a comprehensive plan looks twenty years into the future and addresses each of the nineteen Statewide Planning Goals. Some of the topics addressed in the Statewide Planning Goals include citizen engagement, transportation, housing, economic development, and natural and historic resources. The objective of these Goals is to help cities manage growth, protect resources, and provide a healthy quality of life for all of its residents.

The Goals are a critical part of planning in Oregon, and all city and county plans are required to be consistent with them. Every city and county in Oregon is required to have a compliant comprehensive plan, which forms the basis for future policy, zoning, and land use within jurisdictions based on each of the nineteen Goals.

Below are the 19 Statewide Planning Goals. Some Goals are geographically specific and therefore do not apply to all cities and counties in Oregon. These include Goals 16 to 19, which apply only to cities along the Oregon Coast, and Goal 15 which only applies to cities and counties along the river.
## Oregon Statewide Planning Goals

<table>
<thead>
<tr>
<th>1 - Citizen Involvement</th>
<th>11 - Public Facilities and Services</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 - Land Use Planning</td>
<td>12 - Transportation</td>
</tr>
<tr>
<td>3 - Agricultural Lands</td>
<td>13 - Energy Conservation</td>
</tr>
<tr>
<td>4 - Forest Lands</td>
<td>14 - Urbanization</td>
</tr>
<tr>
<td>5 - Natural Resources, Scenic and Historic Areas, and Open Spaces</td>
<td>15 - Willamette River Greenway</td>
</tr>
<tr>
<td>6 - Air, Water, and Land Resources Quality</td>
<td>16 - Estuarine Resources</td>
</tr>
<tr>
<td>7 - Areas Subject to Natural Hazards</td>
<td>17 - Coastal Shorelands</td>
</tr>
<tr>
<td>8 - Recreational Needs</td>
<td>18 - Beaches and Dunes</td>
</tr>
<tr>
<td>9 - Economic Development</td>
<td>19 - Ocean Resources</td>
</tr>
<tr>
<td>10 - Housing</td>
<td></td>
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</tbody>
</table>

Not every Goal applies to every city. In this case, it is sufficient to note in the comprehensive plan that it does not apply. As an example, some communities contain no forest lands, the subject of Goal 4, and omitting or noting the lack of these resources is enough to comply with state requirements.

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### How did planning in Oregon get to where it is today?

#### Origins

Oregon has a unique and storied history with land use planning. In 1969, the state legislature passed Senate Bill 10, requiring comprehensive planning and zoning for all cities and counties in the state. It followed up this effort with Senate Bill 100 (SB 100) in 1973, which created the **Land Conservation and Development Commission** (LCDC). The Commission, composed of seven appointed members from defined districts around the state, create and maintain the Statewide Planning Goals, and appoints a Director for the **Department of Land Conservation and Development** (DLCD), the state department responsible for assisting in land use planning.

**Foundations of Oregon Planning:** the Oregon Revised Statutes (ORS), written by the Oregon Legislative Assembly, empowers LCDC, who creates and maintains the Statewide Planning Goals. These Goals are implemented through the Oregon Administrative Rules (OAR), also written by LCDC. In all, these form the foundation of planning in Oregon.
What is the legal context and what are the planning requirements?

Senate Bill 100

Oregon is renowned across the United States for establishing SB 100, which highlights the state’s unique approach and strong commitment to planning. One of the significant challenges that comes with this bill is regulation, which can be difficult for cities and counties that have limited capacity to meet requirements.

Chapter 197 of the Oregon Revised Statutes (ORS)

Chapter 197 of the Oregon Revised Statutes (ORS) gives LCDC the authority to amend or create new Goals, and establishes the mandate that city and county plans be consistent with the Goals in ORS 197.175(2)(a). Each Goal is implemented through Chapter 660 of the Oregon Administrative Rules (OAR). The OAR helps guide cities on what requirements must be met to ensure that their plans comply with state law. The LCDC is responsible for acknowledging comprehensive plans, a step that makes them legally binding until the next update. Once a plan is legally binding, all future plans for that city must be consistent with the comprehensive plan. As a result, comprehensive plans cover a breadth of topic areas and require significant community and professional resources to create.

It can be very intimidating to begin reading the Oregon Revised Statutes and Oregon Administrative Rules. Remember that most planning statutes are located in ORS Chapters 197 and 215, while almost all planning administrative rules are located in OAR Chapter 660.

Plan Review, Updates, and Appeal

While legally binding once approved, a comprehensive plan still needs to be reviewed periodically. Cities and counties are required by the DLCD to revisit their comprehensive plans every five years, and amendments are also possible via the Post-Acknowledgement Plan Amendment (PAPA) process. Undergoing the PAPA process requires a notification to the LCDC twenty days before a local hearing to enact the change. LCDC may also comment on the change. If the change is passed by the local government, there is a 21-day period where it can be appealed to the Land Use Board of Appeals (LUBA), in order to ensure the proposed amendment remains consistent with the Statewide Planning Goals.

While LUBA has the power to act as a judiciary body and make rulings on land use decisions, be careful of the concept of raise it or waive it, which means any objection to a decision must be brought up at the local hearing to be used as the basis of an appeal to LUBA. This prevents opponents from raising new objections simply to stall land use decisions.
Putting People First in Planning

Various actors and leaders shape the overall planning capacity available within communities across Oregon. They represent the energy and resources required for the development of planning efforts, as well as for the continued momentum required for implementation. By conducting a stakeholder analysis (see the Stakeholder Mapping & Analysis Worksheet), a planning process can identify different communication methods that are clear, culturally appropriate, and relevant to individual interests.

Who do we need to consider while planning?

The Foundation of Goal 1

Statewide Planning Goal 1, Citizen Involvement, is not first by coincidence. Legislators want to reinforce the idea of an engaged public in planning processes. The Goal includes a broad definition of “standing” in land use decisions. Per ORS 197.830(7), which partially implements Goal 1, anyone who makes an objection to a land use decision at the local level, orally or in writing, can appeal to the Land Use Board of Appeals. While this opens the door for people to delay plans for significant periods of time, having legal standing allows people to influence how communities are planned.

Citizen is a term that is limited in its scope and can be exclusionary, as many residents affected by a plans outcomes may not be citizens. Therefore, it is recommended to use community or community members in planning efforts to ensure inclusive planning.

Limitations of Goal 1

Even with Goal 1 in place, exclusionary and discriminatory planning policies perpetuate racial and socioeconomic disparities for people of color, LGBTQ people, immigrant communities, and other marginalized populations. It is critical to acknowledge the effects of these policies and dismantle the barriers they create through inclusive methods of engagement. The intergenerational impacts affect people’s overall health and include limited access to adequate housing and economic opportunities. In order to transform these impacts, it is essential to intentionally integrate equity into planning and policy.
Equity is: “Just and fair inclusion into a society in which all can participate, prosper, and reach their full potential.”

**Expanding Goal 1**

Investing in inclusive planning processes expands the impact of a plan, transforming it from more than just a product that guides policies and decisions into a platform for dialogue. Inclusive planning can, among other things:

- Proactively address and remedy social and racial inequities,
- Encourage and sustain active participation,
- Generate community awareness,
- Mitigate conflict, and
- Lead to the development of community-identified accountability standards.

Inclusive planning requires reflective practice by all people involved in leading a plan’s development. A first step in reflective practice is allocating time in the first phase to analyze the positionality of the actors involved, which means understanding their privilege and power as it relates to others based on, for example, race, socioeconomic status, gender, and education. Use the **Positionality Worksheet** before creating an engagement strategy to exercise reflective practice.

Engaging with key leaders, partners, and community members from marginalized communities about the specific barriers they face is foundational to inclusive planning. Doing so supports choosing appropriate engagement methods, equity indicators, and accountability measurements for the planning process, with the most vulnerable members of a community at the forefront.

An equity lens can serve as a tool to understand how decisions are being made and who will be affected, holding the planning team accountable throughout the process. Some questions to ask in developing an equity lens include: Who will be affected by this policy or plan? How are we making decisions? Are the groups affected by the decision involved in the decision-making process? Use the **Equity Lens and Commitment Worksheet** to begin answering these questions and crafting an equity commitment.

See **Appendix B: Engagement 101** for more information on community engagement and equity.
Who are the actors involved in the planning process?

Planning Commission
Planning commissions consist of several individuals, usually volunteers, that are responsible for overseeing the drafting and updating of long range plans. Though the Commissioners may not have professional backgrounds in planning, they often play the role of educating elected officials about city plans.

City staff
Planners and other city staff support both current (or short term) and long range planning and may work with a planning commission to draft plans and provide expertise.

Elected officials
Elected governing bodies such as city councils review and approve plans. This may also include suggesting amendments to plans. Decisions made by planning commissions are only recommendations, so elected officials are responsible for making legally binding decisions.

Community Involvement Committee (CIC)
CICs are composed of community members of diverse representation from within a community – both in interests and geography. These committees help fulfill requirements for community participation outlined in Goal 1.

Governmental partners
These include counties, regional agencies, councils of governments, metropolitan planning organizations, housing authorities, other quasi-governmental agencies, and Department of Land Conservation and Development. These agencies play a supporting role in local planning efforts, providing expertise, guidance on best practices, and access to resources and funding. Smaller cities commonly share their planning responsibility with the county in which they are located.
Community partners

Community development corporations, non-profits, community organizations, and other stakeholders can play a direct or indirect role in long range planning. As service providers with strong ties to communities, they are often effective partners for plan implementation.

Community members

Community members plug into the planning process through various engagement activities and committees. Ideally, the public is informed and actively involved throughout the planning process, providing insight into community needs, preferences, and priorities.

When constructing an engagement strategy, it is important to consider which entities, groups, and actors have been missing from previous planning processes, including officially recognized leadership roles. Generating opportunities to foster engagement and catalyze leadership increases planning capacity within a community. Appendix B: Engagement 101 has more details on how to design an inclusive engagement strategy with methods to use throughout the planning process.
Elements of the Planning Process

Planning is not linear, and these steps are not meant to codify the structure of every planning process. Plans come in all shapes and sizes - the purpose, the need, the problem being solved, and the time frame during which the plan will unfold all differ. Even considering these variations, there are several key elements necessary in the majority of planning processes.

What are the components of a long range planning process?

Examining existing conditions

Planning processes require an understanding of the existing conditions of a community: what are the demographics, assets, and resources; what trends have been occurring historically; and what problems need to be addressed? This phase sets the scope of a planning effort and identifies internal and external influences within a community.

It is essential to understand community perspectives from the beginning as there will be differing perspectives. Existing conditions may also require the collection of data, such as Census information, American Community Survey tables, or Geographic Information Systems data, relevant to the community.

Developing and analyzing alternatives

After developing an understanding of existing conditions, the process of preparing different solutions (often called “alternatives” in planning) to the identified problems can begin. Sometimes, these solutions can be put forth creative options in order to encourage innovation; however, it is important to consider available resources and capacity. Solutions can also demonstrate several small variations of one general scenario or idea.

Neither strategy for weighing alternatives is better than the other, but both require an understanding of what is possible in the community. For example, many planning processes include a “no build” alternative that looks at the result of doing nothing. Evaluating different solutions is an opportunity for a planning process to gather community feedback, generate options that can be modified, and for people to specify preference.
Selecting preferred alternatives
Once preferred alternatives have been selected, strategies and recommendations can be incorporated into the final plan. Documenting assumptions, decisions as well as the reasoning for those decisions, and summarizing data in an effective way are all critical components to effective plan writing.

What is in a long range planning document?

Vision Statements
Vision statements describe an ideal shared future that a community wants to achieve. They outline community values and priorities, which should be identified through community engagement. Written in a positive and affirmative style, they should inform goals, strategies, objectives, and policies written into long range plans.

Goals
Goals are long-term, broad outcomes that are meant to be achieved through plan implementation. They are aspirational, based on priorities outlined in the vision, and reflective of community values. Be careful: these goals are unrelated to the Statewide Planning Goals.

Strategies
Strategies are the stated approach for reaching a goal. Unlike policies, they are not regulatory. Instead, they outline general methods for achieving goals.

Objectives
Objectives define intended actions for fulfilling strategies and achieving goals. They are specific, measurable, and may have a defined completion date. Objectives are usually accompanied by evaluation frameworks to measure progress towards reaching goals.

Policies
Policies set the preferred direction. They are specific enough to help determine whether a plan advances values expressed in goals. Policies should be presented in a way that is easy to read and without jargon, so that the information is accessible to everyone in the community and the city. They must be supported by clear and objective standards, as well as vetted by the community.
Examples of different scales include specific streets, neighborhoods, districts, and regional plans. Topical plans may focus on particular issues or systems related to transportation, environmental, emergency, housing, and economics. Sometimes plans are related to a shorter time frame or can be identified as a strategic priority for a community.

Appendix C: Implementation 101 offers best practices for crafting goals and policies incorporating community feedback from engagement into a long range plan.
Technical Components

Planning requires extensive technical input, which serves as an adequate factual basis for carrying out the components of long range planning. Often, this adequate factual basis comes in the form of inventories of resources relevant to a Statewide Planning Goal. Some examples of the technical analyses for long range planning include:

**What are the technical requirements for long range planning?**

**Buildable Lands Inventory (BLI)**

A critical component to any comprehensive plan update is identifying the available land within the UGB and determining the long-term demand for housing and employment opportunities, per ORS 197.296(3). This document measures and determines the supply of land available within a city's urban growth boundary (UGB) to meet the long-term growth needs of the community.

**Housing Needs Analysis (HNA)**

This document analyzes demographic data, housing market information and trends, tenure of residents, commuting flows, housing prices, and other factors that affect housing choice and demand. Combined with the BLI, the Housing Needs Analysis helps decision makers determine what types of housing will be needed in the future and whether a city has enough land to accommodate residential growth.

**Economic Opportunities Assessment (EOA)**

This document analyzes local and regional economic and industry trends, identifies local economic development goals and objectives, and outlines a city’s comparative economic advantages. This document builds on the Buildable Lands Inventory to determine how best to use available employment lands within the UGB to meet local economic development objectives and goals.
How do we use technical documents to support planning?

As guides for growth

The BLI, HNA, and EOA are three foundational technical pieces for comprehensive plans in particular, but also help guide other long range planning processes, such as zoning code updates, development/redevelopment initiatives, and neighborhood area plans. These aren’t the only required documents. Others, such as inventories of wetlands, roads, or natural resources are also important as a basis for updating relevant plans.

For making decisions

Keeping technical documents and long range plans such as the comprehensive plan up-to-date allows cities to make intentional and transparent decisions related to growth, development, and resource investment. Some of this data may be kept by the local county.

To develop policy

With the information provided by these and other analyses, a city can determine what policies it needs to develop in order to fulfill its vision. After integrating these policies into its comprehensive plan, a city will seek acknowledgment from the LCDC so that it can move to implementation.

In 2015, LCDC adopted a new simplified method for determining whether cities are eligible for a UGB expansion. Alongside this new method, DLCD produced a Simplified UGB Calculator. This simplified method is protected from appeal, but cities should be cautious, as it only applies to a 14-year planning period, and is not meant to replace the traditional UGB evaluation method.

How should we access and store the data we use for technical analysis?

Inventory existing data

Beginning with an inventory of existing plans can support in building a strong foundation for a planning process. It is also important to know what data and information are needed and where it can be found. Much of this information will be available through state, regional, and local partners. Incorporating existing information into future plans is essential to ensure coherent planning efforts. Doing so also eliminates the risk of spending limited resources on duplicating existing work.
Source external data

Planning data is typically scattered across many digital sources, such as websites for local counties, the State of Oregon, Federal Emergency Management Administration, and United States Geological Survey. This is a barrier to beginning technical analysis. However, much of the basic data needed for technical analysis is publicly available, meaning it can be accessed and used whenever needed. Government agencies and other partners can usually help track down data sources.

Keep data accessible internally

Accessible documentation and data are necessary for completing the technical requirements for long range planning. Accessibility is two-fold, and refers to both:

- The ability to easily search for and find internal information, and
- The ability to know when and how to leverage external resources for access to information housed at other agencies and organizations. Types of external resources include, but are not limited to, Geographic Information Systems map data, updated official federal and state policies, land use data, and tax lot assessor data.

External databases and internal data should be stored in accessible, transparent, easy-to-use databases. Maintaining an organized matrix of where data is housed is important to ensure reliable and up-to-date information is on hand to reference to inform the planning process. Creating organized data storage systems will also save time in the future, since information can be easily referenced and downloaded whenever needed.
Funding

Funding resources for rural communities are offered by a wide range of organizations, from foundations to state and federal agencies. This creates a diverse portfolio of opportunities and types of projects that can be funded. When seeking a grant to support a long range plan, look for technical assistance grants to provide the capacity to hire a consultant to complete technical analyses and provide expertise.

What resources are available for long range planning?

Maintain a relationship with current funders. They will provide support by keeping plan-makers aware of opportunities and advising on how to write grant proposals and applications.

Technical assistance grants

Technical assistance grants build internal capacity for an organization, by providing the resources needed to hire a consultant or acquire external expertise for a project. Projects often funded under technical assistance grants for comprehensive planning include BLIs, HNAs, and EOAs, but extend to other inventories and analyses as well. See the DLCD Technical Assistance Grant Worksheet for a checklist of what to include in these applications.

Implementation grants

Implementation grants provide funding for implementing development plans highlighted in a city’s comprehensive plan. These grants are awarded after the comprehensive plan is complete and the city has moved into the implementation phase.

U.S. Department of Housing and Urban Development (HUD) offers implementation grants to support implementation plans after a city has completed its comprehensive plan. Check out Choice Neighborhood Grants for more information.
How can we access these resources?

Write a Request for Proposal (RFP)

To complete the technical requirements for a comprehensive plan update, cities seek out consultants who are experts in crafting specific documents. When a planning process triggers the need for one (or all) of these analyses, a city administrator or community development director will craft a Request for Proposal (RFP) that they publicize, usually via their webpage, and share with their networks. See the RFP Worksheet for guidance on writing effective RFPs.

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<tr>
<td>Policy Link</td>
<td>National research and action institute advancing racial and economic equity.</td>
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<tr>
<td>Race Forward</td>
<td>Research center and national network of governments focused on advancing racial equity.</td>
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<tr>
<td>Racial Equity Alliance</td>
<td>Government Alliance on Race and Equity.</td>
</tr>
<tr>
<td>American Planning Association</td>
<td>National American Planning Association providing resources, advocacy, and tools for practicing planners, membership based.</td>
</tr>
<tr>
<td>American Planning Association: Small Town and Rural Planning Division</td>
<td>A chapter of the National Planning Association that connects small town and rural planners.</td>
</tr>
<tr>
<td>Understanding Oregon’s Land Use Planning Program</td>
<td>Online training for local officials and the public in Oregon.</td>
</tr>
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Looking Ahead

Now that you’re familiar with the basic structure and process of planning in Oregon, it’s time to look ahead to collecting community feedback and begin to think about implementation. The Appendix B: Engagement 101 guide begins this discussion by examining who needs to be involved in planning processes, with equity at the forefront, as well as offering some methods for talking with your community. Finally, Appendix C: Implementation 101 discusses how to write goals and actions so your plans can move from policy to concrete steps on the ground.
Engagement of diverse voices and perspectives is critical to planning. When people participate in the planning process, it is easier for them to recognize how planning affects them, and therefore its importance - ensuring successful implementation.
How to Read This Document

This section outlines the different formats and methods that can be used in long range planning processes. It also highlights best practices related to communication during these events including sharing technical information.

Glossary

Look for bolded terms throughout the Field Guide that refer to key concepts and components to long range planning.

Lightbulbs!

Look for Lightbulbs for ideas, options, examples, and creative considerations for long range planning. These lightbulbs serve to illuminate a variety of long range planning actions like how to initiate a step in the planning process, considerations around engagement, or a creative way to think about a planning problem.
Engagement in Action

This section outlines the different formats and methods that can be used in long range planning processes. It also highlights best practices related to communication during these events including sharing technical information.

When choosing methods for community engagement, keep in mind what kind of feedback can be gathered from the public, as well as impacts on people involved in the process. It is also important to not rely too much on a certain type of engagement, but instead to utilize a mix of formats and methods appropriate for the planning effort at hand.

How do we select the format and methods for engagement?

There are a variety of formats for conducting community engagement. Each has its own stylized structure, intended audience, and goals for outcomes. Understanding which format to use is also dictated by the time available, space constraints, and materials costs. Keeping in mind the goals for the plan can also help determine which methods to incorporate in the engagement strategy.

The One-on-One Interview

Conversations with questions written ahead of time, designed to obtain information, understand perspective, and if needed, allow anonymity.

One-on-one interviews can be held with identified stakeholders in the planning process, professional or technical advisors, and leaders in the community that can communicate the unique needs of target audiences. They are a low cost, effective way of gathering input since they can be conducted through a variety of methods—over the phone, in-person, or via email—and only require one person to facilitate the interview.

These interviews can be used to both gather technical information and individual perspectives and values. When interviewing a wide spectrum of people, tracking recurring themes can help to gauge commonalities and salient issues. Try coding interviews by highlighting sentences with different colors matched to recurring themes. Looking across coded interviews can help to highlight commonalities and differences.
The Public Meeting

Required by DLCD at the completion of a plan (see ORS Chapter 227), these meetings are standard for communicating long range plans.

The public meeting, or “town hall” meeting, is a classic method of engagement. Primarily serving as an educative and informative event, the public meeting allows a large group of community members to engage in the planning process. Because they are open-audience, the public meeting is best utilized as a tool for covering broad topics, disseminating information, and providing an open forum for public feedback.

Due to the potential for a large crowd, the public meeting should be well organized, facilitated in a timely fashion, and direct about its intended purpose.

In a digital age, many cities are utilizing online tools for public meetings. Along with advertising the when, where, and what of a public meeting on the City’s website, including a comment box online can provide a feedback outlet for those that cannot attend in person.

The Workshop

A meeting in which a group of individuals works collectively to construct a vision.

Workshops can be conducted as stand-alone events over the course of a few hours, or they can be modified activities incorporated into community events already happening around town.

A workshop is a great opportunity to garner feedback or ideas on how community members envision a place, area, or program in the city. This format is more of a deep-dive into tangible opportunities in long range planning, allowing for opportunities to collaboratively draw and construct what community members want to see in their city.

Design-inspired engagement is a useful format for capturing youth perspectives, providing activities such as drawing. Consider having a kids table at any design-based event and provide activities that specifically allow for younger kids to contribute. Often, engaging children in an activity encourages the participation of their parents as well, creating a fun environment.
The Focus Group

A discussion based event with small groups of community members, a facilitator, and a curated scope of conversation.

Focus groups allow for in-depth conversations about planning topics and can serve as a non-threatening forum for community members to express personal perceptions at-length. A focus group can be used for gathering perspectives from a targeted audience, as they allow for an explicitly designed space for hearing feedback from a select group that may have its own particular engagement needs.

The Survey

A tool distributed online, in the mail, at events, or in person that seeks answers to specific questions from community members.

Surveys can be utilized to extract specific information from community members and can serve as a tool for accessing explicit community perceptions and preferences. A survey should be carefully crafted to include concise, straightforward questions that can be answered directly, and do not require in-depth explanations.

The Community Advisory Committee (CAG)

An organized group of volunteer community members that meet regularly to discuss and share input for the long range planning process.

A CAG is an ongoing engagement opportunity for feedback, technical expertise, and advice on long range planning. Maintaining an advisory committee is a great way to keep the community plugged into the planning process, and can serve as a two-way method of communication where progress on plans and next steps can be shared. An effective CAG has dedicated community members that identify as stakeholders in the planning process and are committed to ongoing communication and contribution throughout the creation of a plan.

The CAG can also help to draw other community members into the process and offer advice on opportunities for community engagement.

A best practice in equity planning is to integrate opportunities for power-sharing into the decision making process. This means ensuring representatives of marginalized communities are a part of oversight or advisory committees. If possible, compensation in the form of stipends can allow community partners with limited resources to contribute. 
How do we prepare for engagement events?

Think about the audience

- Ensure events are culturally-relevant for all stakeholders and sensitive to their needs.
- Offer translation services. If a professional service is not available, see if there is an opportunity to partner with community organizations.
- Offer childcare if families with children are invited. This can also be an opportunity to engage partners as needed.
- Choose places that are easy for people to get to. If hosting an event with immigrant communities, consider that there may be venues or places that they are uncomfortable.
- Recruit attendees by distributing information through local partner organizations, especially those with close relationships with the community.

Craft an agenda

- Creating an agenda provides the opportunity to think through:
  » The goals of an event
  » The questions to ask
  » The information that needs to be communicated
  » The format for feedback

- Sharing engagement event agendas with partners in advance for feedback can generate more partner communication and ensure attendance. This also allows for the integration of partners’ current interests, which helps to ensure engagement topics are relevant and demonstrate awareness and understanding on the part of the planning team.
- It helps establish and keep a timed schedule, to be respectful of community members’ time.

Always provide food or refreshments

- Food helps promote a welcoming environment.
- Provide food that will be liked by all including culturally appropriate options.
- If appropriate, ask local restaurants to donate food.
Come prepared with materials

- Find out what audio/video equipment and room amenities are included with the chosen venue ahead of time. Ask ahead about projectors/screens, microphones, tables and chairs, chalkboards, etc.
- Print agendas to guide the session and to track progress during the event, allowing participants to anticipate what is next. Writing the agenda on the wall or on large flip charts for easy reference is also an option.
- Actively writing notes on flip charts is a way to reflect feedback to participants in real time. These can be referenced later in the session to summarize the discussion and for facilitators to capture notes after the session.
- Bring colored pens and paper of different sizes for drawing or writing notes. It’s hard to know when it might be appropriate to encourage people to stand or move around, which can be facilitated by putting up a large poster on the wall for attendees to write or draw on.
- Consider bringing toys and/or art supplies for children to set up somewhere with child care if possible.
- Bring sticky notes in case people are hesitant to speak. Sticky notes can encourage alternative path for communication, as well as be used as a visual tool for capturing information.
- Provide technical documents and posters such as maps - visualization is helpful for people to understand what information you are trying to get across.
- Always prepare extra materials just in case! Partners may want to have materials left with them or attendees may want to take some home for reference.
Be prepared to adapt

Even with a well-planned agenda, things come up - people don’t show, there can be uncomfortable situations or topics that facilitators are trying to communicate may fall on flat ears. It is important to be agile and adapt according to the situation.

Like with an agenda, tools should also be adaptable. This is why bringing some backup materials, activities, and questions is helpful; even if the event does not exactly as planned, it is still possible to get substantial community feedback to inform your planning process. It may not be possible to get exactly the type of information that was expected, but it is likely what the community attendees needed to share at that time.

Provide clear information about opportunities for people to continue to engage!

Provide a sign-up sheet for people interested in learning more or getting involved. Print a list of resources in multiple languages with opportunities for people to engage with the city, reflecting the existing community calendar.

Use the Engagement Event Worksheet to help prepared for events.

Increasing level of participation

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<tr>
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<th>Involve</th>
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<tr>
<td>- Newsletter</td>
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Source: Adapted from IAP2 Public Participation Spectrum.
Communication

Clear communication is not only key to ensure sustained engagement, but DLCD also requires that cities communicate with the public in all planning efforts. Providing information to the public that includes concrete ways for people to get involved is essential for inclusive engagement.

It is critical that cities be aware of their reporting and notification obligations to the public and state alike. ORS 192.640 requires notice to interested parties, including media, anytime a governing body intends to hold a meeting. Notice must include the time and location of said meeting. In addition, Oregon Measure 56 (1998) requires all cities to notify landowners affected by zoning changes.

How can we connect with people?

Use existing social media channels

Recognizing the growing importance of social media and online presence, find community leaders and ask them to spread information through their networks.

Link with and promote partners

Acknowledging that many people are not tapped into every resource, combining newsletters with social media posts will reach more people. Cross-referencing communication platforms also support partners in promoting their unique events, which can serve to strengthen networks within the community.

Have a physical presence

Putting physical postings, such as posters and signs, on community bulletin boards throughout the city helps spread information to those that may not use or, have access to, online resources.
How do we frame community conversations?

Know the audience

It is critical to understand the audience or recipients of planning communications. The general public is diverse and therefore requires tailored strategies. To that end, it is important to consider:

- What are you trying to communicate and to who?
- What information does your audience need in order to be able to engage in a meaningful way?
- How does the information relate to them and their needs specifically?

By conducting a stakeholder analysis (see the Stakeholder Mapping Worksheet), a planning process can identify different communication methods that are clear, culturally appropriate, and relevant to individual interests.

Allow time for education and information sharing

Many people don’t know what planning is! Education about why a plan is being made or updated should be built into every engagement event. Planning is a means of community decision making, and it should serve the interests of the community. Sharing the many purposes of planning with the public is essential to ensure that planning processes respond to community needs and priorities.

This involves building time into outreach events to cover the basics of planning. The 101 educational manuals can be shared with community members as a way to introduce the planning process in Oregon.

Build off vision statements

Vision statements are created by gathering public input through various outreach strategies, such as workshops and surveys. Findings from these outreach strategies provide the basis for identifying community values and crafting the vision statement. The vision statement should in turn inform the goals, strategies, objectives, and policies written into long range plans.
Use technical analysis

These are created through data collection, analysis, and stakeholder interviews. Technical documents serve as a foundation for long range planning efforts, providing a factual basis for implementation.

Using current demographic, land use, housing, and economic data to both inform the public about the current state of the community and start conversations about community needs. This information lives in a variety of existing technical documents and plans, and it can be used in conjunction with community input to strengthen planning processes.

Get creative at events

Interactive events and programming offer avenues for more dynamic communication. Bringing people together to share information regularly can also build community over time.

How do we navigate conversations about change?

Use plans as a platform for dialogue

As economies shift and populations grow, cities and towns are forced to react to local and regional changes. Comprehensive plan updates are one method local governments use to accommodate change; setting policies and goals can provide direction for growth while reflecting core community values.

Develop strategic communications

This can be a challenging process, particularly when residents have competing visions for if or how their city should grow. The notion of change can make people feel uneasy or fearful and evoke feelings of apprehension, but also it can also bring excitement. By devoting time and resources to strategic communication, community-driven long range planning can help reconcile those competing visions.
Craft broadly framed questions

Questions posed to the community can inadvertently embody underlying assumptions that may make community members cautious. For example, if the question is posed in a way that implies the community must undergo change, it can prevent community members who cherish the current state of their city from identifying concerns (e.g. cultural change, large scale development). Framing questions broadly can help navigate the conversation in a way that alleviates any feelings of unease and fosters a willingness to engage. See Framing Worksheet for prompts, tips, and ideas.

Broadly framed questions will:
- Help to establish public understanding of the topic at hand,
- Establish common ground, and
- Allow for common values to be identified.

Community engagement events with the goal of understanding the needs, wants, values, and perspectives of stakeholders should use broad questions, such as: “Do you want to live in a town that has ample open space? Has strong fire protection and emergency services? Do you want your kids to graduate and stay close by?” When crafting these questions, it is important to choose words carefully. Avoid using words that may trigger fear or apprehension. Questions that:
- Include the word “should”,
- Invoke a yes or no response, or
- Use words like “change,”
...can set a tone that what currently exists is not good enough. This tone may create or exacerbate community divisions.

When worded strategically, broadly-framed questions can orient people towards a more collective perspective. Otherwise, public discourse can default to the assumption that community issues are personal problems that must be tackled individually. This internalization of problems can limit conversations and impede discussion of meaningful solutions.

Emphasize shared values

By highlighting shared values in community conversations, the conversation can shift from the individual to the collective, resulting in more creative, solutions-oriented thinking. Framing with a specific angle allows emphasis on a particular factor contributing to the problem, and is most often posed to a small group, or one that is already focused on a singular component of the issue.
Technical Information

While reading technical planning documents often requires navigating Oregon statutes, administrative rules, and legal jargon, many such as the Buildable Lands Inventory (BLI) are only calculating one core concept: the available amount of land for development. It is critical to have an understanding of how these documents work, but also to separate the how from the what: what is the document telling us and what does that mean for planning? Community members are often not concerned with the specific statute citation, but do want to know what technical analyses are actually saying.

Planning is notorious for its use of acronyms. Always be cognizant when describing documents or concepts to the community that you explain what these acronyms stand for and what they mean.

Feedback from community engagement can inform the final content within technical documents. This includes the recommendations and strategies for how growth will occur in the community. In many cases, a Housing Needs Analysis and Economic Opportunities Analysis are required for a comprehensive plan update. It is critical that these documents reflect community perspectives because these documents support policymaking for the city.

How do we communicate technical information to community members?

Use maps

Maps are often an effective tool for communicating with the public. All of us have a spatial relationship with our communities - which route we take to the grocery store, where our home is, how close we live to our favorite shopping street. Leverage this relationship to communicate planning concepts, such as where housing may go, where there is opportunity for new businesses, or how people navigate through their city.
Consider accessibility

It is also critical to consider accessibility concerns when communicating information visually. Color blindness can greatly affect people’s ability to see different categories in charts, demarcations on maps, and so forth. There are numerous free programs that can help evaluate visual aids for different forms of color blindness, such as Color Brewer.

Whenever your engagement programming is designed for the community-at-large, make sure you are taking into account the many considerations necessary for all community members to participate. Considerations for literacy, language, and accessibility needs should be made in advance of hosting an open meeting. Consider Title VI when planning for an event.

Looking Ahead

Now that you’re familiar with who needs to be involved in planning processes and how to put equity at the forefront of community engagement, it’s time to think about writing plans. The Appendix C: Implementation 101 guide discusses how to write goals and actions so your plans can move from policy to concrete steps on the ground.
# Resources Summary

## Tool

### Best practice online resources for engagement

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<tr>
<td><strong>International Association for Public Participation (IAP2)</strong></td>
<td>IAP2 is an international organization that provides tools on how to conduct effective and equitable community engagement.</td>
</tr>
<tr>
<td><strong>Youth Engagement Planning (YEP)</strong></td>
<td>YEP provides information about youth education on planning and civic engagement.</td>
</tr>
<tr>
<td><strong>American Planners Association Planners’ Communications Guide (APA)</strong></td>
<td>The APA communications guide helps develop and deliver positive values-based messages about planning and APA to targeted audiences.</td>
</tr>
<tr>
<td><strong>Piecing it Together, Frameworks Institute</strong></td>
<td>This publication provides practical recommendations for framing community conversations to achieve communication goals.</td>
</tr>
<tr>
<td><strong>Community Tool Box, University of Kansas</strong></td>
<td>Community Toolbox includes tools for community organizing and leadership development.</td>
</tr>
<tr>
<td><strong>Immigrant and Refugee Community Organization (IRCO)</strong></td>
<td>IRCO provides language translation and interpretation services at a low cost.</td>
</tr>
<tr>
<td><strong>The Community Planning Event Manual, Earthscan</strong></td>
<td>This manual provides strategies and practical tips for organizing collaborative planning events.</td>
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</tbody>
</table>
In long range planning, goals and policies describe long-term outcomes and provide direction on how to achieve the work outlined in plans. Goals and policies should also provide clear guidance on land use decisions, budgetary and administrative decisions to assure the community can move toward achieving the aspirations set forth in the vision.
How to Read This Document

This section outlines the different formats and methods that can be used in long range planning processes. It also highlights best practices related to communication during these events including sharing technical information.

Glossary

Look for **bolded** terms throughout the Field Guide that refer to key concepts and components to long range planning.

Lightbulbs!

Look for Lightbulbs for ideas, options, examples, and creative considerations for long range planning. These lightbulbs serve to illuminate a variety of long range planning actions like how to initiate a step in the planning process, considerations around engagement, or a creative way to think about a planning problem.
Writing Actionable Goals and Policies

Actionable goals and policies tie the vision of the community to concrete policies, with measurable strategies and assessment criteria to realize them. Combined, goals and policies set direction and provide the legal basis for zoning, regulation, and capital investments. A goal becomes “actionable” when it is tied to a clear policy and subsequent action items that can be monitored and evaluated, with a responsible party assigned.

How can we translate policy into action?

Use direct language

Planning documents are meant to be implemented works. They should be understandable, clear, and communicate process outcomes as well as projected outcomes. The ability for a plan to be implemented successfully requires direct language, and far too often, planning documents contain complex, inconsistent, or indirect verbiage that can be left open to discretion and misinterpretation.
Be specific about outcomes

As planning relies more and more on highly technical data analysis, mapping software, and modeling tools, plans could and should demand a level of specificity with outcomes. Some opportunities include using specific scoring systems, like biking and walking scores. A helpful table with a wide range of scoring systems that can relate to long range planning is included in the Implementation Matrix. Referencing and incorporating the explicit indicators developed by third parties in the matrix can help policy language link strongly to outcomes.

What are the key considerations for writing actionable goals and policies?

Understand the need for both goals and policies as they relate to the community vision

In order to ensure that the goal or policy addresses the community vision, it may help to “set the scene” 8. Do this by asking:

- How and why can a new goal or policy improve the status quo?
- Can we measure the outcomes of the goal over time? What are the milestones related to the goal?

If an existing goal or policy is being amended or updated, ask:

- What are the shortfalls of the current goal or policy?
- Where and how is the current goal or policy failing?

If the amended goal or policy is suggesting change, ask:

- What specifically needs to be changed, and how will this change come about?
- What resources will be needed to bring about change? Where will they come from?

Consider how new goals or policies will align with existing goals and policies

Though an effective goal or policy only addresses one idea at a time, consider how goals and policies relate to each other. To ensure alignment between related goals and policies:

- Decide on a level of specificity, and stick to it. Before writing goals, determine if they should be aspirational or achievable. Choose one, and stay consistent in the level of generality or specificity.
- Avoid writing goals and policies that will result in conflicting outcomes. Instead, be certain that both wording and intent in procedures align with related goals and policies. It is
important to remember that ultimately goals and policies are at the discretion of decision makers. In essence, writing goals and policies is an art, not science.

Use language that is active, clear, and objective

The word “actionable” suggests that goals and policies should be active.
- Try using active language, by choosing words like: “engage,” “use,” or “incorporate.”
- Keep goals and policies clear and concise. Each goal and policy should address one idea only.

Test policy language to ensure it is direct and decisive.
Each policy should stand alone as an independent statement of commitment. When writing a policy, test it by framing it as an obligation. Read policy aloud with the following language: “It is the policy of the City of _____ to... [insert policy here].” Does the statement resonate as a commitment that the community wants and intends to uphold?

Ensure that research supports the goals and policies

Make sure any assertions are backed by evidence.
- Provide sources when citing research.
- When providing an opinion that is not supported by research, make this clear.

Revisit all related goals and policies together to ensure they are practical and actionable

Once goals and policies are written, take stock of all goals and policies in the entire plan. Ask the following questions:
- Are the goals and policies viable? Are they feasible?
- If all of these policies will be carried out, will they eventually add up to achieve the related goal?

Anatomy of a policy

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Multi-family units should provide approximately 10% of the 34 additional housing units required by the year 2000 (4 units) and that sufficient quantity and diversity of land for this use is provided within the planning area.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Explicitly measurable “How Much”?

Monroe Comprehensive Plan, 1986
How can we incorporate community feedback into writing goals and policies?

Reflect it in the plan

One of the best ways to connect the community with a plan’s goals and policies is to ensure that their feedback is reflected in them. Reflecting their stakeholder-specific interests in the goals can not only make people feel seen and heard, but it can also help develop a sense of community ownership over the plan.

Include the community in developing strategies

Use goals and policies as a mechanism for community engagement during events. Offering opportunities for people to provide feedback on how to achieve goals and policies at engagement events is a way to maximize their involvement and can spark creativity - often providing ideas that may have not been considered previously. It is critical to demonstrate this feedback in the plan, however, or you will risk skepticism for planning efforts moving forward. Transparency is key.
Evaluating a Plan’s Effectiveness

The long range plan is a tool for ensuring that new development, subsidiary plans, and funding decisions are in line with the community vision. A plan can be used:
- By the community to advocate for their interests, and
- By implementers to measure the effectiveness of goals and policies over time.

How can we measure the potential effectiveness of our goals and policies?

Conduct a Strength, Weaknesses, Opportunities, Threats (SWOT) Analysis
Examining policies for strengths, weaknesses, opportunities, and threats can help to measure how strong or relevant a policy is for a community. See the Strength, Weaknesses, Opportunities, Threats (SWOT) Analysis Worksheet to help gauge effectiveness.

Develop action plans

In order for a plan to be actionable, it is helpful to consider who or which organizations will be imperative to the policy or goal coming to fruition. Often, the policies or goals do not in and of themselves address how they should be achieved, which can leave significant ambiguity on how to make the plan real. Action plans are a means of addressing this gap. See Action Plan Template for a guide.

Action plans outline the concrete steps (the “actions”) required to get from the current state to the desired policy. This includes identifying stakeholders and partners, assigning ownership over actions to create accountability, determining ways to measure that an action is complete, and listing required resources such as money or staff time. For the planning staff, a Staff Action Plan Template can support in ensuring that internally each party is held accountable.

The primary objective of an action plan is to move plans forward from an abstract state into something on the ground. Creating ownership and accountability gives agencies and community members direction on how they can help make the plans that they have often spent years creating tangible.
Some examples of questions to ask while writing goals and policies:
• Will the action achieve the goals and policies of the plan?
• Are they realistic for the community to accomplish?
• How will this action affect the different kinds of people in the community? Is it equitable?
• What are the indicators tied to the action that can be used to track progress?

How can we review plans’ effectiveness over time?

Reporting

Going back and reviewing plan implementation at set intervals after a plan is approved helps to evaluate plan effectiveness. Reporting on the long range plan includes inventorying actions that have taken place since the plan’s approval as well as understanding which intended actions did not take place and why.

Re-evaluate based on report findings

Reporting also provides a set time that plans can be re-evaluated for missing components, necessary modifications, and updates like demography changes, land use changes, and policy changes from other levels of government.

• Choose a set time frame for long range plan reporting: for example, yearly, every two years, every five years, etc.
• Evaluate with consistent metrics for each report - decide during the plan writing process how action will be measured with the plan, and develop a scoring matrix to track. See the Community Scoring Tools like the American Planning Association Scoring Matrix as resources to score a comprehensive plan and track indicators. Use the Implementation Matrix to identify indicators that are relevant to the plan.
  » Changes to a subsequent policy like development code or zoning code should be included in scoring matrices and tracked for reporting. See example matrices from City of Raleigh, NC’s Annual Action Plan.
  » Decide what hard to define terms like “enhanced”, “supported”, “promoted”, etc. mean and seek to correlate those terms to ranges for evaluation with questions like:
    - Have barriers to this policy implementation been researched?
    - Have resources been identified or calculated for this policy’s implementation?
    - Would a community member feel progress has been made on this policy’s implementation?
• Track action items that were developed with the Action Plan by whether or not they were completed, how much time they took to be implemented, or how much time they still need to be implemented.
### Table 1: 2013 Rezoning Cases

<table>
<thead>
<tr>
<th>Disposition</th>
<th>Number</th>
<th>Consistent (Percentage of total)</th>
<th>Inconsistent (Percentage of total)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Approved</td>
<td>24</td>
<td>14 (58%)</td>
<td>10 (42%)</td>
</tr>
<tr>
<td>Denied</td>
<td>4</td>
<td>3 (75%)</td>
<td>1 (25%)</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>28</strong></td>
<td><strong>17 (61%)</strong></td>
<td><strong>11 (39%)</strong></td>
</tr>
</tbody>
</table>

### Table 3: Action Matrix Time Horizon

<table>
<thead>
<tr>
<th>Term</th>
<th>Description</th>
<th>Number</th>
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</thead>
<tbody>
<tr>
<td>Short-term</td>
<td>1 to 2 years</td>
<td>146</td>
</tr>
<tr>
<td>Mid-term</td>
<td>3 to 5 years</td>
<td>161</td>
</tr>
<tr>
<td>Long-term</td>
<td>6 to 10 years</td>
<td>58</td>
</tr>
<tr>
<td>On-going</td>
<td>No pre-determined start/end time</td>
<td>100</td>
</tr>
</tbody>
</table>

Making a Plan Accessible

An effective plan is one that is readable and accessible to the community. Recognizing how important the community is for translating the plan into action, considerations should be made for plan legibility, use of design and visuals, and general plan organization. The layout of a long range plan should incorporate a cohesive and consistent style, allowing it to be referenced, navigated, and readily accessed.

What are ways to make a plan feel accessible to the community?

Introduce background information
Considering goals and policies stem from unique context and findings, showing this lineage is helpful for readers to navigate why a goal or policy was written. Use background context like recent updated data, land inventories, and demographic changes that are unique to that particular section in the introductory portions of each component. This can help to directly show which findings are being used to write policy.

Use visuals
Graphics, tables, photos, and imagery all contribute toward assisting community members with digesting information. A long range plan doesn’t have to be stated goals policies, lean on visuals to help readers understand what policies are focusing on in a particular section of a plan. Using visuals also helps to enforce a consistent layout that lends to easier navigation. Some ways to incorporate a design that can help readers understand a plan include:

• Use repeating symbols that signal important elements of the plan and guide a reader on how to digest different types of information.
• Use design formats that repeat layout so readers can readily identify when a new section is beginning, and the eyes know how to digest new information.
• A picture is worth a thousand words - literally! Insert photos that relate to the component of the plan being written to help solidify what policies are written about.

Consider length
It is important to consider the length and breadth of planning documents to make them approachable for the community. How large a plan document is affects readability, as well as its ability to be printed, dispersed and published. Ideas for keeping the length of the plan succinct include:

• Avoid repetition of context information by inserting general and widely applicable background information at the beginning of the plan versus the beginning of each section;
• Set page limits that align with the ability to print or upload electronically; and
• Present background data in tables or bullet points that can make technical information digestible and easy to find and refer back to.
Publish plans online

Publishing plans online allows community members to be able to continually access the plan. It also allows other planning partners like county and regional planning departments to access the plan.

- Make sure links are connected to a stable and secure file.
- Upload edits and updated versions of the plan that may exist after annual reporting so latest additions are available.

Print physical copies to house at community spaces like the library, schools, and City Hall

Having physical copies of plans at local community spaces allows community members without computer access to view them. It also promotes community ownership of the plan by keeping it in communal public spaces.

Looking Ahead

Now that you see how complex long range planning is, you see the importance of resources and tools to support you and the community. Everyone can plan, and the **Worksheets** can get you started!
REFERENCES


2 Zapata, Marisa. (June 2017). Creating an Equity Lens at Institutions for Higher Education.


5 Framing and Re-Framing an Issue. (n.d.) National Policy Consensus Center, Portland State University.

6 Center for Community Health and Development. (2018). “Chapter 32: Providing Encouragement and Education Section 5, Reframing the Issue | Main Section” in Community Tool Box, University of Kansas.


9 Stein, Deborah. (29 April 2019). Personal communication.

GENERAL REFERENCES:


Glossary

Accessibility

Accessibility has several different meanings in planning. First, in terms of planning documents and products, accessibility means editing to avoid advanced language, providing translation into other languages and formats (such as Braille), and ensuring maps and graphs are readable for colorblind people. Not all of these are possible for every plan. The second definition relates to enabling transportation facilities, housing, or things such as events to be used by people with disabilities. Both are important and should be factored into every planning process.

Acknowledgement

A comprehensive plan is said to be acknowledged when it has been brought before LCDC and the commission has approved it. This involves a report from the Director of DLCD confirming the plan in question complies with Statewide Planning Goals, as well as an opportunity for the local government preparing the plan, as well as the public, to address comments made in the Director’s report. See ORS 197.251 for further information.

Capital Investments/Projects

Capital projects and investments focus on constructing new or expanding existing infrastructure. Examples include roads, water pipes, sewage systems, and so forth. These are notable specifically because they often require large monetary investments at levels commonly out of reach of a typical city budgeting process, which may necessitate regional, state, or federal funds.

Coding

An iterative method of extracting themes from interviews by highlighting key passages and identifying common threads between different interviewees. This method enables easier comparison between interviews and allows a narrative to be built that has more substance than a standalone interview.

Comprehensive Plan

The most significant and important planning document in Oregon is the comprehensive plan. All other plans must follow a local government’s comprehensive plan, and comprehensive plans must be updated, adopted, and acknowledged according to rules laid out in ORS Chapter 197.
Council of Governments

Councils of Governments are regional planning boards typically composed of elected officials from the region in which they operate. They exist by federal mandate and are primarily responsible for distributing federal transportation dollars. Broader planning efforts between multiple jurisdictions may benefit from resource coordination at the Council of Government level.

Department of Land Conservation and Development (DLCD)

DLCD is responsible for supporting cities as they update their comprehensive plans and expanding planning capacity throughout Oregon. DLCD planners are assigned to “regions” that represent portions of the state, and these planners are very familiar with the requirements associated with long range planning in the state. The DLCD website includes relevant laws, rules, and resources to help cities plan.

Equity

Equity refers to the manner of redistributing resources or transforming systems to benefit less well-off populations. As opposed to “fairness”, which focuses on treating everyone the same, equity is specifically interested in focusing on advancing more marginalized groups to even the playing field, so to speak.

An example may be spending a majority of a transportation grant to benefit a less affluent community or a community with worse transportation infrastructure, specifically with a goal to improve transportation outcomes for that group. Contrast this with fairness, which might simply distribute grant dollars evenly among all neighborhoods or communities.

Equity Lens

How we frame planning efforts has a large impact on the consequences of plans. Some plans are said to be framed using an “equity lens”, meaning equity is placed at the forefront of goal crafting, measurements of success, and decision making. Typically, an equity lens will identify broad indicators or focus areas to help guide the subsequent planning process. And naturally, the primary objective of an equity lens is to improve equity and reduce marginalization. An equity lens can be both transformative and redistributive in nature.

Land Conservation and Development Commission (LCDC)

Senate Bill 100 (1973) created LCDC. This body is responsible for maintaining the Statewide Planning Goals and appointing a director of DLCD who then hires staff for the department. LCDC is composed of seven members, appointed by the Governor and confirmed by the Senate, who serve four year terms. These members are geographically distributed by groups of counties specified in statute. At least one must be a former elected city official, while another must be an elected county official at the time of appointment (ORS 197.030).
**Land Use**

Broadly, land use is the management of land. Often, this is done via planning and permitting. In Oregon, land use planning is required (ORS 197.175), and with this requirement comes a variety of rules and regulations that specify how cities should plan. Land use in Oregon includes zoning, development, and building permits, but also public works, management of natural areas, and even disaster preparedness.

**Land Use Board of Appeals (LUBA)**

The Land Use Board of Appeals is a body composed of three land use lawyers who hear appeals of land use decisions throughout the state (ORS 197.825). LUBA’s decisions are legally binding, and can be further appealed to the Oregon Court of Appeals. LUBA plays a critical role in providing further examination of controversial decisions, and in general, their decisions are confirmed on appeal, a testament to their planning expertise and knowledge.

**Local County**

Counties are also required to create comprehensive plans (ORS 197.175). In many cases, county plans supplement or complement work done at the city level. As an example, many smaller cities use the county Transportation System Plan (TSP) as the foundation for their own required TSP. Counties also often provide permitting services and are responsible for zoning all land outside of urban growth boundaries. This is critical for when a city wants to expand its UGB, as it must decide which county land to integrate.

**Long Range Planning**

Planning as a discipline covers the management of change in our cities, regions, and beyond. When looking at longer time frames, typically ten or more years, we can specifically refer to long range planning. Short range planning, usually for smaller areas or districts over time frames such as a couple years, is also possible.

**Marginalized Communities**

Planners use the term “marginalized communities” as a recognition of the power dynamics between different communities, and the acknowledgement that some groups have been systematically excluded from many parts of urban life. That is, these communities have been pushed to the margins of society.

The result is that many people have not had the same access to resources such as housing, transportation, parks, and air quality that have been afforded to more privileged populations. A common example is redlining, the racist exclusion of Black populations from certain neighborhoods, a practice since ruled unconstitutional. While examples of marginalization today are typically less explicit, they nonetheless remain, and marginalized communities are commonly prioritized in planning efforts as a result.
Some planners and communities prefer other terms, such as “communities of opportunity”, to place a positive connotation onto these groups.

**Oregon Administrative Rules (OAR)**

The OAR provides specific guidance on how to conduct planning, especially in the context of a comprehensive plan update. In general, all planning related rules are located in Chapter 660 of the OAR, and these rules are maintained by LCDC. Cities are legally required to follow the OAR where applicable.

**Oregon Revised Statutes (ORS)**

After every normal legislative session, the State prepares a volume of the Oregon Revised Statutes, which are the complete set of state laws covering Oregon. They are maintained by the Oregon Legislative Assembly. Chapters 197 and 215 contain a majority of the laws applicable to planning. These statutes are also readily available online at a number of resources.

**Oregon Statewide Planning Goals**

Oregon has nineteen Statewide Planning Goals that describe the aspirations and general policy around planning in the state. These Goals apply to every plan produced by all state or local agencies, cities, counties, and regions. They are legally binding and cover topics ranging from transportation to estuarine resources. The Goals are maintained by LCDC, and require extensive public engagement to change. As a result, most LCDC changes are implemented in the OAR.

**Periodic Review**

Cities and counties are required to revisit their comprehensive plan according to a schedule outlined by statute (ORS 197.629). This process, periodic review, is more intensive than the PAPA process and involves a holistic evaluation of the comprehensive plan, including production of a work plan in coordination with DLCD. Periodic review requires significant community engagement and coordination with any local, county, state, or special agencies (such as school districts) that are affected by the comprehensive plan.

**Positionality**

Positionality encompasses one’s background and affiliations so as to provide insight into the privileges and power dynamics from which they may experience better or worse outcomes. This can include inherent qualities such as race, ethnicity, or able-bodiedness, but also contextual qualities such as educational attainment, tenant status, social safety nets, and more.

For planners, positionality is critical to understanding biases as well as how to approach community engagement. For community members, understanding biases and privilege is an important part of building empathy and being open to dialogue.
Post-Acknowledgement Plan Amendment (PAPA)

LCDC provides a method for modifying a comprehensive plan after it has been adopted and acknowledged by the commission. This process, PAPA, requires notification to LCDC at least 20 days before the associated local hearing, and there is a 21 day period after adoption where it can be appealed to LUBA (ORS 197.610).

Public Engagement

Also commonly referred to as “community engagement”, “community involvement”, or “public involvement”, public engagement refers to the act of providing information to or soliciting feedback from members of the public. Public engagement can take many forms, from informing the public of a change, to asking for feedback on a proposal, to giving community members decision-making power over how money is spent. Each has advantages and disadvantages, and should reflect the goals and scope of a given project.

Reflective Practice

Planning does not happen in a vacuum. Reflective practice asks not just planners, but all stakeholders in a planning process to consider their positionality, how they respond to situations, and to consider how what consequences stemmed from those responses. The core concept is to continually grow and

Urban Growth Boundary (UGB)

Each city in Oregon is surrounded by an urban growth boundary (UGB). This boundary serves as a designation of where a city will grow in the next 20 years. Growth within this boundary includes new houses, industries, businesses, or public facilities. Land outside of the UGB is restricted to development to protect farmlands and natural resources.

A UGB expansion is allowed through careful coordination involving the city, county, and special districts that provide services in the urban area. Once land is included in the UGB, it is eligible for annexation into the city.

Zoning

Zoning is the means by which cities specify which uses are allowed on a given parcel of land. Every piece of land in Oregon is zoned by law, a result of Senate Bill 10 (1969). Zoning must comply with a city or county comprehensive plan.
Appendix : Worksheets

The Worksheets that are referenced throughout the Field Guide and 101 documents can be found here.

These worksheets provide a variety of tools and templates for carrying out long range planning processes. They are interactive resources that are meant to be photocopied, edited, written on, and re-used again and again.

Preparing Long Range Planning in Oregon 101

- **W-1: Stakeholder Mapping & Analysis Worksheet**
  Stakeholder analysis helps you identify which stakeholders have the most influence over your project and how to maintain relationships with each of them. Use this worksheet to identify different communication methods that are clear, culturally appropriate, and relevant to individual interests.

- **W-2: Positionality Worksheet**
  Positionality means understanding privilege and power as it relates to others based on, for example, race, socioeconomics, gender, and education. The Positionality Worksheet can be used before creating an engagement strategy to exercise reflective practice.

- **W-3: Equity Lens and Commitment Worksheet**
  An equity lens can serve as a tool to understand how decisions are being made and who will be affected by asking analytical questions. A commitment can help guide a planning process. This worksheet can help to begin answering these questions.
  It also provides an example of an equity commitment with questions to craft your own.

- **W-4: Department of Land Conservation and Development (DCLD) Technical Assistance Grant Worksheet**
  DLCD provides technical assistance funding as reimbursement to cities that seek, acquire, and manage contracts with consultants. This worksheet provides a checklist of items to include in these grant applications.

- **W-5: Request for Proposal (RFP) Worksheet**
  RFP’s are used to enlist a consultant to complete technical analysis needs for your plan. Use this worksheet to help you write a successful RFP.
**Engaging  
*Engagement 101***

- **W-6: Framing Worksheet**  
  Framing the problem you are trying to solve, and the questions you plan to ask, is important for ensuring an inclusive community engagement process. Use this worksheet to help craft questions to pose at community events and to use in surveys; to define the problem you are trying to solve; and to consider the language you use when writing outreach materials and city goals and policies.

- **W-7: Engagement Event Checklist**  
  Use this checklist when hosting a community event to set yourself up for success.

**Acting  
*Implementation 101***

- **W-8: Strengths, Weaknesses, Opportunities, Threats (SWOT) Analysis Worksheet**  
  A SWOT analysis identifies internal strengths and weaknesses, and external opportunities and threats. Use this worksheet as a foundation for creating a strategy or action plan, to reaffirm goals, or identify problems that you want to solve.

- **W-9: Action Plan Template**  
  Action plans outline the concrete steps (the “actions”) required to get from the current state to the desired policy. This includes identifying stakeholders and partners, assigning ownership over actions to create accountability, determining ways to measure that an action is complete, and listing required resources such as money or staff time.

- **W-10: Staff Action Plan Template**  
  For the planning or city staff, this template can support internally in ensuring that each party is held accountable by assigning leads, tracking the budget, and keeping progress up to date.

- **Community Scoring Tools**  
  - **W-11- A: American Planning Association Comprehensive Plan Scoring Matrix**  
    This can be used to score long range planning processes and track indicators.
  - **W-11- B: The Implementation Matrix**  
    The matrix provides examples of indicators to use in scoring a plan.
**W-1: Stakeholder Mapping & Analysis Worksheet**

Stakeholder analysis matrix is a tool for you to identify who have power to influence your projects and what they care about in this project. Having a stakeholder analysis matrix helps you better manage your relationships with each individual stakeholder.

<table>
<thead>
<tr>
<th>Stakeholder Name</th>
<th>Contact Person</th>
<th>Impact</th>
<th>Influence</th>
<th>What does this stakeholder care about?</th>
<th>Strategies for engaging this stakeholder</th>
</tr>
</thead>
<tbody>
<tr>
<td>EXAMPLE</td>
<td>John Doe</td>
<td>High</td>
<td>Medium</td>
<td>Safety of the children on streets</td>
<td>Monthly or quarterly meeting discussions</td>
</tr>
<tr>
<td>Monroe Grade School</td>
<td>(541) 123-1234</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Stakeholder Mapping**

Stakeholder mapping tool helps you to visualize how much work you need for maintaining relationship with each individual stakeholder.

<table>
<thead>
<tr>
<th>Satisfy - High Influence, Low Interest</th>
</tr>
</thead>
<tbody>
<tr>
<td>Keep their objectives in mind and keep them satisfied so that they remain as allies. Not including them can pose risks to your project.</td>
</tr>
<tr>
<td>Examples:</td>
</tr>
<tr>
<td>• Regulators (Federal and State regulators)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Manage - High Influence, High Interest</th>
</tr>
</thead>
<tbody>
<tr>
<td>These are your key stakeholders. Manage your relationships with these stakeholders to ensure support from them. Involve them in decision making and engage often.</td>
</tr>
<tr>
<td>Examples:</td>
</tr>
<tr>
<td>• Project sponsors</td>
</tr>
<tr>
<td>• Politicians and officials</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Monitor - Low Influence, Low Interest</th>
</tr>
</thead>
<tbody>
<tr>
<td>These are stakeholders that require minimum effort. Monitor their activity to stay involved. Keep them informed and encourage their interest.</td>
</tr>
<tr>
<td>Examples:</td>
</tr>
<tr>
<td>• Nearby city jurisdictions</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Inform - Low Influence, High Interest</th>
</tr>
</thead>
<tbody>
<tr>
<td>Keep these stakeholders informed to retain support. Consult and get their input to help make better decisions for your project.</td>
</tr>
<tr>
<td>Examples:</td>
</tr>
<tr>
<td>• Local grassroots organizations</td>
</tr>
<tr>
<td>• Media outlets</td>
</tr>
<tr>
<td>• Community members</td>
</tr>
</tbody>
</table>

References:


Stakeholder Analysis Matrix

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</tbody>
</table>

<table>
<thead>
<tr>
<th>Monitor - Low Influence, Low Interest</th>
<th>Inform - Low Influence, High Interest</th>
</tr>
</thead>
<tbody>
<tr>
<td>These are stakeholders that require minimum effort. Monitor their activity to stay involved. Keep them informed and encourage their interest.</td>
<td>Keep these stakeholders informed to retain support. Consult and get their input to help make better decisions for your project.</td>
</tr>
</tbody>
</table>
W-2: Positionality Worksheet

What does positionality mean?

The first step in reflective practice (checking in throughout your work and thinking about how it changes you and impacts others) is building time in the beginning to analyze the positionality of the people involved. This means understanding their privilege and power as it relates to others based on, for example, race, socioeconomics, gender, and education. It is kind of like a baseline for understanding how you and others experience the world and how you change!

Why does understanding it matter?

- **Learning about different perspectives**
  Understanding your “position” in relation to others supports in developing a stronger ability to understand and listen to members of your community – beginning by recognizing the structures of power influencing people's lives different than yours.

- **Improving and deepening interactions**
  Using positionality as a community can provide a framework for planning processes, ensuring that all members of the public are seen and heard in an authentic way from conscious one-on-one interactions during community engagement to reflecting different perspectives the final product.

Continued...
Positionality Activity
In the below diagram, circle each word that you identify with or have in the past. Then, trace the line to the opposite words. This will help you to understand the positionality as it relates to others in the community.
Questions to ask to help to understand your positionality and how it relates to others in the community:

- What do I identify as for my race and cultural heritage?

- In what ways does my racial and cultural background influence how I experience the world? Consider your work, eating habits, experience and choices traveling to and from places, what you choose for entertainment, etc.

- How do my experiences affect how I interpret others and their experiences?

- What are the racial and cultural backgrounds of other people in the community?

- How are these people’s backgrounds different from my own?

- How am I learning about their experiences? What am I reading or who am I speaking with?

References


An equity lens involves developing analytical questions to be used throughout the process to ensure the outcomes affecting marginalized populations are considered before a decision is made. Below is a list of questions to help you create an equity lens for your plan:

- What is the policy or program that we are writing?
- Who will be affected by this policy or plan? What are the demographics?
- Will this policy or program improve, worsen, or keep existing conditions the same?
- How are we making decisions?
- Are the groups affected by the decision involved in the decision-making process? In what way?
- What can we do to improve outcomes for community members? What indicators have we developed to track this?
- What partners or resources are there for us to make changes to outcomes?
- What is our strategy to share information with the community?

Continued...
Writing an Equity Commitment

An equity commitment, ideally created early on in a planning process, is intended to serve as an articulation of the equity lens by which the project team, community partners, planning commission, and staff can return to throughout a process.

Constellation Planning Example

Constellation Planning is committed to embedding equity into our team and individual practice, process, and products by ensuring that each decision first considers communities that have been historically underrepresented in the planning process, particularly communities of color and people facing socioeconomic and cultural barriers.

We accomplish this by using an equity lens in designing each of our engagement opportunities; during each of our points of contact; and by framing research questions, developing data indicators, and presenting final recommendations that prioritize vulnerable communities - reflecting and actively acknowledging the cultural, racial, and socioeconomic barriers that they face on an ongoing basis.

Internally we accomplish this by actively reflecting on our positionalities as planners and as teammates, by ensuring we provide different avenues to contribute, by demonstrating emotional and cultural responsiveness, and by adapting our responsibilities as needed to iteratively build our equity lens as a group, with the goal of accommodating the needs of each other and the communities with whom we work.
Your turn!

Equity commitments are unique to each specific place. As discussed in the Engaging section of the Field Guide, it is important to understand the demographics of community members, what strategies you will use to accomplish equity with the community as well as internally, and what measurements you will use to track the outcomes.

- We are committed to equity by ensuring each decision first considers these community members:

- We accomplish this by using these strategies with the community:

and internally:

References


W-4: Department of Land Conservation and Development (DCLD) Technical Assistance Grant Worksheet

DLCD provides technical assistance funding as a reimbursement to cities who seek, acquire, and manage contracts with consultants for technical planning analysis like a Buildable Land Inventory, Housing Needs Analysis, and Economic Opportunity Analysis.

Use this checklist to ensure information needed for the grant process is included in the project description of your application:

● Goals and Objectives
  ✓ Be specific
  ✓ Address how it will help community AND how it will meet legal requirements

“The goal of the project is to have a hearings-ready Housing Needs Assessment by June 30, 2019, and to have it subsequently adopted and effective before the end of 2019.”

Approved assistance grant application

● Process
  ✓ Explain actors and their roles
    ▪ Technical or advisory committees
    ▪ Planning Commission
    ▪ City Council
    ▪ City staff
  ✓ Include schedule of hearings, frequency of meetings, and work sessions
  ✓ Give desired time frame for project completion
  ✓ Include any background data already acquired or intended to be acquired

● Products & Outcomes
  ✓ What is the exact deliverable?
    ▪ A complete technical document or a portion?
  ✓ What is the intended use of the product?
    ▪ Contribute to a comprehensive plan update process?
    ▪ Evaluate need for Urban Growth Boundary expansion?

“The results will provide not only policy recommendations, but describe the anticipated extent and process necessary to achieve a community-desired outcome focused on directing growth...to the year 2040”

Approved assistance grant application
• **Work Programs & Timelines**
  - ✓ Include a defined timeframe for:
    - Consultant selection: 1-2 months
    - Advisory Committee formation: 1-2 months
    - Project kickoff (project charter and scope): 1-2 months
    - Completion of analysis, action plans, next steps, and necessary Comprehensive Plan and zoning ordinance amendments
      - o Will vary by project
  - ✓ Clearly state which of the project phases can happen concurrently

• **Payments**
  - ✓ Identify and include 3 dollar amounts:

  1. $ Amount of local contribution
  2. $ Grant request
  3. $ Total amount needed for technical analysis

  ✓ Explain how the costs are accounted for in the city fiscal budget
  ✓ Outline projected payment schedules

• **Evaluation Criteria**
  - ✓ State how the project addresses established community priorities, goals, and outcomes
  - ✓ Include a plan for public involvement and evaluation
    - What activities will be done for this? (public meetings, online surveys, etc.)
    - What deliverables will be produced? (public communication materials, meeting materials, etc.)

Consider…

• Include links to current plans that you are applying to update for quick reference.

• Be specific about why your plan needs to be updated.
  - o Was your current plan completed before the 2008 Great Recession?
    - This greatly affected housing and economic needs, so technical documents and plans need to be updated with data and findings that reflect this shift.
  - o Does your current plan acknowledge all recent and relevant planning efforts?

  o Has your community experienced recent economic growth, demographic shifts, or any other changes that might affect planning policies?

• Site current data to show what information you have, where it is from, and to support a claim of needed additional research.
“[City] issued 122 building permits for single-family residential dwellings and no apartments...[City] anticipates at least 130 new single-family dwellings (applying the current rate of construction for this housing type)...but only one apartment complex for approximately 32 units (via recent land use approval).”

Approved assistance grant application

- Be candid about how accurate and precise currently available data is.

“Little, however is known beyond anecdotal instances as to the demand levels and housing type/choice needs of the community”

Approved assistance grant application

- Identify project partners. These can include governmental agencies, non-governmental organizations, and community groups.
  - Consider asking key partners for letters of support outlining their commitments to support the project.
  - Attach these to show how and why the technical analysis will support other projects, actions, and priorities in your community.

- Tell your community’s story to show how distinct and local needs relate to the larger issues to be addressed in the technical document.
  - Explain what makes your city unique! Consider geographical advantages, special community amenities, and natural and historical resources.

Adapted from grant applications and correspondence courtesy of Gordon Howard, Community Services Division Manager, Oregon Department of Land Conservation and Development.
W-5: Request for Proposal (RFP) Worksheet

RFP’s are used to enlist a consultant to complete technical analysis needs for your plan. Use the following tips to help you write a successful RFP.

1. **Background/Introduction**
   - A brief paragraph introducing who you (the city) are; including where you are located, population size, etc.
   - Identify primary contact for the city and include contact information (address, email, phone)

2. **Project goals and description**
   - Write out concise and clear goals for your project. Be specific. Include why you need this work completed and what it will be used for.
     - What are you asking for?
     - Why are you asking for it?
     - What purpose will this ultimately serve (long-term)?

3. **Scope of work**
   Complete this section using one of the following:
   1. include a detailed scope of work, but allow the consultant to edit as they see fit;
   2. provide a skeleton of a scope of work and allow the consultant to fill in.

The first option allows you to be specific about what you are looking for, and allows you to be clear about who is responsible for what deliverables (city and consultant). This option outlines the tasks associated each phase of the project.

The second option allows more flexibility for both the city and the consultant. This option provides a list of the project’s phases, but does not outline specific tasks or deliverables within.

4. **Anticipated Selection Schedule**
   Provide a timeline to alert the reader of your selection process timeline. Include:
   - Deadline for submission.
   - Period of review.
   - Expected decision date.
   - Expected start date.

5. **Time and Place of Submission of Proposals**

Continued...
Be clear about where consultants should submit their proposal and by when. Include:

- Where to submit
  - By email? To what email address?
  - By mail? What address?
- Deadline
  - Provide date and time for when the proposals are due. Be sure to include your time-zone.

6. Timeline
Including a timeline allows the consultant to be aware of your time frame, and eliminate any who cannot work within your constraints. You can provide language that either holds this timeline strict, or keeps the timeline broad and provides room for negotiation.

7. Proposal requirements
Include a checklist of all components you expect from a complete proposal.

- Do you require resumes?
- Samples of work?
- A built-out scope of work?

Use this list to review submitted proposals. Have they included everything you asked for?
You can also choose to limit the length of the proposal. On average, a proposal should be between 10-15 pages (not including resumes and a cover page).

8. Evaluation criteria
Be transparent about how you are going to make your final decision. Include in your RFP a list of your evaluation criteria and how you will weigh each component.

Have they demonstrated:

- their capability for completing each of the project components?
- how they will interact with City staff and what level of support they anticipate they will need from the city?
- their familiarity with local, state, and federal procedures and regulations as they pertain to the project?

References
W-6: Framing Worksheet

Framing the problem you are trying to solve, and the questions you plan to ask, is important for ensuring an inclusive community engagement process. Use this worksheet to help craft questions to pose at community events and to use in surveys; to define the problem you are trying to solve; and to consider the language you use when writing outreach materials and city goals and policies.

Remember to use a “landscape” frame to include a diversity of perspectives.

- Define the issue
  What is the problem you are trying to solve?

- Create a point of comparison
  What is at stake? What would happen if nothing is done?

- Identify stakeholders
  Who is concerned or affected? Who needs to be engaged to develop a solution? What are their interests/perspectives?

- Write!
  Incorporate your answers from above to create your problem statement and craft questions to guide solutions.

Remember!
Choose your words carefully, refrain from using words like “can’t”, “always”, and “should”. Focus on positions rather than interests. Ask questions such as “why do you think that?”
References

"Framing and Re-Framing an Issue", National Policy Consensus Center, Portland State University.

W-7: Engagement Event Checklist

Use this checklist when hosting a community event to set yourself up for success.

Prepare for your event

What is the goal of your event?

Who is the intended audience?

What will the format of your event be?
  ❑ A facilitated discussion
  ❑ A group activity
  ❑ A presentation

❑ Do you need translation services?
  ❑ Do you need to translate your handouts/materials?
  ❑ Do you need to hire an interpreter for your event?

❑ Set your event budget.

Schedule your event

❑ Choose a date.
❑ Secure a venue.

Consider...

Your participant’s schedules.
  ❑ Are they more likely to come on a weekend?
  ❑ Do they work 9am-5pm and can only make evening events?
  ❑ Will you offer childcare?

A place that works and is comfortable for your intended audience.
  ❑ Is it accessible to people of all abilities?
  ❑ Will it make any participants uncomfortable?
  ❑ Is it in a location that is easy to access and find?
  ❑ Is there parking?

Continued...
Audio/visual needs.

- Do you need to bring your own equipment?
- Will you need to rent equipment?

Providing food.

- Do you need to hire a caterer?
- Have you considered dietary restrictions?
- Have you chosen food that is culturally appropriate for your participants?

**Market your event**

Once your event is scheduled, create a marketing strategy that includes deadlines for outreach, and assign roles and responsibilities to your team.

- Post on social media
- Ask community partners to share with their networks
- Share on your website
- Post to public calendars
- Post flyers
- Send personal invites

**Pack your materials**

You can never overpack for a community engagement event. You never know when you are going to need a flip chart, tape, or dot stickers. Bringing extra materials is always a good idea.

- Print agendas, or write it on a whiteboard/chalkboard
- Print handouts
- Create name tags and sign-in sheet
- Markers – multiple colors!
- Pens
- Tape
- Post-its
- Flip charts and easels
- Clipboard
- Dot stickers
- Maps
- Food
- Toys for kids

**Post-Event**

After your event, make sure to follow up with your participants to thank them for their time, and to provide transparency by sharing how you will incorporate their feedback into your process.

*Continued...*
**Evaluation**

After the event is over, it’s important to reflect on your event to help you evaluate your process, and measure your success.

**Consider...**

What do you think you did well?

What were your immediate feelings when the event ended? What stuck with you the most?

What did participants respond well to? What didn't they?

Did you stick to the agenda? Did you veer from the agenda - what happened?

How many people attended the event? Who was missing?

What types of comments were received?

Were participants excited about future opportunities? Did they sign up for more information?
W-8: Strengths, Weaknesses, Opportunities, Threats (SWOT) Analysis Worksheet

A SWOT analysis identified internal strengths and weaknesses, and external* opportunities and threats. Use a SWOT analysis as a foundation for creating a strategic or action plan, reaffirm goals, or identify problems you want to solve.

Strengths
- What advantages do you have?
- What do you do best?
- What unique resources do you have?
- What do people see as your strengths?

Weaknesses
- What could you improve?
- What should you avoid?
- What do people perceive as your weakness?
- Do you have the resources to achieve your goals?
- Are there gaps you have identified in your process?

Opportunities
- What are trends you are aware of and interested in?
- Are there partners you could build relationships with whose mission/goals align with yours?
- Look at your strengths and see if they open up any opportunities.

Threats
- What obstacles do you face?
- Is there existing tension or conflict that creates an obstacle to your work?
- What/are standards, regulations, policies changing that would impact current decisions and projects?
- Are resources and capacity an issue?
- Could any of your weaknesses threaten your potential for success?

*A PESTEL analysis is often in collaboration with a SWOT. A PESTEL analysis can be used to identify external factors that can inform the “opportunity” and “threat” components of the SWOT.

Political: political stability, current/existing policies, action committees, gov’t budget
Economic: workforce, unemployment, growth rate
Social: demographics, class structure, education, culture, attitudes and values
Technological: recent innovations, infrastructure needs, awareness
Environmental: climate, agriculture, waste, energy, water, outdoor recreation
Legal: City, state, and federal laws, regulations, and requirements
<table>
<thead>
<tr>
<th><strong>Strengths</strong></th>
<th><strong>Weaknesses</strong></th>
</tr>
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<tbody>
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</table>

<table>
<thead>
<tr>
<th><strong>Opportunities</strong></th>
<th><strong>Threats</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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</tbody>
</table>

**References**


Action Plan Template

An action plan outlines which strategies, partners, resources, and priorities are needed to make a plan happen. They can be used as a way to track progress on goals and policies, and keep everyone accountable to their commitments. An Example is on the back of this worksheet.

**Goal:**

**Policy/Policies:**

<table>
<thead>
<tr>
<th>What Action or Change could occur to make this happen?</th>
<th>Who can carry It out?</th>
</tr>
</thead>
<tbody>
<tr>
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</table>

<table>
<thead>
<tr>
<th>When should the action take place or for how long?</th>
<th>What resources are needed?</th>
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</thead>
<tbody>
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<thead>
<tr>
<th>Who Needs Information/Follow-Up?</th>
</tr>
</thead>
<tbody>
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</tbody>
</table>
**Example Goal:** Support the local business community

**Example Policy:** Promote the vibrancy and aesthetic of the downtown business corridor

<table>
<thead>
<tr>
<th>What Action or Change could occur to make this happen?</th>
<th>Who can carry it out?</th>
</tr>
</thead>
<tbody>
<tr>
<td>- install planter boxes</td>
<td>- vision and revitalization committee</td>
</tr>
<tr>
<td>- update/re-paint exterior facades</td>
<td>- volunteers</td>
</tr>
<tr>
<td>- install way-finding signage on Main Street</td>
<td>- paid contractors</td>
</tr>
<tr>
<td>- paint new mural downtown</td>
<td>- local artists</td>
</tr>
<tr>
<td>- host events or markets in the downtown area</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>When should the action take place or for how long?</th>
<th>What resources are needed?</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Over a two year period</td>
<td>- time, materials, and monetary donations</td>
</tr>
<tr>
<td></td>
<td>- city funds</td>
</tr>
<tr>
<td></td>
<td>- grants</td>
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<table>
<thead>
<tr>
<th>Who Needs Information/Follow-Up?</th>
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</thead>
<tbody>
<tr>
<td>- Downtown business owners</td>
<td></td>
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<tr>
<td>- local artist networks</td>
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<tr>
<td>- local business association</td>
<td></td>
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<tr>
<td>- city hall</td>
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</table>

*Adapted From: Community Tool Box: “Chapter 8: Section 5: Developing an Action Plan”. University of Kansas.*
**W-10: Staff Action Plan Template**

A staff action plan can be used to track objectives of the planning process by tying strategies to deliverables and assigning responsible parties. It is a living document, meant to be updated continuously. Below is a chart with two examples.

<table>
<thead>
<tr>
<th>Objective</th>
<th>Strategy</th>
<th>Deliverable</th>
<th>Status</th>
<th>Responsible Staff or Consultants</th>
<th>Total hours</th>
<th>Budget</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Engagement</td>
<td>A  Communications strategy for engagement</td>
<td>Document that lays out Monroe communications strategy including glossary of shared terms.</td>
<td>In progress</td>
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<td></td>
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<tr>
<td>Develop data strategy</td>
<td>A  Create Data Management &amp; Tracking Plan (with community partners)</td>
<td>Develop indicators in the accountability tool</td>
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<tr>
<td>Principle</td>
<td>Practice</td>
<td>Concept Definition</td>
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</tr>
<tr>
<td>Livable Built Environment</td>
<td>1.1 Plan for multi-modal transportation</td>
<td>A multimodal transportation system allows people to use a variety of transportation modes, including walking, biking, and other mobility devices (e.g., wheelchairs), as well as transit where possible. Such a system reduces dependence on automobiles and encourages more active forms of personal transportation, improving health outcomes and increasing the mobility of those who are unable or unwilling to drive (e.g., youth, persons with disabilities, the elderly). Fewer cars on the road also translates to reduced air pollution and greenhouse gas emissions with associated health and environmental benefits.</td>
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<tr>
<td>Livable Built Environment</td>
<td>1.2 Plan for transit oriented development</td>
<td>Transit-oriented development (TOD) is characterized by a concentration of higher density mixed use development around transit stations and along transit lines, such that the location and the design of the development encourage transit use and pedestrian activity. TOD allows communities to focus new residential and commercial development in areas that are well connected to public transit. This enables residents to more easily use transit service, which can reduce vehicle-miles traveled and fossil fuels consumed and associated pollution and greenhouse gas emissions. It can also reduce the need for personal automobile ownership, resulting in a decreased need for parking spaces and other automobile-oriented infrastructure.</td>
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<tr>
<td>Livable Built Environment</td>
<td>1.3 Coordinate regional transportation investments with job clusters</td>
<td>Coordinating regional transportation systems and areas of high employment densities can foster both transportation efficiency and economic development. This is important for creating and improving access to employment opportunities, particularly for disadvantaged populations without easy access to personal automobiles.</td>
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<tr>
<td>Livable Built Environment</td>
<td>1.4 Provide complete streets serving multiple functions</td>
<td>Complete streets are streets that are designed and operated with all users in mind—including motorists, pedestrians, bicyclists, and public transit riders (where applicable) of all ages and abilities—to support a multi-modal transportation system. A complete street network is one that safely and conveniently accommodates all users and desired functions, though this does not mean that all modes or functions will be equally prioritized on any given street segment. Streets that serve multiple functions can accommodate travel, social interaction, and commerce, to provide for more vibrant neighborhoods and more livable communities.</td>
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<tr>
<td>Livable Built Environment</td>
<td>1.5 Plan for mixed land-use patterns that are walkable and bikeable</td>
<td>Mixed land-use patterns are characterized by residential and nonresidential land uses located in close proximity to one another. Mixing land uses and providing housing in close proximity to everyday destinations (e.g., shops, schools, civic places, workplaces) can increase walking and biking and reduce the need to make trips by automobile. Mixed land-use patterns should incorporate safe, convenient, accessible, and attractive design features (e.g., sidewalks, bike street furniture, bicycle facilities, street trees) to promote walking and biking.</td>
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<tr>
<td>Livable Built Environment</td>
<td>1.6 Plan for infill development</td>
<td>Infill development is characterized by development or redevelopment of undeveloped or underutilized parcels of land in otherwise built-up areas, which are usually served by or have ready access to existing infrastructure and services. Focusing development and redevelopment on infill sites takes advantage of this existing infrastructure while helping to steer development away from greenfield sites on the urban fringe, which are more expensive to serve with infrastructure and services.</td>
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<tr>
<td>Livable Built Environment</td>
<td>1.7 Encourage design standards appropriate to the community context.</td>
<td>Design standards are specific criteria and requirements for the form and appearance of development within a neighborhood, corridor, special district, or jurisdiction as a whole. These standards serve to improve or protect both the function and aesthetic appeal of a community. Design standards typically addresses building placement, building massing and materials, and the location and appearance of elements (such as landscaping, signage, and street furniture.) They can encourage development that is compatible with the community context and that enhances sense of place. While the design standards will not be specified in the comprehensive plan itself, the plan can establish the direction and objectives that detailed standards should achieve.</td>
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<tr>
<td>Livable Built Environment</td>
<td>1.8 Provide accessible public facilities and spaces</td>
<td>Public facilities play an important role in communities and they should be able to accommodate persons of all ages and abilities. Public facilities and spaces should be equitably distributed throughout the community. They should be located and designed to be safe, served by different transportation modes, and accessible to visitors with mobility impairments.</td>
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<tr>
<td>Principle</td>
<td>Practice</td>
<td>Concept Definition</td>
<td>Notes (Indicate where in the plan each principle is discussed)</td>
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</tr>
<tr>
<td>Livable Built Environment</td>
<td>1.9 Conserve and reuse historic resources</td>
<td>Historic resources are buildings, sites, landmarks, or districts with exceptional value or quality for illustrating or interpreting the cultural heritage of a community. They can include resources eligible for listing on the National Register of Historic Places, a state inventory of historic resources in association with a program approved by the secretary of the Interior, or a local inventory of historic resources in association with a program approved by a state program or directly by the secretary of the interior (in states without approved programs). It is important to address the conservation and reuse of historic resources due to their cultural and historic significance to a community and the role they play in enhancing a community’s sense of place, economy (through tourism and other economic activity), and environment (by reducing the need to construct new buildings that consume land and resources).</td>
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<tr>
<td>Livable Built Environment</td>
<td>1.10 Implement green building design and energy conservation</td>
<td>A green building is characterized by design features that, if used as intended, will minimize the environmental impacts of the building over the course of its lifespan. The goals of green building design are energy and resource efficiency, waste reduction and pollution prevention, and occupant health and productivity. Energy conservation refers to reducing energy consumption through energy efficiency or behavioral change.</td>
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<tr>
<td>Livable Built Environment</td>
<td>1.11 Discourage development in hazard zones</td>
<td>Green building designs that meet the standards of the U.S. Green Building Council’s Leadership in Energy and Environmental Design (LEED) or similar rating system are energy and resource efficient, reduce waste and pollution, and improve occupant health and productivity. Energy conservation refers to measures that reduce energy consumption through energy efficiency or behavioral change. Together these approaches reduce energy costs and improve environmental quality and community health. They can be implemented through strategies such as code requirements, regulatory incentives, and investment programs (e.g., grants to homeowners for weatherization of their homes).</td>
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2. Harmony with Nature

Ensure that the contributions of natural resources to human well-being are explicitly recognized and valued and that maintaining their health is a primary objective.

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<tr>
<th>Harmony with Nature</th>
<th>Principle Total:</th>
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<td>Harmony with Nature</td>
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<tr>
<td>Harmony with Nature</td>
<td>2.1 Restore, connect, and protect natural habitats and sensitive lands</td>
<td>Natural habitats are areas or landscapes—such as wetlands, riparian corridors, and woodlands—inhabited by a species or community of species, and can include those designated as rare and endangered. Sensitive lands, including steep slopes and geographically unstable areas, contain natural features that are environmentally significant and easily disturbed by human activity. These resources provide important environmental benefits. Restoring degraded habitat can reestablish natural diversity and associated ecosystem services.</td>
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<tr>
<td>Harmony with Nature</td>
<td>2.2 Plan for the provision and protection of green infrastructure</td>
<td>Green infrastructure is a strategically planned and managed network of green open spaces, including parks, greenways, and protected lands. Green infrastructure may also be defined as features that use natural topography and vegetation to capture, store, and infiltrate stormwater runoff, often in urban settings. This includes features such as bioswales, rain gardens, and green roofs. Green infrastructure provides a range of critical functions and ecosystem services to communities, such as wildlife habitat, stormwater management, and recreational opportunities.</td>
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<tr>
<td>Harmony with Nature</td>
<td>2.3 Encourage development that respects natural topography</td>
<td>Sensitive natural topography includes features such as hillsides, ridges, steep slopes, or lowlands that can pose challenges to development. Taking these features into account in planning for private development and public infrastructure can reduce construction costs, minimize natural hazard risks from flooding or landslides, and mitigate the impacts of construction on natural resources, including soils, vegetation, and water systems.</td>
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<tr>
<td>Harmony with Nature</td>
<td>2.4 Enact policies to reduce carbon footprints</td>
<td>The term “carbon footprint” is used to describe the amount of carbon dioxide and other greenhouse gases emitted by a given entity, such as an individual, company, or city) in a certain time frame. It provides a measure of the environmental impact of a particular lifestyle or operation, and encompasses both the direct consumption of fossil fuels as well as indirect emissions associated with the manufacture and transport of all goods and services the entity consumes. Policies designed to reduce the carbon footprint benefit the environment and have associated benefits on air quality and health. Because these policies are often associated with energy conservation, they can also have positive economic benefits for local governments and community members.</td>
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<tr>
<td>Harmony with Nature</td>
<td>2.5 Comply with state and local air quality standards</td>
<td>Air quality standards are limits on the quantity of pollutants in the air during a given period in a defined area. Under the Clean Air Act, the U.S. Environmental Protection Agency has established air quality standards for ground-level ozone, lead, particulate matter, carbon monoxide, sulfur dioxide, and nitrogen dioxide to protect public health and the environment and enforced by state and local governments. Pollutants may come from mobile sources (e.g., cars and trucks), area sources (e.g., small businesses), or point sources (e.g., power plants).</td>
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### 3. Resilient Economy

Ensure that the community is prepared to deal with both positive and negative changes in its economic health and to initiate sustainable urban development and redevelopment strategies that foster green business growth and build resilience on local assets.

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<tr>
<th>Principle</th>
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<tbody>
<tr>
<td>Resilient Economy</td>
<td>3.1 Provide the physical capacity for economic growth</td>
<td>Economic growth is characterized by an increase in the amounts of goods and services that an economy is able to produce over time. Providing the physical capacity for economic growth means ensuring that adequate space will be available for commercial and industrial development and redevelopment for nonresidential land uses. Communities need to plan for the necessary amount of land and structures appropriately built, sized, and located to support existing and future production of goods and services based on current and projected economic conditions. This could entail decline as well as growth in demand depending on market conditions and as certain economic sectors become obsolete.</td>
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<tr>
<td>Resilient Economy</td>
<td>3.2 Plan for a balanced land-use mix for fiscal sustainability</td>
<td>A balanced land use mix for fiscal sustainability is characterized by a pattern that includes both residential and nonresidential uses, such that the long-term cost of providing a desirable level of public services to residents, business owners, and visitors is closely matched to the tax or user-fee revenue generated by those uses.</td>
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<tr>
<td>Resilient Economy</td>
<td>3.3 Plan for transportation access to employment centers</td>
<td>Plans should ensure that areas with high job density are accessible to employees via one or more travel modes (automobile, transit, bicycling, walking). More transportation modes serving the employment center offer employees a wider range of commuting options. This is important for improving access to employment opportunities, particularly among populations that may not have personal vehicles.</td>
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<tr>
<td>Resilient Economy</td>
<td>3.4 Promote green businesses and jobs</td>
<td>A green business is any business offering environmentally friendly products and services through sustainable business models and practices. Green jobs are provided by agricultural, manufacturing, research and development, administrative, service, or other business activities that contribute substantially to preserving or restoring environmental quality. Green businesses and jobs may include, but are not limited to, those associated with industrial processes with closed-loop systems in which the wastes of one industry are the raw materials for another.</td>
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### Table for Principles

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<tbody>
<tr>
<td>Harmony with Nature</td>
<td>2.6 Encourage climate change adaptation</td>
<td>Adapting to climate change involves adjusting natural and human systems to projected impacts such as sea level rise and increased frequencies of extreme weather events as well as long-term shifts in precipitation levels, growing season length, and native vegetation and wildlife populations. Successful adaptation strategies reduce community vulnerability and minimize adverse effects on the environment, economy, and public health.</td>
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<tr>
<td>Harmony with Nature</td>
<td>2.7 Provide for renewable energy use</td>
<td>Renewable energy sources, which are derived directly or indirectly from the sun or natural movements and mechanisms of the environment—including solar, wind, biomass, hydropower, ocean thermal, wave action, and tidal action—are naturally regenerated over a short timescale and do not diminish. Use of renewable energy reduces reliance on coal-fired energy plants and other sources of fossil fuels.</td>
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<tr>
<td>Harmony with Nature</td>
<td>2.8 Provide for solid waste reduction</td>
<td>Solid waste is garbage or refuse resulting from human activities. It can include food scraps, yard waste, packaging materials, broken or discarded household items, and construction and demolition debris. Many common solid waste items—such as glass, aluminum and other metals, paper and cardboard, certain plastics, and food scraps and other organic materials—can be diverted from the waste stream and recycled into new products or composted.</td>
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<tr>
<td>Harmony with Nature</td>
<td>2.9 Encourage water conservation and plan for a lasting water supply</td>
<td>Reducing water use by buildings and landscapes through water conservation and planning for a lasting water supply are critical to a community's long-term sustainability, particularly in regions with limited precipitation or other sources of water. Access to ground or surface water sources sufficient for anticipated future water use levels and a well-maintained supply system to deliver this water to end users are important to ensure.</td>
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<tr>
<td>Harmony with Nature</td>
<td>2.10 Protect and manage streams, watersheds, and floodplains</td>
<td>A stream is a body of water flowing over the ground in a channel. A watershed is an area of land drained by a river, river system, or other body of water. A floodplain is an area of low-lying ground adjacent to a body of water that is susceptible to inundation. These resources have typically been extensively altered in urban environments—for example, by replacing streams with underground culverts or constructing buildings in the floodplain—negatively affecting the natural and beneficial functions they provide. Watershed management is important to protecting water supply, water quality, drainage, stormwater runoff and other functions at a watershed scale.</td>
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#### Notes

- **Not Applicable (N/A)**
- **Not Present (0)**
- **Low Achievement (1)**
- **Medium Achievement (2)**
- **High Achievement (3)**

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<tr>
<td>Resilient Economy</td>
<td>3.5 Encourage community-based economic development and revitalization</td>
<td>Community-based economic development is development that promotes, supports, and invests in businesses that serve local needs and are compatible with the vision, character, and cultural values of the community. This approach encourages using local resources in ways that enhance economic opportunities while improving social conditions and supporting locally owned and produced goods and services. These activities foster connections and a sense of place, reduce the need for imports, and stimulate the local economy. This in turn can increase investment in and revitalization of downtowns, commercial areas, neighborhoods, and other place-based community resources.</td>
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<tr>
<td>Resilient Economy</td>
<td>3.6 Provide and maintain infrastructure capacity in line with growth or decline demands</td>
<td>Keeping infrastructure capacity in line with demand involves ensuring that structures and networks are appropriately sized to adequately serve existing and future development. This is important in balancing quality of service provision with costs to the local government. Infrastructure planning may include decommissioning or realigning infrastructure in neighborhoods experiencing protracted population decline—for example, to facilitate a transition from residential uses to green infrastructure, urban agriculture, or renewable energy production.</td>
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<tr>
<td>Resilient Economy</td>
<td>3.7 Plan for post-disaster economic recovery</td>
<td>Planning for post-disaster economic recovery before a disaster happens helps communities resume economic activities following damage or destruction by a natural or human-made disaster (e.g., hurricane, landslide, wildfire, earthquake, terrorist attack). Plans for post-disaster recovery are characterized by officially adopted policies and implementation tools put in place before or after an event to direct recovery after a disaster event has occurred.</td>
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<tr>
<td>4. Interwoven Equity</td>
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<td>Ensure fairness and equity in providing for the housing, services, health, safety, and livelihood needs of all citizens and groups.</td>
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<tr>
<td>Interwoven Equity</td>
<td>4.1 Provide a range of housing types</td>
<td>A range of housing types is characterized by the presence of residential units of different sizes, configurations, tenures, and price points located in buildings of different sizes, configurations, ages, and ownership structures. Providing a range of housing types accommodates varying lifestyle choices and affordability needs and makes it possible for households of different sizes and income levels to live in close proximity to one another.</td>
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<tr>
<td>Interwoven Equity</td>
<td>4.2 Plan for jobs/housing balance</td>
<td>A jobs/housing balance is characterized by a roughly equal number of jobs and housing units (households) within a commuter shed. A strong jobs/housing balance can also result in jobs that are better matched to the labor force living in the commuter shed, resulting in lower vehicle miles traveled, improved worker productivity, and higher overall quality of life. When coordinated with multimodal transportation investments, it improves access to employment opportunities for disadvantaged populations.</td>
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<tr>
<td>Interwoven Equity</td>
<td>4.3 Plan for the physical, environmental, and economic improvement of at-risk, distressed, and disadvantaged neighborhoods</td>
<td>At-risk neighborhoods are experiencing falling property values, high real estate foreclosure rates, rapid depopulation, or physical deterioration. Distressed neighborhoods suffer from disinvestment and physical deterioration for many reasons, including (but not limited to) the existence of cheap land on the urban fringe, the financial burdens of maintaining an aging building stock, economic restructuring, land speculation, and the dissolution or relocation of anchor institutions. A disadvantaged neighborhood is a neighborhood in which residents have reduced access to resources and capital due to factors such as high levels of poverty and unemployment and low levels of educational attainment. These neighborhoods often exhibit high rates of both physical disorder (e.g., abandoned buildings, graffiti, vandalism, litter, disrepair) and social disorder (e.g., crime, violence, loitering, drinking and drug use).</td>
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<tr>
<td>Interwoven Equity</td>
<td>4.4 Plan for improved health and safety for at-risk populations</td>
<td>An at-risk population is characterized by vulnerability to health or safety impacts through factors such as race or ethnicity, socioeconomic status, geography, gender, age, behavior, or disability status. These populations may have additional needs before, during, and after a destabilizing event such as a natural or human-made disaster or period of extreme weather, or throughout an indefinite period of localized instability related to an economic downturn or a period of social turmoil. At-risk populations include children, the elderly, persons with disabilities, those living in institutionalized settings, those with limited English proficiency, and those who are transportation disadvantaged.</td>
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PRINCIPLES
**Interwoven Equity**

4.5 Provide accessible and quality public services, facilities, and health care to minority and low-income neighborhoods

A public service is a service performed for the benefit of the people who live in (and sometimes those who visit) the jurisdiction. A public facility is any building or property—such as a library, park, or community center—owned, leased, or funded by a public entity. Public services, facilities, and health care should be located so that all members of the public have safe and convenient transportation options to reach quality services and facilities that meet or exceed industry standards for service provision. Minority and low-income neighborhoods are often underserved by public services and facilities and healthcare providers.

4.6 Upgrade infrastructure and facilities in older and substandard areas

Infrastructure comprises the physical systems that allow societies and economies to function. These include water mains, storm and sanitary sewers, electrical grids, telecommunications facilities, and transportation facilities such as bridges, tunnels, and roadways. Upgrading is the process of improving these infrastructure and facilities through the addition or replacement of existing components with newer versions. An older area is a neighborhood, corridor, or district that has been developed and continuously occupied for multiple decades. A substandard area is a neighborhood, district, or corridor with infrastructure that fails to meet established standards.

4.7 Plan for workforce diversity and development

Workforce diversity is characterized by the employment of a wide variety of people in terms of age, cultural background, physical ability, race and ethnicity, religion, and gender identity. Workforce development is an economic development strategy that focuses on people rather than businesses; it attempts to enhance a region’s economic stability and prosperity by developing jobs that match existing skills within the local workforce or training workers to meet the labor needs of local industries.

4.8 Protect vulnerable populations from natural hazards

A natural hazard is a natural event that threatens lives, property, and other assets. Natural hazards include floods, high wind events, landslides, earthquakes, and wildfires. Vulnerable neighborhoods face higher risks than others when disaster events occur. A population may be vulnerable for a variety of reasons, including location, socioeconomic status or access to resources, lack of leadership and organization, and lack of planning.

4.9 Promote environmental justice

Environmental justice is defined as the fair treatment and meaningful involvement of all people, regardless of race, color, national origin, or income, in the development, implementation, and enforcement of environmental laws, regulations, and policies. Its goal is to provide all communities and persons across the nation with the same degree of protection from environmental and health hazards and equal access to decision making processes. This results in healthy environments for all in which to live, learn, and work.

5. Healthy Community

Ensure that public health needs are recognized and addressed through provisions for healthy foods, physical activity, access to recreation, health care, environmental justice, and safe neighborhoods.

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**Healthy Community**

5.1 Reduce exposure to toxins and pollutants in the natural and built environments

Toxins are poisonous substances capable of causing disease in living organisms. Pollutants are waste substances or forms of energy (noise, light, heat), often resulting from industrial processes, that can contaminate air, water, and soil and cause adverse changes in the environment. Examples include carbon monoxide and other gases as well as soot and particulate matter produced by fossil fuel combustion; toxic chemicals used or created in industrial processes; pesticides and excess nutrients from agricultural operations; and toxic gases released by paints or adhesives.

5.2 Plan for increased public safety through reduction of crime and injuries

Public safety involves prevention of and protection from events such as crimes or disasters that could bring danger, injury, or damage to the general public. Although addressing crime is typically considered a governmental responsibility (police, fire, and emergency services), it can also be reduced through environmental design using crime prevention through environmental design (CPTED) principles.

5.3 Plan for the mitigation and redevelopment of brownfields for productive uses

A brownfield is defined by the federal government as any abandoned, idled, or underused real property where expansion or redevelopment is complicated by the presence or potential presence of environmental contamination. Redevelopment of these sites requires an environmental assessment to determine the extent of contamination and to develop remediation strategies. The feasibility of site cleanup, market forces, and other factors may help define appropriate reuse options, which range from open space to mixed use development.
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<tr>
<td>Healthy Community</td>
<td>5.4 Plan for physical activity and healthy lifestyles</td>
<td>A healthy lifestyle is characterized by individual practices and behavioral choices that enhance health and wellbeing. Barriers to the design of the physical environment can influence rates of physical activity and health benefits. Active transportation facilities (e.g., sidewalks and bike lanes) and accessible, equitably distributed recreational opportunities support physical activity and healthy lifestyles.</td>
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<tr>
<td>Healthy Community</td>
<td>5.5 Provide accessible parks, recreation, facilities, greenways and open space near all neighborhoods</td>
<td>Parks are areas of land—often in a natural state or improved with facilities for rest and recreation—set aside for the public's use and enjoyment. Greenways are strips of undeveloped land that provide corridors for environmental and recreational use and connect areas of open space. These facilities offer a range of benefits to residents, including opportunities for increased physical activity. The proximity of parks to neighborhoods supports increased physical activity among residents; however, social and environmental impediments such as crime, unsafe pedestrian conditions, and noxious land uses may decrease accessibility and subsequent use of these facilities. Plans should ensure that the type of park and its function and design are appropriate for its locational context.</td>
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<td>Healthy Community</td>
<td>5.6 Plan for access to healthy, locally-grown foods for all neighborhoods</td>
<td>A lack of access to fresh, healthy foods contributes to obesity and negative health outcomes. In many urban areas, residents face difficulties in buying affordable or good-quality fresh food, a situation commonly referred to as a “food desert.” Healthy foods include those that are fresh or minimally processed, naturally dense in nutrients, and low in fat, sodium, and cholesterol. Locally grown goods are those produced in close proximity to consumers in terms of both geographic distance and the supply chain. Though there is no standard definition of locally grown, sources can range from backyards and community gardens to farms within the region or state.</td>
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<tr>
<td>Healthy Community</td>
<td>5.7 Plan for equitable access to health care providers, schools, public safety facilities, and arts and cultural facilities</td>
<td>Equitable access ensures services and facilities are reachable by all persons, regardless of social or economic background. Healthcare providers are those individuals, institutions, or agencies that provide healthcare services to consumers. Schools are institutions that provide education or instruction. Public safety facilities provide safety and emergency services to a community, including police and fire protection. Arts and cultural facilities provide programs and activities related to the arts and culture, including performing arts centers, concert halls, museums, galleries, and other related facilities.</td>
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<tr>
<td>6. Responsible Regionalism</td>
<td>Ensure that all local proposals account for, connect with, and support the plans of adjacent jurisdictions and the surrounding region.</td>
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<tr>
<td>Responsible Regionalism</td>
<td>6.1 Coordinate local land use plans with regional transportation investments</td>
<td>A local land use plan is an officially adopted long-range comprehensive or sub-area (i.e., a neighborhood, corridor, or district) plan describing or depicting desirable future uses of land within a jurisdiction. Regional transportation investments are any projects listed in a transportation improvement program intended to improve a transportation network serving a multi-jurisdictional area, often included in metropolitan planning organization plans. These projects include investments in highways and streets, public transit, and pedestrian and bicycle systems.</td>
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<tr>
<td>Responsible Regionalism</td>
<td>6.2 Coordinate local and regional housing plan goals</td>
<td>A regional housing plan is any officially adopted plan assessing current housing conditions and describing or depicting desirable future housing conditions across a multi-jurisdictional area. If applicable, these plans include state-mandated regional “fair share” plans establishing target affordable housing unit allocations among constituent jurisdictions. Local communities should provide for affordable housing in a manner consistent with the needs and targets defined in regional housing plans.</td>
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<tr>
<td>Responsible Regionalism</td>
<td>6.3 Coordinate local open space plans with regional green infrastructure plans</td>
<td>A local open space plan is any officially adopted functional plan or comprehensive plan element describing or depicting desirable future locations or conditions for open space within a local jurisdiction. A regional green infrastructure plan is any officially adopted functional plan or comprehensive plan element describing or depicting desirable future locations or conditions for parks, greenways, protected lands, and other types of green infrastructure within a multi-jurisdictional area. Coordinating local open space plans with regional green infrastructure plans can maximize both the ecological and public benefits that green infrastructure provides and can help leverage investment in parks, greenways, trails, and other green infrastructure projects.</td>
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<tr>
<td>Responsible Regionalism</td>
<td>6.4 Delineate designated growth areas that are served by transit</td>
<td>A designated growth area is an area delineated in an officially adopted local or regional comprehensive plan where higher density development is permitted or encouraged and urban services—including public transportation (where feasible)—are (or are scheduled to be) available. The purpose of a designated growth area is to accommodate and focus projected future growth (typically over a 20-year timeframe) within a municipality, county, or region through a compact, resource-efficient pattern of development.</td>
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<tr>
<td>Responsible Regionalism</td>
<td>6.5 Promote regional cooperation and sharing of resources</td>
<td>Regional cooperation and sharing of resources covers any situation where multiple jurisdictions coordinate the provision of public services and facilities. This includes instances where separate jurisdictions share equipment or facilities, where jurisdictions consolidate service or facility provision, and where jurisdictions share a tax base. The latter is a revenue-sharing arrangement whereby local jurisdictions share tax proceeds from new development for the purposes of alleviating economic disparities among constituent jurisdictions and/or financing region-serving infrastructure and facilities.</td>
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<tr>
<td>Responsible Regionalism</td>
<td>6.6 Enhance connections between local activity centers and regional destinations</td>
<td>A local activity center is a node containing a high concentration of employment and commerce. A regional destination is a location that is responsible for a high proportion of trip ends within a regional transportation network, such as a job cluster, a major shopping or cultural center (e.g., large performance art venues and museums) or district, or a major park or recreational facility. A connection between a local activity center and a regional destination may be one or more surface streets, grade-separated highways, off-road trails, or transit corridors.</td>
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<tr>
<td>Responsible Regionalism</td>
<td>6.7 Coordinate local and regional population and economic projections</td>
<td>A population projection is an estimate of the future population for a particular jurisdiction or multi-jurisdictional area. An economic projection is an estimate of future economic conditions (e.g., employment by industry or sector, personal income, public revenue) for a particular jurisdiction or multi-jurisdictional area. Common time horizons for population and economic projections are 20 to 30 years. Coordinating local and regional projections minimizes the risk of planning cross purposes as the result of inconsistent data.</td>
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<tr>
<td>Responsible Regionalism</td>
<td>6.8 Include regional development visions and plans in local planning scenarios</td>
<td>A regional development vision or plan is a description or depiction of one or more potential future development patterns across a multi-jurisdictional area, based on a set of policy, demographic, and economic assumptions. A local planning scenario is a description or depiction of a potential future development pattern for a jurisdiction, based on a set of policy, demographic, and economic assumptions. While many scenario planning efforts present preferred scenarios, the real value of such planning is to allow participants to consider alternative ways of realizing a collective vision, including different outcomes that may be likely given the difficulty of accurately predicting certain demographic and economic trends.</td>
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<tr>
<td>Responsible Regionalism</td>
<td>6.9 Encourage consistency between local capital improvement programs and regional infrastructure priorities</td>
<td>A local capital improvement program is an officially adopted plan describing or depicting capital projects that will be funded within a local jurisdiction during a multiyear (usually five-year) time horizon. Regional infrastructure priorities and funding are the capital projects and monetary resources designated in officially adopted plans or investment policies that identify regional infrastructure facility needs throughout a multi-jurisdictional area.</td>
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<tr>
<th>Process</th>
<th>Practice</th>
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<th>Not Applicable (N/A)</th>
<th>Not Present (0)</th>
<th>Low Achievement (1)</th>
<th>Medium Achievement (2)</th>
<th>High Achievement (3)</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>7. Authentic Participation</td>
<td>7.1 Engage stakeholders at all stages of the planning process</td>
<td>Engaging stakeholders throughout the planning process—from creating a community vision to defining goals, principles, objectives, and action steps, as well as in implementation and evaluation—is important to ensure that the plan accurately reflects community values and addresses community priority and needs. In addition, engagement builds public understanding and ownership of the adopted plan, leading to more effective implementation.</td>
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</table>
**Authentic Participation**

7.2 Seek diverse participation in the plan development process

A robust comprehensive planning process engages a wide range of participants across generations, ethnic groups, and income ranges. Especially important is reaching out to groups that might not always have a voice in community governance, including representatives of disadvantaged and minority communities.

7.3 Promote leadership development in disadvantaged communities during the planning process

Leaders and respected members of disadvantaged communities can act as important contacts and liaisons for planners in order to engage and empower community members throughout the planning process. Participation in the process can encourage development of emerging leaders, especially from within communities that may not have participated in planning previously.

7.4 Develop alternative scenarios of the future

Scenario planning is a technique in which alternative visions of the future are developed based upon different policy frameworks and development patterns, allowing communities to envision the consequences of “business as usual” as compared to changed development strategies. Comparing scenarios helps to frame choices and inform community decision making during the planning process.

7.5 Provide ongoing and understandable information for all participants

Information available in multiple, easily accessible formats and languages is key to communicating with all constituents, including non-English speakers. Such communication may involve translating professional terms into more common lay vocabulary.

7.6 Use a variety of communications channels to inform and involve the community

Communications channels that can be used throughout the planning process include traditional media, social media, and Internet-based platforms. Different constituencies may prefer to engage through different channels.

7.7 Continue to engage the public after the comprehensive plan is adopted

Stakeholder engagement should not end with the adoption of the comprehensive plan. An effective planning process continues to engage stakeholders during the implementing, updating, and amending of the plan, so that the public remains involved with ongoing proposals and decisions.

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**Accountable Implementation**

Ensure that responsibilities for carrying out the plan are clearly stated, along with metrics for evaluating progress in achieving desired outcomes.
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<thead>
<tr>
<th>Process</th>
<th>Practice</th>
<th>Notes</th>
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</thead>
<tbody>
<tr>
<td>Accountable Implementation</td>
<td>8.4 Establish interagency and organizational cooperation</td>
<td>Coordinating the activities and schedules of internal departments and external agencies and organizations increases implementation effectiveness and can leverage resources for achieving local and regional planning goals.</td>
</tr>
<tr>
<td>Accountable Implementation</td>
<td>8.5 Identify funding sources for plan implementation</td>
<td>Coordinating public and private funding sources—including federal, state, and foundation grant programs—facilitates implementation of priority plan items. A comprehensive plan that has consistent, clearly presented goals, objectives, and action priorities, backed by demonstrated community support, puts the community in a strong position to secure external funding for implementation.</td>
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<tr>
<td>Accountable Implementation</td>
<td>8.6 Establish indicators, benchmarks, and targets</td>
<td>Indicators allow quantitative measurement of achievement of social, environmental, and economic goals and objectives. Benchmarks are measurements of existing conditions against which progress towards plan goals can be measured. Targets are aspirational levels of achievement for a specific goal or objective often tied to a specific timeframe. Establishing these metrics allow for the monitoring of progress in plan implementation.</td>
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<tr>
<td>Accountable Implementation</td>
<td>8.7 Regularly evaluate and report on implementation progress</td>
<td>A process for evaluating and reporting plan implementation status and progress to both the public and elected officials following adoption ensures accountability and keeps the community informed about plan implementation progress. Such evaluation is typically done on an annual basis.</td>
</tr>
<tr>
<td>Accountable Implementation</td>
<td>8.8 Adjust the plan as necessary based on evaluation</td>
<td>A process for adjusting plan goals, strategies, and priorities over time as conditions change or targets are not met keeps the plan current and in line with present conditions. This process should be tied to evaluation of and reporting on implementation progress.</td>
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<td>Attribute</td>
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<tr>
<td>Consistent Content</td>
<td>9.1 Assess strengths, weaknesses, opportunities, and threats</td>
<td>A technique developed for strategic planning processes, a strengths, weaknesses, opportunities, and threats (SWOT) analysis allows for the identification of the major issues facing the community internally (strengths and weaknesses) and externally (opportunities and threats). A SWOT analysis can inform community discussions and assessment of the impacts of forecasted changes, their planning implications, and appropriate responses.</td>
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<tr>
<td>Consistent Content</td>
<td>9.2 Establish a fact base</td>
<td>Comprehensive planning should rest on a fact base—an evidence-based description and analysis of current conditions and the best possible projection of future trends, such as land use, development, environmental factors, the economy, and population changes.</td>
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<tr>
<td>Consistent Content</td>
<td>9.3 Develop a vision of the future</td>
<td>A vision is a statement and image of the community’s desired future in terms of its physical, social, and economic conditions. Typically covering a 20-year timeframe, the vision sets the overall framework for the plan’s goals, objectives, and policies and informs stakeholders of what the plan seeks to achieve.</td>
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<tr>
<td>Consistent Content</td>
<td>9.4 Set goals in support of the vision</td>
<td>Goals are statements of community aspirations for achieving the vision. They are implemented through public programs, investments, and initiatives.</td>
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<tr>
<td>Consistent Content</td>
<td>9.5 Set objectives in support of the goals</td>
<td>Objectives are measurable targets to be met through community action in carrying out the goals.</td>
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<tr>
<td>Consistent Content</td>
<td>9.6 Set policies to guide decision making</td>
<td>Policies are the specification of principles guiding public and private actions to achieve the goals and objectives presented in the plan.</td>
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<tr>
<td>Consistent Content</td>
<td>9.7 Define actions to carry out the plan</td>
<td>The implementation section of the plan identifies commitments to carry out the plan, including actions, timeframes, responsibilities, funding sources, and provisions for plan monitoring and updating.</td>
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<tr>
<td>Consistent Content</td>
<td>9.8 Use clear and compelling features to present the plan</td>
<td>Maps, tables, graphics, and summaries should be used in addition to text to convey the information, intent, and relationships in the plan. They are important in communicating the key features of the plan.</td>
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<tr>
<td>Coordinated Characteristics</td>
<td>10.1 Be comprehensive in the plan’s coverage</td>
<td>Comprehensive means covering a range of traditional planning topics (e.g., land use, transportation, housing, natural resources, economic development, community facilities, natural hazards), as well as topics that address contemporary planning needs (e.g., public health, climate change, social equity, local food, green infrastructure, energy). It is important to address the interrelationships among these various topics.</td>
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<tr>
<td>Coordinated Characteristics</td>
<td>10.2 Integrate the plan with other local plans and programs</td>
<td>An integrated plan includes recommendations from related functional plans and programs (e.g., hazard mitigation, climate adaptation, housing, transportation). It serves as the umbrella for coordinating recommendations from standalone plans into a systems perspective.</td>
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<tr>
<td>Coordinated Characteristics</td>
<td>10.3 Be innovative in the plan’s approach</td>
<td>An innovative plan contains creative strategies for dealing with community change, uncertainty, and development needs. It is open to proposing new approaches and solutions to community problems.</td>
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<td>Coordinated Characteristics</td>
<td>10.4 Be persuasive in communicating the plan</td>
<td>A persuasive plan communicates key principles and ideas in a readable and attractive manner in order to inspire, inform, and engage readers. It uses up-to-date visual imagery to highlight and support its recommendations.</td>
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<tr>
<td>Coordinated</td>
<td>10.5 Be consistent across plan components</td>
<td>A consistent plan frames proposals as sets of mutually reinforcing actions in a systems approach linking the plan with public programs and regulations.</td>
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<tr>
<td>Coordinated</td>
<td>10.6 Coordinate with the plans of other jurisdictions and levels of government</td>
<td>A coordinated plan integrates horizontally with plans and forecasts of adjacent jurisdictions and vertically with federal, state, and regional plans.</td>
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<td>Characteristics</td>
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<tr>
<td>Coordinated</td>
<td>10.7 Comply with applicable laws and mandates</td>
<td>A compliant plan meets requirements of mandates and laws concerning preparing, adopting, and implementing comprehensive plans.</td>
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<td>Characteristics</td>
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<tr>
<td>Coordinated</td>
<td>10.8 Be transparent in the plan’s substance</td>
<td>A transparent plan clearly articulates the rationale for all goals, objectives, policies, actions, and key plan maps. It explains the &quot;what, how, and why&quot; of each recommendation.</td>
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<td>Coordinated</td>
<td>10.9 Use formats that go beyond paper</td>
<td>A plan that goes beyond paper is produced in a web-based format and/or other accessible, user-friendly formats in addition to a standard printed document. Planning websites can be used both to engage and to inform citizens and different constituencies about the plan.</td>
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<td>Livable Built Environment</td>
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<td>Harmony with Nature</td>
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<td>Interwoven Equity</td>
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<td><strong>TOTAL ATTRIBUTES SCORE</strong></td>
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**REVIEWER PLAN SCORE**

**BONUS POINTS AWARDED**
(out of a possible 15)

**FINAL PLAN SCORE**

**TOTAL POINTS AVAILABLE**
(If all Best Practices are applicable, a perfect total would be 249 points)

**PLAN SCORE PERCENTAGE**
(Reviewer Plan Score / Total Points Available) %

**Level of Achievement**
- Designated: 70%
- Silver: 80%
- Gold: 90%
Metrics and language are important for writing policies and gauging implementation of a plan. Scoring metrics incorporating third party scoring systems, like the ones referenced in these tables, can help to effectively measure outcomes from policy. Use some of these mainstream scoring tools to set standards and benchmarks in long range plans that can be assessed after a plan’s approval.